



# **STUDY ON GENDER-BASED VIOLENCE IN SPORT**

**FINAL REPORT**

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# **Study on gender-based violence in sport**

Final report

Written by



YELLOW WINDOW

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## Table of Contents

ABSTRACT.....	V
EXECUTIVE SUMMARY .....	VI
Increasing Knowledge on Gender-Based Violence in Sport in the European Union .....	vi
Scope of the Study .....	vi
Methodological Approach .....	vii
Main Findings .....	vii
Main Conclusions And Recommendations For Future Action.....	ix
INTRODUCTION.....	1
CHAPTER 1: METHODOLOGICAL APPROACH.....	2
1.1. Definition of gender-based violence in sport .....	2
1.2. Scope of the study .....	2
1.3. Approach to data collection.....	3
1.4. Approach to data analysis .....	5
1.5. Approach to assessing and selecting best practices.....	7
1.6. Limitations of the study.....	8
CHAPTER 2: RESEARCHING GENDER-BASED VIOLENCE IN SPORT.....	9
2.1. Gender-based violence in sport: awareness and the issue of concepts.....	9
2.2. Challenges in researching gender-based violence in sport.....	9
2.3. Mapping of sources.....	10
2.4. Concluding remarks.....	12
CHAPTER 3: THE INTERNATIONAL AND EUROPEAN UNION LEGAL AND POLICY FRAMEWORK .....	13
1.1. The United Nations .....	13
1.2. The Council of Europe .....	14
1.3. The European Union .....	16
1.4. The Council of the European Union .....	16
1.5. The European Parliament .....	17
1.6. The European Commission .....	18
1.7. Other policy initiatives .....	20
1.8. Concluding remarks.....	21
CHAPTER 4: THE LEGAL FRAMEWORK AT EU MEMBER STATE LEVEL .....	22
4.1. Criminal legislation .....	23
4.2. Child protection legislation.....	25
4.3. Evidence of criminal cases of gender-based violence in sport .....	27
4.4. Concluding remarks.....	28
CHAPTER 5: THE POLICY FRAMEWORK AT EU MEMBER STATE LEVEL .....	29
1.1. Policies promoting gender equality in sport.....	30
1.2. Sport policies.....	30
1.3. Policies promoting gender equality or to combat gender-based violence .....	31
1.4. Child protection policies .....	31
1.5. Specific policies and other initiatives addressing gender-based violence in sport .....	31
1.6. Concluding remarks.....	34
CHAPTER 6: INITIATIVES BY SPORT AND CIVIL SOCIETY ORGANISATIONS.....	35

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1.1.	Initiatives focusing on (sexual) violence in sport .....	35
1.2.	Framing gender-based violence as a sports ethics issue .....	39
1.3.	Concluding remarks.....	40
<b>CHAPTER 7: ASSESSING THE MAGNITUDE OF GENDER-BASED VIOLENCE IN SPORT .....</b>		<b>42</b>
1.1.	Prevalence data .....	42
1.2.	Administrative records .....	51
1.3.	Concluding remarks.....	53
<b>CHAPTER 8: THE PREVENTION OF GENDER-BASED VIOLENCE IN SPORT .....</b>		<b>55</b>
1.1.	Approaches to the prevention of gender-based violence in sport.....	55
1.2.	Groups targeted by prevention initiatives and tools in the field of gender-based violence in sport .....	57
1.3.	Actors promoting prevention initiatives in the field of gender-based violence in sport.....	58
1.4.	Inspiring good practices in preventing gender-based violence in sport .....	59
<b>CHAPTER 9: ACTORS INVOLVED IN ADDRESSING GENDER-BASED VIOLENCE IN SPORT IN AT EU MEMBER STATE LEVEL .....</b>		<b>60</b>
1.1.	Policy and sport actors involved in addressing gender-based violence in sport .....	60
1.2.	Staff appointed to deal with gender-based violence in sport at sport federation level.....	65
1.3.	Concluding remarks.....	65
<b>CHAPTER 10: MAIN CONCLUSIONS ABOUT THE STATE-OF-PLAY IN EU MEMBER STATES .....</b>		<b>66</b>
10.1.	Prevalence: Towards an assessment of the magnitude of the problem .....	66
10.2.	Preventing gender-based violence in sport.....	67
10.3.	Protection of victims .....	68
10.4.	Prosecution of offenders (and disciplinary measures) .....	69
10.5.	Provision of services .....	69
10.6.	Partnerships between actors: where, who, what for? .....	70
<b>CHAPTER 11: PROBLEMS IDENTIFIED AND RECOMMENDATIONS TO REMEDY THESE .....</b>		<b>71</b>
<b>ANNEXES .....</b>		<b>1</b>
ANNEX 1 - Key terms and concepts .....		2
Annex 2. List of references of research attempting to estimate the magnitude of forms of gender-based violence in the European Union .....		4
Annex 3. Abstracts of promising practices in the field of prevention of gender-based violence in sport .....		7
Annex 4. Selected good practices in the field of prevention of gender-based violence in sport.....		19
Annex 5. Study team .....		77

## Abstract

This study provides an overview of the legal and policy frameworks, describes initiatives promoted by sport and civil society organisations, identifies best practice in combatting gender-based violence in sport and makes recommendations for future action.

Due to a lack of studies and methodological difficulties, reliable prevalence and incidence data on (forms of) gender-based violence in sport are strikingly absent across the EU and internationally. The terminology used to refer to forms of gender-based violence varies greatly across the EU, and there remains a lack of clarity in legal texts. The policy frameworks of fewer than half of all EU Member States make explicit reference to forms of gender-based violence in sport.

Various approaches to prevent gender-based violence in sport were identified. Most initiatives target sports organisations (including federations, associations, and clubs) and coaches. These were mostly carried out on an ad-hoc basis.

A holistic approach to fight gender-based violence in sport is needed that considers: an assessment of the magnitude of the problem; prevention initiatives; comprehensive legal, policy and disciplinary provisions to prosecute and punish perpetrators and to protect athletes from gender-based violence; provision of services for those subjected to acts of gender-based violence; and multi-level, multi-disciplinary and multi-actor partnerships.

## Executive Summary

### Increasing Knowledge on Gender-Based Violence in Sport in the European Union

Since 2007<sup>1</sup>, the European Commission has been issuing policies emphasising the need to protect (young) athletes from acts of violence, particularly from different forms of gender-based violence. These policies also highlight the importance and necessity of raising awareness and implementing prevention initiatives to fight gender-based violence in and through sport.

Following an invitation from the Council of the European Union<sup>2</sup>, in 2015, the Directorate-General for Education and Culture (DG EAC) asked the Education, Audiovisual and Culture Executive Agency (EACEA) to launch **a study to assess the nature and extent of gender-based violence in sport in the EU**. This study aimed specifically at:

1. Describing the current situation regarding gender-based violence in sport at elite and amateur level by mapping and collecting secondary data in all EU Member States.
2. Providing an overview of existing and recommended measures and legal frameworks on this topic.
3. Identifying best practices in combatting gender-based violence in sporting environments.
4. Providing recommendations for policy-makers and relevant (sport) stakeholders to combat gender-based violence in sport.

This study is the first attempt to better define and measure the scope of gender-based violence in professional and grassroots sports across the 28 EU Member States.

### Scope of the Study

To establish a common understanding and to delimit the scope of the study, the **definition of gender-based violence** used was the following<sup>3</sup>: "*violence directed against a person because of that person's gender (including gender identity/expression) or violence that affects persons of a particular gender disproportionately*". Several forms of gender-based violence in sport were considered: verbal, non-verbal, physical and sexual harassment and abuse. These forms are not mutually exclusive, but overlapping categories.

The focus of the study was on the coach-athlete relationship, the entourage of the sport-athlete relationship (e.g. managers, officials, doctors, physiotherapists) and the peer athlete-athlete relationship. This study considered both female and male victims, and female and male perpetrators. Special attention was also devoted to children and youth,

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<sup>1</sup> European Commission (2007). White Paper on Sport: <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52007DC0391&from=EN>.

<sup>2</sup> Council of the European Union (2014). Conclusions on gender equality in sport: [http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A52014XG0614\(09\)](http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A52014XG0614(09))

<sup>3</sup> European Commission (2014). Gender Equality in Sport. Proposal for Strategic Actions 2014-2020: [http://ec.europa.eu/sport/events/2013/documents/20131203-gender/final-proposal-1802\\_en.pdf](http://ec.europa.eu/sport/events/2013/documents/20131203-gender/final-proposal-1802_en.pdf).

because young athletes (girls and boys) have specific rights and needs and may well be victims of gender-based violence. The study explicitly included violence against LGBTQI<sup>4</sup> persons. The study did not exclude any sport discipline, and covered both elite/professional and grassroots sports.

## Methodological Approach<sup>5</sup>

The data collection was carried out by national researchers between January and April 2016, and comprised a web-based search, complemented with semi-structured interviews, consultations with stakeholders and experts, and a literature review. The **mapping exercise** covered the international, European and EU Member State levels. The information and data gathered at each of these levels covered: existing research on the magnitude of gender-based violence in sport, the legal and policy frameworks, as well as promising practices in the field of prevention of gender-based violence in sport.

The overall analysis of the collected data allowed for an **assessment of the state-of-play in the EU Member States** considering the 'six Ps framework', which comprises Prevalence, Prevention, Protection, Prosecution, Provision of services and Partnerships.

**Thirteen best practices** in the field of prevention of gender-based violence in sport were selected against a set of qualitative criteria defined during the study's timeframe. An online consultation and an expert consultation meeting were organised to discuss and agree on a final set of qualitative criteria to assess best practices in the field of gender-based violence in sport. These include: effectiveness, transferability, resilience, visibility of actions, and informed design.

## Main Findings

### Legal and policy initiatives at international and European level<sup>6</sup>

The existing legal and policy recommendations specifically related to gender-based violence in sport go back 20 years. **The main focus of policies is on prevention and protection actions.** Attention has specifically been drawn to children and youth, as well as to women. Homophobic violence in sport starts to be considered in more recent policies. Other topics like the assessment of the magnitude of any form of gender-based violence in sport, or measures to prosecute forms of gender-based violence in sport and to provide services to support victims (and perpetrators) have been less considered in the international and European legal and policy frameworks.

### Legal framework at EU Member State level<sup>7</sup>

The current legal provisions in place in most EU Member States allow for the **prosecution of many forms of gender-based violence in sport** committed against adults or children. However, the terminology used to refer to forms of gender-based violence varies greatly across the EU, and there remains a general lack of clarity in legal texts in relation to what a 'sexual act' entails. The assessment of good repute, and the possibility to prevent the offender to perform roles that involve regular contact with

<sup>4</sup> Lesbian, Gay, Bisexual, Transsexual, Queer, and Intersex

<sup>5</sup> Detailed information about the methodological approach followed can be found in chapter 1 of the study.

<sup>6</sup> See chapter 3 for more detailed information about international and European legal and policy initiatives.

<sup>7</sup> Consult chapter 4 for more information about national legal frameworks.

children are the most common legal provisions used to **protect children and young people<sup>8</sup>** from (sex) offenders.

### Policy framework at EU Member State level<sup>9</sup>

Less than half of the EU Member States make explicit reference to forms of gender-based violence in sport in their policy frameworks within the areas of sport, gender equality and child protection. Policies seldom refer to LGBTQI violence. Awareness-raising initiatives have been organised in a few countries at public, governmental level to sensitise different target groups about gender-based violence in and through sport. **Few countries have developed specific national policies to address forms of gender-based violence in sport.** Generally, these policies adopt a holistic approach towards addressing sexual violence (including harassment and abuse) of young and adult athletes, including initiatives focusing on prevention, protection, prosecution, and provision of services. All policies target sport organisations (including federations and clubs). Nevertheless, their implementation is in most cases neither mandatory, nor followed up.

### Actors and initiatives addressing gender-based violence in sport<sup>10</sup>

**Multi-level, multi-disciplinary and multi-actor partnership initiatives** were identified in a limited number of EU Member States. At international level, the International Olympic Committee, and to some extent, the Paralympic Committee, are acting to tackle gender-based violence in sport. Initiatives undertaken by these organisations are important because of their visibility, but also because of the influence they can exert on the national committees in complying to initiatives.

### Assessing the magnitude of gender-based violence in sport<sup>11</sup>

Reliable **prevalence** and incidence data on (forms) of gender-based violence in sport are strikingly missing across the EU and at international level. This **knowledge gap** can be explained by the underestimation of the problem, the lack of research in this area, the sensitivity of the topic and the use of different definitions and methodologies.

### Prevention of gender-based violence in sport<sup>12</sup>

Different approaches aimed at the **prevention** of gender-based violence in sport could be identified in the EU Member States. These are seldom promoted within a wider policy framework or accompanied by other initiatives that could contribute to create a long-lasting impact. Most of the identified practices **target sports organisations<sup>13</sup> and coaches.** Sports organisations are the main promoters of prevention initiatives. The identified activities or tools have been or are implemented with limited funds, or have a short duration in time. **Efforts and resources** to ensure a continuous implementation of activities and/or dissemination of materials **appear to be scarce.** Initiatives are generally not given enough visibility and are not easily accessible. The effectiveness of the identified practices is **rarely monitored or evaluated.**

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<sup>8</sup> In the context of the present study and in line with the UN Convention on the Rights of the Child, “*a child means every human being below the age of eighteen years unless under the law applicable to the child, majority is attained earlier*”.

<sup>9</sup> A description of these policies can be found in chapter 5.

<sup>10</sup> More information about the actors and initiatives addressing gender-based violence in sport is available in chapters 6 and 9.

<sup>11</sup> A discussion of the existing studies is provided in chapter 7 of the final report.

<sup>12</sup> While a discussion of prevention initiatives can be found in chapter 8 of the final report, a detailed description of 13 best practices is made available in an annex to inspire future actions at EU Member State level.

<sup>13</sup> Including sport federations, associations, and clubs.

## Main Conclusions And Recommendations For Future Action<sup>14</sup>

### The concept of gender-based violence in sport is not well known

An important conclusion from the study is that the concept of 'gender-based violence in sport' is not well known in the EU Member States, although **certain forms of violence that fall within the definition of gender-based violence in sport are recognised and addressed in some countries**. Among these are notably sexual harassment and abuse, and to a lesser extent violence against LGBTQI people. The concept of gender-based violence in sport brings together several concerns that **tend to be addressed separately under other, positive labels**, such as 'ethics in sport'; 'child protection'; 'safe sport environments'; or 'athletes' welfare'.

### Lack of awareness regarding the application of existing legislation

Although none of the EU Member States has developed sport-specific legislation to prosecute gender-based violence in sport, **most forms of gender-based violence that occur in the context of sport can be prosecuted under existing legislation** (notably under the criminal/penal codes and/or child protection laws) across the EU Member States. However, it can be argued that **specific laws to regulate the prosecution of gender-based violence in sport**, grafted on existing criminal legislation on gender-based violence in general, **could improve the awareness within sport settings**. To address these issues, the following recommendations should be considered:

- Considering that all EU Member States signed the Istanbul Convention, they are called on ratifying and transposing the recommended measures into their legal frameworks.
- To ensure that sport staff with a history of offences are prevented to perform any roles in sporting environments in the European Union, the European Commission is encouraged to raise awareness about the existence of the European Criminal Records Information System (ECRIS)<sup>15</sup>.
- Comprehensive and coherent child protection provisions should be in place in all Member States and their implementation enforced. A set of minimum requirements<sup>16</sup> should be underpinned by law.
- Sport governing bodies should ensure their members implement these minimum requirements. Non-compliance to these requirements should result in cuts to sports organisations' funding.

### Policies addressing gender-based violence in sport are at the crossroads of several sectors

Policy-wise, the topic of gender-based violence in sport resides at the crossroads of various policy domains: sport, youth, welfare, justice, gender and/or equal opportunities. This makes for a **fragmentation of responsibilities**, spread over a variety of actors and stakeholders, which in many countries **results in a lack of awareness, leadership and ownership of the issue**. Consequently, the problem tends to remain

<sup>14</sup> Check chapter 10 to read a detailed reflection about the main conclusions of this study. Chapter 11 provides a comprehensive list of recommendations for relevant stakeholders.

<sup>15</sup> See: [http://ec.europa.eu/justice/criminal/european-e-justice/ecris/index\\_en.htm](http://ec.europa.eu/justice/criminal/european-e-justice/ecris/index_en.htm)

<sup>16</sup> As a minimum, these requirements should include: a requirement to assess the criminal history of paid and volunteer staff who interact with children and young people, a prohibition on those convicted of and those subjected to disciplinary sanction from sports organisations for an act of gender-based violence from performing roles involving regular contact with children, and the requirement that everyone must report violence committed against children and young people.

unrecognised and under-addressed. Looking at the existence of policy frameworks issued by public governmental bodies, it can be noted that **the topic of gender-based violence in sport is not solely addressed in the policy domain of sport**. In several countries, the policy domains of gender equality and child protection are taking up the issue as well, and refer to the specific context of sport. At the same time, as the topic of gender-based violence in sport is clearly at the intersection of different policy domains, this provides a unique **opportunity to join forces across policy domains**, and to learn from each other's expertise. Interestingly, in several EU Member States, partnerships are indeed being established. Considering the potential of a comprehensive approach to tackle gender-based violence in terms of effectiveness and sustainability, these **partnerships are welcomed**. To address these issues, the following recommendations should be considered:

- The European Commission should establish a formalised network of experts to guide EU Member States in the implementation of gender-based violence prevention initiatives in sport, and in the enhancement of current legal and policy frameworks.
- EU Member States should develop a coherent national policy framework (like a national strategy) to fight gender-based violence and this should acknowledge sport as a setting where gender-based violence occurs. To support this national policy framework, the Member States should put in place a specific action plan to promote gender equality and combat gender-based violence in sport.
- Sport governing bodies and sport associations as well as clubs are encouraged to act based on the measures foreseen in the national action plan to promote gender equality and combat gender-based violence in sport.

### **General underreporting of cases of gender-based violence in sport**

The problem of underreporting of acts of gender-based violence in sport must be addressed by, among others, removing obstacles that can make victims reluctant to report. To address this issue, the following recommendations should be considered:

- Criminal offences referring to certain forms of gender-based violence (notably but not exclusively sexual offences) should be recorded in specific registers (as is already done in some EU Member States).
- Public authorities responsible for sport policy and funding at EU Member State level should develop standard grievance and protection procedures to handle reports of gender-based violence in sport. Sport federations should oblige members to implement these procedures. Non-compliance to these standards by sport governing bodies and/or their members may be sanctioned by cuts to their funding.
- Sports organisations should establish an independent contact point (at local, and/or regional, and/or national level) so that those affected by gender-based violence in sport have a named person to whom they can disclose violations.
- Coaches are a significant contact point for athletes. They need to be properly sensitised to identify any signs shown by those affected by acts of gender-based violence from sport staff or peers. They also need to be bound to report such situations.

## Need for a holistic approach and continuous action to combat gender-based violence in sport

When specific initiatives are undertaken to address the problem of gender-based violence in sport, there is a tendency to focus on specific forms or expressions of such violence, at the expense of others. Typically, initiatives to fight gender-based violence in sport prioritise the promotion of 'healthy' and positive attitudes and behaviours, and the prevention of unwanted behaviours. Whereas some promising examples exist of comprehensive sets of measures being put in place, complementing for example awareness-raising with capacity-building and monitoring mechanisms, too **many initiatives fighting gender-based violence in sport are stand-alone**, ad hoc actions. To address these issues, the following recommendations should be considered:

- The European Commission should facilitate the development of an online information tool aimed at raising awareness of a holistic approach to tackle gender-based violence in sport and building capacity among actors to prevent and challenge such violence.
- Member States should fund a nationwide campaign to raise awareness among the general public about gender-based violence in sport, or include the field of sport in campaigns focusing on gender-based violence.

## The magnitude of gender-based violence in sport is unknown

While there is a striking lack of awareness, and sometimes complete denial, about the existence of the problem of gender-based violence in sport in some countries, the problem of lack of data on the magnitude of the phenomenon extends also to those countries where there is (some) awareness. This is a serious issue, as insights into the scope and magnitude of the issue are needed for the development of adequate policies. Still, based on the available data on the magnitude of gender-based violence in sport, it can be concluded that **all forms of gender-based violence in sport are prevalent in the European Union**. To address these issues, the following recommendations should be considered:

- The European Commission, with the support of Member States, should commission regular research that uses the same definitions and adopts a common methodological approach to facilitate comparisons over time.
- Questions aimed at measuring the extent of gender-based violence in different settings, including in sport, should be included in broader studies<sup>17</sup> to ensure that data on the extent of the problem is regularly followed up.
- The European Institute for Gender Equality is invited to undertake qualitative research to complement quantitative studies.

## Prevention initiatives have already been established

Notwithstanding the lack of strong, conclusive legal and policy frameworks that clearly define and demarcate the complete spectrum of gender-based violence behaviours in sport, a **wide range of prevention initiatives covering (different aspects of) gender-based violence was identified** in this study. To improve (or initiate) prevention work, the following recommendations should be considered:

<sup>17</sup> For example, in general household surveys, in the European survey on gender-based violence that is coordinated by the Fundamental Rights Agency (on the condition that this survey is broadened to include men and not only women affected by gender-based violence), or in the European Commission Eurobarometer surveys. Questions on gender-based violence in sport should also be added to sport surveys at national and international level.

- Sport-specific training and education on gender-based violence in sport should be regularly mandated for (paid and volunteer) coaches on obtaining and renewing their coaching license or coach qualification.
- Sport governing bodies should develop and implement specific programmes, together with experts and civil society organisations, to prevent gender-based violence in and through sport. Specific audiences (e.g. athletes, coaches) should be targeted.

### **Support services for victims (and perpetrators) of gender-based violence in sport are scarce**

In the absence of support services for (potential) victims and perpetrators of gender-based violence, assistance is (or can be) requested from the existing services specialising in gender-based violence, health, psychology, law, among others. The following recommendation should be considered to reverse this situation:

- Services to support those involved in incidents of gender-based violence in sport should be put in place. Such services should be made available to victims, their families, perpetrators and others involved in incidents of gender-based violence.

### **Initiatives are seldom monitored or evaluated**

A general lack of monitoring mechanisms and evaluation efforts following up the implementation of prevention (and other) measures in sport settings has been noted. International organisations (e.g. the Council of Europe), the European Commission and its agencies, EU Member States and sports organisations are called on to:

- Undertake rigorous and independent attempts to monitor and evaluate the effectiveness of current and future interventions aimed at tackling gender-based violence in sport.
- Develop appropriate indicators that allow the monitoring and evaluation of outcomes of interventions against their objectives.

## Introduction

In 2014, the Council of the European Union invited the European Commission to launch a study to assess the nature and extent of gender-based violence in sport (Council Conclusions on gender equality in sport<sup>18</sup>). In 2015, the Education, Audiovisual and Culture Executive Agency commissioned Yellow Window to conduct this study in order to increase the knowledge on gender-based violence in sport across the EU and to improve European policy in this area. More specifically, the present study aimed to:

1. Describe the current situation regarding gender-based violence in sport at elite and amateur level by mapping and collecting secondary data in all EU Member States.
2. Provide an overview of existing and recommended measures and legal frameworks in this area.
3. Identify best practices in combatting gender-based violence in sporting environments.
4. Provide recommendations for policy-makers and relevant (sport) stakeholders in the area of gender-based violence in sport.

This study is the first to attempt to better define and measure the extent of gender-based violence in professional and grassroots sport across the 28 EU Member States.

Following the description of the methodological approach, this report details the findings from the analysis of the data collected in each EU Member State, the European Union and at an international level. It then discusses the state of play in terms of legislative and policy frameworks on gender-based violence in sport, efforts to assess the magnitude of the problem, and prevention initiatives that are or have been undertaken to address gender-based violence in sport.

<sup>18</sup> Council of the European Union (2014). *Conclusions on gender equality in sport*. Last accessed on 14 April 2016 at [http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A52014XG0614\(09\)](http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A52014XG0614(09))

## Chapter 1: Methodological approach

This chapter provides a definition of gender-based violence in sport, clarifies the scope of the study, and presents the methodological approach that was followed for the data collection (at international, European and Member States level) and for the data analysis. Other key terms and concepts are defined in Annex 1.

### 1.1. Definition of gender-based violence in sport

To establish a common understanding and delimit the scope of the study, it is important to define **gender-based violence**. The European Commission's Proposal for Strategic Actions on Gender Equality in Sport<sup>19</sup> defines gender-based violence as, "*violence directed against a person because of that person's gender (including gender identity/expression) or as violence that affects persons of a particular gender disproportionately*". In this document, "*sexual violence (including rape, sexual assault, abuse and harassment)*" is considered a form of gender-based violence. This strategic document also offers definitions for:

- Gender-based harassment ("*unwelcome conduct related to a person's gender and has the effect or purpose of offending another person's dignity*")
- Sexual abuse ("*to trick, force or coerce a person into any sexual activity the person does not want, or is not sufficiently mature to consent to*")
- Sexual harassment ("*behaviour of a sexualised nature which is unwanted, exploitative, degrading, coerced, forced and/or violent*").

### 1.2. Scope of the study

The tender specifications for this study prescribed researching the following forms of gender-based violence in sport: verbal, non-verbal, physical and sexual harassment and violence/abuse. It is to be noted that these forms are not mutually exclusive, but overlapping categories.

The focus of the study was on the coach-athlete relationship, the relationship between athletes and members of the sports entourage (e.g. managers, officials, doctors, physiotherapists), and the peer athlete-athlete relationship.

The study considered both female and male victims, and female and male perpetrators. It also devoted special attention to children and youth, as young athletes (girls and boys) have particular rights and needs and can also be victims of gender-based violence. The study explicitly included violence against LGBTQI<sup>20</sup> persons.

As regards the sport disciplines that were considered, all 99 sports on the list provided on the European Commission's webpage dedicated to sport<sup>21</sup> were included. The study covered both elite/professional and grassroots sport<sup>22</sup>.

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<sup>19</sup> European Commission (2014). *Gender equality in sport. Proposal for strategic actions 2014-2020*. Last accessed on 14 April 2016 at [http://ec.europa.eu/sport/events/2013/documents/20131203-gender/final-proposal-1802\\_en.pdf](http://ec.europa.eu/sport/events/2013/documents/20131203-gender/final-proposal-1802_en.pdf).

<sup>20</sup> Lesbian, Gay, Bisexual, Transsexual, Queer, and Intersex.

<sup>21</sup> [http://ec.europa.eu/sport/resources/networks\\_partners/sport\\_federations\\_en.htm](http://ec.europa.eu/sport/resources/networks_partners/sport_federations_en.htm)

<sup>22</sup> "Grassroots sport covers all sport disciplines practised by non-professionals and organised on a national level through national sport. The definition thus excludes individuals who spend the bulk of their time practising

Excluded from the scope of this research were:

- Gender-based violence within Physical Education, informal leisure/physical activity, school sports or fitness club settings.
- Gender-based violence against fans and entourage members.
- Gender-based violence around sport events (e.g. among street children or host city residents).
- Sex/gender and sexual orientation discrimination (e.g. a club does not offer a sport facility for both sexes or denies facilities because of someone's sexual orientation, withholding a coach or decision-making position because of someone's sex or sexual orientation, the attribution of lower scholarships because of someone's sex or sexual orientation).

The focus of the exercise was on existing research (including academic and grey literature<sup>23</sup> measuring or attempting to measure the magnitude of any form of gender-based violence in sport), policies, legislation, and best practices on prevention initiatives in the field of gender-based violence in sport.

### 1.3. Approach to data collection

The mapping exercise took place between January and April 2016. It focused on identifying existing research (including publications measuring the magnitude of any form of gender-based violence in sport), policies, legislation, and best practices in the prevention of gender-based violence in sport. To collect all relevant information and data, a **web-based search** was complemented with **interviews and consultations** with stakeholders and experts (a detailed description of the approach is provided below). The approach was piloted by core team members in two countries (Belgium and Portugal), prior to its roll out across Member States. At Member State level, the work was performed by national researchers (see annex 5 for a complete list of the study team). The data collection at the international and European Union level was undertaken by the core team. To ensure a robust and coherent approach to the work, all researchers were individually and orally briefed, thorough written guidelines were provided to them, and a helpdesk was available throughout the fieldwork period. The quality of their work was controlled by the core team.

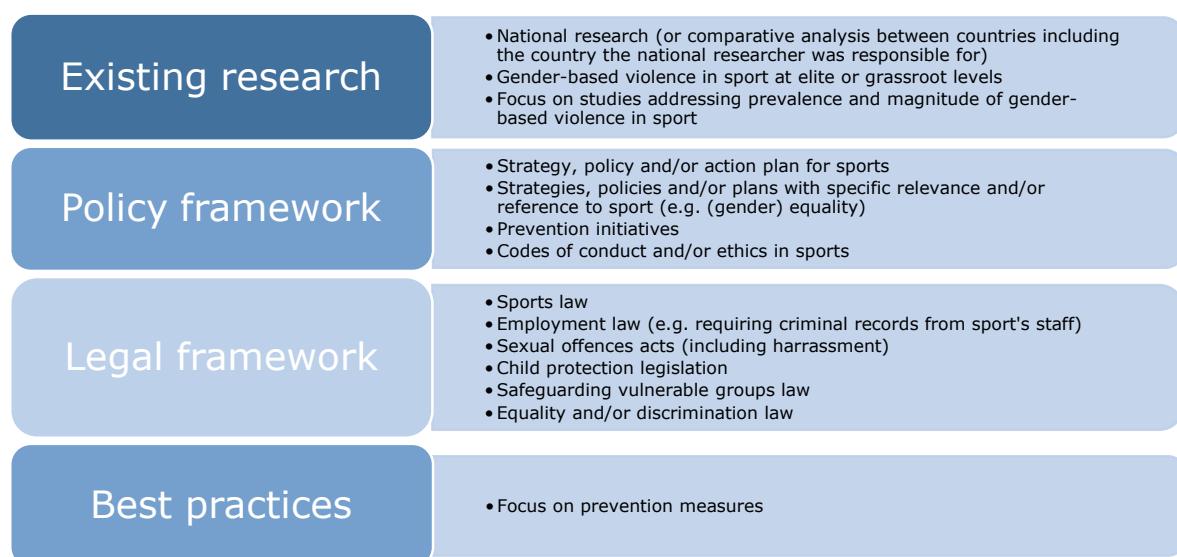
The list of items, including policy and legal documents, searched for in each country is provided in the infographic below.

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sport, or who take the bulk of their revenue from the practice of sport" (European Commission (2011). *Study on the funding of grassroots sports in the EU with a focus on the internal market aspects concerning legislative frameworks and systems of financing*. p. 284. Last accessed on 1 November 2016 at [http://ec.europa.eu/internal\\_market/top\\_layer/docs/FinalReportVol1\\_en.pdf](http://ec.europa.eu/internal_market/top_layer/docs/FinalReportVol1_en.pdf)

<sup>23</sup> These include academic papers, and surveys or reports authored by sport federations, associations, civil society organisations, or policy actors.

**Figure 1. List of items searched in each EU Member State**



To gather the information listed above, academic databases, Google, as well as the following institutional websites were searched:

- National Olympic Committees
- National Paralympic Committees
- National sport confederations (if these exist)
- National sport federations and associations (in case the National Olympic and Paralympic Committees or sport confederations advised the national researchers to contact and search the websites of specific federations or associations that have done or are doing work to combat gender-based violence in sport)

Researchers were further advised to check and/or contact:

- Child protection officers. There could be child protection officers in national agencies or sport organisations who are responsible for handling cases of abuse or harassment,
- Institutions responsible for setting up helplines (children and youth, violence, sport, etc.). These helplines could be collecting information and data about (gender-based) violence in sport.

To collect information on the magnitude of gender-based violence in sport, relevant academic and grey literature that estimated the rate of gender-based violence was searched for, selected, analysed and annotated, following a protocol (prescribing, among others, the timeframe and keyword combinations to guide the search). Detailed information about the protocol followed can be found in Chapter 7. Furthermore, the researchers identified existing systems of registering (gender-based) violence in the country as these could contain relevant data to contribute to estimates of the magnitude of the problem in sport. Such registration systems included records from sports organisations, child protection agencies, helplines, police or judicial institutions etc.

Semi-structured interviews were also undertaken. These interviews aimed at checking and/or complementing the information gathered through the web-based search and documentary review, as well as discussing promising practices that focused on the prevention of gender-based violence in sport. National researchers conducted between one and six interviews per country (by phone or face-to-face), with an approximate duration of 45-60 minutes each. These included one interview per promising practice. Respondents included policy-makers and institutional/governmental officials responsible for sport; child protection and gender equality officers (particularly those working in the area of violence); experts on gender-based violence in sport; officers on Olympic/Paralympic committees, sport confederations, sport federations and associations; LGBTQI civil society organisations; and feminist and/or women's rights associations with a specific focus on sport.

The deliverables produced for each country, as well as for the European Union and the international level, include a (country) report; an MS Excel file compiling all information on legislation, policies and sources on the magnitude of the problem; and, where relevant, one to three promising practice sheets. These were solely used for analytical purposes and will not be further disseminated.

#### **1.4. Approach to data analysis**

Once all data was received from the 28 national researchers and this had been subject to quality control to ensure it aligned with the formal requirements for the data delivery, the data for all countries were compiled in one MS Excel master file. That file contained three sheets: 1) on policy, 2) on the legal framework, and 3) on existing studies assessing the magnitude of gender-based violence in sport.

The master file served as the main basis for the analysis of all data. As data for all countries was organised and harmonised in an agreed structure, this allowed for easy filtering and analysis along the main themes identified. These themes are presented in this report. Complementary information for analysing the data contained in the master file was available in the form of the explanations and elaborations provided by the national researchers in their country reports.

The central analysis of all data was performed by the study's core team. A comparative analysis was carried out by identifying similarities and trends in relation to the specificities of the legal and policy frameworks at the international and European level, as well as across EU Member States (see Chapters 4 and 5). A descriptive analysis was conducted regarding the types of initiatives promoted by sport and civil society organisations at international, European and Member State level (see Chapter 6), as well as regarding the roles of actors addressing gender-based violence in each EU Member State (see Chapter 9). A literature review of existing attempts to estimate the magnitude of gender-based violence in sport was also conducted (see Chapter 7). Approaches to the prevention of gender-based violence in sport were rigorously analysed based on the successes, challenges and pitfalls of the promising practices identified in this study (see Chapter 10). These analyses allowed for an assessment of the state of play in EU Member States using the '6Ps framework' – an approach that has also been used by the European Institute for Gender Equality in other studies focusing on gender-based violence. This framework identifies six key areas for action - Prevalence, Prevention, Protection, Prosecution, Provision of services, and Partnership. This approach expands on the 4Ps framework that is reflected in the **Council of Europe Convention on preventing and combatting violence against women and domestic violence** (also known as the **Istanbul Convention**): Prevention, Protection and support of victims, Prosecution of offenders, and Integrated Policies. The 6Ps are defined as follows:

## **Prevalence (estimate of the magnitude of gender-based violence in organised sport)**

Prevalence and incidence<sup>24</sup> estimates and (quantitative and qualitative) data collection can contribute to reasoned, comprehensive and coordinated policy-making. Therefore, prevalence and incidence estimates, as well as research and administrative records/datasets, allow for an understanding of the approximate extent of the problem.

### **Prevention**

Prevention refers to measures to promote changes in the social and cultural patterns of behaviour of boys and girls and women and men. These measures may include, among others, awareness-raising initiatives, the development of educational materials, and the training of professionals.

### **Protection**

The primary objective of protective actions is to ensure the safety and meet the needs of (potential) victims. Protection comprises (cooperative) actions to protect (potential) victims of any form of gender-based violence in sport. Protection also includes reporting the occurrence of or potential for abuse or harassment (by a coach, a peer or any individual within the sport entourage).

### **Prosecution (and disciplinary measures)**

Prosecution covers not only legal proceedings against those suspected of having abused or harassed an athlete, but also related investigative measures and judicial proceedings, including court cases. This includes criminal and civil offences, as well as disciplinary/internal grievance procedures.

### **Provision of services**

Provision of services refers to the services offered to victims (and possibly their families) and perpetrators of gender-based violence in sport. It also covers the professionals who provide these services (e.g. those involved in specialised training) and the existing tools (e.g. guidelines, learning materials) to assist these in better addressing the needs of both target groups.

### **Partnership**

Partnership relates to the involvement of relevant actors at international, national and regional level, including governmental agencies, civil society organisations, sport organisations and federations etc., working in collaboration on concerted actions to combat gender-based violence in sport.

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<sup>24</sup> Prevalence is defined as the proportion of a population that is affected by a specific issue (for example, gender-based violence) at a given time. Incidence is the number of new cases (with the specific characteristic) in a population *within a specified period of time*.

## 1.5. Approach to assessing and selecting best practices

The approach followed to identify, assess and select the best practice initiatives was carried out in phases. First, the core team and the national researchers identified and selected promising practices that were in place during the fieldwork's timeframe using five assessment criteria: effectiveness, transferability, learning value/potential, resilience, and visibility of actions. As mentioned above, the people responsible for the identified promising practices were interviewed to gather all relevant information so as to be able to effectively describe each practice. A standard template to describe the promising practices was used. Second, an online discussion was organised on 9 June 2016 to identify additional qualitative criteria for assessing the identified promising practices<sup>25</sup>. Based on the input from the online discussion, the assessment criteria were then further refined. Third, in order to reduce the number of identified promising practices, the research team assessed them against these refined qualitative criteria. Each promising practice was peer-reviewed by two different team members. The assessments were then brought together to select practices with potential. Fourth, experts met on 1 September 2016 to discuss and agree a final set of criteria that would be used to assess the identified practices, and to select a range of 'best practices' from among the pre-selected practices with potential. The final set of criteria used to assess practices in the field of prevention of gender-based violence in sport were:

**Effectiveness:** There is qualitative and/or quantitative evidence that the practice has yielded positive effects. At least one of the following sub-criteria has been met:

- The practice is being/was monitored or evaluated (e.g. there is a report), preferably by an independent evaluator.
- There is evidence that the objectives of the practice were met.
- The practice has potential to bring about change.
- The practice brought clear advancements considering the context in which it was implemented.

**Transferability:** The practice can be replicated elsewhere (i.e. the whole practice or some of its elements are transferable), while allowing adaptations to the national/regional/organisational context.

**Resilience:** The practice can respond to resistance. It can survive in challenging times and/or when funding ends. This criterion can, for example, be recognised in:

- The practice is self-sustainable (even if minor adaptations have to be considered to continue it).
- The practice triggered the creation of a network or another kind of collaboration that will facilitate pursuing prevention work.
- The practice follows a systematic approach that considers the national/regional/local strategy.

<sup>25</sup> The report from the online discussion can be accessed here:

[http://eurogender.eige.europa.eu/sites/default/files/web-discussions-files/report\\_online-discussion\\_good-practices-prevention-qbv-sport.pdf](http://eurogender.eige.europa.eu/sites/default/files/web-discussions-files/report_online-discussion_good-practices-prevention-qbv-sport.pdf).

**Visibility of actions:** The practice is designed in a way that speaks to different target groups and audiences and considers intersectional dimensions in its approach and/or in any of the phases of the project cycle. The practice is tailored taking into account its target group(s). The practice brought awareness about the dimensions it was tackling.

**Informed design:** The practice involved its beneficiaries (those that benefitted from the practice) and/or different profiles of stakeholders (e.g. those charged with implementing the practice) either in the planning, implementation and/or evaluation stages. A user-centred approach allows creating a sense of ownership, and understanding as to whether improvements are needed.

## 1.6. Limitations of the study

One limitation of the methodology that was followed is the fact that the data collection partly depended on the availability and willingness of the stakeholders that were consulted to be interviewed. To a certain extent, this means there has not been a totally uniform approach to sampling, but rather a convenience sample of people and organisations that are traceable as knowledgeable about and/or active on this topic.

Another limitation lies in the difficulty of finding grassroots initiatives on preventing gender-based violence in sport. It cannot be claimed that the study has identified all existing grassroots initiatives. It is possible that some projects were not detected because they did not have a presence on the Internet so did not appear as part of the Web-based search and/or because the stakeholders consulted did not know about them. Sport organisations at grassroots level are mainly led by volunteers so it is possible that prevention initiatives they are involved in do not have a high profile as this would require additional time and resources. Therefore, broader, wide-ranging initiatives that are supported by more senior stakeholders and integrated into their systems were more likely to be identified.

A third limitation relates to how gender-based violence is problematised, contextualised and addressed. As discussed further in this report, some terms have completely different connotations in different countries, which makes it difficult to compare legal and policy initiatives. Therefore, it is recognised that the references provided when reporting the findings may not be exhaustive.

Probably the most challenging limitation is the variance in terminology adopted across Member States, and particularly the impact this has on any attempt to compare the magnitude of gender-based violence in (and equally beyond) sport. This results in a lack of clear understanding about what constitutes 'violence', and understandings of violent behaviours as forming a spectrum or 'continuum' (i.e. from sexist verbal remarks to unwanted (sexual) touching through to violence such as sexual assault and rape) is often lost.

While the European Commission has provided a definition of 'gender-based violence', many of the attempts made to measure the magnitude of gender-based violence in sport have adopted varying, generally more narrow and, at times, conflicting definitions due to how the issue is understood 'on the ground', either by researchers or practitioners. Consequently, while the figures reported in this study represent the first attempt to estimate the extent of the problem across all Member States, they are almost certainly a (significant) underestimate. Indeed, a limitation inherent in all studies of the prevalence of gender-based violence is that the figures reported are likely to underestimate the extent of the problem because of the sensitivity of the topic as well as the methodology and definitions adopted.

## Chapter 2: Researching gender-based violence in sport

In this chapter, the particularities and challenges of researching gender-based violence in sport are discussed. The chapter also gives an overview of the main sources that were consulted to map the relevant data on legislative and policy backgrounds and existing prevention initiatives in EU Member States.

### 2.1. Gender-based violence in sport: awareness and the issue of concepts

A first important point to make is that in EU Member States the concept of 'gender-based violence' is largely unknown or not widely used in the context of sport. In general, people do not know or understand which forms of behaviour the concept refers to (includes or excludes). At the same time, there is some recognition (although not in all countries) that certain forms of violence that fall within the definition of gender-based violence used for this study occur in sport settings and must be addressed – for example, sexual harassment and abuse (whereby the focus mostly is on the protection of children<sup>26</sup>), and harassment and violence on the grounds of sexual orientation (which are considered to be forms of discrimination or homophobia).

Overall, however, attention mostly centres on the more general issues of (gender) (in)equality and (gender) discrimination in sport, while problems related to gender-based violence tend to be ignored. Specifically, there is a reluctance to explicitly name unwanted behaviours as forms of gender-based violence in sport settings. Rather, approaches to combat problematic behaviours in sport typically are framed more broadly and in positive terms, such as working to create a 'safe' sport environment and develop 'ethical' behaviours in sport, including respect, openness and non-discrimination. However, a result of this approach of not specifically naming forms of gender-based violence in sport settings is that awareness about and visibility of these issues remain low.

### 2.2. Challenges in researching gender-based violence in sport

The research on gender-based violence in sport conducted for this study at the national level was marked by a number of distinct challenges. The main challenges encountered by national researchers during their work were: 1) a dearth of information, research and publications on the topic, 2) a lack of awareness about gender-based violence in sport, 3) difficulties in identifying and contacting relevant stakeholders, and 4) discrepancies between understandings of the concept of gender-based violence used in this study and those used at a national level. These challenges are elaborated upon below.

**A dearth of information** was the main challenge faced. Most of the national researchers noted that the absence of relevant information was a result of a general **lack of understanding of gender-based violence in sport as a problem** and by the **low visibility of the topic** in sport. Consequently, national researchers found relevant stakeholders were unavailable and sometimes (seemingly) unwilling to provide information.

<sup>26</sup> In the context of the present study and in line with the UN Convention on the Rights of the Child, "a child means every human being below the age of eighteen years unless under the law applicable to the child, majority is attained earlier".

Some national researchers identified the **sensitivity of the topic** as a key reason for this resistance. In countries such as Slovenia and Lithuania, for example, it was suggested that a taboo still exists around gender-based violence and sexual violence more specifically, causing reluctance among stakeholders to discuss these topics. On the other hand, some stakeholders apparently were unwilling to provide information because of recent political and organisational changes in the sport system in their country, as was the case in Croatia, France, and Finland.

In addition, researchers noted that the 'invisibility' of the topic made it **difficult to identify potential interviewees** or experts in the field. In general terms, difficulties were encountered when contacting stakeholders for interviews mostly because (potential) respondents considered themselves insufficiently competent in the area to contribute. This may partly be explained by the fact that the topic of gender-based violence in sport **straddles various policy domains** (e.g. sport, gender, youth, justice, welfare) and, thus, there is no single specific political structure in place to address the topic. This, in turn, runs the risk of no single person/organisation/domain accepting ownership or responsibility for the issue.

Lastly, as mentioned earlier, there are discrepancies between understandings of the **concept of gender-based violence in sport** used in this study and those used at a national level in the 28 EU Member States. As a result, applying the specific definition of gender-based violence in sport used in this study to the specific context of the countries covered was not straightforward. In some countries, for example, the concept of gender-based violence does not exist at all, while in others different terminology is used, such as 'gender-based and sexual harassment', and this may include or exclude particular forms of violence that are included within the official definition followed within the study.

## 2.3. Mapping of sources

As information and data on gender-based violence is spread widely, many different sources were consulted to find information relevant for the study. The main sources per type of data are presented below. The interviews proved to be highly relevant sources of information for all types of data.

### 2.3.1. Sources of data on the prevalence of gender-based violence in sport

In order to gather (or to confirm the lack of) information about the magnitude of gender-based violence in the field of sport, national researchers made use of the following sources:

- International academic databases (e.g. EBSCO, Web of Science, Google Scholar, PUBMED database, SCOPUS database, SportDiscus),
- National academic databases,
- Repositories of Master's and PhD theses,
- National universities' websites,
- National actions plans or other similar strategic documents,
- National surveys,
- Websites of public agencies responsible for the policy area of sport,
- Official websites of sport federations and associations,
- Helplines (on violence, abuse/child abuse, NGO helplines for victims) and reports on the information collected throughout these helplines,
- Reports from official registration systems on sexual abuse (including but not limited to the sexual abuse of children), domestic violence, and criminal identification,

- Institutes and authorities responsible for compiling national statistics (websites and reports on sexual abuse, criminal policy, domestic violence etc.),
- A range of government ministries (official websites, reports and research studies coming from ministries with responsibility for Home Affairs, Women's Rights or (Gender) Equality, Culture, Education and Science, Welfare, Home Affairs and National Security, Employment etc.),
- Governmental offices and departments (national sports commissions, national commissions for the promotion of equality, national sport councils, Justice Department courts),
- Specialised (public) institutions and organisations (child protection agencies, women's institutes, sport and equal opportunities commissions, centres of ethics in sport, institutes for Physical Education and sport, domestic violence commissions, women's rights foundations),
- Civil society organisations specialising in women's and LGBTQI rights, as well as those providing assistance and support for victims of different forms of violence;
- National Olympic Committees and National Paralympic Committees,
- Ombudsperson offices (e.g. children's rights, sport).

### **2.3.2. Sources of information on the legal framework**

Although information about relevant legislation was sometimes available on National Olympic Committees' websites, in most cases it was retrieved through Google searches. Most national researchers noted the absence of a specific legal framework addressing gender-based violence in a sport setting. Instead, the forms of gender-based violence that fall within the definition used within this study were usually addressed through other legislative frameworks. The following were most commonly referred to:

- Penal/Criminal Code,
- Child Protection law,
- Criminal/Penal Code,
- Labour Code,
- Sports law,
- Education law,
- Gender-based violence law,
- Anti-discrimination law,
- Equality law.

### **2.3.3. Sources of information on the policy framework**

National researchers consulted official documents (e.g. strategies, plans, decisions, reports, and official statements) from the following bodies to source information on the policy framework for gender-based violence in sport in their respective country:

- Ministries: official websites of relevant ministries. Although the names of these are different in each country, these ministries were the most commonly consulted: Ministry (of Youth and) of Sport; Ministry of Education and/or of Culture; Ministry of Health; Ministry of Equal Opportunities; Ministry of Social Welfare; Ministry of Internal Affairs; Ministry of Justice,
- National sport councils (also Units of 'Women in Sport' when available),
- Gender Equality central structure,
- Ombudsperson offices,
- National Olympic Committees (and their Commission for Women and Sport, when this exists),
- Youth sections of sport organisations and committees,
- Sport federations and committees,
- Child protection organisations,
- LGBTQI sport organisations,

- NGOs dealing with sport, sexual abuse, sexual health, gender equality, equal opportunities, LGBTQI issues, or victim support.

#### **2.3.4. Other sources of information on multiple topics**

In some countries, additional sources were consulted to gather a wide range of information:

- Research and Higher Education institutions,
- National observatories,
- National branches of the global sport's charity UNICEF,
- Gender equality, equal opportunities or gender-based violence organisations,
- Civil society organisations,
- Professional associations.

#### **2.3.5. Interviewees**

The experts and stakeholders selected for interviews represented different sectors: civil society, policy and sport. Over one hundred interviews took place face-to-face, by phone or via e-mail. More specifically, the following were interviewed:

- Representatives from sport federations,
- Representatives from sport associations (including coaches' associations and athletes' committees),
- Olympic and/or Paralympic Committee members,
- Representatives from LGBTQI organisations,
- Policy officers in ombudsman offices,
- University staff working in the area of gender-based violence (e.g. professors, senior lectures, heads of departments, vice-rectors/chancellors),
- Ministerial policy officers,
- Representatives of civil society organisations (e.g. those working in the areas of child protection, civil rights, and supporting victims of sexual violence),
- Representatives of child protection organisations;
- Policy officers and coordinators of gender equality and equal opportunities organisations,
- Independent experts and researchers in relevant fields,
- Lawyers/solicitors working in relevant fields,
- Sport psychologists with expertise in this area.

### **2.4. Concluding remarks**

Researching gender-based violence in sport is fraught with difficulties: the concept is mostly unknown and/or poorly understood; the problem of gender-based violence in sport tends to go unrecognised and, thus, remains largely invisible; and data is mostly missing or, where it does exist, is fragmented and spread across a wide range of sectors.

Importantly, the issue of gender-based violence in sport finds itself at the intersection of various policy domains (e.g. sport, youth, equality, welfare, justice). This results in a lack of leadership on the topic as no single body/organisation has responsibility for the issue.

Nevertheless, there is some recognition that certain forms of gender-based violence do occur within sport and that this should be addressed. Consequently, there exists some information on specific topics.

## Chapter 3: The International and European Union legal and policy framework

Over the last 20 years, gender-based violence in sport has been addressed in several policy initiatives at European and international level. Besides the legislation and policies that are specific to the sport context, other legal and policy initiatives referring to gender-based violence and children's rights are also relevant to sport. Descriptions of these legal and policy developments are provided below for each relevant actor operating at international and European level.

### 1.1. The United Nations

The United Nations Educational, Scientific and Cultural Organisation (UNESCO) adopted the **International Charter of Physical Education, Physical Activity and Sport** in 1978<sup>27</sup>. According to UNESCO, this was the first rights-based document to recognise that "*the practice of Physical Education and sport is a fundamental right for all*" (Article 1). The most recent version of the Charter, revised in November 2015, recognises that sport plays a crucial role in preventing gender-based violence (§3 of Article 9). The Charter highlights that safety and the management of risk can only be ensured if all stakeholders eliminate practices (such as homophobia, bullying, or sexual exploitation and violence) that limit or harm those involved in sport (particularly children, youth, and women among others) (§2 of Article 9). The Charter also encourages coordinated action to all threats to a person's integrity, including violence (§1 of Article 10).

The **Convention on the Elimination of All Forms of Discrimination against Women** (CEDAW)<sup>28</sup> was adopted in 1979. The Convention defines what constitutes discrimination against women and established an agenda for national action to combat such discrimination (including certain forms of violence, such as prostitution). However, although the Convention signalled international recognition of the plight of women, the urgency with which this needed to be addressed and the need to promote women's rights, it did not specifically address gender-based violence. In 1995, the **Beijing Declaration and Platform for Action** (BPfA)<sup>29</sup> was adopted. The Beijing Declaration was the outcome of years of advocacy on the advancement of women's rights, gender equality and women's empowerment. Chapter IV of the Declaration includes a section on violence against women. Such violence is defined as, "*any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life*". This section suggested that governments and other actors should develop prevention, protection and prosecution measures. In particular, it proposes the need to develop a holistic and multidisciplinary approach to create communities and states that are free of violence against women. The BPfA recommends that governments and other actors promote an active and visible policy of mainstreaming a gendered perspective in all policies and programmes (including sport) so that before decisions are taken, an analysis may be made of their effects on women and men, respectively.

<sup>27</sup> United Nations Educational, Scientific and Cultural Organisation (UNESCO) (1978). *International Charter of Physical Education, physical activity and sport*. Last accessed on 27 September 2016 at <http://unesdoc.unesco.org/images/0023/002354/235409e.pdf>.

<sup>28</sup> United Nations (UN) (1979). *Convention on the Elimination of All Forms of Discrimination against Women*. Last accessed on 14 April 2016 at [www.un.org/womenwatch/daw/cedaw/text/econvention.htm](http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm).

<sup>29</sup> United Nations (UN) (1995). *Beijing Declaration and Platform for Action*. Last accessed on 14 April 2016 at [www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf](http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf).

With regard to children and gender-based violence, the **Convention on the Rights of the Child**<sup>30</sup>, adopted by the United Nations' General Assembly, entered into force in September 1990. Article 19 notes that all state parties should take appropriate measures (educational, legislative, administrative, and social) to protect children from physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse. Meanwhile, Article 34 calls on state parties to take corresponding preventive steps to protect children from all forms of sexual exploitation and sexual abuse.

During the 5<sup>th</sup> International Conference of UNESCO ministers and senior officials responsible for Physical Education and sport in 2013, the **Declaration of Berlin**<sup>31</sup> was created. The Declaration recognises that an inclusive environment that is free of violence and sexual harassment is crucial to enhancing the quality of sport. The ministers called on all stakeholders to recognise and punish such behaviours.

## 1.2. The Council of Europe

As early as 1975, European ministers with responsibility for sport gathered in Brussels for a conference on the European Sport for All Charter. They had a common goal: the promotion and integration of the values of sport as essential for the fulfilment of the European project. In 1992, building upon the principles of the European Sport for All Charter, the Council of Europe adopted the **European Sports Charter** (R (92) 13)<sup>32</sup>. Article 1 (§2) addressed the need to "*protect and develop the moral and ethical bases of sport and the human dignity and safety of those involved in sport, by safeguarding sport, sportsmen and women from exploitation for political, commercial and financial gain and from practices that are abusive or debasing, including the abuse of drugs and the sexual harassment and abuse, particularly of children, young people and women*".

With the aim of complementing the European Sports Charter, a **Code of Sports Ethics**<sup>33</sup> was conceived in parallel to it. The Code includes the sexual harassment and abuse of children, young people and women within its definition of fair-play, and highlights the particular responsibility of sports organisations to protect young people from sexual harassment, abuse and exploitation.

Echoing initial steps on the prevention of gender-based violence in sport internationally, in 2000 the Council of Europe issued the **Resolution on the prevention of sexual harassment and abuse of women, young people and children in sport** (3/2000)<sup>34</sup>. The resolution sets out a series of actions to be taken by the Council of Europe's Member States. Several measures relate to the commissioning of research and data collection at national levels to ascertain the scale of sexual harassment in sport and to help prepare national policy that would, among others, define procedures and sanctions to address this form of gender-based violence. The same year saw the release of the **Parliamentary Assembly Recommendation on lesbians and gays in sport** (1635

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<sup>30</sup> United Nations (UN) (1989). *The Convention on the Rights of the Child*. Last accessed on 14 April 2016 at [www.ohchr.org/Documents/ProfessionalInterest/crc.pdf](http://www.ohchr.org/Documents/ProfessionalInterest/crc.pdf)

<sup>31</sup> United Nations Educational, Scientific and Cultural Organisation (UNESCO) (2013). *Declaration of Berlin*. Last accessed on 14 April 2016 at <http://www.unesdoc.unesco.org/images/0022/002211/221114e.pdf>

<sup>32</sup> Council of Europe (1992). *European Sports Charter*. Last accessed on 14 April 2016 at [https://search.coe.int/cm/Pages/result\\_details.aspx?ObjectID=09000016804c9dbb](https://search.coe.int/cm/Pages/result_details.aspx?ObjectID=09000016804c9dbb)

<sup>33</sup> Council of Europe (1992). *Code of Sports Ethics*. Last accessed on 14 April 2016 at [https://search.coe.int/cm/Pages/result\\_details.aspx?ObjectID=09000016804cf400](https://search.coe.int/cm/Pages/result_details.aspx?ObjectID=09000016804cf400)

<sup>34</sup> Council of Europe (2000). *Resolution on the prevention of sexual harassment and abuse of women, young people and children in sport*. Last accessed on 14 April 2016 at [http://www.coe.int/t/dg4/sport/resources/texts/spres00.3\\_en.asp](http://www.coe.int/t/dg4/sport/resources/texts/spres00.3_en.asp)

(2003))<sup>35</sup>. It acknowledged that homophobia in sport among participants should be treated in the same way as racism and other forms of discrimination.

With regard to children, the Council of Europe developed the **Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse**<sup>36</sup> (also known as the Lanzarote Convention) in 2007. The Convention entered into force in 2010 and established as criminal offences various forms of sexual abuse of children (with the use of force, coercion or threat). The Convention focuses on the development of measures to protect children from sexual exploitation and sexual abuse, including screening staff and monitoring offenders. It makes particular reference to sport in Article 5, stating that, “each Party shall take the necessary legislative or other measures to encourage awareness of the protection and rights of children among persons who have regular contacts with children in the education, health, social protection, judicial and law-enforcement sectors and in areas relating to sport, culture and leisure activities”.

In April 2011, the Council of Europe adopted the **Convention on preventing and combatting violence against women and domestic violence**<sup>37</sup> (also known as the Istanbul Convention), which entered into force on 1 August 2014. The Convention was a landmark for the Council of Europe as it sought to establish a pan-European legal framework to protect women against all forms of violence and prevent, prosecute and eliminate violence against women (Article 1). Article 3 of the Convention defines violence against women as all acts of gender-based violence, including sexual violence. It also specifies that although the Convention refers to ‘women’, this includes girls under the age of 18 (as well as those over age 18). Additionally, the Convention recognises that perpetrators of gender-based violence may cross European borders, and calls on parties of the treaty to take the necessary steps to prevent, prosecute and eliminate violence against women and domestic violence in informal educational facilities, as well as in sports, cultural and leisure facilities and in the media (Article 14). By October 2016, all EU Member States had signed the Convention and 14 had ratified it<sup>38</sup>.

In view of the persistence of gender inequality and violence in sport, in January 2015 the Council of Europe issued a set of **Recommendations on gender mainstreaming in sport** (CM/Rec (2015)2)<sup>39</sup>. This urges Member States to establish and monitor specific programmes and policies to combat gender-based violence in sport (Articles 15 and 16) so as to raise awareness of the issue (Article 27), and to implement policies and adopt codes of conduct in sport that clearly specify grievance procedures, disciplinary actions, and the appeals process (Article 33).

<sup>35</sup> Council of Europe (2003). *Parliamentary Assembly Recommendation 1635 - Lesbians and gays in sport*. Last accessed on 14 April 2016 at [https://search.coe.int/cm/Pages/result\\_details.aspx?ObjectID=09000016805db818](https://search.coe.int/cm/Pages/result_details.aspx?ObjectID=09000016805db818)

<sup>36</sup> Council of Europe (2007). *Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse*. Last accessed on 14 April 2016 at [www.coe.int/en/web/conventions/full-list/-/conventions/rms/0900001680084822](http://www.coe.int/en/web/conventions/full-list/-/conventions/rms/0900001680084822)

<sup>37</sup> Council of Europe (2011). *Convention on preventing and combatting violence against women and domestic violence*. Last accessed on 14 April 2016 at [www.coe.int/en/web/conventions/full-list/-/conventions/rms/090000168008482e](http://www.coe.int/en/web/conventions/full-list/-/conventions/rms/090000168008482e)

<sup>38</sup> Austria, Belgium, Denmark, Finland, France, Italy, Malta, the Netherlands, Poland, Portugal, Romania, Slovenia, Spain, and Sweden have ratified the Istanbul Convention.

<sup>39</sup> Council of Europe (2015). *Recommendations on gender mainstreaming in sport*. Last accessed on 14 April 2016 [https://search.coe.int/cm/Pages/result\\_details.aspx?ObjectID=09000016805c4721](https://search.coe.int/cm/Pages/result_details.aspx?ObjectID=09000016805c4721)

### 1.3. The European Union

The entry into force of the **Treaty of Lisbon**<sup>40</sup> in December 2009 for the first time brought sport within the remit of the EU. Until then, no EU treaty had mentioned sport and, therefore, there was an absence of official common EU policy in sport, which resulted in incoherence within sports policy in the EU<sup>41</sup>. The Treaty was adopted following recognition that the European Union needed to modernise and reform. One priority in this process was that sport should be awarded higher importance and visibility given its potential to positively impact health, (un)employment, youth and culture.

Articles 6 and 165 of the Treaty serve to ensure sport is recognised as an official domain of the EU. Article 6 gives the EU the right to act to support, coordinate or supplement policy measures taken by Member States in relation to sport. Meanwhile, Article 165 notes in paragraph 1 that, "*The Union shall contribute to the promotion of European sporting issues, while taking account of the specific nature of sport, its structures based on voluntary activity and its social and educational function*". In addition, paragraph 2 states that, "*Union action shall be aimed at ... developing the European dimension in sport, by promoting fairness and openness in sporting competitions and cooperation between bodies responsible for sports, and by protecting the physical and moral integrity of sportsmen and sportswomen, especially the youngest sportsmen and sportswomen.*"

The Treaty represented a significant step towards the provision of a legally binding European response to historical and recent concerns within sport, such as incidences of gender-based violence. Although the Treaty makes clear that the EU is committed to protecting the physical and moral integrity of male and female athletes, including child athletes, no uniform legal framework exists to address gender-based violence in sport. This represents a serious challenge to developing a fair and open sports environment across Member States. Cooperation is needed between different actors (including sport organisations) to tackle gender-based violence in sport.

### 1.4. The Council of the European Union

The issue of gender-based violence in sport was given special attention by the Greek Presidency of the Council of the European Union, which ran from January to June 2014. In 2014 a conference<sup>42</sup> was organised to better understand the current situation regarding gender-based violence in sport (with a particular focus on the protection of children and young people) and to discuss what initiatives could be taken to prevent gender-based violence in sport at a national and European level. This period was marked by calls for a better understanding of the nature and magnitude of gender-based violence in sport, with elite sport, the coach-athlete relationship, the peer athlete-athlete relationship, and the relationship between athletes and other sport officials and entourage cited as particular foci. This period also saw demands for services to be established for athlete victims of sexual harassment or violence in sport (e.g. support services, counselling and telephone helplines).

In May 2014, the Council of the European Union and government representatives of Member States adopted the **Resolution on the EU Work Plan for Sport**<sup>43</sup>. This

<sup>40</sup> European Union (2007). *Treaty of Lisbon*. Last accessed on 14 April 2016 at <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A12007L%2FTXT>

<sup>41</sup> Parrish, R., García García, B., Miettinen, S. and R. Siekmann (2010). *The Lisbon Treaty and EU sports policy*. Directorate General for Internal Policies, Policy Department B: Structural and Cohesion Policies, Culture and Education, pp. 3-7.

<sup>42</sup> One member of the core team (Tine Vertommen), and three members of the Advisory Board (Kari Fasting, Stiliani Chroni, and Jan Toftgaard Støckel) participated in this meeting.

<sup>43</sup> The Council of the European Union (2014). *Resolution on the EU Work Plan for Sport*. Last accessed on 14 April 2016 at [http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:42014Y0614\(03\)&from=EN](http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:42014Y0614(03)&from=EN)

Resolution, which covered the period 2014-2017, prioritised the themes of 'good governance' and 'gender equality' as key topics to be pursued by Member States and the European Commission. To support implementation of the Resolution, five expert groups were established, including one on good governance which drafted, among others, a series of guidelines on ensuring gender equality in sport, protecting young athletes, and safeguarding children's rights in sport.

Also in May 2014, the Council of the European Union issued a document entitled **Conclusions on gender equality in sport**<sup>44</sup>. This document acknowledges that the violence and sexual harassment can occur in sport (Article 11), and states that efforts should be made to combat gender-based violence in sport (Article 17), and to conduct research to better understand the issue (Article 14). It also urges Member States to prevent gender-based violence in sport, to protect victims and potential victims, and to exchange ideas on best practice in preventing and managing cases of gender-based violence ins pro (Article 24). In particular, the document urges sport organisations and other relevant stakeholders to develop specific measures and procedures to tackle gender-based violence in sport such as codes of ethics, and to provide victim support services (such as helplines and other support services) (Article 37). The Commission is encouraged to, "*Support transnational initiatives (e.g. awareness-raising campaigns, exchange of good practices, studies, networks, projects) focusing on the implementation of national and international strategic actions on gender equality in sport within the framework of EU funding programmes ... with a focus on decision making in sport governing bodies, coaching, and the fight against gender-based violence and negative stereotypes in sport*" (Article 42). Finally, the document invites the Commission to, "*launch a specific study to assess the nature and extent of gender-based violence in sport*" (Article 43).

## 1.5. The European Parliament

In 2003, the European Parliament adopted the **Resolution on Women and Sport** (2002/2280(INI))<sup>45</sup>. Throughout the Resolution there is an explicit call to introduce a gender perspective into policy documents and to denounce stereotypes about masculinity and femininity in sport. The Resolution urges, "*sportswomen to organise themselves in order to defend their sporting, economic and social rights and to bring cases of discrimination and harassment to the competent authorities or before the courts*" (Article 33). It also advises, "*Member States and sports federations to adopt measures for the prevention and elimination of sexual harassment and abuse in sport*" (Article 40) through legal enforcement and prevention work (including the provision of information about the risks of abuse and about legislation and training).

Five years later in 2008, the European Parliament adopted the **White Paper on Sport**<sup>46</sup>. This document welcomed the development of club licensing systems at national and European level that include provisions related to the prevention of violence, the protection of minors, and respect for fundamental human rights (Article 69).

In 2011, the European Parliament and the Council of the European Union issued the **Directive 2011/92/EU on combatting the sexual abuse and sexual exploitation**

<sup>44</sup> The Council of the European Union (2014). *Conclusions on gender equality in sport*. Last accessed on 14 April 2016 at [http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A52014XG0614\(09\)](http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A52014XG0614(09))

<sup>45</sup> The European Parliament (2002). *Resolution on Women and Sport*. Last accessed on 14 April 2016 at [www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P5-TA-2003-0269+0+DOC+XML+V0//EN](http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P5-TA-2003-0269+0+DOC+XML+V0//EN)

<sup>46</sup> The European Parliament (2008). *White Paper on Sport*. Last accessed on 14 April 2016 at <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P6-TA-2008-0198+0+DOC+XML+V0//EN>.

**of children and child pornography**<sup>47</sup>. Building on the 2007 Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (also known as the Lanzarote Convention), the Directive became the main European legislative instrument on the protection of children and the fight against child sexual abuse.

## 1.6. The European Commission

In 2007, the European Commission issued a **White Paper on Sport**<sup>48</sup>. The White Paper urged a fight against the sexual abuse and harassment of minors in sport. It stated that the European Commission would, "propose to Member States and sport organisations to cooperate on the protection of the moral and physical integrity of young people through the dissemination of information on existing legislation, establishment of minimum standards and exchange of best practices" (Measure 43).

In 2009, the European Union Agency for Fundamental Rights published a report on '**Homophobia and Discrimination on Grounds of Sexual Orientation and Gender Identity in the EU Member States**'<sup>49</sup>. The report acknowledged that homophobia exists in sport contexts and that this may be expressed in different ways - for instance, when homophobic language is used to ridicule opponents or referees. The report concludes that it is difficult to openly identify as LGBT within sport, stating that, "*LGBT persons are perceived to have few possibilities to be 'out' in sports due to risk of harassment, homophobia or rejection from fellow club members.*"

In 2011, the European Commission launched a **Communication on Sport**<sup>50</sup> to further develop European sport policy as suggested by the Lisbon Treaty. The Communication acknowledged that athletes (particularly young athletes) are at risk of and need to be protected from violence in sport settings.

In 2014 at the meeting of the European Commission's Group of Experts on Gender Equality in Sport, a strategy document known as the **Proposal for Strategic Actions on Gender Equality in Sport**<sup>51</sup> was approved. The proposal, which covers the period of 2014 to 2020, highlighted the importance of combatting gender-based violence in and through sport. It acknowledged the national and international challenges to achieving this and defined specific objectives for 2020, including providing exemplar tools and actions to implement these – for example, suggesting the development of national plans or strategies on gender equality in sport at EU Member State level, and providing example preventive actions and support services for victims. Suggestions include having a human resource policy on paid staff and volunteers, and prevention programmes in sport that aim to empower women and girls to act against harassment and abuse.

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<sup>47</sup> The European Parliament (2011). *Directive on combatting the sexual abuse and sexual exploitation of children and child pornography*. Last accessed on 14 April 2016 at <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32011L0093>.

<sup>48</sup> The European Commission (2007). *White Paper on Sport*. Last accessed on 14 April 2016 at <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52007DC0391&from=EN>.

<sup>49</sup> The European Union Agency for Fundamental Rights (2009). *Homophobia and Discrimination on Grounds of Sexual Orientation and Gender Identity in the EU Member States: Part II – The Social Situation*. Last accessed on 14 April 2016 at [https://fra.europa.eu/sites/default/files/fra\\_uploads/397-FRA\\_hdgso\\_report\\_part2\\_en.pdf](https://fra.europa.eu/sites/default/files/fra_uploads/397-FRA_hdgso_report_part2_en.pdf).

<sup>50</sup> The European Commission (2011). *Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. Developing the European Dimension in Sport*. Last accessed on 14 April 2016 at <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0012:FIN:en:PDF>.

<sup>51</sup> The European Commission (2014). *Gender Equality in Sport. Proposal for Strategic Actions 2014-2020*. Last accessed on 14 April 2016 at [http://ec.europa.eu/sport/events/2013/documents/20131203-gender/final-proposal-1802\\_en.pdf](http://ec.europa.eu/sport/events/2013/documents/20131203-gender/final-proposal-1802_en.pdf).

In 2015, a **List of actions by the Commission to advance LGBTI equality**<sup>52</sup> was issued to cover the period from 2016 to 2019. The European Commission plans to launch a wide-reaching and inclusive communication campaign on homophobia in sport by raising awareness on the rights of individuals who identify as LGBTI. The campaign will be run in cooperation with EU Member States and civil society organisations and will begin in January 2016 and run through to December 2018. The campaign will be sensitive to the specific requirements and circumstances of all Member States, and international organisations will assist and coordinate efforts to avoid cross country duplication.

In February 2016, the Expert Group on Good Governance, which was established on the instructions of the Council of the European Union, issued the **Recommendations on Gender Equality in Sport**<sup>53</sup>. Drafting of the recommendations began on 16 October 2014 and were followed by further discussions on 5 March, 9 June and 10 November 2015. The Expert Group highlighted the importance of governmental and non-governmental sport organisations taking concerted action to promote gender equality in sport. The document listed key actions for EU Member States and sport organisations to take to “*accelerate trends in favour of gender equality in sport.*” In relation to gender-based violence in sport, the document established six minimum standards:

1. Monitor gender-based violence in sport, using observation tools, and regularly evaluate all steps taken.
2. Support the development and implementation of awareness campaigns and prevention tools.
3. Support the development of education and training programmes to prevent gender-based violence in sport, and include training workshops to prevent gender-based violence (particularly among peers) in all coach education programmes.
4. Establish legislation to fight against gender-based violence in sport, including specific procedures that will support and protect all parties involved.
5. Support new research on the prevalence of gender-based violence in sport.
6. Develop a system of registration that reviews the suitability of people in paid and voluntary work in sport, in particular when they work/volunteer with children, that is in accordance with regulations on data protection.

The document also proposed two further actions that EU Member States and sport organisations can take to go beyond these minimum standards: 1) developing and implementing mandatory procedures for when gender-based violence occurs, including complaints procedures and follow-up procedures; and 2) developing and implementing specific sport programmes to prevent gender-based violence in wider society (i.e. preventing gender-based violence *through* sport).

The Expert Group noted that implementation of these minimum standards could be monitored through a so-called ‘pledge board’, an instrument whereby organisations voluntarily make public their commitment to certain issues, such as fighting gender-based violence in sport and gender equality in sport more broadly.

<sup>52</sup> The European Commission (2015). *List of actions by the Commission to advance LGBTI equality*. Last accessed on 14 April 2016 at [http://ec.europa.eu/justice/discrimination/files/lgbti\\_actionlist\\_en.pdf](http://ec.europa.eu/justice/discrimination/files/lgbti_actionlist_en.pdf).

<sup>53</sup> The European Commission (2016). *Recommendations on Gender Equality in Sport*. Last accessed on 14 April 2016 at [http://ec.europa.eu/sport/library/policy\\_documents/expert-group-gender-equality\\_en.pdf](http://ec.europa.eu/sport/library/policy_documents/expert-group-gender-equality_en.pdf).

## 1.7. Other policy initiatives

In 1994, at the occasion of the first World Conference on Women and Sport, when the International Working Group on Women and Sport (IWG)<sup>54</sup> was formed, the **Brighton Declaration on Women and Sport**<sup>55</sup> was signed. This declaration established equity and equality in sport and in society more widely as one of its core principles, highlighting that, “*every effort should be made by state and government machineries to ensure that institutions and organisations responsible for sport comply with the equality provisions of the Charter of the United Nations, the Universal Declaration of Human Rights and the UN Convention on the Elimination of all Forms of Discrimination Against Women.*” To date, 416 organisations have signed the Declaration, 110 of which are based in 24 EU Member States.

In 1998, the second IWG World Conference on Women and Sport saw the production of the **Windhoek Call for Action**<sup>56</sup>. This called for action in 11 different areas, one of which was related to eliminating all forms of harassment and abuse, violence and exploitation and gender testing by ensuring a safe and supportive environment for girls and women at all levels of sport (Call for Action No. 7).

In June 2014, the issue of gender-based violence was again addressed at the Sixth World Conference on Women and Sport organised by the IWG. The legacy document from this event was called **Helsinki calls the world of sport to LEAD THE CHANGE, BE THE CHANGE**<sup>57</sup>. It recommends action be taken to raise awareness about gender-based violence in sport and to educate adult and child female athletes about the risks associated with this (Article 15). It also recommended that all sport governing bodies should devise a strategy, policy and action plan that should include preventive measures and support services for victims of gender-based violence in and through sport (Article 16), and that gender-safe environments and training should be provided to coaches and officials to prevent their involvement in gender-based violence (particularly sexual harassment and abuse) (Article 17). The document also calls for the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) to be reviewed (Article 18).

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<sup>54</sup> The International Working Group on Women and Sport (IWG) is an independent coordinating body consisting of representatives of key governmental and non-governmental organisations from different regions of the world. The mission of IWG is accomplished through the action and influence of the IWG as a catalyst, engaging governmental and non-governmental organisations and individuals for the advancement and empowerment of women and sport globally.

<sup>55</sup> The International Working Group on Women and Sport (IWG) (1994). *Brighton Declaration on Women and Sport*. Last accessed on 14 April 2016 at [http://iwg-gti.org/wpiwg/wp-content/uploads/2015/01/Brighton-Declaration\\_EN.pdf](http://iwg-gti.org/wpiwg/wp-content/uploads/2015/01/Brighton-Declaration_EN.pdf).

<sup>56</sup> The International Working Group on Women and Sport (IWG) (2008). *Windhoek Call for Action*. Last accessed on 14 April 2016 at [http://iwg-gti.org/wpiwg/wp-content/uploads/2015/01/Windhoek\\_call\\_for\\_action\\_e.pdf](http://iwg-gti.org/wpiwg/wp-content/uploads/2015/01/Windhoek_call_for_action_e.pdf)

<sup>57</sup> The International Working Group on Women and Sport (IWG) (2014). *Helsinki calls the world of sport to LEAD THE CHANGE, BE THE CHANGE*. Last accessed on 14 April 2016 at [http://www.fisu.net/medias/fichiers/EN\\_Helsinki\\_calls\\_the\\_world\\_of\\_sport\\_to\\_LEAD\\_THE\\_CHANGE\\_BE\\_THE\\_CHANGE\\_2.pdf](http://www.fisu.net/medias/fichiers/EN_Helsinki_calls_the_world_of_sport_to_LEAD_THE_CHANGE_BE_THE_CHANGE_2.pdf)

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### **1.8. Concluding remarks**

Over the last 20 years, policy recommendations specifically related to gender-based violence in sport have focused on prevention and protection actions. Within these policies, specific attention is paid to children and youth as well as to women. More recently, homophobic violence in sport has also begun to be considered, notably within the European Commission's LGBTQI policies.

Few of the policies mentioned above have suggested data collection initiatives to assess the magnitude of any form of gender-based violence in sport. Equally, measures to prosecute forms of gender-based violence in sport and to provide services to support victims (and perpetrators) are rarely mentioned.

## Chapter 4: The legal framework at EU Member State level

This chapter presents the legal frameworks that address (specific forms of) gender-based violence in sport in EU Member States. There is no sport-specific legal framework to prosecute gender-based violence that occurs within sport in any Member State country. Rather, sport legislation, where it exists, generally refers to the promotion of ethical values and fair play, condemns (all forms of) violence and harassment, and encourages measures to prevent and combat (all forms of) violence. This applies to the laws regulating sport in nine of the EU Member States – Belgium (specifically, Flanders and Wallonia) Bulgaria, Cyprus, Italy, Latvia, Malta, Portugal, Romania, and Slovenia). In some cases, legislation requires particular actors to implement specific measures. For example, in Portugal, the State is assigned the responsibility for adopting measures to prevent and punish violence in sport, whereas in Cyprus, Italy and Malta, action against all forms of (discrimination and) violence in sport is designated to the Cyprus Sport Organisation, the Italian Olympic Committee, and the Maltese Olympic Committee, respectively. Meanwhile, in Romania, sport federations are charged with implementing measures to prevent and combat violence, and in Slovenia the legal responsibility for monitoring all forms of abuse that relate to athletes' human rights falls to the Slovenian Inspectorate for Education and Sport.

While there is no legislation specifically for sport to prosecute incidences of gender-based violence that occur in this field, the general legal framework in each EU Member State can be applied to sport contexts. Legislation in each Member State was analysed to identify (aspects of) the legal framework that relate to forms of violence that fall within the definition of gender-based violence used for this study. Alongside this, legislation was analysed to identify how the legal provisions available in each Member State may be applied to the coach-athlete relationship, the peer athlete-athlete relationship, and the relationship between athletes and members of the sports entourage (e.g. managers, officials, doctors, physiotherapists). Out of an awareness that children can also be affected by gender-based violence in sport, particular attention was given to legislation that related to offences against children and young people and to child protection laws. In many cases, other laws were also relevant (e.g. those related to equality and discrimination, or to regulations relating to victims of gender-based violence).

The forms of gender-based violence identified by Frans and Keygnaert<sup>58</sup> were used in the analysis of national legislation. Frans and Keygnaert distinguish between five types of sexual violence: sexual harassment, sexual abuse, rape, attempted rape, and sexual exploitation. They recognise that sexual violence often occurs jointly with other forms of gender-based violence, such as physical violence and emotional-psychological violence. Considering the specific socio-cultural context of sport, and building on insights gathered from existing legislation, the definitions of forms of gender-based identified by Frans and Keygnaert were expanded. The resulting expanded definitions are as follows:

**Sexual harassment** includes behaviours such as unwanted sexual advances or invitations, sexual intimidation, forcing someone to watch another person/people have sex or masturbate (live or in pornographic materials), forcing someone to undress, or deliberate exposure by a person of their genitalia where the exposure is contrary to local moral or other standards of appropriate behaviour. In these cases, there is no physical contact between perpetrator and victim, meaning such behaviours can also take place online. **Sexual abuse**, meanwhile, involves physical contact between perpetrator and

<sup>58</sup> Frans E. & Keygnaert I. (2009). *Make it work! Prevention of sexual and gender-based violence in the European Reception and asylum sector*. Academia Press, Ghent, pp. 117-118. Last accessed on 1 November 2016 at [http://icrh.org/sites/default/files/Make%20it%20Work\\_%20prevention%20of%20sexual%20and%20gender-based%20violence%20in%20the%20European%20Reception%20and%20asylum%20sector.pdf](http://icrh.org/sites/default/files/Make%20it%20Work_%20prevention%20of%20sexual%20and%20gender-based%20violence%20in%20the%20European%20Reception%20and%20asylum%20sector.pdf)

victim but without any attempt at penetration. Examples of sexual abuse include actual or threatened physical intrusion of a sexual nature under unequal or coercive conditions or by force, and may include touching, pinching, fondling or kissing, or masturbating someone. **Rape** and attempted rape consist of actual or attempted vaginal, anal or oral penetration with an object or body part without the consent of the victim. Within this context, the victim may have been threatened or forced to have sex with the perpetrator or with someone else designated by her/him. **Sexual exploitation** is when a person abuses their position of power or trust for sexual means. It may include forced prostitution, transactional sex (e.g. sex in exchange for food, money, benefits, or to avoid negative consequences), forcing someone to engage in sexual acts (with or without penetration) for pornographic purposes, or producing pornographic materials without the knowledge or consent of the victim. As aforementioned, Frans and Keygnaert recognise that sexual violence often occurs alongside other forms of gender-based violence. **Physical violence** includes all physically aggressive acts (that do not have a sexual element), such as hitting, pulling, pushing, kicking, tying up, dragging, threatening with a weapon, or harming with a weapon. **Emotional-psychological violence**, meanwhile, includes verbal violence (swearing, name calling, blaming, accusing unfairly), humiliation, threatening, confinement, and relational violence (damaging a person's relationships or social status). This type of violence may also occur online.

The following sections provide an overview of the prosecutable forms of gender-based violence, protection measures for children and young people, and other relevant laws in all 28 EU Member States, using the conceptual framework described above. Collecting and analysing data relating to legal frameworks was challenging as legal provisions are not sport specific and different terminologies are used across countries. Therefore, although the process sought to be as comprehensive as possible, the references provided below may not be exhaustive.

#### 4.1. Criminal legislation

Some forms of gender-based violence in and beyond sport can be prosecuted through criminal law (i.e. the criminal/penal code). Terminology used for acts of gender-based violence varies enormously across EU Member States. In general, the terms used in legislation that can be used to prosecute gender-based violence in sport differs across countries and does not exactly correspond to the terms described above. In addition, there is a general lack of clarity in legislation about what constitutes a sexual act, and it can be difficult to differentiate between forms of gender-based violence. For example, in some cases more than one form of gender-based violence is addressed in the same legal article. Meanwhile, there are also substantial differences in the ages at which legislation criminalises certain behaviours against children. Depending on the country, the age at which youngsters are not considered children anymore for certain acts ranges from 12 to 18. Therefore, the analysis and findings discussed below are underpinned by the definitions provided in each relevant legal article.

**Sexual harassment** is addressed in criminal and other legislative instruments (mostly those regulating work). This form of gender-based violence is considered in the legal framework (criminal and other legal documents) of all but four EU Member States (Bulgaria, Luxembourg, Hungary and Poland). In some countries, sexual harassment can be prosecuted through legal articles relating to lewd behaviour, (online) grooming, exhibitionism, or indecency. In the Czech Republic, Estonia and Romania, laws relating to sexual harassment mostly relate to incidents occurring in work settings and professional life, whereas in Cyprus, Slovakia and Sweden the law extends to education or training environments or to accessing employment. These legal provisions may be less directly relevant for prosecuting cases that involve athletes who are not considered (future) 'employees' or 'trainees'. Specific offences relating to the **sexual harassment**

**of minors** is included in the criminal codes of 16 EU Member States (Austria, Bulgaria, Croatia, Denmark, Finland, France, Greece, Italy, Latvia, Lithuania, Malta, Poland, Portugal, Slovakia, Slovenia, and Spain). In these countries, legal articles refer mostly to lewd acts, but also to grooming, indecency, and depravity.

**Sexual abuse** is defined as a crime in the criminal codes of all but two EU Member States (Denmark and Poland), though other terms are also used to refer to this offence (i.e. sexual assault (other than rape), indecent assault, sexual coercion, sexual violence, sexual solicitation or harassment, facilitation of debauchery, or other acts of a sexual nature). Whereas in some countries specific articles criminalise the **sexual abuse of children**, in others the fact the victim is a child is framed as an aggravating factor. The sexual abuse of children is covered in legislation in all EU Member States, except Slovenia. Legislation referring to (child) sexual abuse sometimes also specifies other aggravating factors, such as the age of the child at the time of the offence (including the specification that the younger the victim is, the graver the penalty applied), offences where there is an abuse of power, and where the abuse is committed due to the person's gender, gender identify or sexual orientation.

**Rape** (and, in some countries, attempted rape) is the most commonly criminalised form of gender-based violence across EU Member States. The term 'rape' is also widely used across countries. The specific legal definitions of rape in Bulgarian, Slovakian and UK law warrant particular mention for their gendered language. In Bulgaria and Slovakia, rape is a crime committed by a person who, by using violence or threat of imminent violence or by depriving the victim from the possibility of self-defence, has sexual intercourse with a woman. Meanwhile in the UK, rape is defined as intentional non-consensual penetration by a penis. In Bulgaria, as in the UK, the penal code also criminalises rape involving individuals of the same sex. In the case of Bulgaria and the UK, there appears to be a lack of clarity in relation to when the incident involves a female perpetrator and a male victim. The **rape of minors** (and, in some countries, the attempted rape of minors) is covered in the criminal codes of all EU Member States.

Despite the fact that sexual exploitation can also be committed against adults, legal provisions in most EU Member States focus predominantly on the **sexual exploitation of minors**. This form of gender-based violence is considered in the criminal codes of all EU Member States. Child sexual exploitation is commonly understood as recruiting children for prostitution; offering financial compensation or other benefits in exchange for sex (or a sexual act that does not involve penetration) with a child; obtaining, possessing or producing child pornography; and allowing/ using a child for the production of pornography.

In terms of **physical violence**, existing legal provisions cover different forms and degrees of violence. Physical violence offences are usually referred to in legislation as physical abuse, offences that cause bodily injury or bodily harm, or offences against a person's physical integrity. The criminal codes of all EU Member States cover this type of violence. In some cases, enacting physical violence on someone on the grounds of that person's gender, gender identity, or sexual orientation is identified in the legislature as a distinct crime (e.g. in Cyprus, Malta and the UK this is referred to as a hate crime), or as an aggravating factor (e.g. in France). Meanwhile, the relationship between the perpetrator and the victim is often identified as an aggravating factor in cases of physical violence against children; for example, if the perpetrator is entrusted with the education or care of the victim, penalties for physical violence are increased.

Finally, **emotional or psychological violence** can be prosecuted by law in at least 22 EU Member States (Austria, Bulgaria, the Czech Republic, Denmark, Germany, Estonia, France, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, and the UK). In terms of

(gender-based) violence in sport, behaviours such as insulting, coercing, hazing, persecution, stalking, harassment, defamation, verbal abuse, or threats can all be prosecuted. Similarly to legislation on physical violence, emotional-psychological violence exercised on the grounds of a person's gender, gender identity or sexual orientation can be an aggravating circumstance.

## 4.2. Child protection legislation

Two common measures that can be used to protect child athletes from forms of gender-based violence in sport were identified in child protection legislation of EU Member States. Child protection legal provisions generally aim at protecting children and young people from sexual violence, and include: assessing the suitability of (future) employees and/or volunteers to perform roles with children, and bans on certain people undertaking such roles.

Provisions to **assess the suitability of (future) employees (and, in some cases, volunteers) to perform roles with children** are included in the legislation of 20 EU Member States (Bulgaria, Croatia, Cyprus, Denmark, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Luxembourg, the Netherlands, Poland, Portugal, Slovakia, Spain, Sweden, and the UK). Such assessments involve checking the criminal history of employees (and sometimes volunteers) in order to prevent known (sexual) offenders from taking up positions that involve contact with children and young people. Not all legal provisions in all countries cover both public and private sectors, however, and in some cases volunteers are exempt from such assessments (which is particularly relevant given that many sports clubs rely on volunteers). In addition, in Croatia and Luxembourg the applicant must grant his/her permission to for a criminal record check to be performed. Legislation in Greece, Ireland, Poland, and Slovakia includes specific requirements to assess the suitability of staff operating in sport contexts.

Sixteen EU Member States (Austria, Belgium, Croatia, Cyprus, Estonia, France, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Poland, Portugal, Spain, and the UK) have legal provisions that prevent **convicted (and in some cases suspected) offenders from performing (paid and/or volunteer) roles with children**, including in sport. Whereas in some countries offenders are prohibited from performing such roles, in others preventing offenders from entering such roles is a sanction that may be imposed by the judge presiding over the sentencing of an offender. In most cases, this provision relates specifically to those convicted of a sexual offence.

Cyprus, Malta, Poland, Portugal, Spain, Sweden, and the UK have all national established databases of individuals with convictions against children. The conditions to have access to this database vary between countries. More detailed information about each database is provided in the table below.

**Table 1. Information about databases of individuals who have committed offences against children**

Country	Information about databases of offenders against children
Cyprus	According to the Article 22 of the Law on the Prevention and Combatting of Sexual Abuse, Sexual Exploitation of Children and Child Pornography of 2014 (N. 91(I)/2014), the police keep a relevant database of sexual offenders. Anyone considering employing an adult for professional, organised or voluntary activities that involves regular contact with children may only employ a person when they have presented a certificate, issued by the police, confirming that they are not included on the offenders' list. The Article also states that anyone included on the offenders' list is obliged to provide her/his personal details the police and must keep them updated of any changes to this information.
Malta	Since 2012, individuals convicted for a serious threat to children shall be listed on the Criminal Offender Register of Malta. The Protection of Minors Registration Act (Chapter 518) empowers the court to use its discretion over who should be placed on this Register, depending on the gravity of the case. The objective of this law is to protect children aged under 16 from serious crimes (not limited to sexual offences). The Register is not publicly available but offenders' names are retained in court and the Register accessible to " <i>any organisation, establishment or institution which provides a service or activity involving the education, care, custody, welfare or upbringing of minors, whether such membership, employment or other position is against payment or otherwise</i> ". Fines can be levied on anyone who recruits, engages or employs a registered offender.
Poland	In 2016, a Register of Sex Offenders was created (Dz.U. 2016 poz. 862). The Register is partly publicly available but some sections of it, including the section with detailed data on convicted sexual offenders and their current domicile, are kept private. This section may only be accessed by the police and judicial representatives, local authorities, governmental representatives, and by representatives of institutions that provide care for children. Directors of institutions that raise, educate, provide healthcare or care for children are obliged to check the Register to ensure that they do not employ registered sexual offenders. If they fail to do so and allow a sexual offender to work with children, they may be sentenced to time in prison or be fined. The public section of the Register is published on the Ministry of Justice's website. Convicted offenders must inform the police of any changes to their abode; failure to do so may result in imprisonment or a fine.
Portugal	In 2015, a registration system for individuals convicted of offences against the sexual self-determination and sexual freedom of minors was created (Law no. 103/2015). The Directorate-General of Justice Administration is responsible for registering cases on the database, which can only be accessed by the Public Prosecution Office and organisations that have responsibility relating to criminal investigation procedures or international cooperation so as to prevent and sanction these kinds of offences. The details of what should be included in this database are determined by law. At present, it is not known whether the database is or will be able to filter certain information, such as whether or not offenders listed on the database committed their crime within a sport context.

Country	Information about databases of offenders against children
Spain	The Central Register of Sexual Offenders was regulated by law in 2015 (Royal Decree 1110/2015). The overall goal of this Register is to protect children against sexual exploitation and abuse. This Register aims to provide criminal information about individuals wishing to perform activities that involve contact with children. The Ministry of Justice authorises direct access to the Register to judges or courts, public prosecutors, and to the judicial police.
Sweden	The Act for registering people who will work with children (2013: 852) strengthens previous measures in place in Sweden to protect children against sexual violence and abuse. The Act replaces an earlier law on access to the register of sexual offenders, and makes it possible for non-profit organisations (such as sports associations) to access information on the register, though doing so is not compulsory.
UK	The Safeguarding Vulnerable Groups Act 2006 in England and Wales, the Safeguarding Vulnerable Groups Order 2007 in Northern Ireland, and the Protection of Vulnerable Groups (Scotland) Act 2007 in Scotland prohibit certain individuals from working/volunteering with children. In England, Wales and Northern Ireland, the Disclosure and Barring Service maintains a list of individuals prohibited from applying for or working/volunteering with children in certain regulated activities. In Scotland, the list is maintained by Disclosure Scotland. Employers offering positions with regulated contact with children must check if a person is included in the Children's Barred List. It is illegal for employers to recruit someone or allow them to volunteer for this kind of role if they know they are on the Children's Barred List. Access to the list is limited to those responsible for checking the suitability of applicants. Individuals who have committed a serious offence (such as a sexual offence against a child and other specified sexual and violent offences) are automatically added to the Children's Barred List.

The obligation to report offences committed against children is enshrined in law in Austria, Cyprus, Denmark, France, Ireland, Malta, and Northern Ireland. This means that anyone (or people in specific positions who are assigned mandatory reporting obligations, as is the case in Austria and Denmark) who fails to report a (potential) offence against a child is committing an offence and is liable to a fine and/or imprisonment.

### 4.3. Evidence of criminal cases of gender-based violence in sport

Despite the lack of sport-specific legislation to prosecute offences of gender-based violence that occur in sport, the fieldwork for this study provides evidence that such cases can indeed be prosecuted through other existing legislation (see map in Figure 2). In most EU Member States, the media have focused attention on criminal cases of sexual violence in sport contexts. In addition, sport or other organisations in Austria, Belgium, Croatia, Denmark, Germany, and the Netherlands maintain records of cases that have appeared in the media or when they have provided support to the victim. Finally, judicial databases that can be accessed online in a few EU Member States (such as Bulgaria, Cyprus, Portugal, and Slovakia) also provide evidence of rulings on sexual offences committed in sport settings.

**Figure 2. Evidence of criminal cases of gender-based violence in sport in EU Member States**



#### **4.4. Concluding remarks**

The lack of consensus on definitions of gender-based violence in sport may cause conflict between penal laws and sport justice. As a result, the need for the creation of a specific criminal law to prosecute cases of gender-based violence in sport was raised by some of the consulted stakeholders. Such a law could help increase visibility of the issue and prompt action to address incidences of gender-based violence in sport. Although sport organisations often have their own regulations and procedures, specific reference in these should be made to gender-based violence in sport to increase visibility of the topic. Conversely, other stakeholders consulted for this project suggested that instead of creating a specific law on gender-based violence in sport, awareness should be raised of existing legal frameworks and how these could be applied to prosecute cases of gender-based violence in sport.

Although the terminology used to refer to (various different forms of) gender-based violence varies greatly across EU Member States, current legislation allows the **prosecution** of many behaviours that constitute gender-based violence whether perpetrated against children and adults in sport. Examples were also found of legal provisions that take into account the position of the offender compared to the victim, through specific legislation that recognises abuse of power/abuse of trust as a criminal offence or through laws that consider this to be an aggravating factor. In addition, legal provisions were identified that consider offences committed due to a person's gender, gender identity and/or sexual orientation as a specific crime (e.g. a hate crime) or as an aggravating circumstance.

The most common legal measures used to **protect children** from coming into contact with known (sexual) offenders in sport are assessments of the suitability of (future) employees and/or volunteers to perform roles with children, and bans on certain people undertaking such roles in and beyond sport.

Finally, it is noteworthy that many countries still use the so-called 'masculine universal language' in their legislature, which may bias understandings and interpretations of current laws. This should obviously be avoided to prevent sexism and ambiguity. Moreover, legislation that does not refer to the female sex is not promoting gender equality.

## Chapter 5: The policy framework at EU Member State level

The analysis of policies issued by public and/or governmental bodies from different policy domains indicates that gender-based violence in sport is not solely addressed by the sport policy sector. Rather, the issue is also being tackled within the policy areas of gender equality and child protection.

Whereas explicit references to forms of gender-based violence in sport (most commonly sexual violence or sexual harassment) were found in the policies of 13 EU Member States (Austria, Belgium, Croatia, Cyprus, the Czech Republic, France, Ireland, Italy, Poland, Romania, Spain, Slovenia, and the UK) (see Figure 3), there were also references to violence, as a generic term. The use of this generic umbrella term rather than the more specific term 'gender-based violence' serves to reduce the visibility of gender-based violence as it becomes subsumed within the broader term. Meanwhile, in some countries violence in sport is framed as a violation of the ethics and values of sport (e.g. in Finland and Portugal), or of the principles of fair play (e.g. in Italy and Romania), while in other Member States it is dealt with as part of attempts to create a healthy and safe (and non-violent) sports environment in which athletes' human rights are respected (e.g. in Estonia and Slovenia).

**Figure 3. Explicit references to forms of gender-based violence in sport in policies of EU Member States**



Various policy documents from across different sectors make explicit reference to forms of gender-based violence within sport. These are described below. They include national strategies, programmes, action plans, or codes of ethics within the policy areas of sport, gender equality, and child protection. There are also numerous examples of initiatives that have been established to raise awareness of gender-based violence in and through sport. Other relevant initiatives to combat gender-based violence in sport were developed by sport and civil society organisations. These are discussed in Chapter 6.

## 1.1. Policies promoting gender equality in sport

The European Commission's *Proposal for Strategic Actions on Gender Equality in Sport (2014-2020)* recommended a **national strategy to promote gender equality in sport** be set up. However, by April 2016 only Austria had achieved this, including the fight against gender-based violence in and through sport in its actions. In February 2015, the Austrian Federal Minister of Defence and Sports put together a working group comprising representatives of sports organisations, victim support organisations, and experts to develop a draft national action plan on gender equality in sport. After discussing this with different stakeholders, the plan was published in September 2015. Fighting gender-based violence in and through sport is one of four priority areas identified within the plan. The Austrian National Action Plan on Gender Equality in Sport (2014-2018) adopts a holistic approach towards addressing gender equality and gender-based violence in sport. It achieves this by planning measures to deliver training for coaches, athletes, volunteers and professionals; providing support to victims; strengthening partnerships between sport and victim support organisations; researching gender equality issues in sport, including the magnitude of gender-based violence in sport; monitoring progress; and developing (transnational) screening systems for all for all paid and volunteer coaching applicants.

Meanwhile in France, all policy areas have been requested to adopt an annual roadmap and a gender equality action plan since 2012. The Ministry of Sport began publishing its roadmap in 2013, including a chapter within this that is devoted to gender-based violence. According to the 2015 **sport roadmap for gender equality**, the latest policy measures in the field of gender-based violence in sport are: updated legal guidance on violence and discriminations in sport has been issued that includes gender-based violence and harassment; guidelines have been developed for managers in the state sport system and in regional and national sport institutes on managing incidents of sexual violence; a mailbox has been set up for state agents to report incidents of violence in sport, including gender-based violence<sup>59</sup>; and, in 2015, the Ministry of Sport devoted attention to fighting homophobic violence in sport in its latest awareness-raising campaign (#CoupdeSifflet).

## 1.2. Sport policies

The **national sport programmes** of Poland and Slovenia allude to gender-based violence in sport. The governmental programme of sport in Poland (2015-2020) draws specific attention to women as victims of violence, as well as to homophobia in sport. Meanwhile the national sport programme in Slovenia acknowledges that inhumane treatment of athletes, such as sexual exploitation, can occur in sport contexts. Nevertheless, no measures are proposed to specifically address any form of gender-based violence in any of the national sport programmes, although the Slovenian programme has established an Athletes' Ombudsperson Institute under the auspices of the Slovenian Olympic Committee. Although this ombudsperson service is not designed to explicitly deal with complaints of (gender-based) violence in sport, it could be helpful in mediating potential cases.

The sport policies of other Member States, while not making specific reference to (forms of) gender-based violence, include relevant measures, such as the protection of children's integrity (e.g. in the Flanders region of Belgium).

Gender-based violence is considered in **codes of ethics in sport**. In Ireland, the Code of Ethics and Good Practice for Children's Sport, developed jointly by the Irish Sport

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<sup>59</sup> These guidelines are for internal use only and are not publicly available.

Council and the Sports Council of Northern Ireland, makes explicit reference to child sexual harassment and abuse, and provides advice on identifying and reporting concerns related to these forms of gender-based violence.

### **1.3. Policies promoting gender equality or to combat gender-based violence**

Three countries (Belgium, Croatia, and the Czech Republic) have specific measures focusing on gender-based violence in sport in their **national action plans for gender equality or for combatting gender-based violence**. Whereas the Belgian national action plan to combat gender-based violence (2015-2019) lists generic commitments towards combatting gender-based violence in sport and supporting sport organisations in the creation of (proactive and reactive) integrity policies, the action plans in Croatia and the Czech Republic include specific measures. The Croatian national policy to promote gender equality (2011-2015) includes legal provisions to make sport safe for women and girls and to protect them from all forms of violence, including sexual violence<sup>60</sup>. Meanwhile, the Czech action plan for the prevention of domestic and gender-based violence (2015-2018) includes a specific measure to support awareness-raising activities on the prevention of sexual harassment and abuse, and other forms of gender-based violence among youth in sport.

### **1.4. Child protection policies**

**National child protection policies** in Cyprus, Romania, and the UK refer to sport as a setting where sexual violence may occur. However, the focus of these policy initiatives differs from country to country. The Cypriot strategy and action plan on fighting child sexual abuse and sexual exploitation and child pornography, published in March 2016, includes specific actions for the sport sector relating to prevention and provision of services (e.g. the preparation of a manual aimed at building competence to identify and report cases (or risks) of sexual abuse and exploitation, designing and delivering workshops and seminars for adults working with children in sport, and preparing a circular with information on the legal responsibilities of adults working with children in sport).

Similarly, the Commissioner for Children's Rights in Cyprus established children's participation in sport as one of its priorities in 2014. Specifically, the key document detailing the Commissioner's priorities proposes to investigate the conditions of children's participation in sport, as well as child protection actions, and the training of coaches. As of March 2016, however, no actions had been taken in relation to gender-based violence in sport. The Romanian common framework for the prevention of and intervention in violence against children and domestic violence recognises that sport is an environment where children can be victims of abuse (including sexual abuse).

### **1.5. Specific policies and other initiatives addressing gender-based violence in sport**

Over the past decade, specific policies to address gender-based violence in sport have been developed in Belgium (specifically in the Flemish region), France, and Spain. Most policy initiatives focus on sexual violence (including harassment and abuse), and adopt a

<sup>60</sup> A new Sports Law was under development in April 2016 and was expected to include the legal provisions mentioned here.

holistic approach to address gender-based violence in sport. These include measures to raise awareness about the problem; procedures to identify, manage and report cases; approaches to preventing gender-based violence in sport; and measures to support victims. The French action programme to fight harassment and sexual abuse in sport also includes an attempt to measure the magnitude of the phenomenon. All these policy instruments target sport organisations (including federations and clubs) specifically, though their implementation is not mandatory. An exception to this comes from Spain, where since 2015 any Spanish sport federation wanting to receive funding from the High Sport Council must adopt a protocol to deal with sexual harassment and abuse (similar to that in the national protocol)<sup>61</sup>. More information about each policy is provided in the table below.

**Table 2. Information on national policies on (forms of) gender-based violence in sport**

Country	Policy	Brief description
Belgium	Framework sexuality and policy in your sport organisation (Sensoa and Child Focus, funded by the Flemish Minister of Sport, 2012)	A policy framework consisting of 11 measures to prevent sexual harassment and child sexual abuse in all sports organisations. Measures include, among others, a so-called Flag System to help assess and react to 'real life' incidences of unwanted physical and sexual behaviour in a sport setting; a detailed policy matrix with suggestions of possible interventions, working practices and actions for implementing the policy; a checklist of suggestions on managing sexual harassment and child abuse at a club level; a code of conduct to protect children's physical and sexual integrity in sport; a list of risk factors to detect signs of sexual harassment and child abuse; and an action protocol providing a uniform, step-by-step approach to dealing with suspicions, disclosures or reports of child sexual abuse.
France	Action plan against harassment and sexual violence in sport (Ministry of Health, Youth and Sports, 2008)	The action plan includes a set of actions and documents, such as: 1) a Charter for the Prevention of Sexual Violence in Sport, published jointly with an action plan; 2) an Information and Communication Campaign beginning with the publication of the plan; 3) the organisation of a pilot awareness-raising activity within regional sports institutes, sport federations, regional leagues and clubs; and 4) training programmes for staff (e.g. coaches).

<sup>61</sup> With the exception of the Royal Federation of Football, all Spanish sport federations developed such a protocol and published it on their websites. Implementation of these protocols is not monitored, however.

Country	Policy	Brief description
France	Charter for the prevention of sexual violence in sport (Ministry of Health, Youth and Sport, and National Olympic Committee, 2008)	The Charter is framed as the basis for all future actions that aim to prevent or raise awareness of, gender-based violence in sport or to educate or train individuals on this topic. The Charter condemns all forms of violence or discrimination on the grounds of sex or sexual orientation. It also reiterates the obligation of all sports organisations to prevent such violence, to report it, and to act on incidences of gender-based violence.
France	Legal guide for the prevention and elimination of unethical behaviour, violence and discrimination in sport (Ministry of Urban Areas, Youth and Sport, 2013, last updated in 2015)	This guide is the main instrument for tackling violence and discrimination in sport. It addresses sexual harassment, sexist behaviour (including verbal communication), sexual assault, rape and homophobic violence. The legal definitions for each form of (gender-based) violence are provided, and brief illustrative cases are presented for each offence. The guide is action-oriented (i.e. it recommends adopting certain specific actions), giving key stakeholders responsibility and accountability.
France	Internal guidelines for cases of sexual violence in sport (Ministry of Urban Areas, Youth and Sport, 2015)	These guidelines detail procedures on managing cases of sexual violence in sport. The guidelines target managers in state sport administration and regional and national sport institutes. These guidelines are for internal use only and are not publicly available. In addition, a mailbox for state agents to report incidences of violence in sport was established.
Spain	Protocol for the prevention, detection and proceedings against sexual harassment and abuse (Spanish Sports High Council, 2014)	The protocol addresses three main goals: 1) The prevention of sexual harassment and abuse in sport. For this it is crucial to raise awareness and provide education and information about the content of the protocol to key stakeholders; 2) The establishment of a procedure in relation to sexual harassment and abuse; 3) The promotion of an environment that does not tolerate sexual violence against adults or children.

In addition, governmental actors in Belgium, Cyprus, France, and Italy have developed **initiatives to raise awareness on gender-based violence in sport**. Such initiatives include campaigns, seminars, conferences, or week-long special events. In some of their initiatives, Belgium, France, and Italy have specifically drawn attention to homophobic violence in sport. Whereas in most cases the initiatives promoted have been stand-alone initiatives (with a short duration), in Italy there have been efforts to ensure that the awareness-raising initiatives continue; a Memorandum of Understanding, signed in 2013 between the Ministry for Equal Opportunities, Sport and Youth Policies and the Italian Olympic Committee, established an annual 'sport week against gender-based violence in and through sport'.

## 1.6. Concluding remarks

The term 'gender-based violence' is rarely used in policies that address this problem within and through sport. Instead, policies tend to refer to specific forms of gender-based violence. Sexual violence (including sexual abuse and harassment) receives the most attention in policies drawn up by EU Member States, which is also the case with policy documents issued by international and European institutions (see Chapter 3).

Explicit references to forms of gender-based violence in sport are found in the policy initiatives of 13 EU Member States, namely in national strategies, programmes, action plans, codes of ethics, and guidelines within the policy areas of sport, gender equality, and child protection. Awareness-raising initiatives have also been organised to sensitise different target groups to the problem of gender-based violence in and through sport.

In general, policies do not refer to the sex of perpetrators or those affected by (forms of) gender-based violence. However, in exceptional cases, such as in the Croatian and Polish policies, girls and women are acknowledged as potential victims of sexual violence in sport contexts.

Specific policies to address gender-based violence in sport exist in three EU Member States - Belgium (specifically in the Flemish region), France, and Spain. Most of these policies adopt a holistic approach to combatting sexual violence (including harassment and abuse) against child and adult athletes, including the development of initiatives that focus on prevention, protection, prosecution, and provision of services. All these policies target sport organisations (including federations and clubs), although their implementation is neither mandatory in most cases nor monitored.

Finally, it is important to note that policies seldom refer to homophobic violence in sport. Instead, the focus seems to be on homophobic discrimination. Whereas violence towards individuals who identify as LGBTQI in sport settings is mentioned in the Polish policy, other countries – like Belgium, France, and Italy – have addressed this issue through awareness-raising campaigns.

## Chapter 6: Initiatives by sport and civil society organisations

The analysis indicates that a varied range of initiatives beyond those identified in the legislative and policy domains are in place to tackle gender-based violence in sport. These involve actors from the domain of sport as well as wider civil society. In countries where measures beyond those identified in the legislative and policy domains were reported, a range of key actors were involved. These include organisations from within sport, such as National Olympic Committees, national and/or regional sport federations, and individual sports governing bodies or clubs and, in one rare case, a sport fan organisation. In terms of organisations from outside sport, a handful of non-governmental organisations (NGOs) working in the areas of victim support, gender equality, gender-based violence, and women's and/or children's welfare, as well as children's rights commissioners and even a high-profile business well known for sponsoring sport were also involved. A range of initiatives were identified across a range of countries and across various levels of sport, from National Olympic Committee level down to individual club level. Initiatives are broadly split into those that focus specifically on addressing violence, usually sexual violence, and those that focus on developing an ethical sports environment and incorporate various forms of gender-based violence, including sexual and, to a far lesser extent, homophobic violence, within this remit.

### 1.1. Initiatives focusing on (sexual) violence in sport

The initiatives addressing (sexual) violence in sport at international and at EU Member State level are discussed below.

#### 1.1.1. At international level

Although the **International Olympic Committee (IOC)** was founded in 1894, it was only in 1995 (more than 100 years after its establishment) when this supreme authority of the Olympic Movement established its 'Commission on Women and Sport'. The Commission was created to tackle discrimination and violence, as well as to increase women's involvement in sport. In line with these goals, global awareness-raising campaigns and events (such as conferences and official meetings) have acknowledged the importance of combatting sexual violence, harassment and abuse in sport. The adoption of a 'Consensus Statement on Sexual Harassment and Abuse in Sport'<sup>62</sup> in 2007 constitutes the IOC's commitment to create a safe environment for both male and female athletes. The Consensus Statement notes that:

*"(...) sexual harassment and abuse happen in all sports and at all levels. Prevalence appears to be higher in elite sport. Members of the athlete's entourage who are in positions of power and authority appear to be the primary perpetrators. Peer athletes have also been identified as perpetrators. Males are more often reported as perpetrators than females. (...) Research demonstrates that sexual harassment and abuse in sport seriously and negatively impact on athletes' physical and psychological health. It can result in impaired performance and lead to athlete drop out. Clinical data indicate that psychosomatic illnesses, anxiety, depression, substance abuse, self-harm and suicide are some of the serious health consequences".*

The Consensus Statement focuses were protecting athletes and raising awareness of sexual harassment and abuse in sport. To this end, the Consensus Statement contained a series of recommendations, and urged sports organisations to develop education

<sup>62</sup> International Olympic Committee (2007). *Consensus Statement SEXUAL HARASSMENT AND ABUSE IN SPORT*. Last accessed on 14 April 2016 at [https://stillmed.olympic.org/media/Document%20Library/OlympicOrg/News/20070802-IOC-adopts-Consensus-Statement-on-sexual-harassment-and-abuse-in-sport/EN-Sexual-Harassment-Abuse-In-Sport-report-1125.pdf#\\_ga=1.50478633.1297513643.1474376608](https://stillmed.olympic.org/media/Document%20Library/OlympicOrg/News/20070802-IOC-adopts-Consensus-Statement-on-sexual-harassment-and-abuse-in-sport/EN-Sexual-Harassment-Abuse-In-Sport-report-1125.pdf#_ga=1.50478633.1297513643.1474376608)

initiatives and foster partnerships to prevent sexual harassment and abuse. In 2014, following widespread social protests against new legislation that banned the promotion of 'non-traditional' relationships (widely seen as referring to gay relationships) in Russia, the host country of that year's Winter Olympics, the IOC approved a recommendation to add [non-discrimination on the grounds of sexual orientation](#) to the Olympic Charter<sup>63</sup>. Following these events, Article 6 of the Olympic Charter, which states that, "*Any form of discrimination with regard to a country or a person on grounds of race, religion, politics, gender or otherwise is incompatible with belonging to the Olympic movement*", was expanded to include discrimination on the basis of sexual orientation. The Charter identifies taking action against discrimination and violence in sport as one of the central roles of National Olympic Committees. It is not made clear within the Olympic Charter how the IOC would address sexual abuse and harassment (including homophobic violence) in sport, however. Also in 2014, during the second Summer Youth Olympic Games in Nanjing in China, the IOC organised information events for athletes and coaches to educate them on preventing sexual harassment and abuse at all levels of sport.

In 2008, the **International Paralympic Committee (IPC)** issued the 'Position Statement on Sexual Harassment and Abuse in Sports'<sup>64</sup>. The Position Statement includes a set of general principles relating to sexual harassment and abuse, examples of sexual harassment and abuse, and recommendations for responding to incidents that covers those affected, coaches and witnesses. Among the general principles cited is Principle 1.2 which states that, "*every member of the Paralympic family, shares the responsibility to identify and prevent sexual harassment and abuse, and to develop a culture of dignity, respect and safety within the Paralympic sport community.*" Consequently, National Paralympic Committees (NPCs) are obliged to identify, address and sanction incidents of sexual harassment and abuse in sport. NPCs are also encouraged to raise awareness of the negative impact of sexual harassment and abuse, and to develop positive actions aimed at reducing and eliminating these behaviours to develop a safe and supportive sport environment.

### 1.1.2. At EU Member State level

In terms of actions that focus on addressing violence in sport, in several EU Member States support for tackling violence has come from the highest echelons of sport - the **National Olympic Committee (NOC)**. As well as being in charge of their country's representation at the Olympic Games, NOCs are responsible for developing, promoting and protecting the Olympic Movement in their country. As such, they are charged with, among other things, encouraging and upholding ethics in sport. Section 27, 2.5 of The Olympic Charter<sup>65</sup> makes this clear and includes a responsibility for National Olympic Committees to, "*take action against any form of discrimination and violence in sport*". It is not surprising, then, that some NOCs have signalled their commitment to tackling gender-based violence in sport by including relevant measures in their regulations for affiliated sport organisations. Regulations from the NOCs in France and Italy, for example, include specific statements outlawing all forms of violence, while the Romanian Olympic Committee's 2013-2016 strategy similarly notes that all forms of violence are incompatible with its fundamental values. Meanwhile, the rules of the Slovenian Olympic Committee allow the committee to remove the license of any professional who has violated its moral/ethical values (including by committing an act of gender-based

<sup>63</sup> International Olympic Committee (2015). *The Olympic Charter*. Last accessed on 14 April 2016 at [http://www.olympic.org/Documents/olympic\\_charter\\_en.pdf](http://www.olympic.org/Documents/olympic_charter_en.pdf)

<sup>64</sup> International Paralympic Committee (2008). *Chapter 4.2 - Position Statement on Sexual Harassment and Abuse in Sport*. Last accessed on 14 April 2016 at [https://www.paralympic.org/sites/default/files/document/141113170402987\\_2014\\_10\\_13+Sec+ii+chapter+4\\_2\\_Position+Statement+on+Sexual+Harassment.pdf](https://www.paralympic.org/sites/default/files/document/141113170402987_2014_10_13+Sec+ii+chapter+4_2_Position+Statement+on+Sexual+Harassment.pdf)

<sup>65</sup> International Olympic Committee (IOC) (2015). *The Olympic Charter*. Last accessed on 14 April 2016 at [http://www.olympic.org/Documents/olympic\\_charter\\_en.pdf](http://www.olympic.org/Documents/olympic_charter_en.pdf)

violence) or who has been deemed unsuitable to work in sport. While such commitments are important as they make clear the parameters of acceptable behaviour, the impact of such statements *alone* in preventing and tackling gender-based violence in sport is likely to be minimal.

Other National Olympic Committees have gone a step further, taking more concrete steps to show their commitment to tackling gender-based violence in sport, such as leading campaigns or creating and disseminating tools on preventing gender-based violence. The Croatian Olympic Committee, for example, founded the Gender Equality in Sport Commission, which focuses on developing policies and initiatives to combat gender-based violence in Croatian sport, and has organised conferences and training workshops on gender-based violence in sport. Importantly, athletes can also report cases of violence to the Commission for investigation, and the Commission provides advice and support for athletes in these circumstances. The Czech Olympic Committee also established a Women's Commission and has supported research on sexual harassment in sport. It has published a guide on the prevention of sexual harassment in sport, which was sent to all sport clubs and schools, and organised awareness-raising activities to coincide with the guide's publication. This Committee also created an awareness-raising education course for coaches. Similar concrete supportive action has been taken by the German Olympic Committee, which initiated a campaign called 'Strong Networks against Violence' to promote a culture of zero tolerance of violence. Through teaming up with several martial arts associations, the campaign offers self-defence classes and assertiveness training to women and girls to build self-confidence through sport and raise aware of violence in sport. The campaign also offers counselling and advisory services to those affected by violence in sport, and promotes various preventive measures. In 2008, the German Olympic Sport Confederation formalised a decision to continue another awareness-raising campaign called 'Violence against Women – Not with us'<sup>66</sup>. Meanwhile, to protect child athletes, regulations from the Danish Olympic Committee and the Sports Confederation of Denmark state that individuals accused or convicted of sexual offences against children and young people under age 18 are prohibited from performing some or all duties with children and young people within member associations/ organisations for either a fixed or an undetermined period of time. Similarly, the coaching code of ethics issued by the Hungarian Coach Association, which is sponsored by the Hungarian Olympic Committee and the Ministry of Human Resources, states that coaches should avoid intimate relationships or bodily contact with athletes to prevent sexual harassment. The only exceptions to this rule are in sports that require coaches to provide physical assistance to athletes as part of skill development in the sport (e.g. in gymnastics and archery). Most Hungarian sport federations have adopted this code and published it on their websites.

In 2011, the General Assembly of the Dutch Olympic Committee and Sports Federation (NOC\*NSF) and its affiliated sport federations approved a registration system to record information about offenders in sport. This automated system, approved by the Data Protection Authority and funded initially by the Ministry of Health, Welfare and Sport, has been in use since 2013, registering sport convicted offenders. The database includes the personal details of individuals who have been disciplined as well as details of their case, though this is only retained for the duration of the penalty in accordance with the NOC\*NSF's Blueprint in Sports regulations. The database can only be checked by authorised personnel from sport federations. In addition, since 2015 the NOC\*NSF has been working in cooperation with the Dutch Association for Voluntary Work (NOV) and the Ministry of Security and Justice to merge this database with a similar database that operates in the voluntary sector.

<sup>66</sup> *Gewalt gegen Frauen – nicht bei uns* in German.

In many Member States, **national sport organisations** have also taken concrete action to prevent gender-based violence in sport. These include the dissemination of prevention and awareness-raising campaigns, the production of educational materials and workshops for coaches and athletes, the establishment of telephone helplines for victims, the introduction of designated people to manage allegations of gender-based violence, and the creation of codes of ethics that set the parameters for appropriate behaviour in sport. To date, measures adopted in Austria, Germany, the Netherlands, Finland, and the UK are the most comprehensive as they are wide-ranging, well-supported (in terms of personal and financial resources) and have become embedded into the national sports system.

In Austria, for example, one of the three national sport organisations, the Association for Sport and Physical Education in Austria (ASKÖ), initiated the national Call4Girls/Call4Boys project to establish a telephone helpline for boys and girls, men and women who have experienced sexual violence in sport – one of the only such initiatives of its kind in EU sport. The project, which ran from 2006-2011, also provided advice and information for anyone interested in preventing sexual violence in sporting environments. As a result of the project, designated individuals responsible for disseminating information and advice on gender-based violence within their organisation (known as 'Trust Persons') were established in some of the participating sports organisations. These roles have since become mainstream in sports organisations, being established in each national sport federation and in all national governing bodies of sport in Austria. Those occupying these posts hold regular seminars and discussions on gender issues, including but not limited to tackling gender-based violence in sport. Call4Girls/Call4Boys also produced educational materials and offered free workshops to sport organisations wishing to sensitise and educate staff on sexual violence in sport. Similarly, another Austrian national sports organisation, the Austrian Sports Organisation (BSO), has teamed up with the NGO MÖWE, which works in the area of child protection and victim support, to produce educational and awareness-raising materials on gender-based violence in sport, particularly on the topic of sexual violence.

The prevention of sexual violence in sport is also the focus of a campaign by a **regional sports federation** in Germany, the State Sports Federation of North Rhine-Westphalia (NRW). The state of NRW is believed to be one of the first sports organisations in the EU to campaign against gender-based violence in sport, having issued its first campaign in 1998. The region is also home to the 'Quality-Network for the Prevention of Sexualised Violence in Sport', which has established a set of quality standards for sports clubs to follow to promote best practice and prevent sexual violence in sport. Clubs must meet the conditions laid out in standards to become a member of the network. The NRW's latest campaign, 'Silence Protects Transgressors', includes posters and information brochures to raise awareness of sexual violence in sport, as well as education and training materials for those in sport. Educational materials on gender-based violence, including sexual harassment, are also being developed by the national sports organisation in Finland, the Finnish Sports Federation (FSF), in conjunction with gender equality consultants. The training is aimed at coach educators, with some materials being developed for FSF members to use during their in-house training of coaches. Some individual national governing bodies of sport in the UK have also been active in taking action on preventing sexual violence through the development of education and awareness-raising workshops on sexual violence in sport targeting young people. The 'Sport Respects Your Rights' project<sup>67</sup>, a European-wide project that is led in the UK by a university sports department and supported by the national governing bodies of sport. The Rugby Football League and The Lawn Tennis Association, offered awareness-raising and prevention workshops on sexual violence in and through sport to young people in sports clubs and on university courses for sports students.

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<sup>67</sup> See: <http://www.sportrespectsyourrightsuk.co.uk>

Like several other EU Member States that have developed initiatives to address (predominantly sexual) violence in sport, several of the measures introduced by the FSF in Finland relate specifically to **the protection of children from violence in sport**. The FSF developed an awareness-raising guide on sexual violence against children in sport called '*Allowed to Care, Allowed to Intervene*' (FSF 2002/2011), which provided guidelines for adult conduct when working with children in sport and guidance on managing allegations of sexual misconduct against children in sport. This is currently being updated to incorporate gender-based violence between adults as well as children and young people. Many of the concrete actions taken by other national sports organisations have also focused on protecting children and young people from sexual violence. In Ireland and the UK, for example, all government-funded national governing bodies of sport have introduced child protection policies that define and outlaw all forms of child abuse (sexual, physical, emotional, and neglect) and have established child protection training for coaches and other staff (and volunteers) working with children in sport. These and other measures were introduced in both countries following high-profile cases of the sexual abuse of children in sport by their coaches. Similarly, the document 'Child Protection in Football', published by the Youth Commission of Football Federation of Slovenia in collaboration with the Union of European Football Associations, prohibits physical, the emotional and sexual abuse and neglect of children in football. The document was distributed to all members of the Football Federation of Slovenia, though the extent to which the measures it includes are implemented across football clubs in the country remains unknown.

Perhaps the most significant development in terms of the prevention and protection of gender-based violence in sport against children occurred in the UK, where a collaboration between sport funders and a national children's charity led to the establishment of the Child Protection in Sport Unit (CPSU) in 2001. The CPSU is the first government-backed organisation with responsibility for safeguarding and protecting children in sport. The CPSU is a capacity-building organisation that works with national sports organisations to help them develop and implement procedures, systems and structures to meet their legal and moral obligations to safeguard children. It provides expert safeguarding advice and support to sports organisations in the development of their safeguarding strategies. It also develops, delivers and recognises sports-specific training for sports organisations, and established a set of benchmarks for safeguarding children in sport to standardise safeguarding across sport and to engage sports organisations in a continuous cycle of improvement.

**Specialist NGOs** have also played a significant role in the development of several stand-alone initiatives across several EU Member States. In Croatia, for example, women's charities have collaborated with national- and local-level sports organisations, such as the Croatian Rugby Federation and the women's handball club Lokomotiva, to raise awareness of gender-based violence through sport. Similarly, a Polish NGO has organised workshops for young people aged 16-24 on, among other issues, violence in sport. Meanwhile, in Italy, a handful of NGOs working in the area of LGBTQI rights work with the LGBTQI section of the Italian Culture and Sports Association and the National Association of Professional Sportswomen to offer shelters, a telephone helpline, and psychological and legal counselling for people experiencing violence and discrimination in sport.

## 1.2. Framing gender-based violence as a sports ethics issue

While many initiatives identified in the analysis focused specifically on addressing violence, usually sexual violence, others identified gender-based violence as a violation of the ethics of sport and, consequently, incorporate efforts to tackle gender-based violence as part of broader measures aimed at developing an ethical sports environment.

The Dutch Olympic Committee and Sports Federation, or NOC\*NSF, for example, has supported several national projects on promoting integrity and respect in sport under the 'Fair-Play' initiative, and has promoted various initiatives as part of its 'Safe and Respectful Sport Environment Plan'. As part of its approach to developing ethics and integrity in sport, it has teamed up with the police, the prosecution service, and the Ministry of Justice to form a task force on the prevention of inappropriate sexual behaviour in sport, with one of the task force's first actions being to commission research into the police's role in detecting and controlling sexually deviant behaviour in sport. Through its work with sport federations and clubs, the NOC\*NSF has encouraged sports organisations to develop policies on sportsmanship, inclusion, and respect for all, and several Dutch national governing bodies of sport have run sport-specific projects along these themes that have included reference to preventing gender-based violence in sport.

The national sports organisation in Finland, the FSF, has also introduced measures to manage allegations of gender-based violence as part of its initiatives on developing an ethical sports environment. For example, it introduced an ethics contact person to deal with ethical concerns in sport, including gender-based violence. The FSF has also developed a set of ethical principles that apply to the whole sports community and that each person involved in sports is expected to follow. These include a clear statement that bullying, discrimination, physical violence, and gender-based violence and harassment have no place in sport. Following the theme of ethics set by the FSF, the Equestrian Federation in Finland has added an anonymous contact form to its website to allow individuals to ask questions about ethical issues or to report suspected unethical behaviour, including but not limited to issues relating to gender-based violence in the sport. It is also preparing a workbook on gender-based and sexual harassment for its members.

Several individual national governing bodies of sport across various EU Member States have also independently begun to address gender-based violence in sport as an ethical issue through stand-alone initiatives. In Slovenia, for example, the Basketball Federation of Slovenia initiated a project called 'Basketball's Word of Honour' after a coach at a basketball youth summer camp was sentenced to a period of probation for inappropriate sexual behaviour towards a youth player. The project defines ethical behaviour for all sport stakeholders and prohibits gender-based and all other forms of violence. Football organisations in Bulgaria have also adopted codes of ethics for players and managers that outlaw gender-based violence in response to requirements from international and European footballing federations. Similarly, the code of ethics of the Bulgarian Basketball Federation and of most national governing bodies of sport in the UK (eg: those that receive government funding) require that coaches protect children and vulnerable adults from abuse and sexual harassment. Meanwhile, some EU Member States have not yet implemented codes of ethics, and in other countries while codes of ethics may exist, these often do not make explicit reference to gender or to gender-based violence in sport or only do so in generic ways as part of statements prohibiting all forms of violence (such as in Slovakia).

### **1.3. Concluding remarks**

While the initiatives described above to tackle gender-based violence in sport are to be welcomed, it is clear that there is a significant variation both between and within countries in terms of their engagement with this issue. Firstly, it is important to note that in more than one-quarter of EU Member States – Cyprus, Denmark, Estonia, Greece, Latvia, Portugal, Romania, Spain and Sweden – no measures beyond those identified in the legislative and policy domains were reportedly in place. Furthermore, in several other countries, initiatives that have the potential to be relevant to gender-based violence in sport have, to date, failed to tackle this issue; projects on gender inequality

in sport in Lithuania, Portugal and Malta, for example, and a series of conferences on gender equality in sport in Malta did not include the issue of gender-based violence in sport. Similarly, despite there being a wide range of children's charities working on the issue of gender-based violence in Romania, no initiatives have yet been implemented in sport.

Of the measures described above, those adopted in Austria, Germany, the Netherlands, Finland, and the UK are the most comprehensive for several reasons. Firstly, the wide range of initiatives in place in these countries - awareness-raising and prevention campaigns, educational tools, training workshops, counselling and reporting telephone helplines for people affected, the introduction of designated people to manage allegations of gender-based violence, and the creation of codes of ethics - demonstrate a well-established and long-held commitment to the issue. Such strategic approaches to tackling gender-based violence in sport, where multiple initiatives complement one another, are likely to be more effective than single initiatives. It is also noteworthy that in most cases these initiatives are supported, even in some cases driven, from the top down by national-level organisations such as government departments, sport funders, NOCs and national sport federations. That these national-level organisations in sport have taken ownership of addressing gender-based violence in sport is crucial as it ensures the measures that are implemented have credibility, are well supported (in terms of personnel and financial resources), and can be embedded into the national sports system. The involvement of national-level organisations in tackling gender-based violence in sport also helps establish the importance of the issue, and makes it more difficult for individual organisations such as specific national governing bodies of sport and clubs to ignore the issue or claim it is not relevant to them, as still occurs in some cases. For these reasons, stand-alone individual attempts to tackle gender-based violence, for example by individual national governing bodies of sport and sports clubs, while to be applauded, are less likely to be effective and more likely to lack longevity. This is because they are often dependent on the motivation and commitment of individuals driving them (who may leave the organisation at any time), and are likely to lack resources to operate effectively or to enact long-term change. In addition, the fact they are operating in isolation makes it easier for the topic of gender-based violence to be trivialised rather than acknowledged as an issue for sport. It is also noteworthy that most of the existing initiatives focus on sexual violence, with fewer measures in place to tackle homophobic and transphobic violence. In this sense, there is a need to expand understandings of gender-based violence in sport.

## Chapter 7: Assessing the magnitude of gender-based violence in sport

This chapter provides an overview of available data assessing the magnitude of gender-based violence in sport on an international and a national level in the 28 EU Member States. The information is mostly based on estimated figures from prevalence studies conducted in a number of EU Member States and also internationally. The chapter highlights the methodological approaches used in these studies, before giving a detailed overview of the results. Secondly, other types of data that can be used to assess the magnitude of gender-based violence in sport, such as police or judiciary records and case file information collected by sport organisations, are presented and discussed. The chapter also discusses registration systems to collect information on reported cases of gender-based violence in sport, where they exist, along with the strengths, limitations and challenges of these. The chapter concludes with a critical discussion of available data, specifically noting the limitations of the data currently available to make the point that there is not yet a scientifically sound prevalence estimate for gender-based violence in sport in the European context.

### 1.1. Prevalence data

Prevalence<sup>68</sup> and incidence<sup>69</sup> estimates and (quantitative and qualitative) data collection can contribute to reasoned, comprehensive and coordinated policy-making. Therefore, prevalence and incidence estimates, as well as research and administrative records/datasets, allow for an understanding of an approximate reality of the phenomenon of gender-based violence in sport.

#### 1.1.1. Methodology

National researchers followed the same methodology to identify the current evidence base of studies that attempt to assess the prevalence of gender-based violence in sport. Firstly, national researchers searched the scientific literature for articles published between 2000 and 2016 that focused on research that had attempted to measure the extent of gender-based violence in sport. This search covered academic databases (EBSCO, Web of Science, Google Scholar, and Pubmed), national repositories of Masters and PhD theses, Google (for grey literature), and other relevant national databases, if relevant. National researchers used a combination of the following terms (as literal translations, or using alternative words that better express these terms) when conducting their search:

Column 1	Column 2	Column 3	Column 4	Column 5
Sport	Gender	Violence	Measuring OR estimating OR studying OR assessing OR evaluating OR prevalence OR incidence	Country (e.g. Belgium)
	Homophobia	Harassment		
	Sexual orientation	Abuse		
		Bullying		

<sup>68</sup> Prevalence is defined as the proportion of a population that is affected by a specific issue (for example, gender-based violence) at a given time.

<sup>69</sup> Incidence is the number of new cases (with the specific characteristic) in a population *within a specified period of time*.

Only publications that attempted to estimate the incidence and/or prevalence of gender-based violence in sport were selected for inclusion in the analysis. For each study identified, the following information was listed:

- Form(s) of violence addressed (verbal, non-verbal, sexual or physical violence, or harassment),
- Type(s) of relationship addressed (coach-athlete relationship, peer athlete-athlete relationship, or the relationship between athletes and members of the sports entourage). If mentioned, the sex of the perpetrator(s) and the individual(s) affected were noted,
- Type(s) of sport covered in the study,
- Time span of the study,
- Methodology used in the study,
- The estimated prevalence and/or incidence rate given in the study,
- Whether or not the study was sensitive to intersectionality (i.e. were other dimensions considered besides gender, such as age, disability, race or ethnic background, religion and beliefs, or sexual orientation?),
- The sources of data and information used in the study to estimate the incidence and/or prevalence of gender-based violence in sport,
- The limitations of the methodological approach used and/or challenges encountered (as mentioned in the study).

### **1.1.2. International literature on the prevalence of gender-based violence in sport**

Since 2000, seven studies have attempted to estimate the magnitude of different forms of sexual violence in sport (e.g. in some cases these have focused on sexual harassment, in some sexual abuse, and in others sexual violence more broadly) either in countries outside the European Union (specifically in Australia, Canada, Kenya, Nigeria, Norway, and Turkey), or across several countries (such as the Czech Republic, Greece, and Norway). One international publication that estimated the extent of homophobia in sport was also identified. 'Out on the Fields' was the first international study on homophobia and involved almost 9,500 respondents, primarily from English-speaking countries (the UK, the United States of America, New Zealand, Australia, Canada, and Ireland). In total, 75% of respondents identified as LGBTQI. The study was conceptualised by members of the organising committee of the Bingham Cup Sydney 2014 - the world cup of gay rugby - and members of the Sydney Convicts - Australia's first gay rugby union club. It was conducted on behalf of an international coalition of LGBTQI sporting groups in partnership with the Australian Federal Government.

In general terms, most of the studies identified used some form of prevalence survey, most commonly a (retrospective) self-report questionnaire distributed to a sample of the study's specific target group. The most recent study in sport (published in 2015) focused on the magnitude of various forms of sexual violence experienced by adolescents in Quebec, Canada<sup>70</sup>. While most other studies use only small, unrepresentative samples, this Canadian study benefits from a representative sample of male and female adolescents aged between 14- and 17-years-old from the Quebec region who were involved in organised sports. The study investigated the rate of what it called 'sexual victimisation', which was defined as sexual abuse, sexual harassment, and sexual contact with a coach that is perceived by the victim as consensual but, due to them being under the legal age of consent, constitutes abuse. The results showed that 0.5 % of respondents (0.4% of girls and 0.7% of boys) had been sexually abused by a coach, while over the 12 months before the study, 0.4% of respondents (0.2% of girls and 0.6% of boys) had been sexually harassed by a coach. The study did not consider abuse

<sup>70</sup> Parent, S., Lavoie, F., Thibodeau, M.-È., Hébert, M., Blais, M., and the members of the PAJ team. (2015). Sexual violence experienced in the sport context by a representative sample of Quebec teenagers. *Journal of Interpersonal Violence*, [Online First], pp. 1-21.

or harassment within other perpetrator-victim relationships. Contrary to previous studies on sexual harassment and abuse in sport<sup>71</sup>, this study found males were more likely than females to be victims.

Meanwhile, another study from Norway, which was published in 2003<sup>72</sup> and involved 660 Norwegian elite female athletes, is the only to have used an age-matched control sample of female non-athletes. The study found that the prevalence of sexual harassment perpetrated by men in and beyond sport was 46%, with no significant difference found between athletes and non-athletes. However, female athletes experienced significantly more sexual harassment from male authority figures (such as a coach within a sports context, or a manager within a non-sports context) than the control group. No other study has attempted to compare the prevalence of gender-based violence within sport to that beyond sport.

### **1.1.3. National literature on the prevalence of gender-based violence in sport in EU Member States**

National researchers identified a total of 38 studies (see Figure 4) published between 2001 and 2016 that attempted to measure (aspects of) gender-based violence in sport in one or more EU Member States. A list with the references of the identified research can be found in Annex 2.

**Figure 4. Overview of available research about gender-based violence in sport in EU Member States<sup>73</sup>**



<sup>71</sup> See for example: Leahy, T., Pretty, G., & Tenenbaum, G. (2002). Prevalence of sexual abuse in organised competitive sport in Australia. *Journal of Sexual Aggression*, 8(2), pp. 16-36. Also: Vertommen, T., Schipper-van Veldhoven, N., Wouters, K., Kampen, J. K., Brackenridge, C. H., Rhind, D. J., Neels, K., & Van Den Eede, F. (2016). Interpersonal violence against children in sport in the Netherlands and Belgium. *Child Abuse and Neglect: The International Journal*, 51, pp. 223-236.

<sup>72</sup> Fasting, K., Brackenridge, C., & Sundgot-Borgen, J. (2003). Experiences of sexual harassment and abuse among Norwegian elite female athletes and non-athletes. *Research Quarterly for Exercise and Sport*, 74 (1), pp. 84-97.

<sup>73</sup> The number of studies identified in Figure 4 totals more than 38 because some of the studies identified covered multiple EU Member States and so are recorded on the diagram twice, once in each country.

In 12 EU Member States<sup>74</sup> no studies were found. However, in all other Member States at least one study had been published. The most studies ( $n=10$ ) were found in the Netherlands. Most of the identified studies ( $n=24$ , or 58.5%) focused on gender-based violence in sport and/or a particular form of this, but some were broader in their remit covering, for example, 'interpersonal violence against child athletes' or 'unwanted behaviours in sport', which included (forms of) gender-based violence within their remit. Five studies focused on homophobic violence (three in the Netherlands, one in Finland, and one in Ireland, all as part of the international 'Out on the Fields' study), and four focused on sexual harassment towards female athletes (all three studies identified in the Czech Republic, and one in Greece). In addition, five studies on sexual violence were identified (two in Denmark, one in Germany, one in the Netherlands, and one in Slovakia). The remaining published studies explored multiple forms of gender-based violence in sport. While 10 studies only considered gender-based violence within the coach-athlete relationship and four focused only on such violence in the relationship between athletes and members of their entourage in sport, most studies ( $n=27$ ) considered behaviours that occurred within a variety of relationships, including the peer-to-peer relationship between athletes.

- **Lack of consensus on definitions of gender-based violence**

As discussed in Chapter 1, defining gender-based violence (in and beyond sport) is challenging and is influenced by political, cultural, and social factors. Not surprisingly, then, the definitions of (aspects of) gender-based violence used in the 38 studies identified varies considerably. No single study used an overarching definition that covered all forms of gender-based violence in sport. Some studies considered different types of sexual violence but did not specifically mention gender-based violence as an underpinning principle, while others focused on homophobic violence and did not explicitly define this as a form of sexual or gender-based violence. The term 'sexual harassment' was the most commonly used term in the studies identified. This was often used as an umbrella concept for a variety of forms of sexual violence that occur in sport. Sexual harassment is defined as (1) unwanted physical contact, body contact (for example pinching, hugging, fondling, being kissed against one's will, etc.); (2) repeated unwanted sexually suggestive glances, comments, teasing and jokes, about one's body, clothes, private life etc.; (3) ridiculing of one's sport performance and of the athletes themselves because of their gender or sexuality (for example 'soccer is not suitable for girls'), also known as gender harassment<sup>75</sup>. In a number of studies, rape and/or attempted rape are included within the definition of sexual harassment used.

Another commonly used term in the research literature is 'unwanted sexual behaviour', which is defined in the studies identified in a similar way to sexual harassment. Some studies also used the broader concept of 'violence'. This term is particularly used in relation to children following the terminology used in the United Nations Convention on the Rights of the Child, which refers in Article 19 to the prevention of, "*all forms of physical or mental violence, injury and abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse while in the care of parent(s), legal guardian(s) or any other person who has the care of the child*"<sup>76</sup>. Another four studies use 'sexual abuse' as the central concept and use the legal definition of sexual abuse in the respective country to define this. Meanwhile, as noted earlier legal definitions of (forms of) gender-based violence also vary widely across countries, mostly linked to differences in the legal age of (sexual) consent. Six studies did not provide detailed definitions of the terms used within them.

<sup>74</sup> Austria, Bulgaria, Cyprus, Estonia, Italy, Lithuania, Luxembourg, Malta, Poland, Portugal, Romania, and Slovenia.

<sup>75</sup> Fasting, K., Chroni, S., & Knorre, N. (2014). The experiences of sexual harassment in sport and education among European female sports science students. *Sport, Education and Society*, 19, pp. 115-130.

<sup>76</sup> United Nations (UN) (1989). *The Convention on the Rights of the Child*. Last accessed on 14 April 2016 at [www.ohchr.org/Documents/ProfessionalInterest/crc.pdf](http://www.ohchr.org/Documents/ProfessionalInterest/crc.pdf)

- **Methodology**

The most common method used to investigate the extent of gender-based violence in sport was an (**online**) **survey**. Most studies identified (n=35) gathered data through the use of an online survey that asked closed questions, sometimes in combination with open-ended questions. In these cases, the estimated prevalence rate was based on **self-reported** incidents of (forms of) gender-based violence by respondents. An issue as sensitive as gender-based violence clearly warrants a careful and well-thought through approach to data collection. The common use of self-report surveys reflects a tendency within the scientific community that studies violence beyond sport contexts to favour self-administered interviews as a data-collection method. Academic literature generally suggests this is the best approach when trying to uncover prevalence and incidence statistics on sensitive topics<sup>77</sup>. Some studies combined the use of a survey with individual interviews (n=4) and focus groups (n=2) with respondents.

To minimise underreporting, robust studies attempting to measure the magnitude of gender-based violence incorporate clear and explicit questions that cover the full range of experiences of (gender-based) violence<sup>78</sup>. This was the case in the studies identified here. For example, studies asked respondents to report whether or not they had experienced certain behaviours that would constitute gender-based violence but without explicitly naming the behaviour as gender-based violence in the question. These might include, for example, statements such as, "you were touched during training in a way that made you feel uncomfortable", "you were subjected to sexual remarks about your body and looks", "you were forced to kiss someone against your will", or "you were forced to have penetrative sex (oral, vaginal, or anal)". Prevalence is then estimated based on respondents' experiences of such behaviours on a yes/no or a frequency scale. In most studies, a so-called low threshold measure was used, which means that experiencing at least one of the behaviours once means that a respondent qualifies as having experienced gender-based violence. A consequence of using this measure, however, is that both the frequency and severity of incidents suffered by the respondent are disregarded, while both these aspects may significantly impact the outcomes for the concerned individual.

- **Victim, perpetrator, and sport characteristics**

Of the 38 studies identified, 23 reported the experiences of males and females in sport, while 10 only included female respondents and, thus, were only able to report figures for behaviours perpetrated against female athletes. Furthermore, one study (from the Netherlands) included only male respondents who identified as non-heterosexual, so was only able to report figures for behaviours perpetrated in sport against this group. In the other studies, the sex of the individual affected was not specified. Most of the studies identified both females and males as perpetrators but in all these studies, the majority of perpetrators were male. In 15 studies, the perpetrator's sex was not specified. Seven studies, primarily studies that focused on sexual harassment towards female athletes, asked only about male perpetrators. The research identified focused on behaviours perpetrated against athletes. Gender-based violence perpetrated against other members of the sports community, such as coaches, referees and other sport officials, has, to date, rarely been considered in the academic literature.

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<sup>77</sup> Aquilino, W. S. (1994). Interview mode effects in surveys of drug and alcohol use. *Public Opinion Quarterly*, 58, pp. 210-240. Also: Catania, J. A., Dermott, L. J., & Pollack, L. M. (1986). Questionnaire response bias and face-to-face interview sample: Bias in sexuality research. *The Journal of Sex Research*, 22 (1), pp. 52-72.

<sup>78</sup> Hamby, S. L., & Koss, M. P. (2003). Shades of gray: A qualitative study of terms used in the measurement of sexual victimisation. *Psychology of Women Quarterly*, 27 (3), pp. 243-255.

In 21 studies, the sport disciplines covered in the study were not specified. Fourteen other studies considered a wide range of sports as specified by respondents - some studies included respondents from a handful of different sport disciplines, while one covered up to 72 different disciplines. Only two of the studies were carried out within a single sport discipline: one study focused on equestrian sports only, and one study on athletics only. Furthermore, the Dutch studies that focused on homophobic violence in sport related to team sports only, and football in particular. One study, conducted in Belgium and the Netherlands, offers the most complete coverage of sport disciplines. Its findings suggest that (form of) gender-based violence occurred in every one of the 72 sports that were reported by respondents.

- **Prevalence estimates**

The 38 studies identified provide a detailed insight in the prevalence of gender-based violence in sport. However, most only cover certain forms of gender-based violence rather than all the forms that fall within the definition of gender-based violence used for this study. Therefore, it is not possible to offer an overall estimate of the prevalence of gender-based violence in sport as this study defines it. Nonetheless, the figures available provide a useful insight into the extent of the problem.

Eighteen of the 38 studies identified provided a prevalence estimate for **sexual harassment** in sport. This varied between 1% and 64%, due to the different methodologies used and definitions applied in each. Most studies reported a significant difference in prevalence rates for male and female athletes (whether adults or children), with females more likely to report experiencing sexual harassment compared with males. The studies identified also confirm work conducted in Norway and the UK that indicated elite athletes are at higher risk of experiencing sexual harassment compared with athletes at lower levels of the performance spectrum. Non-contact behaviours, such as unwanted glances and verbal harassment (e.g. comments or jokes with a sexual connotation etc.) were the most frequently reported types of sexual harassment.

Nine studies use the term '**sexual violence**'. This is commonly used to describe contact and non-contact behaviours of a sexual nature, though each of the studies uses a different definition that incorporates (and excludes) different behaviours, sometimes using particular behaviours as the basis for their definition and sometimes using the victim's interpretation of particular behaviours for their definition<sup>79</sup>. These studies reported prevalence rates for sexual violence of between 5% and 17% in samples from sport populations. Studies that asked respondents about their experiences of sexual violence in general rather than specifically in sport resulted in lower prevalence rates, with between 0.2% and 3% of respondents reporting having experienced this form of violence in sport. According to most of the studies identified, women are more likely to report being affected by sexual violence than men. However, when breaking results down by specific behaviour, the prevalence rate of certain forms of sexual violence, such as rape and sexual assault, is similar for males and females according to some studies.

Four studies identified measured **verbal harassment**. In these studies, a higher prevalence of verbal harassment was reported among males than in females (42% versus 31%, respectively). It is unclear in some of these studies whether the forms of verbal harassment reported constitute (forms of) gender-based violence as this is not always specified, either because the study does not recognise verbal harassment as (a form of) gender-based violence or because the study does not specify whether or not the verbal harassment experienced was related to the victim's gender.

<sup>79</sup> For example, the Dutch study focused on the behaviour of the perpetrator for its definition (for example, rape, sexual harassment, sexual assault and sexual remarks), while the Swedish study focused on the victim's interpretation of behaviours they had experienced rather than the intent of the perpetrator for its definition (for example, "*all sexual actions against someone, directed towards someone, in front of someone or actions one person makes someone else performs against that person's will*").

The concept of '**sexual abuse**' was used in four studies. In general samples, the prevalence rate for sexual abuse was around 0.2% for boys and 0.3% for girls, but when respondents were reporting on their experiences in sport, these figures increased to 2% for boys and 14% for girls. Interestingly, while 8% of child (under aged 18) respondents to a study in Denmark reported having had a sexual relationship with a coach before the age of 18 (which is a criminal offence according to the country's penal law), only 0.2% of respondents reported they had been sexually abused in a separate question later in the survey. As with other forms of gender-based violence, variations in methodological approaches used to investigate respondents' experiences of sexual abuse yielded different results. In particular, there were clear differences between respondents' experiences of sexual abuse and their perceptions of whether particular behaviours constituted sexual abuse. The results of this Danish study suggest that many child athletes who have been sexually abused by an adult in sport do not recognise this as abusive.

Two studies use the concept '**sexual harm**' to measure the extent of (a form of) gender-based violence in sport – one from the UK and another from France. Both studies used distinct definitions, however, making comparison difficult. In the UK study, sexual harm was defined as being forced to kiss someone, having someone expose their genitals to them, being touched sexually against their will, someone trying to have sex with them against their will, being forced to have penetrative sex (oral, vaginal, or anal). Meanwhile, the French study investigated sexual abuse and included within this behaviours that could constitute 'grooming'<sup>80</sup>.

Less commonly used was the term '**sexual assault**', which was used in two studies. The prevalence for sexual assault was between 2.5% and 7%, with significantly more females reporting having experienced sexual assault in sport than males.

The studies identified indicated that the prevalence rate for **physical aggression** varies from 1% to and 21%, though it is unclear from the studies identified whether the physical aggression reported was gender related or not. In sport, males reported more physical aggression compared to females.

Three studies attempted to measure **emotional/psychological violence**<sup>81</sup>. The prevalence rate varied between 2% and 75%. Measuring experiences of emotional/psychological violence is particularly challenging and requires a clear definition of the behaviours that are included and excluded. The studies on emotional/psychological violence identified for this report used differing definitions and methodologies, which lead to difficulties in comparison, resulting in the wide range in estimated prevalence. In addition, these studies were focused on the prevalence of sexual violence - experiences of psychological/emotional abuse were included within but did not make clear the extent to which these experiences were related to sexual violence and/or whether they had a gendered component.

One Dutch study used the term '**undesirable conduct**'. Of relevance to this study, sexual harassment was included in the definition of this concept. In total, 26% of sport stakeholders who responded to this survey reported having experienced such behaviour.

In general, there is an absence of studies that investigate the whole range of behaviours that constitute gender-based violence as defined in this study (e.g. including homophobic violence). For example, even some EU Member States where research and policies on gender-based violence, and specifically sexual violence, in sport exist (such

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<sup>80</sup> Grooming is the process by which a perpetrator isolates and prepares an intended victim for (child) sexual abuse. For more information, see: McAlinden, A.-M., (2006). 'Setting 'em up': Personal, familial and institutional grooming in the sexual abuse of children. *Social Legal Studies*, 15 (3), pp. 339-362. Also: Brackenridge, C. H. (2001). *Spoilsports: Understanding and preventing sexual exploitation in sport*. London: Routledge. The French study used the examples of grooming from Brackenridge (2001).

<sup>81</sup> These terms are often used interchangeably in the research literature.

as the UK and Germany), there are no studies attempting to measure the magnitude of homophobic violence in sport. This is surprising given that LGBTQI athletes are known to be at higher risk of experiencing all types of violence in sport than non-LGBT athletes<sup>82</sup>. Only six of the 38 studies identified included any information on **homophobia and homophobic violence in sport**. Of these, only three provided prevalence estimates of behaviours that constitute homophobic violence as defined in this study. The results of the 'Out on the Fields' study mentioned at the beginning of this chapter indicated that verbal abuse was reported by high numbers of lesbians (89%), gay men (83%), and heterosexual participants (71%) in Ireland. In the same study, 20% of gay men, 18% of lesbians, and 1% of heterosexual participants reported experiencing physical violence, though it was unclear from the study whether or not this was related to the victim's gender. These results clearly show that LGBTQI athletes experience a significant amount of verbal and physical violence in sport. Similarly, in a study in Finland between 5% and 22% of respondents reported experiencing behaviours that constitute homophobic violence (e.g. being called names or insulted in a degrading, sexual way, or being intimated or threatened on the grounds of one's gender or sexuality) from coaches or peer athletes.

#### 1.1.4. Main conclusions and discussion of findings

The results reported in this chapter indicate that all forms of gender-based violence are prevalent in sport in EU Member States. The results also suggest that some forms of gender-based violence, particularly sexual harassment, are more prevalent than others, such as sexual abuse and physical violence. Most studies report a higher prevalence of (forms of) gender-based violence among girls and women compared to boys and men. However, some studies that focus on certain forms of contact abuse (such as rape and sexual assault) suggest that rates of such violence are similar among males and females or, sometimes, higher among men. These results highlight the importance of including men and boys in studies on gender-based violence in sport. Meanwhile, while only a few studies disaggregate their data by sexuality and/or sexual identity, all those that do clearly show higher levels of sexual violence perpetrated against LGBTQI athletes than against non-LGBTQI athletes. Like other minority groups, such as disabled athletes and athletes from ethnic minorities, specific attention should be paid to this vulnerable subgroup within research and policies on gender-based violence prevention and management. Methodologies that attempt to reach these vulnerable subgroups, that use sound definitions of (forms of) gender-based violence (such as legal definitions) and follow best practice in the wording of questions asked should be used in future research to facilitate information gathering among these vulnerable subgroups.

As representative samples for all sport disciplines were not available from the 38 studies identified, any prevalence differences between sport disciplines should be interpreted with caution and more in-depth comparison is required. Rather, to date there is limited evidence to indicate that there are any significant differences in prevalence between sport disciplines.

It is important to note that the studies reported here represent only tentative first steps towards understanding the extent of gender-based violence in sport. While the studies reported in this chapter clearly indicate that (all forms of) gender-based violence exists in sport, methodological and definitional limitations in the research that has been conducted so far represent major stumbling blocks to this understanding. One significant limitation for international comparisons internationally and across EU Member States is the lack of consensus in the definitions of gender-based violence used in research and

<sup>82</sup> Vertommen, T., Schipper-van Veldhoven, N., Wouters, K., Kampen, J. K., Brackenridge, C. H., Rhind, D. J., Neels, K., & Van Den Eede, F. (2016). Interpersonal violence against children in sport in the Netherlands and Belgium. *Child Abuse and Neglect: The International Journal*, 51, pp. 223-236.

how these are operationalised within studies in sport. Firstly, it is noteworthy that none of the 38 studies identified used the definition of gender-based violence that is prescribed by the European Commission. Secondly, it is clear that using different definitions and examples as well as differing numbers of example scenarios in research that aims to uncover the extent and forms of gender-based violence in sport results in different prevalence rates – sometimes vastly different. Since the experience of gender-based violence is personal, and the topic is extremely sensitive, any attempt to quantify experiences is likely to come up against challenges.

On top of differences in definitions used in existing research on (forms of) gender-based violence in sport, a wide variety of methodologies are also used to collect data. Some studies focus specifically and only on sport contexts, targeting either current or former athletes as respondents, while others adopt a broader perspective in which sport is named as one of several possible settings in which gender-based violence occurs. These differing methodologies have significant consequences for interpretations on the extent of gender-based violence within sport. In studies of the general population where sport is named as only one of several contexts in which gender-based violence occurs, not all respondents will be involved in sport. Consequently, those reporting experiences of gender-based violence that occurred in sport will be lower than if the study had focused only on sport contexts, skewing the estimated prevalence rate. Conversely, when sport settings are aggregated within other leisure settings, it becomes impossible to identify an estimated prevalence rate for gender-based violence that occurs specifically within sport. On the other hand, investigating individuals' experiences of violence across different socio-cultural settings and among general population samples has the advantage of resulting in clear comparisons between settings, which is often of interest to policy-makers. Meanwhile, some studies use large and/or representative samples of the general population, while others target certain subgroups of (student-) athletes and use relatively small sample sizes. Variations in both the sample size and the composition of the sample means caution is required when interpreting the results of such studies, and the results can rarely be generalised to broader populations groups or settings. In addition, as is often the case in research on sensitive topics, response rates are often low, which in studies of prevalence and incidence can lead to inaccurate results. Studies that ask respondents to report retrospectively on their experiences, as was the case in several studies reported in this chapter, are also problematic given that memory bias can enhance and/or impair the recall of past experiences.

Another problem encountered in analysing the studies described in this chapter relates to the motives behind the incidents of violence they cover. It cannot and should not be assumed, for example, that every act of sexual, physical or emotional-psychological violence is gender related. Studies that do not specifically consider the motives for the violence that is perpetrated, or that do not disaggregate on the basis of the sex and/or gender identity of victims and perpetrators cannot distinguish between violence that is gender based and that which is not.

Yet despite the fact that many of the studies discussed in this chapter have significant limitations, one positive development that was noted was the trend towards using more rigorous methodologies in studies aiming to measure the extent of (forms of) gender-based violence in sport. The more recent studies, both in EU Member States and beyond, tended to adopt more robust methodological designs – using representative samples and more comparable variables, for example – compared with older studies on this topic. Research now also includes male respondents and tends to incorporate questions about the perpetrator. As a result, it is increasingly being recognised that women as well as men can perpetrate gender-based violence. Moreover, some interesting examples of international collaborations on this topic have also begun to appear in recent years. One study adopted the same methodology to collect data on sexual harassment experienced by student athletes in three European countries, with the key concepts and example behaviours used in the study translated into the languages of the target populations

(Norwegian, Czech, and Greek student athletes) to facilitate cross-cultural comparisons. The most recent study of its kind, a collaborative Dutch-Belgian prevalence study, also used the same research design in both countries for the same reason, and the international study 'Out on the Fields' on homophobia in sport collected the experiences of (mostly LGBTQI) athletes in six English-speaking countries. This trend towards incorporating multiple countries within a single study facilitates the comparison of prevalence estimates.

Another way to collect reliable data on the magnitude of gender-based violence in sport is through collaboration with actors running national representative surveys to study gender-based violence among the general population. Indeed, existing recurring national surveys could integrate specific questions on (forms of) gender-based violence in a sports context so respondents can report such incidences and results could be disaggregated according to the setting in which they occurred. This represents one way of accessing relevant and accurate information about the prevalence of gender-based violence in sport to compare with figures in other settings, such as the family, school and other leisure settings. This is especially important as, to date, only one study, conducted in Norway and published in 2000 has used a matched control group of non-athletes.

## 1.2. Administrative records

The administrative data records available in the EU Member States are described below. The potential use and challenges related to such data are also discussed.

### 1.2.1. Available data

Besides measuring the prevalence of (forms of) gender-based violence in sport using a sample of athletes or the general population, an analysis of cases that have been reported to the authorities can also provide relevant information about gender-based violence in sport. There are significant limitations with such data, namely that the number of reported cases is likely to be an underestimate of the extent of the problem due to underreporting and, in some cases, records may not disaggregate between proven, unfounded and unproven cases<sup>83</sup>. Nevertheless, records of reported cases can provide some useful information.

During the literature search, seven studies (in Denmark, Germany, the Netherlands, and Sweden) were identified that analysed information on reported cases of (forms of) gender-based violence in sport. This information was gathered through court data, police records, or files from victim-support helplines.

In Denmark, two studies were published on sexual harassment and abuse in sport. Through an analysis of police records from between 1998 and 2002, the first study, from 2003, reported that 58 children had suffered sexual harassment or abuse perpetrated by adults in sport during this period. The second study, from 2004, revealed that in 2000 the number of cases that resulted in a court conviction stood at 20, while in 2001 it was 9, and in 2002 it was 10. Perpetrators were found guilty of 16 different crimes relating to the sexual abuse of children and young people under age 18. In Germany, a systematic review of data from a helpline on child sexual abuse in institutions (e.g. schools, churches, clubs, and children's homes) revealed that the helpline received 1,094 calls from people alleging sexual abuse in these settings between May 2010 and August 2011.

<sup>83</sup> There is a distinction between unfounded allegations, which are those that are investigated and proven to be untrue or erroneous, and unproven allegations, where there is insufficient evidence following an investigation that the maltreatment occurred or did not occur. See: Lang, M., & Pinder, S. (2016). Telling (dangerous) stories: A narrative account of a youth coach's experience of an unfounded allegation of child abuse. *Qualitative Research in Sport, Exercise and Health*. (Online First, doi. [10.1080/2159676X.2016.1246469](https://doi.org/10.1080/2159676X.2016.1246469)).

These figures included 64 instances in which callers named 'clubs' as locations of the abuse, with 26 of these specifically referring to sports clubs.

In the Netherlands in the late 1990s, the Dutch Olympic Committee and Sports Federation, or NOC\*NSF, installed a telephone helpline service. The Helpline for Sexual Harassment and Abuse in sport received reports of 323 separate incidents for the period 2001-2010 from across 46 different sports, although these figures are likely to represent only a tiny proportion of all cases as many cases are unlikely to be reported to the helpline. Children were most often affected. Of the 323 separate incidents, 92% of the alleged perpetrators were male, older than the victim, and occupied a position of trust and responsibility over the victim, most often as a coach. In total, 30% of reports related to male victims, with twice this number relating to female victims. According to the helpline data, sexual harassment and abuse occur in every sport and at every level in the Netherlands. In 68% of incidents, sexually harassing behaviour occurred several times.

Also in the Netherlands, where sport federations have confidential counsellors, incidents of sexual harassment reported via these counsellors have, since 2013, been recorded in a database. Since the establishment in 2014 of special contact points within sport federations to which anyone can report issues relating to the integrity of sport, reports of sexual harassment have increased. In 2014, there were 193 reports made to these special contact points, of which 184 related to inappropriate behaviour, such as sexual harassment, bullying, abuse, and aggression. In 2013, 21 out of 75 registered sport federations reported 57 allegations of sexual harassment (of which six took place in elite sport). The nature of these reports was diverse - from verbal harassment to sexual harassment and sexual assault. Only four of these cases were managed by the disciplinary system. In 2014, 19 sport federations reported allegations of sexual harassment, involving a total of 55 reports (of which two took place in elite sport). In this case, seven of these reports resulted in disciplinary cases. In 2015, sport federations collected 41 complaints of sexual intimidation in Dutch sport. Only three of these complaints led to disciplinary cases treated by the Institute for Sports Law.

### **1.2.2. Strengths and challenges of these systems**

Many EU Member States have child and/or adult helpline services in place. In theory, reports of incidents of gender-based violence that occur in sport could be reported to these helplines. However, the analysis of these helplines revealed that most do not record information on the setting in which incidents take place and, in most cases, information on the perpetrator is not recorded. In sum, to date only anecdotal information is available on incidents of gender-based violence in sport reported to general helpline services.

Although national crime statistics and police records include gender-based violence offences, there is no disaggregation of this information by setting. As a consequence, there is no information available of incidents of gender-based violence in sport reported to the police/judiciary system. Remarkably, only one country (the Netherlands) has a system in place for registering such cases.

While most Member States do not have an official system in place for registering incidents of gender-based violence in sport, some sport federations and/or organisations collect such information. Usually, however, this information is collected informally and is not collated or made available publicly. National stakeholders in Austria, Belgium (specifically in the Flanders region), Germany, Denmark, Finland, France, Croatia, and the UK suggested there were such informal systems in place in their respective countries. Where such systems do exist, the approach adopted varies widely in terms of how widespread systems are, how frequently they are used, and the extent to which they are monitored, if at all. This represents a missed opportunity to systematically collect data on reported incidents of gender-based violence in sport. If such data

collection is not mandatory under relevant policies then ongoing, routine data collection systems are unlikely to be maintained and the opportunity for such data to be collated and tracked over time will be lost.

Given the lack of data available on the prevalence and incidence of (incidents of) gender-based violence in sport, official and unofficial systems of registering allegations could provide important additional information for research and policy-makers. For such systems to be useful in the design of future prevention initiatives, detailed information on the alleged perpetrator, the person affected and the specifics of the alleged incident are required. This information could also prove useful internationally, such as to assist with preventing (alleged/suspected) perpetrators from travelling across borders or moving into different sports, as international sport federations do not currently collect or share such information. While creating an international registration system of convicted perpetrators of gender-based violence in sport obviously requires a degree of caution and judicious consideration in relation to privacy and other legal concerns, it would not only enhance understandings of the problem but could also be used to prevent reoffending within sport.

### **1.3. Concluding remarks**

There is an absence of reliable prevalence and incidence data on (all forms of) gender-based violence in sport. While there is a small evidence base of scientifically sound prevalence and incidence estimates for (certain forms of) gender-based violence in sport in a handful of EU Member States, no data on the magnitude of the problem exists in most countries.

Strong empirical evidence on the extent of gender-based violence in sport is vital. Despite the almost total absence of robust prevalence and incidence data on (forms of) gender-based violence in sport across the EU, several Member States have developed policies and prevention programmes to combat gender-based violence in sport. However, without the existence of baseline prevalence estimates within sport in every EU Member State, it is impossible to measure the effectiveness (or otherwise) of such initiatives.

The lack of robust evidence on the extent of (forms of) gender-based violence in sport is largely a result of methodological and definitional differences in empirical research on this topic. The sensitivity of the topic coupled with the lack of attention paid to the issue over many years and, in some cases, outright denial that gender-based violence occurs in sport has stymied research into the topic in many EU Member States. Indeed, some EU Member States still do not acknowledge that gender-based violence occurs in sport. In addition, some countries lack data on (any form of) violence against adults and children in wider society, so it is perhaps unsurprisingly that there is no data on gender-based violence in sport either. It would be short-sighted and inaccurate to assume that gender-based violence does not occur in sport in countries where there is, as yet, no data on prevalence and/or incidence. Equally important, however, is the recognition that, as with (forms of) gender-based violence in other settings (such as the family, intimate relationships, the workplace etc.), where attempts have been made to measure the prevalence and/or incidence of (forms of) gender-based violence in sport, these figures are almost certainly a significant underestimate of the extent of the problem as many cases are never reported due to the sensitivity of the issue.

Measuring the prevalence and/or incidence of gender-based violence in sport, along with analysing reports gathered by databases that register incidents of gender-based violence in sport will positively impact policy-making in this area, as policies could then be designed based on concrete data on the magnitude of the problem. This will also help address issues with tailor-made initiatives, as well as the needs of those affected by gender-based violence in sport.



## Chapter 8: The prevention of gender-based violence in sport

Prevention measures addressing gender-based violence in sport include initiatives that promote changes in the social and cultural patterns of behaviour of males and females of all ages. Examples of such initiatives were found at international, European, and EU Member State level. To ensure a consistent approach to the identification and selection of prevention initiatives in the field of gender-based violence in sport, criteria were defined as detailed in Section 1.5. Based on this initial selection, in total, 36 example prevention measures were identified in EU Member States<sup>84</sup>, while five were identified at international and European level. The abstracts of these 41 initiatives can be found in Annex 3. Considering the examples identified, some conclusions can be drawn in relation to the kind of work that is being undertaken, who is being targeted and which actors are promoting such initiatives. The gaps in prevention measures in the field of gender-based violence in sport are also discussed. Finally, an overview of inspiring good practices in this area is provided (they are described in detail in Annex 4).

### 1.1. Approaches to the prevention of gender-based violence in sport

The vast majority of the identified practices are aimed at **raising awareness and promoting capacity building** for preventing gender-based violence among sport organisations (including federations, associations and clubs) and coaches. The most common tools supporting the achievement of these goals were diverse and included: promotional materials (like stickers, posters, fliers), factsheets, interactive scenarios, toolkits and guidelines. Conferences, campaigns, and training sessions have also been organised to raise awareness and promote capacity building. For instance, the Austrian project 'Call4Girls & Call4Boys' developed a set of educational and promotional material (e.g. fliers and stickers) to raise awareness among sport stakeholders about gender-based violence and encourage stakeholders to implement prevention initiatives. In Cyprus, the Cypriot National UNESCO Commission in collaboration with the Cyprus Sport Organisation organised a lecture about the role of sport organisations in the prevention of and fight against sexual violence against children. Meanwhile, the National Society for the Prevention of Cruelty to Children/ Sport England Child Protection in Sport Unit (CPSU) in the UK delivers specialist training at the request of sports organisations for people in designated safeguarding roles at regional and national levels, and promotes on its website safeguarding training that is delivered by external organisations.

Tools **supporting policy development and implementation** in sport organisations (including federations, associations, and clubs) that are intended to change current practice to promote appropriate and ethical behaviours in sport were also widely available. These include official documents such as circulars, but also guidelines and templates of policies that define standards, measures and/or procedures to combat gender-based violence in sport. The templates of policies are usually developed considering lessons learnt from previous experiences in the field, and constitute robust examples that are readily available for sport organisations to adapt for their own use. For example, the Australian Sports Commission developed a 'Member Protection Policy' to provide guidance to national sport organisations and clubs to help them write their own protection policy addressing (sexual and other forms of) harassment and child abuse in sport. The Dutch Olympic Committee and Sports Federation (NOC\*NSF) developed a toolkit for local sports clubs to establish their own sexual harassment prevention policy following seven steps. Similarly, a Basque partnership between the local gender equality structure and the local government drafted guidelines for sports

<sup>84</sup> Given the lack of policy, legal or grassroots initiatives, no examples could be identified in Bulgaria, Estonia, Lithuania, Portugal, Romania, or Slovakia.

organisations to develop Action Protocols to contribute to the elimination of the sexual harassment and abuse of women in sport.

Although less common, **initiatives that bring actors together** were also in place to raise awareness about gender-based violence in sport, create opportunities to exchange knowledge and experience, and to attempt to bring about change in social and cultural patterns of behaviour in sport. These took the form of roundtables, working groups, networks or alliances. An illustration of one of these initiatives is the Croatian Network of Coordinators in Counties and National Sports Federations. This network was founded by the Croatian Olympic Committee and its Commission on Gender Equality in Sport, and the Ministry of Science, Education and Sport (MSES). The network aims to promote prevention activities and raise awareness of gender-based violence in sport. Another example is the alliance against sexualised violence in sport promoted by the Regional Sport Federation of North-Rhine-Westphalia in Germany. To become a member of the alliance, sports clubs must implement a set of quality standards that aim to contribute to the elimination of sexualised violence in sport.

Websites that provide the general sport community (including athletes' parents) with **access to up-to-date information** on (forms of) gender-based violence in sport were also identified, but to a much lesser extent. Examples of such websites include the online portal of the 'Play by the Rules' project, developed by the South Australian Department for Sport and Recreation to raise awareness and promote capacity building on issues related to child protection, sexual harassment, and homophobia, among others. It contains the latest news and events, and provides access to free online training courses, resources, toolkits, interactive scenarios, and information about legal issues and complaint handling procedures. Another example is the educational website promoted by the International Olympic Committee, which provides specific information about sexual harassment and abuse, gender-based harassment, homophobia, and hazing in sport. This website also contains videos on the risk factors for these issues, as well as a set of prevention measures.

Although **codes of ethics** appear to be widely available, these seldom contain specific references to (forms of) gender-based violence. Codes of ethics can be considered potential prevention tools as they set important standards in relation to acceptable behaviours and conduct from the whole sport community. Committing to such standards can potentially change behaviour as organisations, staff and athletes become acquainted with and follow norms and procedures to promote a safe sporting environment and to manage potential cases of gender-based violence in sport. Interestingly, the Irish Sports Council developed a free app 'Safe Sport' based on its Code of Ethics and Good Practice for Children's Sport. The app provides information and guidance for everyone involved in children and young people's sport. The objective is to raise awareness and promote a greater understanding about safeguarding and best practice in children's sport. The app also allows parents to track their child's journey to and/or from planned sport events to ensure their safety.

The majority of the prevention initiatives identified in this study focused on a specific form of gender-based violence (such as sexual harassment, or abuse, or homophobia), while some specifically addressed forms of gender-based violence that affect children and young athletes. Just as there were challenges in analysing the legal and policy frameworks across the various Member States, it was also sometimes difficult to identify the forms of violence that the prevention initiatives identified addressed. In addition, some practices addressed other issues beyond gender-based violence in sport (such as discrimination), or included gender-based violence as part of broader initiatives (e.g. those aimed at developing 'ethical behaviour' in sport).

Yet while various prevention initiatives were identified, these were rarely promoted within any wider policy framework or accompanied by other initiatives that would have helped encourage the initiatives to have long-term impact. Most of the identified

practices were implemented with limited funds, and/or existed for only a short duration. Evidence of efforts and resources to ensure activities and/or materials continued on a long-term basis was scarce. Consequently, although relevant resources on preventing gender-based violence in sport exist, they are generally not given sufficient visibility and are not easily accessible. In addition, the effectiveness of the identified practices is almost entirely unknown as robust, independent monitoring and/or evaluation of prevention initiatives is rare. Consequently, there is a lack of knowledge about whether the initiatives and tools that are available reach their target groups, whether changes/improvements to the initiatives are required, or even whether the initiatives are actually implemented. With only a few exceptions, many practices did not involve relevant stakeholders, end-users, or members of their target group in their design and/or piloting, which can make achieving the objectives set and/or in reaching the desired audiences more difficult.

Based on the findings and lessons learnt from the prevention initiatives identified for this study, developers of future initiatives should:

- Assess the most pressing needs and expectations of the targeted audience;
- Benchmark other initiatives and tools that have already been developed to prevent gender-based violence in sport and/or in other contexts (as it may be possible to easily adapt these);
- Consider the existing policy framework to support prevention initiatives and attempt to institutionalise activities or the use of tools in the procedures of organisations;
- Involve relevant stakeholders, end-users, and/or target groups in the co-creation, piloting, monitoring and evaluation of prevention initiatives;
- Ensure sufficient human and financial resources are provided to implement the initiative and to give it sufficient and targeted visibility over a significant time period;
- Include regular monitoring of the initiatives' implementation and external evaluation of their effectiveness.

## 1.2. Groups targeted by prevention initiatives and tools in the field of gender-based violence in sport

The majority of the identified **prevention practices target coaches and sport organisations (including federations, associations and clubs)**. Many of the experts consulted during the fieldwork phase of this study noted the need for more awareness-raising and capacity-building prevention initiatives to target these stakeholders. Indeed, (the prevention of) gender-based violence in sport should be included in coach education and qualification courses, and attendance at compulsory training on this should be mandatory to obtain and/or renew a coaching license (for employed and volunteer coaches).

The prevention initiatives identified for this study indicate that there is **an absence of initiatives targeting athletes of all ages**. A handful of the identified initiatives aimed to support sports organisations and/or coaches to raise awareness among children and youth about (forms of) gender-based violence (or acceptable behaviour), such as the Belgian 'Flag System'. However, initiatives that are co-created by and target young athletes (such as the EU-funded project 'Sport Respects Your Rights') remain scarce. Moreover, the identified initiatives that do address adult athletes often required these individuals to search for information themselves (such as through attending conferences, or by browsing the International Olympic Committee's educational website on sexual harassment, gender-based harassment, abuse, homophobia, and hazing in sport). The same could be said of parents of young athletes - they also need to search for information that is available on preventing gender-based violence themselves.

Lastly, no evidence was found during the fieldwork of any initiatives that aimed to prevent recidivism among convicted perpetrators or that aimed to develop the skills of victims to reduce their chances of re-victimisation (e.g. such as educating those who have previously been affected by (forms of) gender-based violence to recognise unacceptable behaviours and where they can go for help).

Considering these points, **future prevention initiatives should target both child and adult athletes** in order to raise awareness among this group of (specific forms of) gender-based violence (or (in)appropriate behaviour) in sport. Such initiatives should make clear that cases of gender-based violence can be addressed through the legal system and/or the sport disciplinary system, as well as informing those affected of the procedures for reporting incidences, and where they can go for help. These initiatives should also target parents of children and young people in sport.

Above all, there is a pressing need for the development of prevention initiatives that target a wide spectrum of stakeholders (such as, but not limited to, sport organisations and their staff/volunteers, coaches, athletes, sport fans, sport policy-makers, the media, and the general public) to **break the taboo related to gender-based violence in sport**. Evidence from the fieldwork conducted for this study suggests that denial and downplaying of the existence of gender-based violence in sport still occur in some quarters, and that some within sport are keen to keep the issue 'under wraps'. This taboo needs to be broken to bring about change and create a safe environment for denouncing cases of gender-based violence in sport.

### **1.3. Actors promoting prevention initiatives in the field of gender-based violence in sport**

The fieldwork for this study suggests that **sport organisations are the main promoters of prevention initiatives and tools**. The International Olympic Committee, National Olympic Committees, sport federations, confederations and associations, along with coach associations, lead prevention initiatives in the field of gender-based violence. Examples include guides on preventing sexual harassment in sport developed by the Czech Olympic Committee and the Finnish Sports Federation, and presentations on sexual violence in conferences organised by the Hungarian Coaches Association. In some cases, ministries and governmental agencies (e.g. sport councils) responsible for the policy area of sport were also identified as promoters of prevention practices. For instance, the French Ministry of Urban Areas, Youth and Sport developed a legal guide for the prevention and elimination of unethical behaviour, violence and discrimination in sport, which contained specific references to forms of gender-based violence (including homophobia). Sport stakeholders (e.g. sport federations, leagues and/or ministries) have also collaborated to raise awareness of gender-based violence. For example, in Belgium there was a campaign on homophobia in football, while a similar campaign on sexual violence in sport was developed in France.

Interestingly, many of the practices identified were developed in **cooperation with a diverse range of stakeholders**, namely sport organisations (including federations and National Olympic Committees), governmental organisations, academics, and civil society organisations. Such practices also brought together different disciplines/sectors. Examples include the EU-funded project 'Sport Respects Your Rights', an Italian booklet and training resource to raise awareness of gender-based violence in sport, and the Swedish initiative Football for All, which focused on developing an inclusive, diverse and open sports environment as a way of preventing (forms of) gender-based violence, such as homophobic violence and harassment, in sport.

**Prevention initiatives promoted at grassroots level (i.e. by sports clubs) appear less frequently.** This may be because they are less visible and are, therefore, more

difficult to identify. Nevertheless, sports clubs play an important role in preventing gender-based violence in sport as they are able to reach coaches and athletes directly.

#### **1.4. Inspiring good practices in preventing gender-based violence in sport**

To inspire and support sport stakeholders to develop and implement prevention initiatives in the field of gender-based violence in sport, a selection of 13 good practices that were identified as part of this study are described in detail below. The process of identifying, assessing and selecting these was explained in Section 1.5. An overview of these practices is provided below. Detailed descriptions can be found in Annex 4.

**Table 3. Overview of the selected good practices**

Name	Keywords	Target group(s)
Sexual Harassment and Abuse in Sport (International)	awareness-raising website; interactive videos	sports organisations; athletes
Sport Respects Your Rights (European)	peer-to-peer education; awareness-raising campaigns	young athletes (aged 16-22)
Play by the Rules (Australia)	awareness-raising website; training; interactive scenarios	sports organisations; athletes; athletes' parents
National Action Plan on Gender Equality in Sport (Austria)	awareness-raising; training	sports organisations; coaches; volunteers and professionals
Call4Girls/Call4Boys (Austria)	awareness-raising materials; workshops; partnerships	sports organisations
The Flag System (Belgium)	capacity-building materials	sports organisations; coaches
Guide for the prevention of sexual harassment in sport (Czech Republic)	capacity-building materials	sports organisations
Coalition for protection against sexualised violence in sport (Germany)	partnership; policy support	sports organisations
Allowed to Care, Allowed to Intervene. A Guide for Adults on Sexual Harassment and Abuse in Sport (Finland)	capacity-building materials	athletes; athletes' parents
The Code of Ethics and Good Practice for Children's Sport (Ireland)	code of ethics; app; capacity-building materials	sport organisations; athletes' parents; (child) athletes
Toolkit for the prevention of sexual harassment for local sport clubs (the Netherlands)	capacity-building materials	sports organisations
Football for All (Sweden)	capacity-building materials; interactive videos	sports organisations; athletes
The NSPCC/ Sport England Child Protection in Sport Unit (UK)	capacity-building materials; policy support; training; consultation	sports organisations

## **Chapter 9: Actors involved in addressing gender-based violence in sport in at EU Member State level**

A variety of actors were involved in addressing gender-based violence in sport. Whereas some are mandated to implement policies, others have expressed their commitment to fight gender-based violence in sport. In addition, partnerships have also been established to strengthen the implementation of certain measures or activities. An overview of actors at EU Member State level who are involved in initiatives addressing gender-based in sport is provided below.

### **1.1. Policy and sport actors involved in addressing gender-based violence in sport**

This section briefly presents the main actors and the respective initiatives in each country.

#### **Austria**

In Austria, a position statement and a joint declaration to fight sexual violence in sport and to implement measures for respect and safety in sport were signed in late 2015. The first was signed by the Minister of Defence and Sport, and the second by a variety of actors, including the presidents of all Austrian sport organisations and umbrella federations.

A working group involving representatives of sport organisations, victim support associations, experts and academics was convened to develop a draft version of the National Action Plan on Gender Equality in Sport. This draft version was then discussed with the members of the Austria Strategic Group on Gender Equality in Sport. This strategic group is composed of 30 representatives and experts of organised sport and is responsible for implementing the National Action Plan. Within this strategic group, four working groups were established, one of which focuses on the fight against sexual harassment in sport.

#### **Belgium**

Following the special Belgian parliamentary committee's investigation on child sexual abuse that acknowledged that sport is an environment where sexually abusive relationships against young athletes occur, the Flemish Sports Council (the advisory body of the Flemish Minister of Sport) as well as the Belgian Inter-Federal Olympic Committee (BOIC) formulated recommendations to the Flemish Minister of Sport. These included the creation of support structures, training and awareness-raising campaigns. The Flemish Minister of Sport, together with all relevant sport authorities, signed a commitment statement in 2012 to protect children's physical and sexual integrity in sport. As of March 2016, however, most of these recommendations had not (yet) been put into practice. The most important action arising from this statement was the development of a policy framework on the prevention of sexual harassment and abuse of children in sport, which is implemented by two non-governmental organisations. This commitment statement was recently renewed. In 2016, the Flemish Ministers of Youth, Welfare, Education and Sport renewed their commitment to join forces in combatting physical and sexual abuse of children in all areas of society, including sport.

#### **Croatia**

In 2014, the Croatian Olympic Committee issued the National Sports Programme (2014-2020). The programme addresses concerns about protecting women and girls from all forms of violence (including sexual violence in sport). The programme is to be implemented by the Croatian Olympic Committee and its Commission on Care for Women in Sport, along with the Office for Gender Equality, relevant ministries, the

media, and scientific and research organisations. The Commission on Care for Women in Sport of the Croatian Olympic Committee (formerly called the Commission of Gender Equality in Sport) was created in 1996. One of its aims is to combat gender-based violence in sport. To this end, the Commission created a network of coordinators in counties and national sport federations to address gender-based violence in sport. This network usually meets once a year and organises various activities. For example, the seventh seminar organised by the network, which took place in June 2015, had as its theme 'sport as a safe area for women and girls'. The seminar addressed the harassment and abuse of women and girls in sport, as well as measures to tackle these problems. Several conclusions/recommendations grew out of discussions in the seminar, including the need to organise awareness-raising campaigns, carry out research, establish a working group within the Croatian Olympic Committee to deal with sexual harassment, and devising a protocol to register cases of harassment and abuse.

The Croatian Policy on Gender Equality (2011-2015) included a specific measure addressing sexual violence in sport (particularly against women and girls). The policy indicated the actors to be involved in the implementation of this measure, which included the Ministry of Science, Education and Sport; the National Sports Council; the Croatian Olympic and Paralympic Committees, and sport federations and clubs.

### **Cyprus**

The Cyprus Sport Organisation is currently preparing two codes of conduct, one addressing adults, and another targeting children athletes. These codes will be aimed at, among other issues, preventing and combatting sexual harassment and abuse in sport.

### **Denmark**

The Danish Ministry of Culture undertook an investigation into sexual abuse in sport in 2001. Following this investigation, the ministry invited experts, sport politicians and practitioners to a summit to debate existing knowledge on the topic and future directions. One of the outcomes of this summit was the establishment of a collective understanding about the need for implementing legislation through collaborative initiatives between different partners in social work. All parties attending this summit endorsed the recommendation of establishing a child protection policy in youth sport (which includes sexual abuse). As a result, the Danish Olympic Committee and Sports Confederation of Denmark (DIF), the Danish Gymnastics and Sports Associations (DGI), the Danish Company Sports Association (DFIF) and Team Danmark are currently endorsing the use of the so-called Children's Certificate as a way of ensuring paid and voluntary staff recruited in the sector are suitable to work with children. They also set up a disciplinary task force and referral system to deal with ongoing and closed cases of sexual abuse in sport. The referral system includes psychological consultation for those affected and a helpline for children and adults.

### **Finland**

In 2014, the Ministry of Education and Culture launched a call for proposals to carry out a study on gender-based violence in sport. However, no proposals were received. Although there will not be another public call to undertake such research, the ministry welcomes proposals on this topic. This Ministry made the Finnish Sports Federation responsible for promoting gender equality in sport. The ministry funds this federation to support this. Since 2016, the Ministry of Education and Culture has required sport organisations that are applying for state funding to have a gender equality and non-discrimination plan. Although there is no legal requirement to address gender-based violence in sport in these plans, the ministry has the opportunity to discuss the topic with sport organisations when assessing the plans.

The Finnish Sports Federation developed a procedure for collaboration between sport clubs and federations in sexual harassment cases. This procedure includes guidance on

how to communicate about harassment cases to athletes' parents, colleagues, and the media.

The Finnish Council of Sports and Ethics was created in 2015. The documents on the creation of this body and its remit mention sexual harassment and violence as possible issues to be tackled within its mandate.

### **France**

The Ministry of Health, Youth and Sport and the French Olympic Committee joined forces in 2007 to draft the first action programme to fight sexual harassment and abuse in sport. The areas of action addressed in this programme were identified after consulting the Olympic Committee, the Sport Committee, and sport federations.

In 2008, the National Institute of Support to Victims and Mediation (INAVEM) was entrusted by the Ministry of Health, Youth and Sport to add procedures to their helpline for registering cases of gender-based violence in sport, as well as for referring (potential) victims to local associations for support.

Since 2012, all ministerial policy areas have been asked to adopt an annual roadmap and a gender equality action plan. Since 2013, the Ministry of Sports has published its own roadmap, with a brief chapter within this devoted to combatting gender-based violence.

In 2014, the then-Minister of Women's rights, Najat Vallaud-Belkacem, required her administration to conduct a preliminary study on the establishment of an observatory for gender-based violence in sport. Due to a cabinet change, this idea has not yet been implemented, however.

### **Germany**

In 2010, the subsidiary bodies of the German Olympic Sport Confederation (DOSB) and German Sport Youth (DSJ) signed the so-called Munich Declaration, which committed signatories to preventing sexualised violence. The declaration focuses on the prevention of and protection against sexual abuse and harassment. This commitment was translated in a position paper detailing concrete actions that should be taken. In connection with these actions, the German Sport Youth (the youth organisation for the German Olympic Sport Confederation) convened a working group of experts that has met regularly since 2010. The working group advises the executive committee of the German Sport Youth on prevention and intervention strategies in relation to sexualised violence. Members of the German Sport Youth and this working group have been the driving force behind the development and implementation of a series of prevention initiatives at a national level in Germany. Examples include the launch of a sport-specific internet platform for child protection, the development of an annotated guideline for sports clubs, and the creation of an education curriculum on the prevention of sexual violence. According to a survey initiated by the German Independent Commissioner for Child Sexual Abuse in 2012, between 40%-50% of umbrella sports organisations had in place protocols for handling suspicions or allegations of sexual violence. The German Sport Youth supported organisations that had not created such protocols to ensure these were developed.

Since 2010, the German Olympic Sport Federation and the German Sport Youth have developed several policies referring to sexual violence and, more generally, gender-based violence in sport. Whereas the German Sport Youth focuses on child protection and the prevention of sexualised violence in youth sport, the German Olympic Sport Confederation focuses on gender-based violence and sexual violence in adult sport. Both organisations work closely together to address gender-based violence in sport.

### **Ireland**

In 2000, the Irish Sport Council and the Sports Council for Northern Ireland joined forces to develop the Code of Ethics and Good Practice for Children in Sport. The Code focuses on safeguarding children in sport (including against abuse and sexual harassment),

promoting their rights and developing a healthy, respectful and open sport environment for all. It includes procedures for safely recruiting appropriate staff/volunteers and for training staff on safeguarding and child protection, as well as the procedures for managing allegations.

### **Italy**

A Memorandum of Understanding was signed in 2013 between the Ministry for Equal Opportunities, Sport and Youth Policies and the Italian Olympic Committee. It established the organisation of a 'sport week against gender-based violence in and through sport' on an annual basis.

The Italian Association of Sport for All (UISP) has held various events to promote so-called 'healthy' sport, including initiatives to raise awareness of gender-based violence in sport (e.g. 'Bike in Pink', 'Take the Field against Homophobia', and 'Running Hearts').

The Italian Association Sport for All (UISP) and the Italian Sports Centre (CSI) joined the Save the Children campaign ('Adults in Place') by adopting a policy for the protection of children in sport. This policy provides: 1) specific criteria for recruiting appropriate staff, 2) the adoption of a Code of Conduct that is recognised and signed by all adults working with children, 3) sensitisation campaigns about the rights and protection of children, and 4) an assessment of the risk of abuse in sport activities.

### **Hungary**

The code of ethics for coaches issued by the Hungarian Coach Association (sponsored by the Hungarian Olympic Committee and the Ministry of Human Resources) establishes that coaches should avoid intimate relationships or bodily contact with athletes in order to exclude any suspicions of (attempted or actual) sexual harassment. Exceptions to the rules on physical contact are permitted in sports that require coaches to provide assistance to athletes to perform a particular skill (e.g. in gymnastics and archery). Most Hungarian sport federations have adopted the code and published it on their institutional websites.

### **Malta**

The Women in Sport Commission was established within the Malta Olympic Commission in 1998 with the aim of promoting the participation of women in all levels of sport in Malta. The Commission is currently working with the Athletes Commission of the Malta Olympic Commission on the development of an anti-harassment and abuse policy.

The Office of the Commissioner for Children was asked by the National Sport Council to be part of a committee to draft guidelines to safeguard children in sport. These were published in 2011.

### **The Netherlands**

The Dutch Olympic Committee and Sports Federation (NOC\*NSF) and its affiliated members (most Dutch sport federations) are responsible for national sport policy, with the Ministry of Health, Welfare and Sport playing a complementary role. After a high-profile case of sexual abuse in the country in 1996, the NOC\*NSF developed a policy on the prevention of sexual intimidation within sport (N.B. the NOC\*NSF understand 'sexual intimidation' as including sexual harassment and abuse<sup>85</sup>). The policy was adopted at the NOC\*NSF general assembly, where all sport federations were represented. A number of initiatives have been developed since this, including the creation of a code of conduct for sports coaches, a nationwide programme against sexual intimidation in sport,

<sup>85</sup> Sexual intimidation is defined as any form of unwanted verbal, non-verbal or physical conduct of a sexual nature (interpretation) which has the purpose or effect of violating a person's dignity, in particular when creating an intimidating, hostile or degrading, humiliating or offensive environment.

information brochures, a website, coach education videos, a training module on sexual harassment, a telephone/e-mail/website helpline for those potentially affected by sexual intimidation in sport. When the code of conduct for sports coaches was accepted by the NOC\*NSF general assembly in 1997, sport federations committed themselves to taking appropriate measures to prevent and manage cases of sexual intimidation in sport.

In 2005 a special court of arbitration for sport called the Institute for Sports Law was established. It includes a distinct division that deals with incidents of sexual intimidation and handles such allegations on behalf of sport federations. Of the 75 sport federations in the country, 53 are members of this court. The remaining sport federations handle allegations themselves.

In 2011, the Ministry of Health, Welfare and Sport issued the policy 'A Safe and Respectful Sport Environment: 2011-2016', which was developed by the NOC\*NSF in collaboration with sport federations. The policy adopts a zero-tolerance approach to (sexual) harassment, abuse and other forms of unethical conduct across sport. The policy promotes cooperation between organised sports, local government and the police and judicial and welfare system in order to encourage all stakeholders to take responsibility for creating a safe and secure sports environment.

In 2015, the NOC\*NSF and the Dutch Association for Voluntary Work (NOV) signed an agreement to work together to ensure integrity among volunteers and to prevent sexual misconduct against children and people with intellectual disabilities. The NOC\*NSF and NOV are planning to establish a joint registration system of individuals who have faced disciplinary measures.

### **Spain**

In March 2016, the Spanish State Secretariat of Social Services and Equality and the Minister of Education, Culture and Sport signed a collaborative agreement on gender equality in sport. The agreement outlines several initiatives, some of which focus on preventing and fighting gender-based violence in sport. These include information and awareness-raising activities targeting Spanish sport federations, leagues and other sport stakeholders. The High Sport Council provides information about gender-based violence in sport which is disseminated through the website of the Government Office for Gender Violence. In turn, the High Sport Council promotes campaigns on the prevention of gender-based violence that are developed by the Ministry of Health, Social Services and Equality. Finally, the High Sport Council is tasked with ensuring that gender-based violence is covered in Spanish sport federations' codes of good governance.

### **Sweden**

The Swedish Sport Confederation is responsible for issuing sport policies. It is autonomous and is not regulated by the State. The Confederation developed an Action Plan on Sexual Harassment in Sport (2003/2005) and a Policy on Sexual Assault in Sport with Guidance. The latter applies to all sports federations and associations that are members of the Swedish Sports Confederation.

### **The UK**

Most action to date has focused on the protection of children (rather than adult athletes) from abuse. Government policy documents recognise sport's responsibility to safeguard children and extend mandatory criminal history checks of adults working/volunteering with children to sport. However, action has tended to come from within sport, often in collaboration with funding organisations and external experts from the legal and/or charitable sectors.

In 2001, the sports councils for England and Northern Ireland teamed up with the national children's charity, the National Society for the Prevention of Cruelty to Children (NSPCC) to establish the Child Protection in Sport Unit (CPSU). The CPSU helps build capacity among sports organisations for safeguarding children in and through sport to

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enable them to prevent abuse and keep children safe from harm, including from (forms of) gender-based violence. Since then all sports council-funded sports organisations have adopted safeguarding strategies.

In 2013 Sport Resolutions – an independent arbitration and mediation body for sport in the UK - created the National Safeguarding Panel (NSP) with the support of the CPSU. The NSP assists national governing bodies of sport by undertaking independent investigations into serious safeguarding complaints such as sexual abuse concerns, and sitting on independent arbitration panels for such cases. Many national governing bodies of sport have also established case management groups to manage and track safeguarding cases, and draw on internal and external experts (such as members of the CPSU and experts from the statutory sector such as police officers, social workers etc.) for advice.

Some national governing bodies of sport have also drawn on the expertise of specialist charitable organisations to develop anti-homophobia and anti-transphobia training courses and awareness-raising campaigns.

## **1.2. Staff appointed to deal with gender-based violence in sport at sport federation level**

Specific staff are appointed to deal with allegations of gender-based violence in sport in Germany, Ireland, the Netherlands and the UK. In Germany, the German Youth Sport encourages each of its 98 member organisations to appoint an officer for the prevention of sexualised violence. Since 2010, an annual symposium has been organised for these officers to share knowledge and experiences. Finally, in the Netherlands, each sport federation has since November 2011 been required to appoint a Confidential Counsellor that can be contacted about issues relating to the integrity of sport, including gender-based violence.

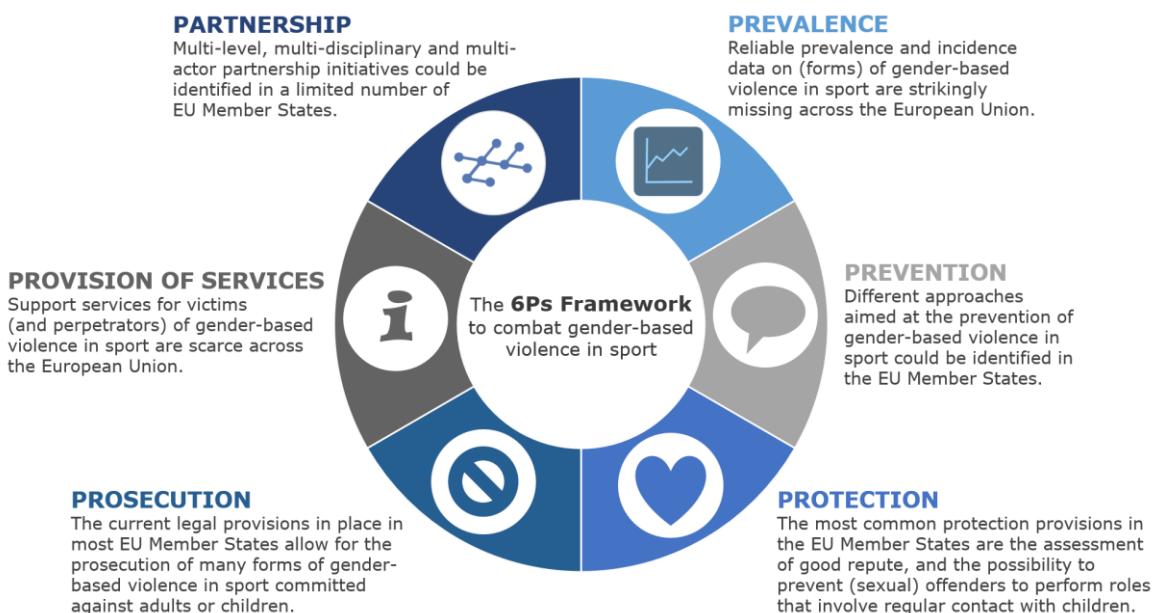
## **1.3. Concluding remarks**

Evidence of multi-level, multi-disciplinary and multi-actor prevention initiatives were identified in a handful of EU Member States. These initiatives were diverse and ranged from expressions of commitment to mandating that organisations implement policies or make efforts to develop more efficient and effective approaches to combatting gender-based violence in sport. Staff whose role is to deal specifically with gender-based violence complaints in sports settings remain rare, however.

## Chapter 10: Main conclusions about the state-of-play in EU Member States

The main conclusions for this study are underpinned by the '6Ps framework', which comprises Prevalence, Prevention, Protection, Prosecution, Provision of services, and Partnerships. As explained in Chapter 1, this framework departs from and expands on the 4Ps framework that is used in the *Council of Europe Convention on preventing and combatting violence against women and domestic violence* (also known as the *Istanbul Convention*), which are Prevention, Protection and support of victims, Prosecution of offenders, and Integrated Policies. The 6Ps framework has been used in other gender-based violence studies by the European Institute for Gender Equality. It is a normative framework that implies that a coherent, holistic (policy) approach to combat gender-based violence, addressing these different dimensions, is the most effective approach. The main conclusions for each of the Ps are provided below (see Figure 5).

**Figure 5. Main conclusions about the 6Ps framework to combat gender-based violence in EU Member States**



### 10.1. Prevalence: Towards an assessment of the magnitude of the problem

Prevalence and incidence estimates and (quantitative and qualitative) data collection can contribute to reasoned, comprehensive and coordinated policy-making. Therefore, prevalence and incidence estimates, as well as research and administrative records/datasets, allow an understanding of an approximate reality of the phenomenon.

In total, 38 studies published between 2001 and 2016 were identified that attempted to measure (an aspect of) gender-based violence in sport. These related to 16 EU Member States<sup>86</sup>. The research that attempts to measure the magnitude of (forms of) gender-based violence in sport is mostly based on self-completion surveys (about self-reported experiences of (forms of) gender-based violence). Whereas most research is carried out on an ad-hoc basis, the Netherlands has been conducting systematic research to

<sup>86</sup> Belgium, Croatia, the Czech Republic, Denmark, Germany, Finland, France, Greece, Hungary, Ireland, Latvia, the Netherlands, Slovakia, Spain, Sweden, and the UK.

measure the prevalence of what it calls 'sexual intimidation', which includes sexual harassment and sexual abuse), for several years. Most of the studies that were identified focused specifically on a form of or multiple forms of gender-based violence in sport. However, some included (forms of) gender-based violence within studies on broader ethical issues within sport, such as 'unwanted behaviour' or 'interpersonal violence against child athletes'. Five studies addressed homophobic violence in sport (four in the Netherlands and one in Ireland, as part of an international study). While a handful of studies focused on the coach-athlete relationship, and others on the relationship between athletes and members of the sports entourage (e.g. managers, officials, doctors, physiotherapists), most considered multiple relationships, including the peer athlete-athlete relationship.

Gender-based violence was not defined in any of the studies that were identified. In addition, the way the various forms of gender-based violence (in sport) that were studied was operationalised varied significantly across all studies. The methodological approaches and samples used were also different. As a result, despite these efforts to estimate the prevalence or incidence of gender-based violence in sport, no such data was available at EU Member State level. These differences between studies also render comparisons of findings between countries impossible.

Although most EU Member States do not have an official system in place for registering incidences of gender-based violence in sport, some organisations maintain their own records. The content of these records varies significantly and data on incidences is not necessarily gathered systematically.

## 10.2. Preventing gender-based violence in sport

The term 'prevention' refers to measures that promote changes in the social and cultural patterns of behaviour of males and females. These may include, among others, awareness-raising initiatives, the development of educational materials, and the training of professionals.

Multiple actors from across EU Member States have been involved in efforts to raise awareness of the problem of gender-based violence in and through sport. Whereas in most countries prevention initiatives occur on an ad hoc basis, in France, Germany and Italy awareness-raising initiatives have been maintained on a more continuous basis. For example, several conferences and seminars on this topic have been organised over recent years, and awareness-raising campaigns have been established, and educational materials developed. Most of these initiatives focus on tackling sexual violence, particularly towards child athletes. Training on gender-based violence is generally lacking all over the EU.

Despite a growing number of initiatives addressing the prevention of gender-based violence in sport, no activities or resources to raise awareness about this issue were identified in seven EU Member States<sup>87</sup>. There are several reasons for the absence or ad-hoc nature of prevention actions in certain countries. Firstly, although measures to combat gender-based violence in wider society exist in most countries, sport is usually ignored as a site where gender-based violence takes place. The dearth of reference to sport in most national sport programmes and in national action plans to combat gender-based violence or promote gender equality across the EU are evidence of this. Secondly, within sport policy, other issues seem to take precedence (e.g. spectator violence, doping, and match-fixing). On the other hand, in many cases the topic of gender-based violence is addressed under umbrella initiatives that aim to promote fair play, ethical values and behaviours, and a safe environment for athletes in sport. As a result, gender-based violence becomes subsumed within other issues in sport and so does not receive

<sup>87</sup> Bulgaria, Latvia, Lithuania, Malta, Poland, Portugal, and Slovakia.

significant attention. Finally, several stakeholders consulted during the fieldwork for this study suggested that gender-based violence in sport remains a taboo issue in some countries and, consequently, there is sometimes resistance to establishing initiatives that highlight the issue.

It is worth noting, however, that there was some evidence of change in this state of affairs with attention to gender-based violence in sport receiving more attention over the last decade. The fact that in 2014 the Presidency of the Council of the European Union, and the European Commission, through the Gender Equality in Sport Proposal for Strategic Action 2014-2020, have driven this issue is likely to contribute to increasing action on preventing gender-based violence at EU Member State level in the coming years.

### **10.3. Protection of victims**

'Protection' refers to actions that assure the safety and meet the needs of (potential) victims of gender-based violence in sport. Protection comprises the taking of (cooperative) action to protect (potential) victims of (any form of) gender-based violence in sport, and also includes the reporting of incidences (by a coach, a peer, or anyone in sport).

One specific category that falls under the banner of 'protection' relates to protecting children from gender-based violence in sport. Legal provisions that exist to protect children also apply to cases of gender-based violence in sport.

Assessing the suitability of those involved in sport to work or volunteer with children (such as coaches, managers, and therapeutic staff) can help protect children from becoming victims of sexual violence (including sexual harassment, sexual abuse, and rape). The legal frameworks include requirements that the criminal records of employees and/or volunteers who work with children and young people are checked. Performing criminal history checks to assess the suitability of individuals working or volunteering in sport was recommended by many of the stakeholders consulted during the fieldwork for this study. Linked to this is the legal prohibition of convicted sexual offenders from performing roles (in and beyond sport) that involve contact with children. The creation of databases of individuals with a criminal record for offences against children is also commendable. A few EU Member States operate such databases, although there are strict restrictions on who can access the (i.e. they are not publicly accessible).

Besides the legal provisions mentioned earlier, sport organisations have established internal measures, procedures, structures and resources to protect athletes of all ages. Some examples include: In France, internal guidelines that detail procedures for managing incidents of sexual violence in sport have been developed for managers in State sport administration and in regional and national sport institutes. A mailbox to report incidences of violence in sport has also been created for State agents. In addition, the Finnish sport community have devised internal procedures for tackling cases of sexual harassment. Meanwhile, the Irish Sport Council includes measures to safeguard and protect children from (sexual) abuse as well as procedures for reporting incidents and flowcharts for managing concerns in its Code of Ethics and Good Practice for Children in Sport. In the Netherlands, the Dutch Olympic Committee and Sports Federation (NOC\*NSF) established a system for registering offenders who have been subject to disciplinary action in sport in 2013<sup>88</sup>. In Sweden, the Policy on Sexual Assault in Sport issued by the Swedish Sports Confederation provides guidelines on how to report incidents to the police, offers advice on how to talk to children, and underlines the importance of following up cases of sexual violence.

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<sup>88</sup> These records are only maintained for the duration of the penalty handed down.

Although legal measures exist to protect children (such as those mentioned above), it is not known whether sport organisations (at federation or grassroots level) are assessing the good repute of their staff or asking permission to check the available databases of offenders against children. The procedures in place at organisational level are not being followed up which makes it difficult to understand whether they are known by staff or effective to handle cases of gender-based violence in sport.

#### **10.4. Prosecution of offenders (and disciplinary measures)**

'Prosecution' covers the legal proceedings taken against those accused of gender-based violence and the related investigative measures and judicial proceedings, including court cases. Prosecution includes criminal and civil offences, as well as internal/disciplinary grievance procedures.

Current legal frameworks in all EU Member States permit the criminal prosecution of several forms of gender-based violence in sport. Confirmation of this can be found in the fact that judicial databases and/or the media in Member States included reference to cases of (forms of) gender-based violence that occurred in a sport context. In some countries, media coverage of such cases has contributed to increasing public awareness about gender-based violence in sport.

Sport organisations have also established specific disciplinary measures for incidences of (forms of) gender-based violence in sport. Examples include the Irish Sport Council's Code of Ethics and Good Practice for Children in Sport, which outlines the disciplinary procedures to be followed when allegations of violence (specifically child abuse) are made. The Dutch Institute for Sport Law, which handles disciplinary cases of sexual harassment in sport, is another example.

#### **10.5. Provision of services**

'Provision of services' refers to the services offered to those affected by gender-based violence (and possibly their families) as well as perpetrators of gender-based violence in sport. It also covers the professionals who provide these services (e.g. providers of specialised training) and existing tools (e.g. guidelines, learning materials) to assist these professionals in better addressing the needs of both target groups.

Although scarce, support services for those affected by gender-based violence in sport (e.g. helplines or counselling and advice) have been established in Austria, Denmark, Germany, Ireland, and the Netherlands. More specifically, Germany, Ireland, the Netherlands and the UK have designated people within sport organisations (mainly at federation level) tasked with managing disclosures and/or providing appropriate support to those involved in incidences of gender-based violence. Across the EU, only the Netherlands provides counselling to perpetrators of gender-based violence in sport. Where such specialist support services for perpetrators and those affected by gender-based violence do not exist, assistance is (or at least can be) requested from existing organisations that specialise in gender-based violence, health, psychology, and the law, among others.

Meanwhile, victims of sexual violence in sport in Germany can receive financial compensation. The German Olympic Committee has joined a fund for victims of sexual violence that is administered by the German government so that victims of such offences within sport can apply for compensation. This is the only such measure in operation across EU Member States.

## 10.6. Partnerships between actors: where, who, what for?

'Partnership' relates to the involvement of relevant actors at international, national and regional level, including government agencies, civil society organisations, sport organisations and federations, etc., working in collaboration on concerted actions to combat gender-based violence in organised sport.

Excluding project-based partnerships established at a European level through initiatives such as 'Sports Respect Your Rights'<sup>89</sup>, 13 EU Member States have established partnerships at national level<sup>90</sup>. Partnerships at regional (Flanders, Belgium) and local level (Vienna, Austria) were less common. Partnerships at national, regional and local level were multi-level, multi-actor and multi-disciplinary – they included governmental, public, private, and civil society organisations from different sectors, such as sport, health, education, children and youth, women's and LGBTQI's rights, gender equality, police, and child welfare. These partnerships were diverse and ranged from making expressions of commitment to combat (forms of) gender-based violence in sport, mandating that organisations implement policies, developing forums for exchanging knowledge and experience, and developing ideas and methods to more efficiently and effectively address gender-based violence in sport.

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<sup>89</sup> See: <http://sport-respects-your-rights.eu/>

<sup>90</sup> Austria, Belgium, Croatia, Denmark, Finland, France, Germany, Italy, Hungary, Malta, the Netherlands, Spain and the UK.

## Chapter 11: Problems identified and recommendations to remedy these

This chapter identifies the main problems that surfaced from the analysis undertaken in this study. Practical recommendations are proposed to address the identified problems, acknowledging the actors that can take up the responsibility for specific actions. The recommendations listed below take into consideration policy measures referred to in chapter 3, particularly the European Commission's Proposal for Strategic Actions (2014-2020), as well as the Recommendations on Gender Equality in Sport issued in 2016. An overview table is presented below to summarise the main recommendations for each relevant stakeholder.

**At present, it is not possible to establish the prevalence and incidence of gender-based violence** in sport in the European Union for a variety of reasons. For the purpose of systematically analysing and addressing the problem of gender-based violence in sport, it is problematic that a **variety of concepts and definitions** for (different forms of) gender-based violence in sport are used across countries and languages. **Research on gender-based violence in sport is not undertaken systematically** and does not exist in all EU Member States. Studies adopt certain perspectives, definitions and methodological approaches, making comparative analysis impossible. Some studies focus on particular forms of gender-based violence in sport (typically sexual harassment and violence against women and girls), whereas other studies deal with broader issues that include but are not restricted to gender-based violence (e.g. homophobia). Studies that focus on or include men affected by gender-based violence are rare. To address these issues, the following recommendations should be considered:

### The European Commission and EU Member States

- The European Commission, with the support of Member States, should commission regular research that uses the same definitions and adopts a common methodological approach to facilitate comparisons over time. Research needs to include a focus on boys and men as potential targets of gender-based violence as well as women and girls. Ideally, this research should be repeated every two-to-three years to track the magnitude of the problem over time.
- Questions aimed at measuring the extent of gender-based violence in different settings, including in sport, should be included in broader studies (e.g. general household surveys, the European survey on gender-based violence that is coordinated by the Fundamental Rights Agency<sup>91</sup>, or the European Commission Eurobarometer surveys) to ensure data on the extent of the problem is regularly followed up. Questions on gender-based violence in sport should also be added to sport surveys at national and international level.
- Qualitative research is needed to compliment quantitative data to better understand the reasons for and underlying mechanisms that lead to gender-based violence in sport, as well as to unravel the specific socio-cultural issues that enable gender-based violence and its prevention in sport settings. These insights are paramount for the development of effective prevention approaches.

<sup>91</sup> On the condition that this survey is broadened to include men and not only women affected by gender-based violence.

The European Institute for Gender Equality, as well as other research centres at EU Member State level, are invited to undertake qualitative research on gender-based violence in sport.

**Existing data on incidents of gender-based violence** in general, and in sport settings in particular, are fragmented and often go unrecorded in official registers, or are 'masked' by categories and codes that include a variety of abusive and violent behaviours. The problem of **underreporting of acts of gender-based violence in sport** must be addressed by, among others, removing obstacles that can make victims reluctant to report. To address these issues, the following recommendations should be considered:

### **The European Commission**

- Convicted offenders and those subjected to disciplinary sanctions for acts of gender-based violence should be prevented from entering sport. To ensure that sport staff with a history of offences are prevented to perform any roles in sporting environments in the European Union, the European Commission is encouraged to raise awareness about the existence of the European Criminal Records Information System (ECRIS)<sup>92</sup>. Such people should be prohibited from working in a paid or volunteer capacity within sport.

### **EU Member States**

- Member States should issue legislation that makes it mandatory for bystanders of (gender-based) violence in sport to report incidents to the police and to an independent contact point in sport (at local, and/or regional, and/or national level) (see below).
- Gender-based violence awareness-raising campaigns that are promoted by governmental actors responsible for sport should encourage those affected to report violent and abusive behaviour to the police and to an independent contact point in sport (at local, and/or regional, and/or national level) to demonstrate their commitment to tackling the problem and to address the issue of underreporting.
- Member States should support actions that encourage the systematic registration of incidents of gender-based violence in sport. Solutions should be sought to overcome (perceived) obstacles to data recording posed by data protection legislation.
- Certain forms of gender-based violence (notably but not exclusively sexual offences) should be recorded in specific registers (as is already done in some EU Member States). The registered information should be used to determine the appropriateness of a person to serve in roles in sport.

### **Sports Organisations and Coaches**

- Sports organisations should establish an independent contact point (at local, and/or regional, and/or national level) so that those affected by gender-based violence in sport have a named person to whom they can disclose violations. This contact point should have operational responsibility for managing reports of

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<sup>92</sup> See: [http://ec.europa.eu/justice/criminal/european-e-justice/ecris/index\\_en.htm](http://ec.europa.eu/justice/criminal/european-e-justice/ecris/index_en.htm)

gender-based violence, embedding relevant policies and procedures, and championing gender-based violence prevention initiatives. The independent contact point (also known as 'Trust Person' in some countries) should be provided with sufficient support (training, resources) to effectively carry out this role. The existence of this independent contact point needs to be made known within the sport entourage.

- Coaches are a significant contact point for athletes. They need to be properly sensitised to identify any signs shown by those affected by acts of gender-based violence from sport staff or peers. They also need to be bound to report such situations.

There are many forms of gender-based violence and they are not all easily prosecutable under existing legislation. The comparative analysis of legal frameworks shows that in most countries most forms of gender-based violence that occur in sport settings are prosecutable under existing legislation. However, applicable legal provisions are usually fragmented, and **there is insufficient knowledge about which laws can be invoked to prosecute cases of gender-based violence in sport**. On the one hand, existing legislation does not always cover all forms of gender-based violence. On the other hand, different terminology is used across Member States, and there is a lack of clarity about what a 'sexual act' entails. This is due to ambiguity in the wording of legislation and, therefore, in how such legislation is interpreted, as well as the fact that it is often difficult to determine if a behaviour constitutes a criminal offence (especially in the case of sexual offences) due to the 'grey zone' of ambiguous behaviour and ambiguous culpability (e.g. determining whether or not consent was given). Whereas there is no sport-specific legislation at governmental level, **sports organisations have a high degree of autonomy and define their own rules and disciplinary measures**. The fact that both systems are not properly linked may lead to conflicts between penal laws and sport justice. To address these issues, the following recommendations should be considered:

## EU Member States

- Considering that all EU Member States signed the Istanbul Convention, they are called on ratifying and transposing the recommended measures into their legal frameworks.
- Policies that address gender-based violence in sport at EU Member State level should explicitly refer to the existing legislative framework and applicable legal provisions for dealing with (specific forms of) gender-based violence. This will ensure that victims of gender-based violence in sport have proper legal backing.
- Legal provisions at EU Member State level should clearly identify the parties responsible for ensuring the implementation of the law, as well as specific procedures that will support and protect all those involved. Article 18 of the Istanbul Convention states the general obligations in relation to protecting and supporting victims and witnesses of all forms of violence that are covered by the Convention. These need to be considered in Member States' legal frameworks and implemented in sport settings. Article 25 is of particular relevance in this context as it refers to the support to be provided to victims of sexual violence. Equally, according to Article 16 of the Istanbul Convention, legislative or other measures must be set up or treatment programmes be supported to prevent perpetrators, in particular sexual offenders, from re-offending. These programmes should be

- established and implemented in close coordination with specialist support services for victims.
- Public authorities responsible for sport policy and funding at EU Member State level should develop standard grievance and protection procedures (including complaint and reporting procedures, and the creation of an independent contact point as mentioned above) to handle reports of gender-based violence in sport.

## Sports Organisations

- Sport federations should oblige members to implement the abovementioned procedures. Non-compliance to these standards by sport governing bodies and/or their members may be sanctioned by cuts to their funding.
- Sport governing bodies should develop minimum standards and templates to support sport clubs in recruiting staff and volunteers. These standards could be included in a code of ethics and conduct that sport staff are required to commit to when undertaking any paid or volunteer work in a sports organisation.
- Sport clubs should develop rules and regulations, based on known risk factors, to protect athletes. These can be referred to in a code of ethics and conduct. Examples may include banning coaches from being left alone with an athlete, sleeping in the same hotel room as an athlete, entering the locker room alone and unannounced, or engaging in physical contact with athletes' bodies without their (and where the athletes are children, their parents') consent.

The topic of **gender-based violence in sport touches upon many different, intersecting policy domains** (such as sport, gender, health, education, well-being, justice, social services, etc.). This reality complicates and prevents a coherent policy approach: the problem seems to be everybody's and, thus, nobody's responsibility. To address this issue, the following recommendations should be considered:

## EU Member States

- Member States should develop a coherent national policy framework (like a national strategy) to fight gender-based violence and this should acknowledge sport as a setting where gender-based violence occurs. This policy framework should be built upon empirical knowledge, comprise a legal and policy framework, and be supported by a specific action plan to promote gender equality and combat gender-based violence in sport. Such an action plan should be developed in consultation with relevant stakeholders and under the coordination of the public authority in charge of sport policy.
- By 2020, all EU Member States should have issued a specific national action plan to promote gender equality and combat gender-based violence in sport. This action plan should set out measures, timelines, responsibilities and resources required to achieve these. The action plan should ensure that a holistic and systematic approach to tackling gender-based violence in sport is recommended, that different levels of sport are addressed within the plan, and that the plan makes clear that policies and governmental actions should be accompanied by measures to encourage sport governing bodies and sport associations as well as clubs to act.
- To tackle gender-based violence in sport effectively, it is necessary to collaborate across policy areas, sectors and professional boundaries. To achieve more effective results, professionals from different sectors and levels (such as sports

organisations, women's associations, victim support services, child protection offices, at local, national, European and international level) must be involved and their work coordinated. To this end, an inter-sectorial group (comprised of policy officers from relevant sectors and representatives of sport governing bodies and civil society organisations) should be created at Member State level to be managed by the national governmental authority responsible for sport policy.

- Partnerships that mobilise a multitude of actors in the fight against gender-based violence in sport, as in other fields, tend to result in actions that are stronger and more effective in various ways. For example, such actions are more likely to have a greater impact, more likely to be resilient (e.g. to survive in times of changing political priorities), and more likely to have high visibility. As a result, partnerships should be encouraged to combatting gender-based violence in sport.

### Sports Organisations

- Sport governing bodies and sport associations as well as clubs are encouraged to act based on the measures foreseen in the national action action to promote gender equality and combate gender-based violence in sport (see above).

In some countries, **child protection provisions need to be improved** to mandate reporting of violence against children and young people, and to include a requirement to assess the suitability of paid and volunteer staff who regularly interact with children so as to prohibit those with a criminal conviction for an act of gender-based violence from performing such roles. To address these issues, the following recommendations should be considered:

### EU Member States

- Comprehensive and coherent child protection provisions should be in place in all Member States and their implementation enforced. As a minimum, these should include: a requirement to assess the criminal history of paid and volunteer staff who interact with children and young people, a prohibition on those convicted of and those subjected to disciplinary sanction from sports organisations for an act of gender-based violence from performing roles involving regular contact with children, and the requirement that everyone must report violence committed against children and young people. These minimum requirements should be underpinned by law.

### Sports Organisations

- Sport governing bodies should ensure their members implement the measures listed above. Non-compliance to these minimum requirements should result in cuts to sports organisations' funding.

**Existing actions and measures to prevent gender-based violence in sport vary widely** in nature, may be isolated and ad hoc, or may be integrated within a wider scheme of complementary interventions. The latter approach shows more potential in terms of impact and sustainability. To address these issues, the following recommendations should be considered:

## The European Commission

- The European Commission should establish a formalised network of experts to guide EU Member States in the implementation of gender-based violence prevention initiatives in sport, and in the enhancement of current legal and policy frameworks.
- The European Commission should fund the development of an online information tool aimed at raising awareness of a holistic approach to tackle gender-based violence in sport and building capacity among actors to prevent and challenge such violence. The tool should address different actors (at policy level and within sports organisations and clubs), and provide suggestions and guidance as well as references to existing resources on the prevention of gender-based violence in and beyond sport. It should also promote (current and former) good practice initiatives in the prevention of gender-based violence in sport to enhance their visibility and avoid duplication of efforts, as well as to ensure resources are used efficiently and lessons learnt are taken on board. The tool should also identify potential obstacles to the implementation of prevention initiatives and provide suggestions for how these may be overcome.

## EU Member States

- Member States should fund a nationwide campaign to raise awareness among the general public about gender-based violence in sport, highlighting the impact of this on athletes' welfare and performance, making clear that gender-based violence in sport is prosecutable by law, and urging the public to report incidences of gender-based violence in sport.

Across actors and levels (from policy-making through club level), there is a **general lack of awareness** about the nature and magnitude of gender-based violence in sport, the need for prevention work, and the costs of failing to tackle the problem. To address these issues, the following recommendations should be considered:

## EU Member States

- Approaches to preventing gender-based violence in sport must be put in place at Member State level. These approaches need to be tailored to the particular context of sport and to targeted stakeholders to ensure the approaches are contextually specific and appropriate, and to encourage 'buy in' for initiatives from stakeholders.
- Initiatives and actions should be developed that focus on target groups currently underrepresented in or excluded from existing interventions, notably (child and adult, male and female) athletes and the general public. Specific initiatives that target offenders and victims are also needed to avoid recidivism and re-victimisation, respectively.
- Services to support those involved in incidents of gender-based violence in sport, whether run by or independently of sport, should be in place. Such services should be made available to victims, their families, perpetrators and others involved in incidents of gender-based violence.
- Member States are invited to commission research to identify further practices tackling gender-based violence in sport at national, regional and local level, to evaluate the effectiveness of these practices, and to promote effective approaches.

## Sports Organisations

- Sport governing bodies should develop and implement specific programmes that target girls, boys, women, and men to prevent gender-based violence in and through sport. Specific effort should be made to target vulnerable subgroups (e.g. ethnic minorities, LGBTQI groups, disabled, and elite athletes). To achieve this, sport governing bodies should be encouraged to seek the expertise and/or cooperation of civil society organisations who specialise in the field of gender-based violence.
- Sport federations should develop sport-specific training and education modules on risk assessment and prevention and intervention approaches to raise awareness about and combat gender-based violence in sport. Tailored training should address all relevant actors (including sport policy-makers, club management, coaches, sport medical and support staff and those in related roles, as well as athletes). Young athletes should also be sensitised to the issue and to reporting mechanisms.
- Sport-specific training and education on understanding, recognising, reporting and preventing gender-based violence in sport should be mandated for (paid and volunteer) coaches on obtaining and renewing their coaching license or coach qualification. Coaches and all sport support staff should attend such training regularly (e.g. every three years) to ensure they are aware of the most current knowledge.

**Monitoring and evaluation activities are absent** across all countries and for all types of prevention interventions. This makes it impossible to assess the effectiveness of measures aimed at addressing gender-based violence in sport. International organisations (e.g. the Council of Europe), the European Commission and its agencies, EU Member States and sports organisations are called on to:

- Undertake rigorous and independent attempts to monitor and evaluate current and future interventions aimed at tackling gender-based violence in sport.
- Make available the necessary resources (in terms of budget, expertise, time) for proper monitoring and evaluation of initiatives.
- Develop appropriate indicators that allow the monitoring and evaluation of outcomes of interventions against their objectives.

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## ANNEXES

## ANNEX 1 - Key terms and concepts

### GENDER-BASED VIOLENCE

The European Commission's Proposal for Strategic Actions on Gender Equality in Sport defines gender-based violence "*as violence directed against a person because of that person's gender (including gender identity/expression) or as violence that affects persons of a particular gender disproportionately*".

### FORMS OF GENDER-BASED VIOLENCE IN SPORT

Frans and Keygnaert<sup>93</sup> distinguish five types of sexual violence, including sexual harassment, sexual abuse, attempt to rape and rape, as well as sexual exploitation. They recognise that sexual violence often occurs jointly with other forms of gender-based violence, such as physical violence and emotional-psychological violence. Considering the particularities of this context and building on the insights gathered from the current legislation, the former definitions of forms of gender-based were complemented and are described below.

**Sexual harassment** includes behaviours like unwanted sexual advances or invitations, sexual intimidation, forcing the victim to watch somebody have sex or masturbate (live or using pornographic materials), forcing the victim to undress, the perpetrator showing his/her genitalia, among others. In this case, there is no physical contact between the perpetrator and the victim, which means that the improper behaviour can also take place online.

**Sexual abuse** involves physical contact between the perpetrator and victim, but without penetration. Examples of sexual abuse include actual or threatened physical intrusion of a sexual nature, by force or under unequal or coercive conditions, such as touching, pinching, fondling, kissing, masturbating, etc.

**Rape**, or the attempt to do it, consists of vaginal, anal or oral penetration, with an object or body part, without the consent of the victim. Within this context, the victim has been threatened or forced to have sex with the perpetrator or with someone designated by her/him.

**Sexual exploitation** implicates the abuse of a position of vulnerability, differential power or trust for sexual purposes. It may include forced prostitution, transactional sex (e.g. in exchange for food, money, benefits, or to avoid negative consequences), sexual abuse of power by professional service provider, and forcing someone to engage in sexual acts (with or without penetration) for pornographic purposes or producing pornographic materials without the knowledge or consent of the victim.

**Physical violence** includes all physically aggressive acts (other than sexual), like hitting, pulling, pushing, kicking, tying up, dragging, threatening with a weapon, harming with a weapon, etc.

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<sup>93</sup> Frans E. & Keygnaert I. (2009). Make it Work! Prevention of Sexual and Gender-based Violence in the European Reception and Asylum Sector. Academia Press, Ghent (pp 117-118)

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**Emotional-psychological violence** can be understood as verbal violence (cursing, swearing, calling names, blaming, accusing unfairly, etc.), humiliation, threatening, confinement, and relational violence. This type of violence may also occur online.

## Annex 2. List of references of research attempting to estimate the magnitude of forms of gender-based violence in the European Union

Year of publication	Country	Title of publication (EN)	Full reference
2016	BE NL	Interpersonal violence against children in sport in the Netherlands and Belgium	Vertommen, T., Schipper-van Veldhoven, N., Wouters, K., Kampen, J. K., Brackenridge, C. H., Rhind, D. J. A., ... Van Den Eede, F. (2016). Interpersonal violence against children in sport in the Netherlands and Belgium. <i>Child Abuse &amp; Neglect: The International Journal</i> , 51, 223–236.
2015	FI	Fair Play in Horse Riding - Ethical principles, current state and goals	Laukkonen, L. (2015) Ratsastuksen Reilu Peli – Lajin eettiset periaatteet, nykytila ja tavoitteet (Bachelor's thesis, Häme University of Applied Sciences, Mustiala, Finland).
2015	IE	Out on the Fields	Denison, E. & Kitchen, A. (2015). Out on the Fields: Ireland Summary Report. Repucon
2015	LV	Ombudsman's study on prevalence of violence against children in Latvia	TNS Latvia (2015). Tiesībsarga pētījums par vardarbības izplatību pret bērniem Latvijā.
2015	NL	Report Audit Commission Sexual Harassment (ISR) 2014	Audit commission (2015). Intern report for the executive board of NOC*NSF.
2015	NL	Safesport climate monitor 2015. Progressreport Actionplan 'Towards a safe and respectful sport environment'. (also monitor reports for 2013 and 2014)	Romijn, D., Kalmthout, J. van & Breedveld, K. (2015). VSK-monitor 2014 Voortgangsrapportage Actieplan 'Naar een veiliger sportklimaat'. Utrecht: Mulier Instituut
2015	NL	Sexual harassment and abuse in sport: the NOC*NSF Helpline.	Vertommen, T., Schipper- van Veldhoven, N., Hartill, M.J. & Eede, F. van den (2015). Sexual harassment and abuse in sport: the NOC*NSF Helpline. <i>International Review for the Sociology of Sport</i> 50, 822-839.
2014	CZ EL	The experiences of sexual harassment in sport and education among European female sports science students	Fasting, K., Chroni, S., & Knorre, N. (2014). The experiences of sexual harassment in sport and education among European female sports science students. <i>Sport, Education, &amp; Society</i> , 19, 115-130.
2014	HU	Experiences of children in sport	UNICEF Budapest (2014). <i>Gyermekek tapasztalata a sportban</i> . Ed. Sz. Gyurkó. Budapest: UNICEF Budapest
2014	NL	Homo-acceptance in sport	Elling, A. (2014) Homo-acceptatie in de sport: factsheet. Utrecht: Mulier Instituut.
2014	ES	Sexual Harassment in Sport: The Case of Student-Athletes, Reading for a Degree in Physical Activity and Sport Science in Catalonia	MONTSERRAT MARTÍN and ALBERT JUNCÀ, Departament d'Activitat Física, Grup de Recerca Esport i Activitat Física (GREAF), Facultat d'Educació, Traducció i Ciències Humanes, Universitat de Vic (Espanya)
2013	SK	Prevalence of violence against children in Slovak Republic	Fico, M. (2013) <i>Prevalencia násilia páchaného na detoch v Slovenskej republike</i> . Bratislava, Inštitút pre výskum práce a rodiny.
2012	FI	Discrimination of sexual and gender minorities in sports and exercise	Kokkonen, M. (2012) Seksuaali- ja sukupuolivähemmistöjen syrjintä urheilun ja liikunnan parissa. Publications of the national sports council 2012: 5.

Year of publication	Country	Title of publication (EN)	Full reference
2012	DE	Representative Survey Sexual Abuse 2011	Stadler, L., Bieneck, S. & Pfeiffer, C. (2012). <i>Representative survey Sexual Abuse 2011</i> . Hannover: Lower Saxony Criminological Research Institute.
2012	DE	Hearing those affected. Results of the accompanying research for the telephone contact point of the 'Independent Commissioner concerning Questions of Child Sexual Abuse' and discussion of a research-agenda	Fegert, J.; Rassenhofer, M.; Schneider, T.; Koenig, L.; Seitz, A; Liebhardt, H.; Kliemann, A. & Sproeber, N. (2012). Hearing those affected. Results of the accompanying research for the telephone contact point of the 'Independent Commissioner concerning Questions of Child Sexual Abuse' and discussion of a research-agenda (pp. 111-129). In S. Andresen & W. Heitmeyer (ed.). <i>Destructive processes. Disrespect and sexual violence against children and adolescents in institutions</i> . Weinheim und Basel: Beltz Juventa
2012	SE	Sexual abuse in the relation between coach and athlete. Research adn Education Report 2012_05. Stockholm: The Swedish Sports Confederation	Johansson, S. (2012). Kunskapsöversikt: Sexuella övergrepp - i relationen mellan tränare och idrottsaktiv. Stockholm: Riksidrottsförbundet.
2011	BE	Violence, reported and counted. Recommendations in addressing violence against children and youth	Kinderrechtencommissariaat. (2011). <i>Geweld, gemeld en geteld. Aangevelingen in de aanpak van geweld tegen kinderen en jongeren</i> . Brussel: Kinderrechtencommissariaat.
2011	CZ EL	Sexual harassment in sport toward females in three European countries	Fasting, K., Chroni, S., Hervik, S.E., & Knorre, N. (2011). Sexual harassment in sport toward females in three European countries. <i>International Review for the Sociology of Sport</i> , 46, 76-89
2011	NL	Perception male team sport by non-heterosexual males	Groenestein, T. en C. van der Linden (2011). Beleving mannelijke teamsport door niet-heteroseksuele mannen. Amsterdam: Motivaction.
2011	NL	Sexual diversity in sport: sport participation and acceptance	Elling, A., Smits, F., Hover, P. & Kalmthout, J. van (2011). Seksuele diversiteit in de sport: sportdeelname en acceptatie. Utrecht: Mulier Instituut.
2011	UK	The experiences of children participating in organised sport in the UK	Alexander, K., Stafford, A. & Lewis, R. (2011). The experiences of children participating in organised sport in the UK. Edinburgh: The University of Edinburgh/NSPCC.
2010	CZ	Performance Level and Sexual Harassment Prevalence among Female Athletes in the Czech Republic	Fasting, K. & Brackenridge, C., Knorre, N. (2010) "Performance Level and Sexual Harassment Prevalence among Female Athletes in the Czech Republic", <i>Women in Sport and Physical Activity Journal</i> , Vol 19, No 1, 26-32
2010	DK	Athlete perceptions and experiences of sexual abuse in intimate coach-athlete relationships	Stoeckel, J. T. (2010) Athlete perceptions and experiences of sexual abuse in intimate coach-athlete relationships, in Brackenridge & Rhind (eds) <i>Elite Child Athlete Welfare: International Perspectives</i> , Brunel University Press, pp. 93-100.
2009	EL	Prevalence of Male Sexual Harassment among Female Sports Participants in Greece	Chroni, S. & Fasting, K. (2009). Prevalence of male sexual harassment among female sport participants in Greece. <i>Inquiries in Physical Education &amp; Sport</i> , 7(3), 288-296.
2009	NL	Homotolerance in sport	Elling, A. en R. van den Dool (2009). Homotolerantie in de sport. Utrecht: Mulier Instituut.

Year of publication	Country	Title of publication (EN)	Full reference
2008	BE	Unwanted sexual experiences in sport: Perceptions and reported prevalence among Flemish female student-athletes	Vanden Auweele, Y., Opdenacker, J., Vertommen, T., Boen, F., Van Niekerk, L., De Martelaer, K., & De Cuyper, B. (2008). Unwanted sexual experiences in sport: Perceptions and reported prevalence among Flemish female student-athletes. International Journal of Sport and Exercise Psychology, 6(4), 354-365.
2008	FR	Study on gender-based violence in Sports. Context of occurrence and psychological impacts	Decamps, G; Afflelou, S; Jolly A. (2008). <i>Etude des violences sexuelles dans le Sport en France. Contextes de survenance et incidences psychologique</i> , Paris: Ministère de la Santé, des Sports, de la Jeunesse et de la Vie Associative
2008	NL	Little crossed the line. A study on unwanted behaviour in sports for all	Tiessen-Raaphorst, A., Lucassen, J., Dool, van den R. & Kalmthout, J. van (2008) Weinig over de schreef. Een onderzoek naar onwenselijk gedrag in de breedtesport. Den Haag: Sociaal Cultureel Planbureau.
2007	HR	Experiences of violence in adolescent sport activities committed by coaches and by fellow athletes	Bosnar, K., Greblo, Z., Prot, F. & Sporiš, G. (2007). Iskustvo sportaša adolescentne dobi s nasilnim ponašanjem trenera i drugih sportaša. U V. Kolesarić (ur.) <i>Psihologija i nasilje u suvremenom društvu</i> (str. 159-168). Osijek: Tiskara i knjigovežnica Filozofskog fakulteta u Osijeku
2007	DE	Sexual violence and abuse - a topic for sport?!	Mueller, U. (2007). Sexual violence and abuse - a topic for sport?! In B. Rulofs (ed.) <i>Silence protects the wrong people: sexualized violence in sport - situation analysis and opportunities for action</i> (pp. 9-18). Duesseldorf: Ministry of the Interior of North Rhine-Westphalia.
2007	NL	A yellow card for sport. A quick scan of desirable and undesirable practices in and around the world of popular sport	Tiessen-Raaphorst, A. & Breedveld, K. (2007). Een gele kaart voor de sport. Een quick scan naar wenselijke en onwenselijke praktijken in en rondom de breedtesport. Den Haag: Sociaal Cultureel Planbureau.
2006	FR	Sexual assaults in Sports. An Exploratory Survey	Decamps, G.; Jolly, A. (2006) "Les agressions sexuelles en milieu sportif: une enquête exploratoire" in <i>Sciences et Motricité</i> n°57/1.
2005	CZ	Women in Sport in the Czech Republic	Fasting, K. & Knorre. N (2005). Women in Sport in the Czech Republic. Oslo & Praha, Norwegian School of Sport Sciences and Czech Olympic Committee
2004	DK	The illusion of sport intimacy	Nielsen, J.T. (2004) <i>Idrættens Illusoriske Intimitet</i> , Ph.d. thesis, Institute of sport and exercise sciences, University of Copenhagen, pp.1-432.
2003	DK	Sexual violation of children and young people in sport - the current incidence and prevention	Helweg-Larsen, K. (2003) <i>Seksuelle krænkelser af børn og unge inden for idræt - den aktuelle forekomst og forebyggelse</i> , Ministry of Culture, pp. 1-80.
2001	DK	The forbidden Zone, Sexual relations and misconduct in the relationship between coaches and athletes	Nielsen, J.T. (2001) The forbidden Zone, Sexual relations and misconduct in the relationship between coaches and athletes, <i>International Review for the Sociology of Sport</i> , Sage publications, London, volume 36/2, pp. 165-182.
2001	FR	Youth and sports. Sport activities of teenagers. A study of risks and related behaviours.	Choquet et al. (2001). <i>Jeunes et pratique sportive. L'activité sportive à l'adolescence. Les troubles et conduites associées</i> , Paris : Ministère de la Jeunesse et des Sports-INJEP
[n.y.]	DE	"Thank God, this is not relevant for us!?"	Hopf, H. [n.y.]. "Thank God, this is not relevant for us!?".

### Annex 3. Abstracts of promising practices in the field of prevention of gender-based violence in sport

#### ***International and European level***

##### **MEMBER PROTECTION POLICY**

*The Australian Sports Commission*

The Member Protection Policy was developed by the Australian Sports Commission in 2001 to help national sporting organisations (NSOs) and sports clubs address harassment, discrimination and child protection in sport. NSOs recognised by the Australian Sports Commission are required to have a Member Protection Policy. The Australian Sports Commission developed a template Member Protection Policy to help NSOs write their own sport-specific policy. The policy provides a general framework to address certain key legal and organisational requirements, and is one of several measures that aims to ensure that NSOs, sports clubs and everyone engaged in sport (athletes, administrators, coaches, and officials) work towards developing an inclusive, safe and fair environment in sport. Among other issues, the Member Protection Policy specifically addresses harassment and child abuse and neglect, including sexual abuse. It makes clear that NSOs and clubs have a legal and moral responsibility to ensure that their sports are safe, fair and inclusive for everyone involved, and that they have legal obligations to prevent and address discrimination and harassment and to protect children from abuse. NSOs are required to ensure that state, regional, district and other affiliated associations and clubs formally adopt the policy. The Australian Sports Commission updates the Member Protection Policy template every two years to incorporate any changes to national legislation and other relevant issues.

##### **CHILDHELP SPEAK UP BE SAFE FOR ATHLETES**

*Childhelp and the Foundation for Global Sports Development*

In 2012, following several high-profile cases of child abuse, Childhelp, a US-based charity that assists victims of child abuse, partnered with the Foundation for Global Sports Development to launch a campaign called 'Blow the Whistle on Child Abuse' during the Childhelp National Day of Hope in Washington, D.C.. In 2015, to increase awareness of the campaign, Childhelp merged the 'Blow the Whistle on Child Abuse' campaign with a prevention and education initiative that it had already established called 'Speak Up Be Safe'. The new initiative adopted the title 'Speak Up Be Safe for Athletes'. The initiative aims to promote the safe physical, emotional, educational and spiritual development of youth athletes by educating children and adults (including coaches, educators, and parents) in sport about the prevention of child sexual abuse and ways of developing secure environments where children can reach their ultimate potential in sport. The 'Speak Up Be Safe For Athletes' initiative provides coaches and athletic leaders with free information and resources to promote child abuse prevention among young athletes. It also teaches adults in sport about the 'R.E.F. strategy' (Report, Educate, and Fight) and informs them how to identify and report signs of physical or sexual abuse or neglect in child athletes. Meanwhile, the 'Childhelp Kids Presentation' teaches children five 'Rules of the Game', which include their right to be safe, and strategies for managing abusive situations in sport.

#### **Austria**

## **CODE OF ETHICS 'EHRENKODEX'**

*Österreichischer Karatebund (The Austrian Karate Federation)*

In 2015, the Austrian Karate Federation developed a code of ethics (known in Austria as *Ehrenkodex*) that aimed to develop a more democratic and gender-sensitive culture within clubs as a way of preventing gender-based violence in the sport. The code, which was based on international standards of good practice, contains clauses on encouraging fair play, developing respect for personal integrity, and protecting children's rights. It also makes clear that all federation members have a responsibility to report anyone in breach of the code. Signing up to the code is mandatory for all members of the Austrian Karate Federation (nationally, federally, and in affiliated clubs). Implementation of the code led to gender issues, in particular structural approaches to prevent gender-based violence and ways of managing incidents, receiving an increased profile within the sport. Creation of the code was followed, in 2016, by changes to the Austrian Karate Association rules and regulations to include the mandate that all coaches sign up to the code.

### ***Belgium***

#### **BELGIAN FOOTBALL VERSUS HOMOPHOBIA 1 – 0**

*The Football+ Foundation, Voetbalfederatie Vlaanderen (the Flemish Football Federation), L'Association des Clubs Francophones de Football (the French Football Federation), the Pro League, the National Football League, and the Belgian Supporters Federation*

The Royal Belgian Football Association's 'Captains of Change' project aimed to foster a welcoming and inclusive football environment for LGBT-people. Project was managed by the Football+ Foundation, which is a social responsibility organisation within Belgian football, and involved various football federations, as well as the Flemish and federal government. The project involved the creation of an education toolkit to assist clubs in the development of their own LGBT action plan, and an interactive workshop to help professional and grassroots football clubs make their club more inclusive. The workshop included examples of incidences of (forms of) gender-based violence for discussion, specifically physical violence against a footballer who identifies as LGBT, and verbal gender harassment of an athlete by a coach. To raise awareness of the project, two national campaigns, known as the Rainbow Laces campaigns, were also launched with first and second division football clubs, wherein teams wore rainbow-coloured laces in their boots to draw attention to LGBT discrimination in football. A section about LGBT discrimination in football was also added to education courses for coaches and officials (such as referees, stewards, and security staff). Finally, a call to action was issued to grassroots football clubs to follow the example of professional clubs by creating a welcoming and inclusive football environment for LGBT people.

### ***Croatia***

#### **THE COMMISSION OF GENDER EQUALITY IN SPORT**

*The Croatian Olympic Committee*

The Commission of Gender Equality in Sport was founded in 1996 by the Croatian Olympic Committee. It aims to raise awareness of the role of women in sport, stimulate research about women in sport, promote the inclusion of women in decision-making roles in sport, increase media representation of women in sport, and combat gender-

based violence in sport, among other issues. Specifically, the work of the Commission is focused on all forms of violence, including sexual violence, sexual harassment, discrimination, and homophobia. As such, it is the only organisation that deals directly with the issue of gender-based violence in sport in Croatia. Its work around gender-based violence prevention falls in two broad areas: 1) it works within the Croatian Olympic Committee to make changes and adopt policies to combat gender-based violence in sport, and 2) it works with athletes to organise conferences, training events and other activities on gender-based violence in sport. The Commission also serves as an advisory and complaints body for athletes who would like information on or to report incidences of gender-based violence in sport. In 2007, the Commission, the Croatian Olympic Committee, and the Ministry of Science, Education and Sport (MSES) jointly founded the so-called 'Network of Coordinators in Counties and National Sports Federations'. The Network promotes the prevention of gender-based violence in sport, and convenes meetings once or twice a year where the topic of gender-based violence in sport is discussed. Finally, in 2015 the Commission organised a special seminar entitled 'Sport as a Safe Place for Women and Girls', where the harassment and abuse of women in sport was discussed alongside the measures required to prevent gender-based violence in sport.

### **Cyprus**

#### **NATIONAL STRATEGY AND ACTION PLAN FOR THE FIGHT AGAINST CHILD SEXUAL ABUSE AND SEXUAL EXPLOITATION AND CHILD PORNOGRAPHY**

*The Republic of Cyprus*

The National Strategy for the Protection of Children from Sexual Abuse, Sexual Exploitation and Child Pornography constitutes the central document from the government of the Republic of Cyprus on the implementation of policies, measures and other initiatives aimed at protecting children from sexualised violence. The Strategy promotes a holistic and child-centered approach to the protection of children from sexual abuse, sexual exploitation and pornography, and to the development of prevention and support initiatives for children affected by these in the country. Among other things, the Strategy spells out the roles, responsibilities and procedures of governmental institutions in relation to protecting children from sexual abuse and sexual exploitation, and refers to sport as a specific site where sexualised violence occurs. The Strategy also includes an action plan on how the various sectors of society should implement the Strategy. This section notes the responsibilities of the Cyprus Sport Organisation, which manages sport in the country through the implementation of National Sport Programmes to sport federations, clubs, and the public, in implementing the Strategy. To this end, the Cyprus Sport Organisation agreed to devise an information document that will be sent to all sport federations in 2016 on the legal responsibilities of adults working with children in sport and the legal requirement for such adults to undergo a criminal history check. The document will also include details of the requirement that anyone involved in sport must report incidences of child sexual exploitation or abuse to the police. In addition, the CSO will develop a manual for distribution to CSO members in 2016-17 on identifying the risk factors for and signs and symptoms of sexual abuse and sexual exploitation and establishing procedures for reporting incidents. Between 2016-19, the CSO also plans to develop an educational programme for adults who work with children in sport (specifically coaches) on sexualised violence against children in sport.

## 'WOMEN IN SOCIETY AND SPORT' CONFERENCE

*The Cypriot National Olympic Academy, the International Organisation for Promoting Women in Europe, and the Women and Sport Committee of the Cyprus Sport Organisation*

In March 2013, a one-day public conference on the theme of 'Women in Society and Sport' included, for the first time, presentations on sexual abuse and sexual harassment in sport. The two presentations – one reporting empirical research, and the other reflecting on the speaker's involvement in a 2012 European conference on the prevention of sexual and gender harassment and abuse in sport<sup>94</sup> - kick started action on preventing sexual harassment and abuse in sport in the country. Following the conference, the Cyprus Sport Organisation's Women and Sport Committee, with the backing of the committee's president, signed the recommendations to the European Commission, developed a code of conduct relating to sexual harassment and abuse in sport, and proposed a series of preventative actions, including the development and implementation of the educational workshops and campaigns contained within the National Strategy for the Protection of Children from Sexual Abuse, Sexual Exploitation and Child Pornography.

### **Denmark**

#### **A GOOD SPORT ENVIRONMENT FOR YOUTH**

*The National Olympic Committee and Sport Confederation of Denmark*

'A Good Environment for Youth' is a club education and development programme that aims to develop positive and healthy behaviours among athletes aged 13- to 19-years-old and retain young people within sports clubs. The programme was created in 2003 by the National Olympic Committee and Sport Confederation of Denmark, and is offered to all 55 national sport federations in the country. Participating clubs are expected to sign up a youth coach, an athlete and a club board member for the programme to receive a certificate and Dkr.3000 from the National Olympic Committee and Sport Confederation of Denmark. The programme covers a range of topics including how to involve children and young people in the club's organisation and activities, developing effective youth policies, the importance of strong parent-club cooperation, and the advantages of reaching out to other organisations in the local or regional community. While none of these themes specifically refer to gender-based violence, all are relevant to prevention as they have the potential to create a more open and transparent club culture in which (youth) athletes are empowered, thereby reducing the likelihood that (forms of) gender-based violence such as sexual abuse would be tolerated in this setting.

### **France**

#### **NATIONAL COMMUNICATION AND AWARENESS-RAISING CAMPAIGN REGARDING SEXUAL VIOLENCE IN SPORT**

*The Ministry of Health, Youth and Sport, and the French Olympic and Sport Committee*

In 2008, a nationwide campaign to raise awareness of sexual violence and its prevention in sport was jointly launched by the Ministry of Health, Youth and Sport, and the

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<sup>94</sup> This was the final conference for the EU project "Better, Safer, Stronger: Prevention of Sexual and Gender Harassment and Abuse in Sports", see: <https://www.dsj.de/handlungsfelder/europaeisierung/euprojekte/safer-better-stronger/>

National Olympic and Sport Committee in France. The campaign formed part of a comprehensive four-pronged strategy, summarised in a National Action Plan, that also included the creation of charter on the prevention of sexual violence, awareness-raising actions in sports organisations (federations, regional leagues and clubs), and the development of training on the topic for staff such as coaches. The national campaign aimed to promote the universal right to bodily integrity and challenge the guilt suffered by those affected by sexual violence in sport. It also aimed to encourage reporting of incidents of sexual violence by breaking the silence around the topic and providing information on measures in place to prevent sexual violence in sport, such as existing legal provisions and designated people at a local level who can be contacted about sexual violence. The campaign covered various forms of sexual violence in sport, including sexual harassment, grooming, sexual assault, rape, and homophobic violence. The campaign promoted these messages by disseminating 22,000 posters, 220,000 leaflets, and 266,000 copies of an information briefing nationwide and across all levels of sport (clubs, federations, and sport institutes) between 2008-10, alongside initiatives held at a local and regional level to promote the campaign and raise awareness of sexual violence in sport. A nationwide helpline for reporting incidents of sexual violence was also established between 2008 and 2012 as part of the campaign. The campaign was complemented with a DVD of four videos depicting incidents of sexual violence in sport which were discussed during awareness-raising initiatives.

### **LEGAL GUIDE FOR THE PREVENTION AND ELIMINATION OF UNETHICAL BEHAVIOUR, VIOLENCE AND DISCRIMINATION IN SPORT**

*The Ministry of Urban Areas, Youth and Sport*

The Legal Guide for the Prevention and Elimination of Unethical Behaviour, Violence and Discrimination in Sport was first published in 2013 and was updated in 2015. It covers various forms of unethical behaviour in sport, such as sexist behaviour, homophobia, sexual harassment, sexual assault and rape. It provides the legal definitions of various forms of discrimination, unethical behaviour and violence, including how these may manifest themselves in sport, applicable legislation for prosecuting such cases, and recommendations for preventing such violence and for assisting those affected. It also makes clear the responsibilities of athletes, coaches, managers, and other sport stakeholders in relation to preventing and managing violence, unethical behaviour and discrimination in sport. The guide is aimed at everyone involved in sport who undertakes training validated by State authorities, as well as sport organisation managers. The guide contains action sheets and legal advice guidelines specifically on (forms of) gender-based violence and homophobia and illustrative examples.

### **Germany**

### **STRONG NETWORKS AGAINST VIOLENCE: NO VIOLENCE AGAINST GIRLS AND WOMEN!**

*The German Olympic Sports Confederation*

The campaign 'Strong Networks against Violence: No Violence against Girls and Women' was initiated in 2008 by the German Olympic Sport Confederation (Deutscher Olympischer Sportbund, or DOSB), the umbrella organisation for all governing bodies and sport clubs in Germany. The campaign serves as a platform for the prevention of violence against women and girls *in* and *through* sport and aims to strengthen women's and girls' self-confidence through sports by offering self-defence and assertiveness

training. The campaign is supported by a network of partners, including several martial arts sport federations, local sports clubs, women's organisations, and victim support groups. Local sports clubs, which apply to take part in the campaign, receive support for its implementation from local branches of these partner organisations. The involvement of local counselling and advisory services and victim-support organisations for women and girls creates strong local networks working against violence both within and beyond sport. The campaign offers introductory assertiveness and/or self-defence activities exclusively for women and girls in cooperation with partner martial arts sport federations. These activities range from 2-3 hours' long through to one-day workshops and/or lectures and presentations. Written guidelines are provided on these activities by the German Olympic Sport Confederation, which include details of their content, the underlying principles of the campaign, and the duration of each activity. In this way the campaign provides tools for improving women's and girls' physical fitness, self-defence capabilities, and overall wellbeing. In total, clubs and organisations involved in the campaign offer more than 200 local events for women and girls annually. The German Olympic Sport Confederation promotes the campaign through its website, where information and resources such as fliers press releases, posters and information brochures are available free to download.

### **Greece**

#### **CAMPAIGN TO END SEXUAL ABUSE OF CHILDREN "1IN5": AWARENESS AND PREVENTION IN SPORT**

*Ms. Elena Rapti, Hellenic Parliament Member, member of the Greek Delegation to the Parliamentary Assembly of the Council of Europe, member of the Parliamentary Network to end the sexual abuse of children and coordinator of the campaign of the Council of Europe "ONE in FIVE" in Greece*

The '1in5' campaign aims to equip children, families/carers, and those in the children's environment with the knowledge and tools to prevent and report sexual violence against children in sport. The campaign targets local, national and international policy-makers and legislators; national and local professionals and practitioners working with children, young people and their families, institutions and communities; national human rights institutions, including those dealing specifically with children's rights; leaders of faith and religious communities, and voluntary youth and community groups; civil society organisations; members of academia; national and international NGOs and their coalitions; the media; and the private sector (in particular the tourism and entertainment industries, Internet service providers, etc.). To accompany and promote the campaign, a series of educational and awareness-raising resources have been developed, including handbooks and information brochures about The Council of Europe 'Convention on Protection of Children against Sexual Exploitation and Sexual Abuse'; reports and thematic studies that detail research on the topic and innovative ways of tackling sexual abuse; and educational materials developed for children based on a Council of Europe campaign called 'the Underwear Rule'<sup>95</sup>, which seeks to teach children about appropriate and inappropriate touching, how to manage this and where to go for help.

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<sup>95</sup> See: [http://www.underwearrule.org/Default\\_en.asp](http://www.underwearrule.org/Default_en.asp)

## Hungary

### **PRESENTATIONS ON SEXUAL VIOLENCE IN SPORT INTEGRATED INTO TWO CONFERENCES FOR COACHES ORGANISED BY THE HUNGARIAN COACHES' ASSOCIATION**

*The Hungarian Coaches' Association*

The topic of sexual violence was included for the first time at a conference in 2014 on the theme of 'The Ethics of the Coaching Profession' that was organised by the Hungarian Coaches' Association. The conference included a presentation reporting the results of a UNICEF Hungary empirical study on sexual violence in sport, as well as other presentations on coaching ethics, ethical issues in coach education, and legal aspects of ethical conduct in sport from the president of the Hungarian Fair Play Committee, academics, and a representative from the Ministry of Human Capacity, respectively. The president of the Ethical Committee of the Hungarian Coaches' Association, who authored the country's Code of Ethics for Coaches, also delivered a speech titled 'The need for a Code of Ethics for Coaches'. Following the conference, the Code of Ethics for Coaches was reprinted and redistributed. The updated Code outlines the role of the coach as an educator in the lives of young athletes, and provides details of appropriate coach behaviour, though it stops short of mentioning child protection or children's rights. The Code, which is the only document in Hungarian sport that addresses any form of gender-based violence, prohibits sexual relationships between coaches and athletes and urges coaches to avoid physical contact with athletes unless necessary to teach the sport safely. The inclusion of sexual violence in the conference hosted by the Hungarian Coaches' Association has resulted in more attention being given to the topic in other conferences.

## Italy

### **PROJECT AGAINST GENDER-BASED VIOLENCE IN SPORT: "HEART - THE ONLY MUSCLE TO TRAIN TO BEAT A WOMAN"**

*Extra-fondente Open Source (EOS) in cooperation with Emilia's UISP Regional Committee (the Italian Association of Sport for All), and local sport organisations (the Association Lame and the Association Rugby Pieve)*

In recognition that there were no initiatives in Italy aimed at tackling gender-based violence in sport, the non-profit organisation Extra-fondente Open Source (EOS) explored initiatives in place in other EU Member States in order to develop their own initiative in this area. The result was 'Project against gender-based violence in sport: Heart - The only muscle to train to beat a woman', which aims to promote respect towards women. The project is underpinned by the understanding that sport is an important context for the development of models of behaviour and healthy/unhealthy gender identity. The project includes five key actions: 1) a booklet containing information on gender-based violence and the importance of respecting difference was produced for coaches to use with children. The booklet, which was written by EOS staff and sports coaches and managers to ensure it is meaningful to the sports contexts, was based on the handbook *Coaching Boys into Man* (Family Violence Prevention Fund, 2005). It also contains information sheets on, among other things, ways of managing violent behaviour; 2) training workshops were delivered to coaches, managers, and athletes' parents; 3) gender-based violence was included in prevention-focused activities already being delivered in schools by project partners to raise awareness of the problem; 4) a website was established for the project containing, among others, information on

gender-based violence, downloadable versions of all the resources that have been developed for the project, and links to international websites on the topic; 5) 2,000 thousand T-shirts were distributed to project participant to raise awareness of the initiative.

### **"OFFSIDE: SPORT AGAINST VIOLENCE. INFORMATION AND TRAINING INITIATIVES FOR SPORT INSTRUCTORS"**

*Mal.Ab Group (Expert Inter-Institutional Group against severe Maltreatment and Child Abuse), the Italian National Olympic Committee (CONI) of Trieste and Regional School of Sport*

Representatives from Mal.Ab, a professional organisation founded in Trieste in 1998 that works to fight child maltreatment and abuse, identified sport as a context where awareness of violence against children should be promoted. In cooperation with the School of Sport of Regional CONI of Friuli Venezia Giulia, expert members of Mal.Ab designed and delivered a training course for coaches and sports instructors that aimed to raise awareness of and prevent bullying, violence, maltreatment and sexual abuse of children in sport and other community settings. The five-day training course covered, among other things, definitions of and the consequences for children of violence, abuse, bullying and homophobia; mechanisms for reporting and managing incidents of violence and abuse against children; and information on child protection services in Italy. Mal.Ab members also developed an information booklet to support the training course. The booklet, which was called 'Offside: Sport against Violence - The Role of Sport Staff in Preventing Maltreatment and Abuse against Children and Teenagers', provided information on forms of violence against children, the impact of violence on children, examples of violence and homophobia in sport settings, and information on referring incidents of violence and abuse. The booklet was distributed to attendees of the training course.

### ***Latvia***

### **CABINET REGULATION NO. 77 REGULATIONS REGARDING PROCEDURES FOR THE CERTIFICATION OF SPORTS SPECIALISTS AND THE REQUIREMENTS SPECIFIED FOR A SPORTS SPECIALIST**

*The Ministry of Education and Science – the Sports Federation Council of Latvia*

Cabinet Regulation No. 77 lays down the minimum requirements that sports specialists<sup>96</sup> must achieve in order to become certified and be permitted to work in the field of sport. To achieve certification individuals are required to sit an examination that covers the theoretical knowledge and professional skills of sports specialists. The Sports Federation of Latvia oversees the certification system. Certification is valid for five years, and may be revoked if an individual violates the regulations or ethical standards within sport.

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<sup>96</sup> Sports specialists refers in this regulation to anyone who: implements vocationally oriented sports education programmes, delivers sports training or activities, conducts educational or research work in sport, or who provides assistance to individuals who attend sports training or activities or is participating in a vocationally oriented sports education programme.

## **Luxembourg**

### **TOOLKIT FOR THE PROTECTION OF CHILDREN AGAINST VIOLENCE**

*The ombuds-committee in charge of children's rights*

A working group composed of experts and representatives of non-governmental organisations in the field of child abuse (Alupse - Luxembourg Association for child abuse prevention, Ecpat Luxembourg - End child prostitution, child pornography and trafficking of children for sexual purposes) recently developed a toolkit for organisations that work with children to evaluate the measures they have in place to protect children from violence. The toolkit, which will be disseminated in 2016, is formatted like a questionnaire and split into two sections. One section relates to prevention initiatives and awareness raising, while the other asks questions on the mechanisms in place for managing incidents or suspicions of violence against children and young people. While the questions are not specific to gender-based violence, the questionnaire does contain references to forms of gender-based violence, such as female genital mutilation, rape and other types of sexual violence. It also contains the requirement that organisations ensure non-discrimination based on sex or sexual orientation forms part of their basic ethical principles.

## **Malta**

### **CHILDREN IN GOLF: STANDARDS OF GOOD PRACTICE AND RELATED DOCUMENTS FOR THE PROTECTION OF CHILDREN IN GOLF**

*The Malta Golf Association (MGA)*

The Standards of Good Practice for the Protection of Children in Golf were established in 2006 by the Malta Golf Association to safeguard children in golf. The Standards are based on similar professional standards issued by the NSPCC/Sport England Child Protection in Sport Unit in the UK, the Volunteer Development Agency's publication 'Getting it Right – Standards of Good Practice for Child Protection', and the Children in Golf agency's publication 'Guidelines for Safeguarding Children in Golf'. The Standards make clear that children and young people have the right to enjoy sport free from all forms of abuse and exploitation and provide guidance on managing concerns of abuse, bullying or inappropriate behaviour in golf in the country. They also provide information and the contact details of relevant statutory agencies and organisations offering support and advice on child protection, such as Child Protection Officers, the Agenzia Appogg National Freephone Supportline, the Emergency Police Line, and the Commissioner of Children. The Standards also make clear that police and employment records should be checked when recruiting staff and volunteers, and offer guidelines on the safe use of photography and videos when coaching children, and on the availability and use of changing facilities. The Standards also contain guidelines on best practice for staff accompanying children on residential events and during travel, and on treating accidents and injuries in children and young people to reduce the risk of and opportunities for abuse. The Standards also include template policies on these and other child-related issues to help golf organisations comply with the minimum professional requirements. These include a self-disclosure form for new staff, a reference form for referees, an incident report form, an event photography and filming registration form, and a checklist for trips away. In this way, the Standards serve as a preventive and protective measure for children. The Standards are published online and are applied in any context where children are involved in golf.

## **The Netherlands**

### **FOOTBALL FOR EVERYONE: ACTION PLAN ACCEPTANCE OF HOMOSEXUALITY IN FOOTBALL**

*The National Dutch Football Association (KNVB)*

In 2012, the National Dutch Football Association (*Koninklijke Nederlandse Voetbal Bond*, or KNVB) drew up an action plan on the acceptance of homosexuality in football in collaboration with the John Blankenstein Foundation, an organisation that works to promote acceptance of and equal rights for homosexual people in sport. The action plan aims to put (verbal) homophobic violence and other forms of unacceptable behaviour on the agenda in professional and amateur football to reduce homophobic aggression and violence in the sport and increase acceptance of homosexuality. Implementation of the plan began in 2014. At the professional level of the game, professional football associations were visited to discuss the acceptance of homosexuality in football at board level, and workshops were delivered on the topic. The chair of the KNVB and the chair of the John Blankenstein Foundation attended all these meetings to emphasise the importance of the topic. Meetings were also held with youth coaches where the importance of accepting homosexuality was discussed through the use of short films and interviews. Participants were also given tips for how they could break down homophobia within their own club. The topic of homophobic violence will also be incorporated into all KNVB education courses in future. Meanwhile, at the amateur level of the game workshops were organised for sport clubs at the headquarters of their regional professional football association. The workshops included an LGBT ambassador relating his experiences of homophobia in football. At this level of the game the theme of the Football for Everyone project was expanded to cover acceptance of all forms of diversity and difference (including but not limited to homosexuality). In addition, the role of local confidence counsellors was created. These are the first point of contact for anyone in clubs who has experienced homophobic violence or other inappropriate behaviour, such as bullying, discrimination, physical or sexual violence. Local confidence counsellors are trained by the Dutch Olympic Committee and Sports Federation (NOC\*NSF) and can refer individuals to other experts and/or take preventive action.

## **Slovenia**

### **SPORTIKUS DELEGATE – TRAINING WORKSHOP AND PRACTICAL IMPLEMENTATION FOR COACHES**

*Spolint, Institute of Sport Development*

Sportikus DELEGAT is an initiative that aims to encourage youth sports coaches to develop their skills and knowledge on a range of issues relating to sports ethics, fair play, and the development of a healthy sports environment. One of the topics addressed in the initiative is gender-based violence in sport. Sportikus DELEGAT comprises a training workshop to educate coaches on ethics and fair play, and various tools designed to promote ethics and fair play in sport, including a fair play manual, and the Sportikus fair play flag, which is to be hung at sport events to remind those taking part of the importance of fair play. The training workshop is followed by five weeks of practical in which the tools and values covered in the workshop are to be implemented. The purpose of this is to encourage participants to put the theoretical skills and knowledge they learned in the workshop into practice in real-life coaching situations. Coaches then reflect on how the practical sessions went and the effectiveness of the tools used in a

weekly report. The Sportikus DELEGAT initiative was piloted in 2015, and a second workshop and practical took place in 2016.

### **Spain**

#### **'SPORT AGAINST GENDER VIOLENCE' AND THE AHL TOUCANS' DAY OF PROTEST** *AHL Toucans in-line hockey sports club*

Each year since 2007 the in-line hockey club AHL Toucans from the Catalonia region of Spain has hosted an event to raise awareness of and protest against gender-based violence and gender discrimination in sport. The event, known as 'Sport against Gender Violence', is planned to coincide with the International Day for the Elimination of Violence against Women in November. The event involves holding a Day of Protest that involves two special matches being played - one between a mixed team of under 14-year-old boys and girls, and one between the top women's team club and an-all female team selected from the Catalan region - the club's manifesto against gender-based violence and discrimination in sport being read aloud, and politicians speaking out about the importance of fighting gender-based violence and discrimination in and through sport. In addition, the words 'Sport Against Gender Violence' are written on all the Toucans' team shirts. Politicians, including the General Secretary of the Catalan Government's Sport Department, as well as other in-line hockey clubs and the Catalan Skating Federation all get involved in the Day of Protest to show their support. Other sport disciplines have begun to adopt similar events to protest against gender-based violence in sport.

#### **GUIDE FOR THE PREVENTION OF SEXUAL HARASSMENT AND ABUSE OF WOMEN IN SPORT. GUIDELINES FOR A PROTOCOL**

*The Emakunde-Basque Institute of Women and the Department of Education, Linguistics Politics and Culture of the Basque Government*

The 'Guide for the Prevention of Sexual Harassment and Abuse of Women in Sport' is an 80-page booklet containing information on sexual harassment and abuse. The guide aims to combat sexual harassment and abuse against women in sport by raising awareness of the topic and of behaviours that constitute sexual harassment and abuse in sport, and supporting sports organisations in their development of action plans to prevent these forms of gender-based violence in sport. To this end, the guide is split into three parts. The first part provides definitions of sexual harassment and abuse, relevant legislation and risk factors for such behaviours, and examples of such behaviours in sport. It also contains example measures that can be taken to prevent sexual harassment and abuse against women in sport. These are divided into measures designed to promote gender equality, measures designed to combat sexual harassment and abuse, and measures designed to target coaches' behaviour towards women. The second part of the guide contains advice on producing an action plan against sexual harassment and abuse in sport. This includes template statements for inclusion in an action plan, advice on the context in which such an action should apply, information on applicable legal frameworks and on mechanisms for managing incidents, and details of information that should be provided to those affected. Finally, the third part of the guide contains links to relevant documents and organisations.

## **Sweden**

### **GREYZONE, BORDERLINE, CLEAR**

*The Swedish Agency for Youth and Civil Society (Myndigheten för ungdoms- och civilsamhällsfrågor, or MUCK), in association with The Swedish Confederation of Sports Education (SISU), The Swedish Confederation of Sports (RF), and Stockholm Athletes.*

'Greyzone, Borderline, Clear' is a website where information on sexual violence and the abuse of children in sport is collated to help raise awareness of the issue and provide information and support for sports associations and youth sports coaches on implementing prevention measures. It was created by the Swedish Agency for Youth and Civil Society (MUCF) with the support of the Swedish Sports Confederation (RF), the Swedish Confederation of Sports Education (SISU), and Stockholm Athletes. The charity Save the Children was also involved in the website's creation and continues to promote it. The website is divided into two sections, which include information from a variety of stakeholders (e.g. from victims, from the legal sector, from academia): 1) 'Why?', which covers why sexual violence and abuse occur in sport and the reasons sports associations should implement prevention measures, as well as providing tools to help identify sexual violence and abuse in sport, and 2) 'How?', which discusses ways of preventing and managing sexual violence and abuse in sport, including offering examples used by other sport associations, such as awareness-raising initiatives and approaches to managing incidences in sport. As such, the website serves as a hub for information on sexual violence and abuse in sport and also beyond it – other organisations including The Salvation Army and organisations from the Swedish mainstream media, the women's shelter movement, and the scout movement, have also begun to provide links to the 'Greyzone, Borderline, Clear' website.

## Annex 4. Selected good practices in the field of prevention of gender-based violence in sport

### Preventing Sexual Harassment and Abuse in Sport at International Level

**TIMEFRAME:** 2012 – Ongoing

#### Abstract

In its mission to protect the health of athletes at the international level, the Medical Commission (MC) of the International Olympic Committee (IOC) organised the 'Sexual Harassment and Abuse in Sport' conference in 2006. This conference resulted in the development of a set of guidelines for prevention and early intervention in cases of sexual harassment and abuse in sport. To further address and raise awareness about the latter, the Executive Board of the IOC adopted a Consensus Statement on 'Sexual Harassment and Abuse in Sport' in 2007. The IOC acknowledged that sexual harassment and abuse happen in all kind of sports and at all levels but especially at the elite level. Following the release of the Consensus Statement, the IOC released in 2012 an educational website focusing on sexual harassment, sexual abuse and gender harassment of athletes. To increase its dissemination potential, the website has two main targets, sport organisations and associations, and athletes and coaches. The Sexual Harassment and Abuse (SHA) in sport website is available in six languages and includes a theoretical part to explain key concepts, as well as a more practical section with nine interactive videos. Describing different scenarios, these videos provide the public with guidelines to recognise risk factors surrounding sexual abuse and harassment in sport and provide a set of preventive measures. While the IOC should be congratulated for its effort to raise awareness about this topic, the actual impact of this initiative has not been measured yet.

#### Description

#### Background

The International Olympic Committee's (IOC) Medical Commission is responsible for promoting and protecting the health of athletes, as well as combatting sexual harassment and abuse in sports. To this end, a conference on 'Sexual Harassment and Abuse in Sport' was held in October 2006 in Lausanne (Switzerland). A panel of participants composed of leading sports psychologists, sociologists, psychiatrists and policy experts from around the world and elite athlete advocates attended the conference to review existing scientific literature and produce guidelines for the prevention of and early intervention in case of sexual harassment and abuse incidents. The guidelines contain seven recommendations for sports organisations:

1. develop policies and procedures for the prevention of sexual harassment and abuse;
2. monitor the implementation of these policies and procedures;
3. evaluate the impact of these policies in identifying and reducing sexual harassment and abuse;
4. develop an education and training programme on sexual harassment and abuse in sport;
5. promote and exemplify equitable, respectful and ethical leadership;
6. foster strong partnerships with parents/carers in the prevention of sexual harassment and abuse;
7. promote and support scientific research on these issues.

In 2007, the Executive Board of the IOC adopted a Consensus Statement on 'Sexual Harassment and Abuse in Sport'<sup>97</sup>. This document defines the problems, identifies risk factors and provides guidelines for prevention of sexual harassment and abuse in sport. The main goals of the Consensus Statement are to improve the health and protection of athletes through the promotion of an effective prevention policy, as well as to increase the awareness of these problems among the people in the entourage of athletes.

### **An educational website to raise awareness about sexual harassment and abuse in sport**

Following the Consensus Statement, in 2012 the IOC released an educational website on the topic of sexual harassment, sexual abuse and gender harassment of athletes. The website contains theoretical information about sexual harassment and abuse, gender harassment, homophobia and hazing, as well as references to scientific literature. The website also provides access to nine interactive video testimonials of athletes (played by actors) who experienced these behaviours. After watching a short testimony, some general information about what a person can do as a coach, an athlete, or a sport organisation. To sum up, the website provides information about: what sexual harassment and abuse are, how to read the signs, what the existing myths on this topic are, how to prevent sexual harassment and abuse, and how to put a prevention policy in place. The information is clear and simple, and accessible in six languages: English, German, French, Spanish, Russian and Chinese. These languages were chosen based on the absolute participation rates in sport worldwide. The website targets two specific audiences: 1) sport organisations and associations, and 2) athletes and coaches. Each target group has a separate entry-point to access customised materials.

### **Giving initial boost and visibility to the website**

In January 2012, the website was launched during the Youth Olympic Games in Innsbruck (Austria), and communicated through an international press release. The Youth Olympic Games promote educational experiences for all participating young athletes. An 'educational passport' is used to stimulate athletes to participate in a range of workshops and information sessions. This event was an excellent opportunity to present the website to the specific target population of young elite athletes and their entourage. During the Youth Olympic Games, the informational booth devoted to the topic of sexual harassment and abuse was permanently staffed with an IOC employee, who was assisted by volunteers with expertise in trauma counselling. Athletes with complaints or questions could directly ask support throughout the two weeks' duration of the Games.

### **Outcomes and Strengths**

By launching this website, the IOC aimed to raise awareness on sexual harassment and abuse in the world of sports. The content of the website was developed using information of a literature review which was performed when drafting the Consensus Statement, and an ad hoc working group of key experts in the field. The website translates academic knowledge from the available scientific literature on sexual harassment and abuse in sport from the last two decades into practical knowledge for sports organisations' officers, coaches and athletes. Providing a reader-friendly informative website is a direct way to increase knowledge about this topic in sports organisations and in the sports community in general. By making this information available to athletes, coaches and sport organisations, the IOC raises awareness on the topic.

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<sup>97</sup> See: [http://www.olympic.org/assets/importednews/documents/en\\_report\\_1125.pdf](http://www.olympic.org/assets/importednews/documents/en_report_1125.pdf)

By publishing a new Consensus Statement on harassment and abuse in sport in 2016<sup>98</sup>, the IOC shows that the organisation prolongs its commitment. While the 2007 statement focusses on sexual harassment and abuse only, the new Statement aims to cover a wider array of non-accidental types of violence against athletes, such as psychological and physical abuse, hazing and bullying. The support from the IOC Executive Board and other departments has proven that athlete health protection is taken very seriously. During the development of the website, the IOC Executive Board, the Communications Department, the Sport Department, and IOC Medical Commission were very supportive and collaborative on taking up and developing this initiative. The IOC expanded its harassment and abuse interventions at the 2016 Olympic Games in Rio and established a working group on harassment and abuse within the IOC Commission.

In the years after the launch of the website, the practice promoter has received positive feedback from international sport federations and national Olympic committees. Although the practice did not undergo a formal evaluation yet, these reactions indicate an encouraging uptake in the international sports world. The IOC uses its enormous cultural power to demonstrate leadership on this issue and to set the bar for partner organisations.

The multilingual feature of this website can be considered one of its main strengths. Offering six different languages makes this practice accessible to wider audiences around the globe, and transferable to other settings. By specifically addressing sport federations, coaches and athletes, the website provides a tailored approach depending on the user's role in sport. The example scenarios featured in the interactive videos are recognisable to a wide audience and consider different target groups, including male and female athletes, children and adults, LGBTQI sportspersons, elite athletes and sportspersons from ethnic minorities, which acknowledge the different dimensions and vulnerable subgroups that are at risk of experiencing harassment and abuse.

### **Limitations**

While the practice promoter has received encouraging feedback from international sport organisations and national Olympic committees after the launch of this website, no formal monitoring or evaluation process has taken place yet. As such, the efficacy of the website is unknown. A proper evaluation of the website, its content and its visitors is required to make improvements and assess its effectiveness.

While the website is freely accessible online, it is only available for people who know where to find it. Other than on the main IOC website, international sport organisations and national Olympic committees do not seem to integrate or make reference to this sexual harassment and abuse website on their homepages or social media. To increase the dissemination of the website, the IOC could invest in stimulating international sport organisations and national Olympic committees to communicate about the website using different communication channels.

While the symbolical power of the IOC, the world's most influential sports organisation, cannot be underestimated, the IOC does not have the mandate nor the power to force sports organisations to address sexual harassment and abuse. The IOC cannot oblige the national Olympic committees or sport federations to set up prevention initiatives or procedures to handle cases of sexual harassment and abuse. This clearly hampers the organisation's capacity to bring about change in other organisations.

<sup>98</sup> See: the IOC Consensus Statement Harassment and Abuse (non-accidental violence) in Sport:  
<http://bjsm.bmjjournals.com/content/early/2016/04/26/bjsports-2016-096121.abstract>

Although the website seems to be fulfilling its purpose of raising awareness of different audiences, other actions need to be planned to support the change of attitudes and behaviours in relation to sexual harassment and abuse in sport.

### **Lessons Learnt**

This practice is an example of how scientific knowledge can be translated into an informative tool that is accessible to sport organisations, coaches and athletes. Building such a website requires the involvement of experts on the topic, who provide solid empirical evidence. The IOC succeeded in establishing a network of international experts who were able to provide and discuss scientific findings and translate them into practical information for the sports community.

In order to maximise its potential impact, the IOC has interconnected other initiatives with the launch of this website. The development of the Consensus Statement and the organisation of educational sessions during the Youth Olympic Games show that the IOC addresses the topic from different angles.

The absence of a rigorous evaluation and monitoring system, and the fact that the IOC cannot force (inter-)national sport organisations to take actions are significant weaknesses of this practice. In this way, the IOC is not able to effectively use its power to urge the sports world to take more resolute actions. The IOC's actions can be optimised if they encompass a monitoring and evaluation system that allows for redressing issues and transforming weaknesses into strengths. If users and target groups are listened to, the website, and its interconnected initiatives, will better fit its target audiences and be more likely to reach their full potential.

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### **Further Information**

Educational website: <http://www.olympic.org/sha>

Nine interactive video clips: <http://sha.olympic.org/>

The IOC Consensus Statement Sexual Harassment and Abuse in Sport:  
[http://www.olympic.org/assets/importednews/documents/en\\_report\\_1125.pdf](http://www.olympic.org/assets/importednews/documents/en_report_1125.pdf)

## Empowering Young People to Prevent Gender-Based Violence in and through Sport

**Sport respects your rights – empowering young Europeans in sport for a culture of respect and integrity against sexualised violence and gender harassment**

**TIMEFRAME:** 2013-2015

### Abstract

Sport Respects Your Rights (SRYR) was a transnational EU-funded project ran by a consortium of eight partners representing Austria, Germany, Italy, the Netherlands, Poland, and the UK (2013-2015). The goal of SRYR was to prevent and combat gender-based violence in youth sport and develop a culture of respect in sport. SRYR adopted an empowerment approach to encourage young people aged 16-22 years old to reflect on, act and protect themselves against gender-based violence in and through sport. Young people in each partner country were given a platform to develop their own campaigns through which they raised awareness of gender-based violence among peers in and beyond sport. This participatory process allowed young people to become active agents of social change. The youth-led campaigns incorporated workshops on preventing gender-based violence for young people in sport, and designing and distributing awareness-raising videos and posters. Each project partner also developed a multi-sector network to create long-lasting synergies to fight gender-based violence in sport.

### Description of The Practice

#### Background

Sport Respects Your Rights (SRYR) was funded by the European Union DAPHNE III Programme from 2013 to 2015. It was coordinated by SportUnion Austria<sup>99</sup>, German Sport Youth (Deutsche Sportjugend)<sup>100</sup>, the European Non-Governmental Sports Organisation (ENGSO Youth)<sup>101</sup>, and the German Sports University Cologne. The DAPHNE III funding programme was launched by the European Commission with the aim of preventing and combatting violence against women and children and protecting at-risk groups. SRYR was implemented by eight partner organisations from six different countries: Austria (Austrian Athletics Federation, and SportUnion Austria), Germany (DJK Youth, and German Sports Youth), Italy (Italian Aerobic and Fitness Federation), the Netherlands (the Dutch Olympic Committee and Sports Federation, or NOC\*NSF), Poland (Campaign Against Homophobia), and the United Kingdom (Edge Hill University). The SRYR project built on the network and exchange of good practice begun in the EU-funded project 'Safer, Better, Stronger: Prevention of Sexualised Violence in Sports: Impulses for an Open, Secure and Sound Sporting Environment in Europe' (2012-2013)<sup>102</sup>, which was led by Deutsche Sportjugend.

SRYR aimed to empower young people to prevent and combat gender-based violence in youth sport and contribute to the development of a culture of respect in sport. Mentoring advice was provided by the project leaders to partner organisations throughout the project. Implementation of SRYR was based on a two-tier process:

- 1) a bottom-up process that involved training SRYR leaders (young people and adults) as 'multipliers' to cascade their knowledge to others to build capacity, and

<sup>99</sup> See: <http://sportunion.at/de>

<sup>100</sup> See: <https://www.dsj.de/>

<sup>101</sup> See: <http://www.youth-sport.net/>

<sup>102</sup> See: <https://www.dsj.de/handlungsfelder/europaeisierung/eu-projekte/safer-better-stronger/>

- 2) a top-down process that involved building cross-sector networks to support the sports sector in the fight against gender-based violence.

### **Cascading training with young people and developing youth-led campaigns**

SRYR was implemented by eight partner organisations across the six participating countries. As part of the bottom-up process of implementation, partner organisations recruited 22 local sport and/or youth organisations. Three people (two young people from these local sports organisations/youth groups, plus one (adult) member of the partner organisation) were identified as 'multipliers' and attended two five-day central SRYR training sessions in Europe held by the leaders of the transnational project. Training covered sensitisation to the topic of gender-based violence, information and statistics on the issue, approaches to facilitate peer education workshops, empowerment strategies, communication skills, and ways of developing young people's self-esteem. Local workshops were also held in each participating country where these trained multipliers taught other interested young people, known as 'youth leaders', how to develop empowering promotional campaigns. The multipliers and youth leaders then cascaded this training to other young people through SRYR workshops in their home countries.

Local partner organisations and multipliers/youth leaders developed their own campaigns to raise awareness of gender-based violence in and beyond sport. The topics of the campaigns had to link with the project theme of developing respect and integrity in sport. Most campaigns focused on preventing specific forms of gender-based violence but some covered other issues such as racism, eating disorders and emotional violence in sport. The adult multipliers from partner organisations were responsible for ensuring a safe environment for the workshops and campaigns, and developed a 'First Aid Plan' of procedures for dealing with complaints and concerns in case any young person needed support. Many teams invited professionals from local child protection organisations to help with this.

### **Building cross-sector networks**

As part of top-down process of implementation, partner organisations also developed local multidisciplinary networks of relevant stakeholders. These were intended to build the SRYR network, disseminate the campaigns and develop strategies for progressing the SRYR agenda during the project, and to try and sustain it after funding ended. These networks included sport and social organisations, universities, child protection experts, human rights activists, and politicians.

### **Outcomes and Strengths**

One of the major successes of the SRYR project was its reach within the participating countries and across Europe. The eight participating partner organisations recruited a total of 22 local organisations or groups. These local organisations appointed two youth multipliers and one adult multiplier so, in total, 52 participants received central SRYR training in Europe. These multipliers went on to deliver 34 workshops to a total of 514 young people aged between 16-22 years old across the six participating countries. In addition, according to the most recent figures dating from February 2015, two months before the end of the project, the youth-led campaigns to empower and sensitise young people on topics relating to developing integrity and preventing gender-based violence in sport had been disseminated to 2,061 young Europeans – well above the project target of 1,200 young people. In total, 20 network meetings were also held. As such, a large number of young people were exposed to the SRYR project.

The project's focus on empowering young people was innovative and allowed young people to feel a sense of ownership for the SRYR project and its aims. This participatory focus encouraged young people to be active agents of social change within their communities, and showed decision-makers that as well as gender-based violence in sport being a topic that young people consider important, young people are also willing and capable of being involved in attempts to combat it. The young people also developed transferable skills such as project management, and developed connections with policy-makers and experts in gender-based violence in and beyond sport.

A degree of evaluation of the SRYR programme was built into the project from the beginning, although this focused on the impact of the SRYR training for young leaders and members of partner organisations rather than the effectiveness of the workshops and campaigns delivered in each country. The leaders of the transnational project included three rounds of questionnaires with participants and systematic group discussions to evaluate the project's implementation and impact on those involved in implementing it. In total, 94% of those involved in delivering SRYR said they had been sufficiently prepared by the central SRYR training, and the same number felt this training had raised their awareness of gender-based violence in sport. In total, 81% said they felt well supported by national partners during the project. Qualitative data indicated that national partners had supported youth multipliers/leaders in various ways, including managing the budget and providing emotional support. Most participants felt the youth-led workshops had helped raise awareness among participants of gender-based violence in and through sport and had prepared them for getting involved in campaigns. Youth multipliers/ leaders universally considered the youth-led campaigns a success, saying they allowed them to develop independent thinking and leadership, be creative and, ultimately, be part of something important.

### **Limitations**

A limitation of the project is that there has been no systematic independent empirical evaluation of the effectiveness of the youth-led workshops and campaigns on preventing gender-based violence or developing a culture of respect in sport. The leaders of the transnational project included three rounds of questionnaires with participants and systematic group discussions that were analysed to monitor and evaluate the project's implementation and impact on those involved in its delivery. While this is to be applauded, it was conducted by the leaders of the project, who were acting as both promoters and evaluators of it. Moreover, while statistics were gathered on the number of young people, the workshops and campaigns reached in each country, no evaluation was conducted into the effectiveness of these on empowering, educating or raising awareness of gender-based violence in and through sport. As such, the success, or otherwise, of these dimensions on preventing and raising awareness of gender-based violence in sport and developing a culture of respect in sport is unknown.

### **Lessons Learnt**

The transnational nature of the project represented a significant challenge as the context for discussing gender-based violence in and beyond sport and existing structures for managing this varied in each country. The transnational project leaders had to take these differing contexts into account when delivering training to make sessions meaningful to participants. The different socio-cultural contexts of the countries involved also impacted on the topics selected for youth-led campaigns. In some countries, taboos surrounding sexual violence constituted a serious obstacle to design a campaign on gender-based violence in sport and to gain support from young people and local organisations. Consequently, the leaders of the transnational project expanded the focus by agreeing that campaigns that aimed to develop a culture of respect in sport could be included even if they did not focus specifically on gender-based violence. Being flexible

and aware of the different socio-cultural contexts in partner countries, maintaining regular and open conversation with project participants, and offering continuous mentoring support for them were crucial to ensuring the project remained viable and to keeping partner organisations engaged and motivated.

Many organisations involved in the project had limited experience of a youth-led project and sometimes lacked knowledge about how best to manage this. Training members of these organisations on ways of supporting and empowering young people without taking over leadership from them was therefore essential. Partners in each country also noted that successful implementation was increased when the lead organisations had well-established links with relevant stakeholders (such as gender-based violence experts and civil society organisations) as this added credibility to the project and these stakeholders were able to promote the youth-led workshops and campaigns within their networks. As such, selecting partner organisations that had experience of working in the field of gender-based violence (in or beyond sport) and that had strong links with relevant stakeholders was crucial for the success of the SRYR project.

The SRYR project's focus on empowering young people makes it one of the few examples of athlete/young people-centred practices relating to gender-based violence in sport. This emphasis on empowerment encouraged ownership of the SRYR project and of the prevention of the gender-based violence agenda among the young people involved, and enabled youth multipliers/leaders to inform other young people about the topic in a meaningful way. The peer-to-peer format of the workshops helped foster 'buy in' from other young people and facilitated discussion among young people, who might otherwise have been anxious that they may say something 'wrong' in front of adult 'experts'. In recognising the capacity of young people to be active agents of change, this approach also allowed the youth multipliers/leaders the freedom to develop new ideas themselves and to build their skills, knowledge and confidence in terms of understanding gender-based violence as well as project management, budgeting, marketing, and leadership.

The sensitive nature of the topic presented additional challenges. It was essential that young multipliers/leaders were supported in managing disclosures of abuse from those participating in workshops and in campaigns' activities. Disclosure procedures were also foreseen for young multipliers/leaders themselves in case they had experienced gender-based violence in or beyond sport. Developing and disseminating clear procedures for dealing with disclosures is therefore crucial. This should be overseen by a responsible adult, ideally someone with experience in this area, to ensure everyone is protected and provided with professional support.

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## Further Information

Sport Respects Your Rights webpage: <http://sport-respects-your-rights.eu/>  
Sport Respects Your Rights final project report: [http://sport-respects-your-rights.eu/wordpress/wp-content/uploads/2015/03/SRYR\\_brochure.pdf](http://sport-respects-your-rights.eu/wordpress/wp-content/uploads/2015/03/SRYR_brochure.pdf)  
Sport Respects Your Rights UK Campaign webpage:  
<http://www.sportrespectsyourrightsuk.co.uk/>  
Sport Respects Your Rights Poland Campaign webpage: <http://reagueje.info.pl/>

Sport Respects Your Rights Austria Campaign webpage: <http://sport-respects-your-rights.eu/sportunion-sterreich/>

## Developing an Information Hub on Inclusive, Safe and Fair Sport: Play by the Rules

**TIMEFRAME:** 2001-present

### Abstract

Play by the Rules was developed in 2001 by the South Australian Department for Sport and Recreation as an interactive education and information website on discrimination, sexual harassment and child protection in sport. It has since expanded nationwide and broadened its focus to developing an inclusive, safe and fair environment in sport, but the prevention and management of sexual harassment and child abuse, especially child sexual abuse, remain central to the initiative. Play by the Rules serves as a hub for anyone involved in sport on training, resources and advice relating to, along with the other issues it focuses on, discrimination, sexual harassment and child protection in sport. Its aim is to build the capacity and capability of sports organisations to prevent and manage discrimination, harassment and child-safety issues in sport. The initiative is supported by a range of federal-, state- and territory-level sport, anti-discrimination, and human rights agencies. These partners promote the Play by the Rules online programme through their networks, alongside their own child welfare, anti-discrimination, and inclusion initiatives. The Play by the Rules website provides information, resources, tools and free online training in preventing and managing sexual harassment and child abuse, particularly child sexual abuse. Through the provision of this information, Play by the Rules encourages sports organisations to develop and implement policies, procedures and systems on inclusion, welfare and safety in sport in an attempt to effect long-lasting cultural change and make sport a more inclusive, safe, and fair space for all.

### Description of the Practice

#### Developing partnerships

Nineteen organisations serve as partners to the initiative<sup>103</sup>, integrating Play by the Rules' policies and resources within their child welfare, anti-discrimination, and inclusion programmes. These partners collate resources and research on inclusion, integrity, safety and child protection in sport to enhance knowledge of these issues. This is distributed through their networks, and through radio and television advertisements and promotional materials, such as free posters, fliers and an online magazine. Australian athletes support the initiative by participating in advocacy campaigns.

#### Training for sport stakeholders

Play by the Rules has developed two training courses for different sport stakeholders:

<sup>103</sup> These are: The Australian Sports Commission, the Northern Territory Anti-Discrimination Commission, the Victoria Equal Opportunity and Human Rights Commission, Equal Opportunity Tasmania, the Equal Opportunity Commission of South Australia, the Office of the Children's Guardian, the Australia Human Rights Commission, the ACT Government, the Tasmanian Government, the Equal Opportunities Commission Western Australia, the Anti-Discrimination Board of New South Wales, the *Anti-Discrimination Commission Queensland*, the Northern Territories Government, the New South Wales Government, the Government of South Australia, the Victoria State Government, the Queensland Government, the Department of Sport and Recreation, and the Australian and New Zealand Sports Law Association.

1) Training for Member Protection Information Officers (MPIOs), who are designated people within sports organisations with responsibility for providing information on complaints procedures. This training is available for free or at a nominal charge as a three-hour workshop that is followed up by an online course. The course covers the MPIO role; complaint resolution procedures; definitions of child protection, harassment and discrimination; and ethical and practical considerations relating to the MPIO role. Individuals who complete 90% of the course and pass the online test receive a certification number that is required to register as an MPIO<sup>104</sup>.

2) A child protection, harassment and discrimination course for anyone in sports organisations. This covers definitions of discrimination, harassment and child abuse; legislation relevant to equal opportunities and child protection in sport; reporting procedures for allegations; and advice on promoting an inclusive environment in sports organisations. The course is freely available online.

Many sports organisations and government departments mandate attendance at these courses for receipt of professional accreditation and funding.

### **Free educational resources**

The Play by the Rules website offers free resources relating to, among other issues, forms of gender-based violence. These include:

- Factsheets on legislation, risks, and responsibilities relating to sexual harassment, sexual assault, and child abuse in sport<sup>105</sup>,
- A guide to managing gender-based violence such as sexual assault, child sexual abuse, gender-based bullying, and sexual harassment<sup>106</sup>,
- Interactive scenarios that define sexual harassment in sport and provide information on preventing and managing cases, with embedded links to further information<sup>107</sup>,
- A toolkit for clubs<sup>108</sup> with information on developing policies and guidelines on, among other things, sexual harassment and child abuse. This contains a template Member Protection Policy, which includes issues relating to sexual and gender identity in sport.

### **Outcomes and Strengths**

Since its creation in 2001, Play by the Rules has become reasonably well known within sporting circles in Australia, in part due to its high-profile media advertisements and its partnership with numerous federal-, state- and territory-level organisations, both within and beyond sport. As a free one-stop shop for information with downloadable resources and (mostly free or low cost) online training courses, a key strength of Play by the Rules is that it is accessible and available to all. No doubt, because of this, the initiative can reach many people. The latest available figures suggest around 18,000 people have subscribed to the initiative online. This large subscriber base seems to have had some success at making sports organisations safer and more inclusive. A small-scale evaluation of 1,204 people within sport found that 77% of respondents agreed the initiative had enabled them to make their sports club or organisation more inclusive<sup>109</sup>, while 86% said it had enhanced their ability to promote a sport environment free of

<sup>104</sup> Australian Sports Commission, MPIO Education. Available at:

[http://www.ausport.gov.au/supporting/integrity\\_in\\_sport/resources/mpio\\_education](http://www.ausport.gov.au/supporting/integrity_in_sport/resources/mpio_education)

<sup>105</sup> See <http://www.playbytherules.net.au/legal-stuff>

<sup>106</sup> See <http://www.playbytherules.net.au/resources/quick-reference-guide>

<sup>107</sup> See <http://www.playbytherules.net.au/interactive-scenarios/sexual-harassment>

<sup>108</sup> See <http://www.playbytherules.net.au/features-mainmenu/club-toolkit>

<sup>109</sup> Play by the Rules (2015) Making your sport inclusive, safe and fair, p.8.

discrimination and abuse. This accessibility and the fact that the resources available online can be applicable to all sports contexts has encouraged many sports organisations to integrate one or both of the two free Play by the Rules online training courses into their own training programmes for staff/volunteers. Annual evaluation surveys and ongoing shorter feedback surveys embedded within several of the online training resources also ensures the resources available are meaningful to and valued by users. Teaming up with specialist sports, law, human rights and equality organisations at federal, state and territory level is another key strength of Play by the Rules initiative. This collaborative approach has made it possible to share and cross promote the Play by the Rules initiative across a wide range of sectors (including sport and discrimination/equality networks), increasing the initiative's reach, and means there are more resources available to keep Play by the Rules up and running. It also reduces the risk of the initiative folding if any organisation withdraws or reduces its funding, and allows the initiative to harness the knowledge and expertise of actors in the sport, equality and human rights sectors. Finally, as a capability-building initiative, the focus of Play by the Rules on supporting, assisting and educating sport stakeholders about discrimination, harassment and child safety issues encourages sports organisations to take responsibility themselves for these issues, which is more likely than adopting punitive measures to result in organisations 'buying in' to the Play by the Rules message.

### **Limitations**

While it is laudable that the Play by the Rules initiative is evaluated annually, to date the evaluations have been relatively small in scale ( $n = 1,204$ ) compared with the number of people who have subscribed to the initiative ( $n = 18,000$ ). As a result, while the findings to date are broadly positive<sup>110</sup>, it is impossible to conclude with any certainty how widespread these perceptions are. In addition, the most recent evaluation data found that while most respondents suggested the Play by the Rules' resources increased their capacity to ensure their environments are safe, fair and inclusive for all, fewer reported actually taking steps to do this as a result of signing up to Play by the Rules<sup>111</sup>. This highlights the difference between accessing information and taking concrete action, and so it cannot simply be assumed that, because the initiative's website has attained a high number of subscribers, action to make sport more safe, fair and inclusive will automatically occur. Equally due to methodological limitations, the evaluations conducted to date have only been able to identify anecdotal and short-term changes in sports' organisational operating practices and policies; further research is needed to investigate the impact of the initiative on embedding long-lasting cultural change. Similarly, there is no evidence to date relating to which of the facets of the Play by the Rules initiative are most effective or why. On a positive note, the partners behind Play by the Rules are aware of these limitations and are developing a new evaluation system that seeks to identify the short-, medium- and long-term impact of key facets of the initiative, such as the online courses.

A further limitation of the Play by the Rules initiative is that it is only useful to organisations and individuals that know about it. The latest available figures suggest that 15% of respondents were not aware of the initiative at all and of the 12% who reported only limited familiarity with the initiative, 20% of these had never visited the Play by the Rules website<sup>112</sup>. As such, more needs to be done to increase awareness of the initiative and use of the website for Play by the Rules to be optimally effective.

<sup>110</sup> Most respondents said they felt the initiative had enabled them to make their sports club or organisation more inclusive, and that it had enhanced their ability to promote a sport environment free of discrimination and abuse.

<sup>111</sup> See: [https://www.playbytherules.net.au/assets/PBTR\\_Eval\\_2014.pdf](https://www.playbytherules.net.au/assets/PBTR_Eval_2014.pdf)

<sup>112</sup> See [https://www.playbytherules.net.au/assets/PBTR\\_Eval\\_2014.pdf](https://www.playbytherules.net.au/assets/PBTR_Eval_2014.pdf)

Finally, Play by the Rules does not currently provide sports organisations with any mechanism for auditing their current levels of safety, fairness and inclusion, or assessing their progress in these areas. The latest evaluation of the initiative identified this gap and recommended the creation of a self-monitoring tool to assist sports organisations in this regard and that could then be used for marketing/promotional activities and to report on progress to funding bodies<sup>113</sup>. However, this has yet to be enacted.

### **Lessons Learnt**

Teaming up with key organisations in the sport, equality and human rights sectors has benefited the Play by the Rules initiative in several important ways. As well as increasing the network through which the initiative can be promoted to widen its reach, working with these partners enables Play by the Rules to draw on the combined expertise and collective impact of its partners. This allows Play by the Rules to develop a wide variety of resources that are accurate and up to date as well as useful to stakeholders in a range of positions – from those in sports organisations responsible for legal issues to athletes and their parents, designated Member Protection Information Officers (MPIOs), equality officers, and coaches. This holistic approach is more likely to encourage sport stakeholders to accept their personal responsibility for developing an inclusive, safe and fair environment in sport. The involvement of well-established expert agencies in Play by the Rules also enhances the initiative's credibility.

In addition, the strategy of educating and supporting sports organisations in the development of an inclusive, safe and fair environment in sport encourages them to take ownership of the issue and facilitates positive engagement with the topic compared with more punitive, top-down strategies that seek to impose change. The success of this approach is evidenced by the number of sports organisations that use the Play by the Rules resources and have integrated the training courses into their own policy frameworks. Making the resources and training available for free (or at a nominal cost) has been crucial in this regard as it is easier and cheaper for sports organisations to require staff/volunteers to undergo a free course than it is for them to create their own.

Finally, the linking of some federal, state and territorial agencies' funding and accreditation for sport staff/volunteers to successful completion of the Play by the Rules training courses reinforces the importance of sports organisations addressing child protection, sexual harassment and discrimination. It also ensures staff and volunteers that take this and the MPOIs course are receiving standardised and up-to-date information on these topics. This should be expanded to cover all federal, state and territorial agencies' funding and accreditation systems for sport.

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### **Further Information**

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<sup>113</sup> See [https://www.playbytherules.net.au/assets/PBTR\\_Eval\\_2014.pdf](https://www.playbytherules.net.au/assets/PBTR_Eval_2014.pdf)

Play by the Rules website: <http://www.playbytherules.net.au/>

Play by the Rules Booklet (June 2015):

[http://www.playbytherules.net.au/assets/PBTR\\_June\\_2015\\_PDF.pdf](http://www.playbytherules.net.au/assets/PBTR_June_2015_PDF.pdf)

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<http://www.yachting.org.au/wp-content/uploads/2013/10/130228-play-by-the-rules-asc.pdf>

## Austria's Approach to Fight Sexualised Violence in Sport

**TIMEFRAME:** 2014 – 2018

### Abstract

Following the recommendations of the European Commission's Proposal for Strategic Actions on 'Gender Equality in Sport' (2014 – 2020)<sup>114</sup>, the Austrian Federal Minister of Defence and Sports initiated the development of a National Action Plan on Gender Equality in Sport in early 2015. One of the domains covered in this Plan is the fight against sexualised violence in sport. A working group, consisting of representatives and experts of different sports organisations, victim support organisations and academics, was established for co-developing a set of strategic measures to promote gender equality in sport in Austria. The Austrian National Action Plan on Gender Equality in Sport was adopted in September 2015. With regard to the measures to combat sexualised violence in sport, the Plan foresees, among others, the creation of support services for victims, education and training for coaches, athletes, volunteers and professionals, and development of transnational monitoring and screening systems for all applicants for coaching staff and volunteer positions to avoid cross-border activities of perpetrators. The activities listed in the Plan are going to be closely monitored by the Strategic Group and 100%Sport<sup>115</sup>.

### Description of the Practice

#### Following the European initiative

The European Commission's Proposal for Strategic Actions on Gender Equality in Sport (2014-2020) calls on the EU Member States to develop and implement a national strategy<sup>116</sup>. In February 2015, the Austrian Federal Minister of Defence and Sports welcomed this policy initiative by developing a National Action Plan on Gender Equality in Sport (hereafter referred to as 'Plan'). He charged 100%Sport to support and follow up this process. A Strategic Group on Gender Equality in Sport was established as a steering group in charge of the development of this Plan and of the implementation of its measures. This group consists of relevant stakeholders of the Austrian sport community: the Austrian Sport Organisation (BSO), the three governing bodies<sup>117</sup>, four multibranch organisations<sup>118</sup> and 60 sports-related associations.

The Strategic Group was responsible for the successful development of the overall Plan and delegated the work on each of the four priority areas to specific working groups. Sexualised violence in sports was defined as one of the four priority areas to be

<sup>114</sup> European Commission (2014). Gender Equality in Sport. Proposal for Strategic Actions 2014-2020.

<sup>115</sup> 100%Sport, an association closely connected to the Ministry of Defence and Sports, is the expertise centre in equal opportunities in Austrian sport.

<sup>116</sup> See page 27 of the 'Gender Equality in Sport. Proposal for Strategic Actions (2014-2020)'.

<sup>117</sup> Arbeitsgemeinschaft für Sport und Körperfunktion (ASKÖ), Allgemeiner Sportverband Österreichs (ASVO) and SPORTUNION

<sup>118</sup> Austrian Olympic Committee (ÖOC), Austrian Paralympic Committee (ÖPC), Special Olympics Austria and the Association of Impaired People (BSV)

addressed in the Plan. A working group, consisting of members of the 100%Sport, BSO, the three governing bodies and sports related associations, experts of victim support organisations and academic experts, was appointed by the Strategic Group to draft the respective section of the Plan. Measures against sexualised violence in sports were then presented to and discussed with the Strategic Group. The Plan was finalised and adopted in September 2015. It covers the period between 2015 and 2018.

### **Fighting sexualised violence in sport**

Thirteen objectives were defined in the Austrian National Action Plan on Gender Equality in Sport to combat sexualised violence in sports:

1. The Ministry of Defence and Sports and Austrian sports organisations issue clear commitments against (sexualised) violence in sports and for the protection of athletes.
2. Data on gender-based violence and, in particular, sexualised violence in sports in Austria are to be made available.
3. Sport organisations and sports clubs know how to act when sexualised violence occurs and make use of respective checklists and guidelines.
4. Sport organisations take structural measures to protect athletes from offenders.
5. Sport organisations make the candidates' commitment to the protection of athletes a mandatory requirement in the recruitment of trainers and check if the candidates have committed any offences in the past.
6. Measures combating sexualised violence are a mandatory criterion for publicly funded projects.
7. Sport organisations and funding authorities consider the existence of measures to protect athletes a quality criterion and reward it accordingly.
8. The protection of athletes is structurally embedded within the sport organisations and it is clearly defined who is in charge; 'trust-persons' are appointed and widely known among the members.
9. A cooperation network comprising sports and victim support organisations is established and sports organisations know who to contact in case of an incident of sexualised violence.
10. All people involved are sensitive to the topic of sexualised violence, are aware of their rights and know how to act when an incident of sexualised violence occurs.
11. Educational programmes aimed to raise awareness and provide information on gender-related topics and sexualised violence are developed and implemented.
12. Pilot projects are implemented.
13. Measures to protect athletes in Austria are constantly monitored and evaluated.

The Plan puts an emphasis on the prevention of sexualised violence in sports. Amongst others, it stipulates that educational materials on the topic should be developed and

awareness should be raised, that sport organisations should include a commitment to fight against sexualised violence into their mission statements, that topic-specific trainings for coaches should be developed, that the topic of sexualised violence should be included in the general education of coaches, and that children and adolescents should be empowered. Also, the Plan foresees a Position Paper by the Minister of Defence and Sports as well as a joint declaration of the Austrian sports organisations, each underlining the top-level commitment to fight sexualised violence in sports.

### **A specific group to steer the implementation process**

The Austrian Strategic Group on Gender Equality in Sport will meet regularly until 2018 to discuss the progress made, define timescales, monitor the implemented measures and redress certain measures if necessary. Moreover, the Strategic Group is responsible for communicating all measures of the Plan, including those on sexualised violence in sport. Furthermore, 100%Sport is developing a detailed communication strategy. Communication actions include: organising an event to publicly sign the position statement (November 2015) by the Minister of Sport and all relevant stakeholders, presenting the educational materials during a press release (January 2017), promoting workshops for coaches and officials, providing ongoing information in regular media (e.g. official journals of the different umbrella organisations and the sports federations), and listing all measures on the 100%Sport website.

### **Outcomes and Strengths**

Having a National Action Plan based on the recommendations of the European Commission is to be applauded as it ensures the implementation and concretisation of a coherent approach across the European Union with regard to promoting gender equality in sport, and more specifically addressing sexualised violence in this specific setting. At national level, the fact that this Plan was grafted on the European Commission's recommendations has made it easier to finance and implement the measures based on evidence, data and promising practices from all over Europe.

The establishment of working groups taking the responsibility for specific topics or actions is commended. For instance, a working group on sexualised violence, which consists of relevant experts in the field in Austria and most of its members are also working in the big umbrella organisations who are responsible for funding projects, ensures ownership for the measures which may enhance their implementation. Moreover, the involvement of different stakeholders also ensures that the measures have been tailored to the needs of these organisations. The creation of a working group that is in charge of monitoring the Plan is also a relevant feature of this practice as the whole implementation process will be monitored and all measures will be documented by 100%Sport in cooperation with external partners.

The first steps of implementation of the Plan were concretised through the Position Statement "Together against sexual violence and for respect and safety in sport" signed by the Minister of Defence and Sports, all presidents of the Austrian Sports Organisations and its member organisations in November 2015. As an advocate for the topic, the Minister invited the representatives to be part of the Strategic Group and joined each of the Strategic Group meetings. His support has brought great visibility and credibility to the topic.

The measures of the National Action Plan referring to sexualised violence are currently being implemented. At the moment, one of three national governing bodies of sports,

ASVÖ<sup>119</sup>, started a pilot project 'Mit Respekt' ('With Respect') to ensure the integration of some of the Plan's measures within its organisation. Within this project, educational materials (stickers, flyer, brochures) were produced and their distribution is planned for January 2017. Workshops for officials, coaches and athletes are currently being facilitated. In order to ensure an effective implementation of the project, a monitoring and evaluation strategy has been developed to follow up the progress within organisations. It is scheduled to start in 2017.

The Plan ensured the reinstatement of the so-called 'Trust-persons', which is an important outcome and strength of this practice. Educational programmes were offered to sensitise and educate them. They are usually the established gender officers of the sports organisations. These persons are contact points to deliver information about gender equality. They report on the current situation in their organisations and discuss ongoing issues with other gender officers. The gender officers receive advanced training and are empowered to bring forward the issue of gender-based violence in sport.

The preparatory work done during the implementation of the project 'Call4Girls & Call4Boys'<sup>120</sup> in terms of sensitisation and negotiation was crucial to overcome obstacles related to a possible denial of the problem. Since all relevant stakeholders in sport are involved in this Plan, resistance is less likely to occur, which in other cases or in former projects was quite common.

Currently, each of the umbrella federations, their federal state organisations and the affiliated sport federations are in the process of developing an organisation-specific action plan to support the implementation of the National Action Plan.

Finally, the Plan has been triggering other actions. It supported the implementation of an obligatory gender module within the education of sports coaches (so-called 'Trainerausbildung'). Although sexualised violence is not the main topic of this module, teachers are asked to discuss it during the course. In addition, the Plan also prompted Austria's involvement in different studies and projects on gender-based violence. Austrian organisations are currently taking part in the Erasmus+ project 'VOICE' (to give survivors of sexual violence in sport a 'voice' to be heard by sports organisations and to strengthen the collaboration between sport and victim support organisations) and in the international 'BIS – Balance in Sport' project (to develop gender equality indicators in sport, which are useful for monitoring progress in this field). The indicators to be developed under the Council of Europe's project BIS will be used to monitor progress on gender equality in sport in Austria (including on gender-based violence), while considering the measures of the National Action Plan.

### **Limitations**

The implementation of the National Action Plan appears to be strongly dependent on political will at national level. The support of the previous Minister for Defence and Sport was crucial for launching the development of the National Action Plan on Gender Equality in Sport. With the appointment of a new minister (which was the case in January 2016), there was some concern whether the policy would be continued.

Currently it is not clear what the impact of this National Action Plan will be on local sport organisations. Therefore, challenges can possibly be expected in the implementation of the Plan, particularly in reaching grassroots sports organisations (i.e. sport clubs, community sport organisations). It will be necessary to provide guidance and support to

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<sup>119</sup> ASVÖ has nine federal state sport organisations, more than 1 Million members, more than 5400 sports clubs.

<sup>120</sup> The 'Call4Girls & Call4Boys' is also described in this report.

local sport organisations in order to ensure the implementation of the measures foreseen in the Plan.

### **Lessons Learnt**

The Austrian National Action Plan mirrors the recommendations of the European Commission's Strategic Actions on Gender Equality in Sport. This approach has proven to be successful in creating visibility, obtaining funding and political support for the topic, and convincing sports organisations of the relevance of promoting gender equality in sport, including combatting gender-based violence. The personal support of the Minister of Defence and Sport, highlighting the importance of the issue, was crucial to launch this initiative.

Establishing a strategic group with representatives from all relevant stakeholder organisations in sport ensures ownership of the policy initiatives and is expected to facilitate the implementation of the Plan's measures. At the same time, a network is built and sports organisations can exchange knowledge and experiences about the topic. By creating a specific working group, with expertise and experience in the field, which was responsible for drafting the Plan's measures to prevent sexualised violence in sport and is involved throughout the implementation process, the chances for a successful concretisation of the Plan's measures are increased.

Although the initiative has yet to be completely unrolled, it is clear that Austria adopts a holistic approach to combat sexualised violence in sport. The proposed actions include a mix of preventive, reactive and curative measures, together with a monitoring and evaluation system, which makes the Plan comprehensive.

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### **Further Information**

[www.100sport.at/de/menu\\_main/news/newsshow-bm-klug-initiiert-strategiegruppe](http://www.100sport.at/de/menu_main/news/newsshow-bm-klug-initiiert-strategiegruppe)

## Developing Resources and a Helpline to Support Victims of Gender-Based Violence in Sport: Call4girls/Call4boys

**TIMEFRAME:** 2006-2011

### Abstract

Call4Girls/Call4Boys was a pilot project initiated in 2006 to raise awareness of gender-based violence against children and adults in sport in Austria. It aimed to encourage sports organisations to implement initiatives to prevent and manage gender-based violence in sport and develop support services for people within sport affected by gender-based violence. The first phase of the project was funded between 2006 and 2009 by the Austrian Ministry of Sport and developed and managed by the Association for Sport and Fitness in Austria (ASKÖ). Free educational resources were developed for and distributed to sports organisations focusing on the prevention and management of gender-based violence in sport. The first phase of the project also included the development of workshops on gender-based violence in sport for clubs, confederations and sports federations; the establishment of so-called 'Trust Persons' to act as key contacts for information and advice on gender-based violence; and the creation of a national telephone helpline for reporting and advising on sexual harassment in sport.

Between 2009 and 2011, the second phase of the project was limited to a local level. The project was financed and managed by the city of Vienna and the Viennese branches of ASKÖ, the General Sports Association of Austria (ASVÖ), and SportUnion Austria. In this second phase, a working group was established to manage cases of sexual harassment in sport and discuss further prevention measures. Partnerships were also developed between sports organisations and gender-based violence victim support organisations such as the Ombudsperson for Children and Young People of Vienna, Selbstlaut, and Männerberatung, to share knowledge and experiences and discuss prevention measures within sport. The Call4Girls/Call4Boys initiative (including the helpline and the Trust Person role) ended in 2011 when funding ceased. Nevertheless, all the key facets of the Call4Girls/Call4Boys project are now mainstream activities in sports organisations in Austria. The working group also continued after the end of the project and currently exists as a knowledge- and ideas-sharing platform relating to the prevention and management of gender-based violence in sport.

### Description of the Practice

#### Background

Drawing on exemplars from a Swiss Olympic Federation project called 'Stop', ASKÖ developed Call4Girls/Call4Boys as a pilot project in Austria. The project, which was funded between 2006 and 2009 by the Austrian Ministry of Sport and managed by ASKÖ, targeted national sports organisations. When funding ended in 2009, financing and management was taken over by the Viennese government and the Viennese branches of ASKÖ, ASVÖ, and SportUnion Austria. Consequently, from 2009 the target audience was scaled back to target only sports organisations within the city of Vienna.

#### Awareness-raising activities

Call4Girls/Call4Boys team members delivered free workshops to sports organisations to sensitise members to gender-based violence. Workshops lasted between two hours and one full day and the content was tailored to stakeholder groups – either officials, coaches, or athletes. In total, around 150 officials, 50 coaches and 100 athletes attended the workshops. Information on gender-based violence in sport was also distributed at

national sporting and non-sporting events (such as Girls' Day in Vienna) to raise awareness of the issue and give visibility to the helpline and Trust Person role.

Free promotional and informative resources on gender-based violence in sport were created and distributed to sports organisations. Stickers featuring the telephone number, website and email addresses of the project were distributed to ASKÖ member organisations to display within their clubs. In addition, fliers with definitions of gender-based violence in sport, the contact details of the helpline, and details of the workshops were sent to ASKÖ member organisations and distributed at the European Women and Sport conference in Vienna in 2006. In 2011, a brochure on prevention and management of gender-based violence in sport<sup>121</sup> was created for distribution to all major Viennese sport organisations and to download from the project's website. It covered definitions of gender-based violence, the legal framework for gender-based violence in Austria and its application to sport, mechanisms for managing incidents, and the importance of cooperating with victim groups to support those affected.

### **Building support networks**

In the second phase of the project, a working group on gender-based violence in sport was established in cooperation with victim organisations, who offered support and knowledge to the project's sports partners. The working group comprised Call4Girls/Call4Boys members (including ASKÖ), and representatives of the Ombudsperson for Children and Young People Vienna, the Men's Counselling Centre (Männerberatung), Selbstlaut, Women advise Women (Frauen beraten Frauen), Zartbitter, the Swiss Advisory Board (Schweizer Beratungsstelle), WienXtra, the Vienna Social Fund (Fonds Soziales Wien), and the 24-hour Emergency Helpline of the City of Vienna (24-Stunden Notruf der Stadt Wien). The working group, which still exists, aims to share knowledge about gender-based violence in sport and discuss prevention measures.

### **Developing support for victims**

Call4Girls/Call4Boys developed support services and resources for sports organisations about gender-based violence in sport and encourage them to implement initiatives to prevent and manage this kind of violence. Central to these activities was the establishment of a telephone helpline on sexual harassment in sport in cooperation with the public psycho-social service of Vienna. The helpline allowed people to report sexual harassment in sport, offered information and psychological support to victims, and helped them to bring disciplinary procedures against perpetrators.

In addition, the role of so-called 'Trust Person' was established within some sports federations. These acted as key contacts for information and advice on gender-based violence within their organisation.

### **Outcomes and Strengths**

One of the key strengths of Call4Girls/Call4Boys lies in the fact that it adopted a broad and inclusive understanding of gender-based violence that incorporated violence against boys as well as girls within its remit in recognition that such violence can affect both sexes. To date, it remains one of the few projects across any of the EU Member States to explicitly consider boys as victims of gender-based violence in sport.

The quality of the awareness-raising activities and resources was another key strength of Call4Girls/Call4Boys. Participants reported finding the educational materials and

<sup>121</sup> See: [http://www.selbstlaut.org/\\_TCgi\\_Images/selbstlaut/20120917135546\\_brosch\\_re\\_ak%20sport.pdf](http://www.selbstlaut.org/_TCgi_Images/selbstlaut/20120917135546_brosch_re_ak%20sport.pdf)

workshops useful. Indeed, the fact the educational materials are still in use several years after the end of the project is testament to the extent to which sport stakeholders value them, as is the fact the resources developed during the project were used to create a new information brochure on gender-based violence in sport. The latter will be published in late 2016 as part of the country's National Action Plan on Gender Equality in Sport. These factors resulted in Call4Girls/Call4Boys receiving the Sport Cristall award issued by the national umbrella sport organisation (BSO) as one of the best projects in 2006.

A key outcome of the second phase of the project was the creation of a working group of members of sports organisations and victim support groups. This collaborative network, which includes members of the original Call4Girls/Call4Boys project team, has outlived the Call4Girls/Call4Boys project and continues to share knowledge and ideas relating to the prevention and management of gender-based violence in sport to this day.

Finally, the project's decision to team up with victim support organisations was crucial as it enabled the Call4Girls/Call4Boys' leaders to draw on the experience of those with expertise in working with victims of gender-based violence, and ensured the telephone helpline provided professional support to those affected by gender-based violence in sport.

### **Limitations**

Although the first phase of Call4Girls/Call4Boys (2006-2009) was subject to an evaluation of the effectiveness of the measures introduced, the extent to which the activities in the second phase (i.e. the brochure and the working group) have (or have not) helped raise awareness of gender-based violence in sport is unknown as no evaluation of this has been conducted. While this is not to say that some or all the facets of the projects were not effective, it does mean that this cannot be assumed, and a robust system of independent monitoring and evaluation should have been in place to establish this.

Another limitation relates to the initial reach of the Call4Girls/Call4Boys project. As the project was managed solely by ASKÖ in its first phase, the resources on gender-based violence in sport were disseminated to only ASKÖ-affiliated organisations, reducing the distribution network for the project.

Finally, the Trust Person role was not widely adopted within sport federations, perhaps because it was not mandatory. This resulted in some federations having Trust Persons while others did not. As a result, organisations that chose to adopt the Trust Person role were likely to have provided more information and advice about gender-based violence to their members, thereby increasing the visibility of the problem, while awareness of the issue was likely to have been lower among organisations that did not have Trust Persons. Given the benefits of the Trust Person role to the prevention and management of gender-based violence in sport, it is disappointing that this role has not been maintained following the end of the Call4Girls/Call4Boys project as it may mean that awareness of gender-based violence in sport now has a lower profile within sports organisations than while the project was being implemented.

### **Lessons Learnt**

As Austrian sports organisations had not addressed the issue of gender-based violence in their ranks before the development of the Call4Girls/Call4Boys project, one of the main challenges for the project was to reach as many sport stakeholders as possible and convince them of sport's role in preventing gender-based violence so they would be willing to implement the Call4Girls/Call4Boys project. To achieve this, the Call4Girls/Call4Boys project team adopted a personal approach in the early stages,

drawing on personal contacts to gain access to sports organisations to 'sell' their message. Despite these efforts, this approach was only partly successful. Information events arranged through friendship groups of like-minded individuals tended to reach only those individuals who already had an interest in combatting gender-based violence. This should not be perceived as a failure; informing people with an interest in gender-based violence about developments in the project likely still resulted in an expansion of knowledge, albeit in a limited way. However, gaining the support of the wider sport stakeholder network was more difficult. Many sports organisations initially either refused to support Call4Girls/Call4Boys, or participated reluctantly in the project or in a limited way. There were several reasons for this: denial of the extent of gender-based violence in sport; fear among sport stakeholders that addressing such a sensitive issue would result in a backlash from their members; and a lack of time, money and support from within sports organisations to implement the project's initiatives. While the disclosure of cases of gender-based violence within sports organisations served as a prompt for many to take action, ongoing efforts to sensitise sports stakeholders to the issue were key to overcoming this initial resistance.

All the key facets of the Call4Girls/Call4Boys project are now mainstream activities in sports organisations in Austria, and there is now acceptance of gender-based violence as an issue for sport. This transformation was achieved in large part by the slow but steady and ongoing process of sensitisation and awareness raising over several years initiated by those involved in the Call4Girls/Call4Boys project. Indeed, a long-term 'softly softly' approach that aims to engage people and organisations with the issue over time is important when the topic at hand is sensitive, as was the case here. As a result of this approach, the project succeeded in making it more acceptable to discuss gender-based violence in sports settings and paved the way for the development of policy measures to combat gender-based violence in sport within a National Action Plan on Gender Equality in Sport in Austria.

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## Further Information

### **Call4Girls/Call4Boys Brochure:**

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[http://esports.gencat.cat/web/.content/home/arees\\_dactuacio/esport\\_i\\_genere/material\\_de\\_treball/estudis\\_treballs\\_informes.../conferencia\\_donesiesporteuropoimundial\\_2006.pdf](http://esports.gencat.cat/web/.content/home/arees_dactuacio/esport_i_genere/material_de_treball/estudis_treballs_informes.../conferencia_donesiesporteuropoimundial_2006.pdf) (p. 10)

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<http://www.sportunion-wien.at/de/vereinsmitteilung/marketshow-vereinsmitteilung----call4girls>

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## Sport with Boundaries: Preventing Sexual Violence in Sport Using the Flag System

**TIMEFRAME:** 2012 – Ongoing

### Abstract

Since 2012, Flemish sport authorities have started to implement a comprehensive and cohesive policy to prevent sexual violence against minors in sport. A policy framework, consisting of preventive, protective and curative measures, was developed and adapted to the specific contexts of sport. The framework consists of 11 instruments, including a manual on how to start implementing preventive, repressive and curative measures. The framework is made available (online and for free) to all Flemish sport organisations. One of the key instruments is the 'flag system': an educational tool used to assess 'sexually transgressive behaviour' towards or among children and youth. The tool offers concrete guidelines and assessment criteria, which are useful when assessing and reacting to cases of sexual harassment and abuse in sport settings. Using cartoons, depicting 'real life' cases of accepted and unaccepted behaviours, the tool is visually attractive. The tool also underlines the importance of children's sexual development and leaves room for 'normal', accepted sexual behaviour of children and youth in sport organisations. First users' feedback shows that the tool is an appropriate 'icebreaker' to break down the taboo of talking about sexual harassment and abuse of athletes. Collaboration with experts in sexual health has improved quality of the Flag System and guarantees uniformity across policy domains.

### Description of the Practice

#### Background

In 2010, political pressure to improve child protection in extra-familial settings rose, following the public disclosure of more than 700 cases of child sexual abuse within the Roman Catholic Church in Belgium. In February 2012, the Flemish ministers for Sport, Youth, Education and Welfare signed a 'Declaration of Commitment on the protection of children's physical and sexual integrity', prompting the implementation of prevention initiatives in Flemish sport organisations (Vlaamse Overheid, 2012). Soon after signing the Declaration of Commitment, the Flemish sport authorities subsidised the International Centre Ethics in Sports (ICES) to provide expertise related to ethical sport practices, including the issues of integrity, sexual abuse and violence. ICES took up its role of supporting sport federations in developing ethical policies, providing substantive guidance, and designing and delivering tools, education and workshops.

#### Supporting sport organisations, professional staff and volunteers in addressing physical and sexual integrity in sport

ICES's first choice of action was to create a sport-specific version of the 'Framework for Sexuality and Policy' developed by Sensoa (an expertise centre in sexual health and Child Focus (an NGO for missing and sexually exploited children). Both organisations supervised the ICES working meetings with the various stakeholders from sport (umbrella) organisations and federations, which led to the publication of the 'Framework on Physical and Sexual Integrity and Policy in Sport'. The framework targets professional staff of sport organisations and offers a comprehensive toolbox with 11 different instruments offering an integral approach to safeguarding the physical and sexual integrity of athletes. It emphasises the need for a protective environment that allows for the normal, positive aspects of the young athlete's sexual development. The tools to facilitate the implementation of the prevention policy framework include a competency

checklist, a profile outline for an integrity contact person, a code of conduct, a list of risk factors, and an action protocol.

## The Flag System

One of the tools in the framework is the Flag System. The aim of the Flag System is to help adults to identify and aptly respond to inappropriate behaviour between adults and young (underage) athletes and among peers. The system includes a practical toolkit consisting of playing cards with pictograms of undesirable behaviours together with brief situational descriptions. The toolkit is based on both experiential and social learning theories emphasising a problem-based cognitive approach to planning future behaviour on the basis of past knowledge/experience and a client-centred approach to communication and the use of shared experiences. The Flag System is a key tool because of it is a positive and pro-active approach to behaviour change.

To help professionals assess the appropriateness of different sexual behaviours, the Flag System relies on three criteria: consent, equality and free will. When each criterion is fulfilled, the behaviour can be classified as healthy. Although the three criteria help set the essential conditions for positive sexual interactions, they do not suffice. Sensoa therefore introduced three additional criteria to guarantee appropriate and non-damaging sexual behaviour: age and developmental appropriateness, context appropriateness, and self-respect. Other than judging behaviour as 'OK' or 'not OK', the Flag System proposes a four-flag scale, with flag colours ranging from green (entirely appropriate/acceptable), over yellow (slightly inappropriate/undesirable), red (inappropriate/unacceptable) to black (entirely inappropriate/unlawful). Based on the assessment of each criterion and the total sum and severity of the transgressions, an overall rating, i.e. flag, is assigned, with a green flag indicating that the sexual behaviour meets all six criteria and thus is fully acceptable, or yellow when there have been occasional, minor transgressions on one or several criteria (e.g. inappropriate verbal or non-verbal sexual interactions or harassment) that may warrant attention. A red flag signals more serious or repeated transgressions and lesser acts of sexual abuse (e.g. inappropriate touching), while the black flag is equivalent to seriously harmful sexual behaviour and (severe) sexual abuse (e.g. sexual assault, (attempted) rape). Drawing from the available research on children's sexual development in Western countries, the Flag System manual provides a list of developmentally appropriate behaviours for children (age range 2 – 17) to assist users in assessing the 'normality' of sexual behaviours according to the corresponding age group.

Together with different stakeholder in Flemish sport, Sensoa and ICES developed a unique version of the Flag System for sport. Instead of using 'general' examples (such as parent-child or teacher-pupil behaviours), the sport flag system uses typical examples from the setting of sport (i.e. interactions between coaches and athletes, and among athletes). While the underlying theory and methodology is identical, a specific version for the context of sport will make users more familiar with the instrument.

## Outcomes and Strengths

ICES developed a webpage with a recognisable URL that contains all information on the project (theme, tools, seminars, etc.). Additionally, a humorous promotional video was launched to attract the attention of sport organisations (available on YouTube and other social media channels). The information campaign was set up in three stages. First, major sports and umbrella organisations were informed and requested to communicate the project to their member organisations. Second, sports federations (34 from a total of 95) received information about the subject, the purpose, the problems and the instruments during a seminar on integrity in sport. Third, municipal sports services (212 from a total of 308) were informed in a plenary session of their annual Flemish-wide

conference. The toolkit materials and background information were made freely available during these events. Sports federations and municipal sports services were urged by ICES to promote the Flag System to their members (i.e. the sports clubs). They were encouraged to post information on their websites, to incorporate the project in newsletters, and to raise awareness about the toolbox at meetings.

In the first year, ICES organised 19 flag system workshops with an accumulated attendance of 282 participants (sport organisation administrators, coaches, parents). Additionally, a training-of-trainers workshop (TOT) was staged to enable participants to organise workshops themselves, while relying on the support provided by ICES. During the workshops, participants are also consistently made aware of other policy instruments within the framework to allow them to get acquainted with the wide range of available measures.

The practical toolkit, educational material and ICES's support services relating to the Flag System and the other tools are clear examples of a hands-on implementation strategy that strongly facilitates actions at the grassroots level. The resources serve as incentives to help all parties involved to deal with sexuality issues in the context of organised sport. Additionally, the toolkit materials are based on 'real life' examples and in part developed in cooperation with administrators from and experienced in their particular field of sports to increase self-identification and reduce the mobilisation of inhibiting defence mechanisms. All examples are closely linked to a policy initiative in the toolkit, emphasising the complementarity of all instruments. Children were also consulted during the development of the 'mother' version of the 'flag system'. Based on the first users' feedback, a second version of the flag system and other instruments and measures was released in 2014 taking into account minority groups, such as disabled or migrant athletes.

By February 2016, 1600 packages of the flag system and policy manual were distributed to sport organisation members in Flanders. The tools were presented during 10 sport events (e.g. exhibitions), and featured in two magazine articles, in a newspaper and in a TV show. Promotional materials (such as door hangers) were distributed and ordered via the website (6250 page views since).

During the first years of development and implementation (2012-2014) the 'sport with boundaries' project received 107.000€ funding through the Flemish Ministry of Sport. Since 2014, ICES is structurally funded by the decree on healthy and ethical sports (20 December 2013), and the implementation of the 'sport with boundaries' initiatives became a structural part of the overall tasks of the organisation. The workshops are being offered and charged via official programmes (Flemish Coach School, and Dynamo Project – a support system for voluntary sport organisations). The 'flag system' package can be ordered via the ICES website, at a price of 24€. No additional external funding is needed to continue the implementation of the project.

The implementation of the general Flag System methodology has proven to be successful in the Netherlands, Ecuador, Australia and the UK (Brook 2012). This indicates that there is learning value/potential to inspire others and that it can be replicated in other countries in the sport context (or others). The regular update of the sport and the mother version, adapting cases to new developments (ethnic minorities in sport, use of social media...), shows that the instrument is dynamic and sustainable.

### **Limitations**

While ICES stimulates and provides assistance to Flemish sport organisations to adopt the Flag System as their key tool in the prevention of sexual violence in sport, this tool does not comprise a complete prevention strategy. Only on combination with other

instruments in the policy framework (such as a code of conduct, a competence checklist and criminal record check, a reaction plan, a disciplinary system), the Flag System constitutes a comprehensive policy.

Changing the mind-set of the sports world with regard to the issue of sexual violence (i.e. "*sexual violence does not happen in sport*") has proven to be particularly difficult. Many organisations are not inclined to take up the issue, stating that it is not a relevant topic, or that sport organisations do not have the responsibility to handle these kinds of behaviour. The 'soft' approach taken by Flemish sport authorities stimulates, but does not oblige sport organisations to tackle the topic of sexual violence. As a consequence, only a minority of sport federations have prioritised this topic, while many others are currently not engaged in it.

Lastly, when cases are disclosed in a sports organisation, staff members seek judicial advice on possible procedures. Currently, ICES is not capable of providing this advice. Questions coming from Flag System users show that there is a need of 'interpersonal' support when cases are disclosed to sport organisations, such as advice on how to communicate with the alleged perpetrator, how to inform organisation members and parents, etc.

### **Lessons Learnt**

Creating a version specific to sport has facilitated the 'buy in' of the instrument. The involvement of different sport stakeholders in the translation of the mother version to a sport context has enhanced the tool, as specific examples, sport related norms and values could be included into the tool. Using a general theory and methodology for the Framework and the Flag System guarantees the quality of the instrument and increases the uniformity in policy and actions across policy domains.

Relying on the enthusiastic reception and informal feedback from the field, the Flag System appears to be an effective icebreaker when broaching the issue of sexual harassment and abuse within the sport sector. Instead of calling on parents' and sport leaders' fear of abuse, the Flag System's positive approach makes it easier for those responsible to place the topic on their organisation's agenda and to demand that both reactive and proactive measures are taken. The use of 'real life' sport examples facilitate identification with the topic of sexual violence.

This practice shows that human and financial resources are required to ensure that interpersonal advice, in case of an incident, can be provided. When implementing a tool that stimulates the conversation about sexual behaviours of children, one must be equipped and prepared to properly deal with complaints and reports of actual incidents.

By making none of the instruments in the policy framework mandatory, the Flemish sport authorities adopt a soft approach. To ensure a widespread implementation of the instrument, and the complementary policy framework, enforcing a minimal set of policy measures will create a solid basis for prevention work.

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## Further Information

The project: [http://www.ethicsandsport.com/sport\\_met\\_grenzen](http://www.ethicsandsport.com/sport_met_grenzen)

The policy framework:

<http://www.seksuelevorming.be/materiaal/raamwerk-lichamelijke-en-seksuele-integriteit-en-beleid-de-sport>

The manual with policy initiatives:

[http://www.ethicsandsport.com/images/uploads/downloads/Sportmetgrenzen\\_beleidsinitiatieven\\_WEB.pdf](http://www.ethicsandsport.com/images/uploads/downloads/Sportmetgrenzen_beleidsinitiatieven_WEB.pdf)

Flag system promotional video: <https://www.youtube.com/watch?v=ze7pEKLAs-M>

Scientific article on the implementation of the flag system: Vertommen, T., Stoeckel, J. T., Vandevivere, L., Van Den Eede, F., & De Martelaer, K. (2014). A green flag for the Flag System? Towards a child protection policy in Flemish sport. *International Journal of Sport Policy and Politics*, 1–17. <http://doi.org/10.1080/19406940.2014.947305>

## Guide for the Prevention of Sexual Harassment in Sport in the Czech Republic

**TIMEFRAME:** 2006 – 2016

### Abstract

In 2006, following a first, ground-breaking study on gender-based violence in sport in the Czech Republic (2002-2005), the National Olympic Committee developed a guide on the prevention of sexual harassment in sport. This guide was translated and adapted from a Finnish similar document. Widely disseminated to 5.000 sport federations, clubs and schools, the guide provided all categories of sport agents with a broad definition of (sexual) harassment, illustrated through real-life situations. Awareness-raising actions have been organised by the Czech Olympic Committee throughout the country to support the guide's dissemination.

### Description of the Practice

#### Background

Since 1996, the Czech Olympic Committee has been the most committed Czech institution on fighting gender-based violence in sport, specifically through its Commission of Equal Opportunities in Sport. This Commission was established in 1996 to comply with an instruction from the International Olympic Committee. The research agenda pursued since the early 2000s has brought valid data on sexual harassment in this area, which triggered greater awareness and first actions. International cooperation has played a significant role in prompting the institution to gather knowledge and take action. On the basis of the results of the research to assess the prevalence of sexual harassment in sport in the Czech Republic, it was decided to publish a guide for the prevention of sexual harassment in sport. Released in 2006, this document is an adapted version of the Finnish document 'Allowed to care, allowed to intervene' (also described in detail in this report).

#### Problem addressed

Considering the controversial and recent inclusion of the definition of sexual harassment in the law back in 2006, the title of the guide did not explicitly refer to this concept to avoid possible resistances. "Harassment", as a broad term, was used instead and is understood as an act of a sexual nature. Harassment includes:

- sexually connoted jokes and gestures;
- sexually connoted allusions and remarks regarding one's physical appearance, clothes, expression, attitude or sexual orientation;
- sexually connoted, unwanted physical contact;
- undesired phone contact (conversation or SMS) with a sexual content and their dissemination to third parties;
- sexist remarks or jokes;
- reiterated sexually connoted offers and invitations;
- forced sexual relations, including rape.

Sexual harassment and violence perpetrated by peer athletes, by coaches or other sport staff, against adults or children and young people, are covered in this guide. Homophobic violence is also encompassed within this definition (as evidenced by the multiple references to 'sexual orientation').

## Approach

This guide constitutes a pedagogical effort to raise awareness on a variety of real-life situations where sexual harassment and rape occur. The guide adopts the perspective of the victim, stressing that while harassment will not necessarily be perceived as such by the perpetrator and/or the surrounding of the victim, the perspective of the latter should prevail.

### Multi-level, multi-disciplinary and multi-actor actions

Published and disseminated by the Czech Olympic Office, the guide explains the respective roles of relevant actors in combatting harassment in sport, including: coaches and teachers; health professionals involved in sport (such as physiotherapists, psychologists, and physicians); managers and administrative staff; cleaning personnel and other supporting staff; family members of potential victims and perpetrators; and spectators and sponsors. Contacts of various civil society organisations active in the fields of gender equality and gender-based violence, as well as the contact of legal agencies, are provided at the end of the document for further support, if needed.

### Outcomes and Strengths

This guide was the first public document to be disseminated among sport actors, to provide an extensive definition and examples of real-life situations of sexual harassment and other forms of gender-based violence in sport in the Czech Republic. According to the main promoter of this guide, this practice has been widely disseminated throughout the territory to 5.000 sport clubs and schools. A strength of this practice is the combination of developing a useful instrument with awareness-raising activities that were organised to support its dissemination. This helped in enhancing the acceptance (and possibly the use) of the guide as it has been positively received by sport staff. Particularly, coaches attending awareness-raising actions showed growing interest in the guide, especially if working abroad, as they endeavour to commit to international standards.

The illustrations of real-life examples are potentially useful to clarify which legal provisions should apply depending on the acts of violence they refer to.

Another strength of this practice is its victims-centred approach. In its definition of harassment, the guide clearly states that the individual's perception is the starting point. Thereafter, the guide lists specific negative experiences, ranging from mild verbal or non-verbal harassment to severe forms of sexual harassment, sexual assault and rape. Instead of focussing on the legal definition only, harassment is more widely defined, starting from the victim's perspective.

Finally, this guide and the awareness-raising initiatives organised for its promotion have triggered other actions in the Czech Republic. The Czech Olympic Committee decided to include a link to a website of the International Olympic Committee that focuses on sexual harassment and abuse (described in detail in this report). Since 2006, the Committee of Equal Opportunities of the Czech Olympic Committee organises yearly seminars on the issue, and its experts deliver presentations on the topic in the university programmes for sport students.

### Limitations

Despite the ground-breaking work carried out in the Czech Republic, some limitations can be pointed to the guide, its contents and to the approach followed to give it visibility. First, the guide does not provide a step-by-step method to assist sport staff to act on

and victims to report incidents of gender-based violence. Moreover, in the absence of a broader strategy to fight gender-based violence in sport, actors are compelled to act in relative isolation. Second, although the guide comprehensively addresses grooming, sexual harassment and different categories of sexual violence, the definition given to 'harassment' in the guide tends to blur differences between each form of gender-based violence, which may create some confusion. Third, the awareness-raising actions carried out in relation to the dissemination of the guide were not monitored, neither was their impact in changing attitudes and behaviours in relation to forms of gender-based violence in sport.

While an initiative like this should be encouraged in countries where little has been done, it becomes clear that a more comprehensive strategy is needed to protect athletes from gender-based violence in sport. The guide has its value in raising awareness and informing sport stakeholders, but lacks a proper follow-up with practical instruments that can be implemented in sports organisations.

### **Lessons Learnt**

As an initiative from the Czech Olympic Committee, this guide is implemented using a top-down approach, which adds credibility to its meaning and utility. The definitions and examples provided are relevant as they clarify, in practical terms, what sexual harassment entails and how it can be prosecuted under the Czech legislation. The combination of developing a guidance instrument and awareness-raising actions to promote its value and use, along with the sensitisation of key actors has proven to be relevant. The Czech effort to break the taboo on gender-based violence in sport can serve as an example for other countries that traditionally have been slow to adopt measures to fight such violence.

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### **Further Information**

<http://www.olympic.cz/upload/files/g9vmztko05-prevence-sex-obtezovani.pdf>

## Forming a Coalition to Protect Athletes against Sexualised Violence in Sport

**TIMEFRAME:** 2013 – Ongoing

### Abstract

The Regional Sports Federation of North-Rhine Westphalia (Landessportbund Nordrhein-Westfalen, LSB NRW) has been active in combatting sexualised violence in sport since 1998 when the longstanding campaign 'Silence protects the transgressors' (Schweigen schuetzt die Falschen) was launched. The campaign includes a comprehensive package of measures and it has been continuously enhanced throughout the last years. In 2013, the LSB NRW invited two local sport federations in the cities of Cologne and Dortmund to establish a common network for the protection against sexualised violence in sport. The 'coalition for protection against sexualised violence in sport' is embedded into the campaign that has been running since 1998. The main goal of this coalition was to develop and establish a set of actions for sport clubs which they have to implement in order to become a formal member of the coalition. The three sport organisations (LSB NRW and the two local sport federations in Cologne and Dortmund) and further partners in the field of child protection developed a set of 10 actions that sport clubs must take if they want to join the coalition. In a two years' pilot phase, which was evaluated by the German Sport University, 35 clubs in the regions of Rhineland and Westphalia applied to become a member of the coalition. With the support of the local sport federations in Cologne and Dortmund, these clubs set off to implement the 10 actions. The pilot phase finished in the end of 2015 with positive results: 26 of the originally 35 clubs completed the whole set of actions or were close to complete them.

### Description of the Practice

#### Background

With 17.8 million citizens, the region of Nordrhein-Westfalen is the most populous German state. It is also a 'sport intensive' state with 19.000 sports clubs with over 5,1 million members.

The sport federation of the region of Nordrhein-Westfalen (Landessportbund Nordrhein-Westfalen, LSB NRW) can be considered a trailblazer in the prevention of sexualised violence in German sport. Following the results of the first German qualitative study on sexualised violence in sport in 1998<sup>122</sup>, the LSB NRW started its campaign 'Silence protects the transgressors'. It has been continued throughout the last 18 years. Currently, the campaign includes several activities and tools aimed at combatting sexualised violence in sport: the publication of guidelines for sport organisations, leaflets for girls and boys, brochures for parents, and an educational package for trainings in this field. The campaign has been evaluated twice by the German Sport University in 2004 and 2010. The findings of the evaluation showed a general buy-in to the campaign and an emerging sensitisation about sexualised violence in sport. Moreover, attitudes about the responsibility of sport in relation to the prevention of sexualised violence improved over the years. Unlike 2004, interviewees in 2010 believed that the prevention of sexualised violence represented an important and explicit responsibility of sports organisations and stated they were more inclined to break the silence around sexual violence in sport. The evaluations of the campaign also allowed for improvements in its activities throughout the years. Finally, the evaluations provided evidence that the campaign has problems to reach sports clubs and its members. Since most of the sport

<sup>122</sup> Klein, M. and Palzkil, B. (1998) *Violence against girls and women in sport*, Düsseldorf: Ministry of Women, Youth, Family and Health, North Rhine-Westphalia.

clubs in Germany are based on voluntary work, many clubs claim to be overstrained with implementing an encompassing prevention strategy. This need for reaching out to sports clubs was the starting-point of the North-Rhine-Westphalian 'coalition for protection against sexualised violence in sport'.

## **Cooperation and monitoring**

A coalition was initiated by the LSB NRW and receives financial support from the Regional Ministry for Youth, Sport and Culture in North-Rhine-Westphalia. The LSB NRW convened a steering group consisting of stakeholders from the fields of sport, child protection, youth work and academia. The following organisations are members of this steering group: the LSB NRW, the local sport federations of Cologne and Dortmund, the North-Rhine-Westphalian association for child protection, the North-Rhine-Westphalian Ministry for Youth, Sport and Culture, the North-Rhine-Westphalian network for child and youth protection and the German Sport University.

One of the first tasks of the steering group was to define necessary actions to prevent sexualised violence in sport clubs. After several steering group meetings and an intense process of discussion, a set of 10 actions were defined to be undertaken by sport clubs if they want to join the coalition.

The steering group meets regularly to monitor the enlargement of the coalition. Furthermore, the two local sport federations in the city of Cologne and Dortmund received the status of regional coordination centres for supporting the clubs in the regions of Rhineland (close to Cologne) and Westphalia (close to Dortmund). The German Sport University was commissioned to evaluate the two years' pilot phase that started in 2013. The pilot phase was initiated in order to assess the efficacy and practicability of the 10 actions on the basis of club level sport.

## **Recruiting sport clubs to join the coalition**

In 2013, the LSB NRW and the two local sport organisations communicated about the initiative via the websites of the LSB NRW as well as the regional sport federations in Cologne and Dortmund. A specific logo was created to brand and give visibility to the initiative, as well as to ensure a consistent communication.

Thirty-five sport clubs took part in an application procedure, containing basic descriptive information about the club, and were invited by the LSB NRW to join an official event launching the start of the coalition. At this event, the procedures and actions were presented to the clubs to ensure transparency in the process right from the beginning. The event launching the network was communicated via press releases to the broader public in North-Rhine-Westphalia. Following this event, the 35 clubs were encouraged to start implementing the 10 actions established by the steering group.

## **Actions to prevent sexualised violence in sport**

The 10 actions to prevent sexualised violence in sport at club level comprise<sup>123</sup>:

1. The club board should meet with the regional coordinators to receive information on the actions that need to be put in place, as well as on the development of a club-specific plan to prevent sexualised violence in the club.

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<sup>123</sup> [https://www.lsb-nrw.de/fileadmin/global/media/Downloadcenter/Sexualisierte\\_Gewalt/10\\_Punkte\\_Aktionsprogramm.pdf](https://www.lsb-nrw.de/fileadmin/global/media/Downloadcenter/Sexualisierte_Gewalt/10_Punkte_Aktionsprogramm.pdf)

2. The initiative should be presented and discussed at the club's general assembly so that they can vote on participating in the initiative.
3. A reference to the prevention of sexualised violence should be included in the club's statutes. As an example, a reference could be: 'The club commits itself to take actions in order to protect children in sport, and to prevent and intervene in case incidents of sexualised violence occur'.
4. A responsible officer/person for the prevention of sexualised violence in the club should be nominated. This person must participate in a two-day educational training, specifically developed for local prevention officers. The training is regularly offered by the LSB NRW to meet the needs of sports clubs because of their high turnover of personnel.
5. All staff members, including voluntary staff, submit a certificate of good repute (police record check) to the club board.
6. All staff members, including voluntary staff, subscribe to a code of honour. Clubs can write their own code of honour, or can sign up to the federation's code.
7. All staff members, including voluntary staff, participate in a one-day educational training on the prevention of and intervention in sexualised violence. LSB NRW offers this training to club staff on a regularly basis and free of charge.
8. The club should raise awareness of all club members (including children and their parents) on the prevention of sexualised violence in sport via seminars, brochures or the club's website. The club can use the educational materials offered by the LSB NRW.
9. The club should develop and implement an intervention guideline to handle cases of sexualised violence, including concrete actions for grievance procedures.
10. The club should promote young club members' participation in the initiative by organising specific events targeted at them (e.g. self-assertiveness trainings, discussions on the topic, etc.).

### **The implementation and follow-up process**

The implementation of the above 10 actions was supported by the regional coordinators in Cologne and Dortmund. They closely monitored the progress of each club in their respective region and helped them to implement the actions. The regional coordinators supported the clubs in scheduling trainings, while LSB NRW appointed the qualified instructors/trainers to deliver the trainings at the clubs. Each club has initiated specific communication procedures to inform the members and the general public about the newly adopted prevention measures.

### **Involving and raising awareness of young club members about sexualised violence in sport**

In order to support the clubs in involving young club members in the initiative, the LSB NRW created a specific theatre play on the topic of sexualised violence in sport. This play, which was performed by a professional theatre pedagogic institution, was put on stage in all participating clubs. This event was accompanied by a workshop for the young club members with the purpose to discuss what they had experienced in the theatre play and how to deal with problems of sexualised violence in everyday situations.

### **Finalisation of the pilot phase and plans for the establishment of the coalition**

In the summer of 2015, when the first three clubs finished the implementation of the 10 actions, a press conference was organised and the clubs were officially welcomed into the coalition. They received an official certificate as well as a roll-up banner. The latter represents their membership and allows for communication actions to their target audiences and partners. At the end of 2016, the pilot phase was ended. A conference

was organised to present the evaluation results, as well as plans for the expansion and establishment of the coalition.

## Outcomes and Strengths

A thorough scientific evaluation of the pilot phase of the coalition took place in 2016<sup>124</sup>. The evaluation was comprised of a pre- and post-assessment and used a control group. The evaluation showed that the initiative has succeeded in many regards. Club coaches and staff members have significantly changed their attitudes towards the topic and reported that their sensitivity towards problems of sexualised violence has increased over the two years' pilot phase. Furthermore, the results show that they feel significantly more confident to identify sexually aggressive behaviours and to intervene in cases of sexual violence. All in all, the results show that the staff members of the participating clubs have increased their knowledge on the topic throughout the pilot phase.

The whole process of initiating a coalition for sports organisations that want to commit to the prevention of sexualised violence in sport seems to have fostered a respectable amount of activities in North-Rhine-Westphalia. At the end of the pilot phase, 26 of the originally 35 clubs signing up to undergo an action-oriented process to prevent sexualised violence in sport completed the whole set of actions or were close to complete them. In October 2016, one club still had to fulfil major parts of the 10 actions programme, but was still committed to the initiative.

One of the strengths of the initiative is its strong network of sport federations, clubs and stakeholders in the field of child protection, youth work and academia. A strong regional network is being built, regional coordinators are appointed for monitoring and providing support throughout the process, and a systematic evaluation is foreseen within the project. Gradual inclusion of other local sport federations in the region will expand and strengthen the coalition. The LSB NRW is currently involving further regional sport federations into the network and offers them training on how to implement the programme in the clubs. The follow-up process allows for redressing problems identified, for learning from clubs' experiences, and for improving the procedures and the support provided by the coordinator.

Furthermore, the initiative facilitates a direct access to sports clubs which are at the basis of sport and thus seem to be best placed to implement a prevention strategy against sexualised violence in sport. By appointing and educating prevention officers at club level, and by offering trainings to all staff members in local clubs, necessary information on the topic is brought directly to the people that work with athletes on a daily basis. Offering clubs a clear 10-steps programme to implement a prevention strategy, including assistance by regional coordinators, will help them to overcome difficulties often faced by voluntary staffed organisations.

## Limitations

Eight clubs quit the attempt to become a member of the coalition. These clubs report that they do not feel able to take all necessary actions in the timespan of two years due to a lack of time and personnel. The programme is strongly dependent on personal engagement in the process. The participation of all club staff members in a specific educational training turned out to be the major challenge for the clubs. In some cases

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<sup>124</sup> See: Rulofs, B., Axmann, G. & Wagner, I. (2016). Zur Steuerung von Kinderschutzmaßnahmen im organisierten Sport – am Beispiel des NRW-Qualitätsbündnisses zur Prävention sexualisierter Gewalt. *Leipziger Sportwissenschaftliche Beiträge*, LVII (1), 69-94.

(depending on the size of the clubs), it was necessary to offer several trainings in order to guarantee that all staff members were trained.

This shows that the implementation of the 10 actions is not a self-fulfilling process but rather a challenging and time-consuming step-by-step procedure. The pilot phase shows that the implementation of an encompassing quality programme for the prevention of sexualised violence in sport clubs, which are primarily based on voluntary work, needs time and support of professional stakeholders with expertise in this field. More financial support from the regional government is needed to support clubs in promoting the actions, and to rollout this initiative in the whole region.

### **Lessons Learnt**

The set of 10 actions provides a comprehensive framework for prevention, protection and provision of services against sexualised violence in sport. The actions help to raise awareness of all relevant staff levels within a sport club. Thus, a profound process of sensitisation is initiated, a change of attitudes can be seen, and knowledge and competencies are built in favour of preventing sexualised violence in sport. Installing a monitoring and evaluation system from the start of the initiative allows the practice promoter to make necessary adjustments along the way and provides scientific evidence of the practice's effectiveness.

The process of establishing 10 actions to implement a prevention policy at club level has proven to be very demanding. As a consequence, a few sport clubs dropped out during the implementation process. This was discussed by the steering group, who acknowledges the challenges to meet such high standards in relation to the diverse composition and structure of sports clubs. Nevertheless, the steering group decided to hold on to the set of actions listed above, believing that these are minimum requirements for clubs to protect their members. Instead of lowering the bar, more financial support from the regional government is being sought to support clubs to implement the 10 actions to prevent sexualised violence in sport.

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## Standardising the Prevention and Management of Sexual Harassment and Abuse in Sport

### Allowed to Care, Allowed to Intervene – A Guide for Adults on Sexual Harassment and Abuse in Sport

**TIMEFRAME:** 2002-present

#### Abstract

'Allowed to Care, Allowed to Intervene: A Guide for Adults on Sexual Harassment and Abuse in Sport' was the first guide in Finland on the prevention and management of sexual harassment and child abuse in sport. It was published in 2002 by the Finnish Sports Federation<sup>125</sup> (known since 2012 as Valo), and was developed by a working group of representatives of the Finnish sports community and experts on sexual violence, gender equality, and child protection. The guide has since been updated and is still used in Finnish sports organisations today. The guide is intended for adults in sport, including parents, coaches, instructors, sport club leaders, and others with responsibility for children and young people's sport. It aims to increase stakeholders' knowledge and understanding of sexual harassment and child abuse in sport. The guide defines sexual harassment and abuse in sport, explains the principles underpinning adult-child athlete interactions and appropriate coach-child athlete relationships, and offers guidelines for individuals and sports clubs on the development of ethical sports culture. It also provides information on the mechanisms for managing suspected sexual harassment, abuse or other unethical behaviour, and includes an educational tool for identifying and raising awareness of various forms of sexual harassment and abuse in sport. The guide was well received in the Finnish sports community and is reasonably well known, but its effectiveness in preventing sexual harassment and abuse remains unknown as the guide's use is not monitored and its implementation has not been evaluated.

#### Description of the Practice

#### Background

In 2001, the Council of Europe Committee for the Development of Sport asked the Finnish Sports Federation (SLU) to organise an international seminar on the prevention of sexual harassment and the abuse of women and children in sport. The seminar highlighted the lack of action to address these problems. The SLU agreed to lead on policy development and formed a working group of secretary-generals of SLU member organisations, which proposed a guide for adults in sport on the prevention of sexual harassment and abuse. Representatives of the Finnish sports community and experts on sexual violence, gender equality, and child protection helped develop this guide. 'Allowed to Care, Allowed to Intervene' is the first guide on sexual harassment and abuse in Finnish sport. It is still used today and is disseminated in print and online to SLU/Valo member organisations.

The guide has undergone several revisions and the most recent version, which is due to be issued in late 2016, will serve as a one-stop shop for sport stakeholders wanting guidance on preventing and managing sexual harassment and abuse. The update will include information on sexual harassment in adult-adult, in child-child, as well as in adult-child athlete relationships. It will also contain new training materials to help users implement the 'Allowed to Care, Allowed to Intervene' guidelines.

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<sup>125</sup> Suomen Liikunta Ja Urheilu (SLU)

## Developing best practice guidelines

The guide<sup>126</sup> provides information on preventing and managing sexual harassment and abuse in sport. Sexual harassment and abuse are defined as abuses of power, and the coach-child athlete relationship is identified as a relationship in which the child occupies a position of relative powerlessness. As a result of this understanding, the establishment of an open, safe and equitable sports culture in which respect for others is prioritised and difficult issues are discussed openly are identified as key to prevention. The guide encourages adults to intervene if they witness improper behaviour in recognition that silence can be interpreted as acceptance. It also outlines the principles that should underpin adult-child athlete interactions<sup>127</sup>, and provides guidelines for managing sexual harassment and abuse.

In 2004, an annex on coach-youth athlete relationships<sup>128</sup> was added. This annex notes that such relationships fall into a grey zone, and advises that the power imbalance between coach and athlete be considered when assessing the appropriateness of these relationships. In 2005, another annex was added that expanded advice on the procedures for sports clubs when sexual harassment or abuse is suspected<sup>129</sup>. Clubs are advised, among other things, to nominate a person for managing cases and to ask the accused to step down during any investigation. The document also recommends sports clubs and their national federation work together on cases.

## Developing training resources

In 2006, the SLU developed a resource to train sport stakeholders on identifying and managing sexual harassment and child abuse in sport. The 'Case Cards' resource comprises vignettes of sexual harassment and child abuse cases, and includes guidelines on key points for discussion. The resource is available in an annex of the guide.

## Outcomes and Strengths

In total, 20,000 printed copies of the guide have been distributed to SLU/Valo member organisations and, in turn, passed on to affiliated bodies. As such, the guide has been widely distributed within the Finnish sport community and has become relatively well known among these organisations. A survey by a Finnish television channel in 2005 found that 40% of grassroots sports clubs were aware of the guide. According to those involved in developing the guide, it has been positively received by the Finnish sports community. It is believed to have helped raise awareness of sexual harassment and abuse in sport and has kick started discussions on the topic at national and grassroots level. The SLU/Valo notes that it has received more inquiries from individuals, sports

<sup>126</sup> See:

[http://www.sport.fi/system/resources/W1siZiIsIjIwMTQvMDQvMjIvMTNfMjdfNDRfNjNfU0xVX1JFUEVfZXNpdGU1X0x1cGFdI9saXR0X2x1cGFFcHV1dHR1YV9GSU5BTC5WZGYiXV0/SLU-REPE\\_esite5\\_Lupa%20v%C3%A4litt%C3%A44%C3%A4%20lupa%20puuttua\\_FINAL.pdf](http://www.sport.fi/system/resources/W1siZiIsIjIwMTQvMDQvMjIvMTNfMjdfNDRfNjNfU0xVX1JFUEVfZXNpdGU1X0x1cGFdI9saXR0X2x1cGFFcHV1dHR1YV9GSU5BTC5WZGYiXV0/SLU-REPE_esite5_Lupa%20v%C3%A4litt%C3%A44%C3%A4%20lupa%20puuttua_FINAL.pdf)

<sup>127</sup> These include a series of recommendations relating to fostering an environment where athletes are safeguarded and are always treated with respect and dignity.

<sup>128</sup> 'Youth' athlete is not defined in the guidebook but is understood to mean young people under age 16, which is the age of sexual consent in Finland, and more widely under age 18 years old. See:

[http://www.sport.fi/system/resources/W1siZiIsIjIwMTQvMDQvMjIvMTNfMzFfNTifOTU2X1NMVV9SRVBFX2VzaXRIN19haWt1aXN0ZW5famFfbnVvcnRlbI9zdWh0ZWlzdGFRkIOQUwucGRmII1d/SLU-REPE\\_esite6\\_aikuisten ja nuorten suhteista\\_FINAL.pdf](http://www.sport.fi/system/resources/W1siZiIsIjIwMTQvMDQvMjIvMTNfMzFfNTifOTU2X1NMVV9SRVBFX2VzaXRIN19haWt1aXN0ZW5famFfbnVvcnRlbI9zdWh0ZWlzdGFRkIOQUwucGRmII1d/SLU-REPE_esite6_aikuisten ja nuorten suhteista_FINAL.pdf)

<sup>129</sup> See:

[http://www.sport.fi/system/resources/W1siZiIsIjIwMTQvMDQvMjIvMTNfMzVfMzRfMzgwX1NMVV9SRVBFX2VzaXRIN19saWI0ZV90b2ItaW50YW1hbGxpX0ZJTkFMLnBkZiJdXQ/SLU-REPE\\_esite7\\_liite\\_toimintamalli\\_FINAL.pdf](http://www.sport.fi/system/resources/W1siZiIsIjIwMTQvMDQvMjIvMTNfMzVfMzRfMzgwX1NMVV9SRVBFX2VzaXRIN19saWI0ZV90b2ItaW50YW1hbGxpX0ZJTkFMLnBkZiJdXQ/SLU-REPE_esite7_liite_toimintamalli_FINAL.pdf)

clubs and the media about sexual harassment and abuse in sport since the guide was published, and that some federations have requested training on the prevention of sexual harassment and abuse in sport for their members. The longevity of the guide and the fact that it has been updated over time and is still used by Finnish sports organisations today are evidence of the value attributed to the guide by sport stakeholders. Particularly, regular updates to the guide and the fact that feedback from the Finnish sports community has been sought when revisions are being made ensures that 'Allowed to Care, Allowed to Intervene' remains current and relevant to a wide variety of sport stakeholders. A good example of this was the decision in 2005 to expand the target audience for the guide to sport clubs when the SLU recognised these were in need of advice as well as individuals. In addition, the guide has purposefully been written in accessible language and in a way that makes it relevant to the entire Finnish sports community regardless of sports discipline. Thus, 'Allowed to Care, Allowed to Intervene' serves as a useful one-stop shop for everyone in sport for advice and guidance on sexual harassment and abuse in sport in Finland. This uncomplicated approach also means that advice and guidelines for sport stakeholders and clubs on the prevention and management of sexual harassment and abuse in sport are standardised among those that follow the 'Allowed to Care, Allowed to Intervene' guide.

### **Limitations**

While those involved in developing the guide suggest that it has been well received among sport stakeholders, there has been no independent, peer-reviewed evaluation of its effectiveness in preventing or managing sexual harassment and abuse in Finnish sport. As such, the efficacy of the 'Allowed to Care, Allowed to Intervene' guide in general, and its various guidelines more specifically, is unknown, as is an understanding of which of the specific guidelines have had the most substantial impact on preventing sexual harassment and abuse, or why. In addition, to date there has also been no monitoring of the extent to which sports organisations or individual stakeholders are implementing the guide, and no audit of sports organisations' current provision for the prevention or management of sexual harassment and abuse in their ranks. Coupled with the fact that the guidelines contained within 'Allowed to Care, Allowed to Intervene' are voluntary rather than mandatory, sport stakeholders that are reluctant to address the issue of sexual harassment and abuse may choose to ignore the guidelines and fail to address the issue at all. In this sense, the guide does little to encourage cultural change in the way sport in Finland deals with sexual harassment and abuse.

A further limitation of the guide is that it is only useful to organisations and individuals that know about it. While the SLU/Valo has made substantial efforts to disseminate the guide, the results of the 2005 Finnish television channel survey mentioned above suggested that most grassroots sports clubs (60%) did not know of its existence. While this survey is now some 10 years out of date, the figures are nonetheless concerning and suggest more work needs to be done to raise awareness of the guide.

While efforts have been made to ensure the guide is useful to all sports and there are numerous advantages to this, the guide's lack of specificity to a particular sport discipline may also represent a potential limitation. Given that the socio-cultural context varies across sports, it is possible that some stakeholder groups would benefit from a more tailored approach that can account for cultural differences. Finally, the guide requires sports organisations to invest human and financial resources into implementing its advice and guidance. No specific additional funding has been made available for this, which may deter sports organisations from following the guide. However, organisations can apply for additional funding for implementing the guide's recommendations and other projects to the relevant government department.

## Lessons Learnt

The 'Allowed to Care, Allowed to Intervene' guide has been widely disseminated in print and online among SLU/Valo affiliated sports organisations, and has generally been positively received by sport stakeholders. These successes are, in part, due to the involvement of individuals with a high level of social capital and influence (such as the secretary-generals of some SLU/Valo member organisations) in the development and dissemination of the guide. The involvement of individuals high up within Finnish sport also added credibility to the guide and to the notion that sport has an obligation to address sexual harassment and abuse in its ranks. This, in turn, may have helped reduce resistance among sport stakeholders to addressing the issue.

The way in which sexual harassment and abuse in sport were framed and the language used within the guide likely also played an important part in gaining 'buy in' from sport stakeholders and minimising resistance to the guide's implementation. Getting the language and the tone wrong when writing about such sensitive topics, especially when the issue is new to a community and may require changes to established practice, can make stakeholders feel as though their integrity and professionalism are being questioned. This can result in feelings of resentment and defensiveness, making it more difficult to gain acceptance for the initiative.

Finally, the fact that the guide has been regularly updated and that feedback from the sports community has been sought when these revisions are being made has played a key role in ensuring the guide remains valued by sport stakeholders as it ensures the information provided is current, relevant and responds to their needs.

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## Further Information

Allowed to Care, Allowed to Intervene: A Guide for Adults on Sexual Harassment and Abuse in Sport:

[http://www.sport.fi/system/resources/W1siZiIsIjIwMTQvMDQvMjIvMTNfMjdfNDRfNjNfU0xVX1JFUEVfZXNpdGU1X0x1cGFfdI9saXR0X2x1cGFfcHV1dHR1YV9GSU5BTC5wZGYiXV0/SLU-REPE\\_esite5\\_Lupa%20v%C3%A4litt%C3%A4%C3%A4%20lupa%20puuttua\\_FINAL.pdf](http://www.sport.fi/system/resources/W1siZiIsIjIwMTQvMDQvMjIvMTNfMjdfNDRfNjNfU0xVX1JFUEVfZXNpdGU1X0x1cGFfdI9saXR0X2x1cGFfcHV1dHR1YV9GSU5BTC5wZGYiXV0/SLU-REPE_esite5_Lupa%20v%C3%A4litt%C3%A4%C3%A4%20lupa%20puuttua_FINAL.pdf)

Annex to Allowed to Care, Allowed to Intervene - "Procedures for Collaboration Between Sports Clubs and Sport Federations in Harassment Cases":

[http://www.sport.fi/system/resources/W1siZiIsIjIwMTQvMDQvMjIvMTNfMzVfMzRfMzgwX1NMVV9SRVBFX2VzaXRIN19saWI0ZV90b2ItaW50YW1hbGxpX0ZJTkFMLnBkZiJdXQ/SLU-REPE\\_esite7\\_liite\\_toimintamalli\\_FINAL.pdf](http://www.sport.fi/system/resources/W1siZiIsIjIwMTQvMDQvMjIvMTNfMzVfMzRfMzgwX1NMVV9SRVBFX2VzaXRIN19saWI0ZV90b2ItaW50YW1hbGxpX0ZJTkFMLnBkZiJdXQ/SLU-REPE_esite7_liite_toimintamalli_FINAL.pdf)

Annex to Allowed to Care, Allowed to Intervene –"On Dating Between Coaches and Young Athletes":

[http://www.sport.fi/system/resources/W1siZiIsIjIwMTQvMDQvMjIvMTNfMzFfNTlfOTU2X1NMVV9SRVBFX2VzaXRIN19haWt1aXN0ZW5famFfbnVvcnRlbI9zdWh0ZWlzdGFFrkiOQUwucGRmII1d/SLU-REPE\\_esite6\\_aikuisten ja nuorten suhteista\\_FINAL.pdf](http://www.sport.fi/system/resources/W1siZiIsIjIwMTQvMDQvMjIvMTNfMzFfNTlfOTU2X1NMVV9SRVBFX2VzaXRIN19haWt1aXN0ZW5famFfbnVvcnRlbI9zdWh0ZWlzdGFFrkiOQUwucGRmII1d/SLU-REPE_esite6_aikuisten ja nuorten suhteista_FINAL.pdf)

Media and scholarly articles on Allowed to Care, Allowed to Intervene:  
<http://www.hameensanomat.fi/uutiset/kotimaa/162774-urheilijan-kohtaama-seksuaalinen-hairinta-yha-arka-aihe>  
<http://www.kaleva.fi/urheilu/urheilussakin-heratty-hairintaan/109243/>  
<http://www.mtv.fi/uutiset/kotimaa/artikkeli/urheiluseuroissakin-ongelmia-seksuaalisesta-hairinnasta/1982598>

## **Embedding a Holistic Approach to Safeguarding Children in Sport: the Code of Ethics and Good Practice for Children's Sport**

**TIMEFRAME:** 2000-present

### **Abstract**

The Irish Sports Council and the Sports Council for Northern Ireland published the Code of Ethics and Good Practice for Children in Sport<sup>130</sup> in 2000. The Code focuses on safeguarding children<sup>131</sup> in sport, promoting their rights and developing a healthy, respectful and open sport environment for all. To this end, it contains a series of principles, policy and practice guidelines for everyone in children's sport: sports leaders, coaches, officials, sports organisations, athletes' parents/guardians, and children. While the Code aims to raise awareness and understanding about safeguarding in children's sport in Ireland, it also sets important standards in relation to acceptable behaviours for stakeholders when working with children in sport. A key recommendation within the Code is that sports organisations appoint National Children's Officers and Club Children's Officers, designated people with responsibility for implementing the Code. The Code is available online and as a free app that contains information, links to the relevant authorities to report safeguarding concerns, and a feature that allows parents to track their child's location. Embedding the Code within a freely available app that can be downloaded and accessed on a mobile device enhances the visibility of the Code, and has the potential to raise awareness about safeguarding issues and how to manage these within sport. Implementing the Code is voluntary for sports organisations but they must demonstrate how they are adhering to the Code if they are to receive government funding. This financial incentive has resulted in the Code being widely adopted by national governing bodies of sport, clubs, local sports partnerships and community/voluntary groups.

### **Description of the Practice**

### **Background**

Several high-profile cases of child sexual abuse in sport in Ireland in the 1990s evidenced that abuse occurs in this context. Consequently, in 1996, an expert committee of representatives from sport, child protection, and government departments<sup>132</sup> launched the Code of Ethics and Good Practice for Children's Sport. In 1998, the committee reconvened to update the Code. The revised Code was issued in 2000 by Sport Ireland and the Sports Council for Northern Ireland. It was updated in 2003 and again in 2006, and is reviewed every three years to ensure it aligns with Irish legislation. Implementing the Code is voluntary but sports organisations must demonstrate adherence to it to receive government funding.

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<sup>130</sup> See: [http://www.irishsports council.ie/Participation/Code\\_of\\_Ethics/Code\\_of\\_Ethics\\_Manual/](http://www.irishsports council.ie/Participation/Code_of_Ethics/Code_of_Ethics_Manual/)

<sup>131</sup> Defined in the Code as under age 18.

<sup>132</sup> These include sports leaders and stakeholders from NGBs, and The National Coaching and Training Centre, child protection experts, and officials from the then-departments for Tourism, Sport and Recreation; Health and Children; Justice, Equality and Law Reform; Education and Science.

## A holistic strategy to safeguard children

The Code is based on principles that relate to the importance of childhood, the needs of the child, integrity and fair play, and relationships and safety in children's sport, and is underpinned by the UN Convention on the Rights of the Child<sup>133</sup>. It contains a series of principles, policy and practice guidelines for everyone in children's sport. These fall into five areas, known as the '5Ps': 1) Principles, 2) People, 3) Policy and procedures, 4) Practice, and 5) Protection<sup>134</sup>. There is also an appendix that includes a flow chart of procedures for managing incidents in and beyond the organisation, plus template policies, a template job application form and an incident reporting form. While organisations do not have to use these templates, providing them in the Code's appendix makes it easy for organisations with limited knowledge and experience in this area to adopt policies and procedures for managing and preventing harm to children in Irish sport.

## Designated people to oversee implementation

A key recommendation within the Code is that sports organisations appoint national and club children's officers to assist with implementation. National Children's Officers (NCOs) sit within national governing bodies of sport. Among other things, their role involves: disseminating the Code to clubs and affiliates; liaising with clubs to ensure their regulations are child centred; helping National governing bodies of sport develop sport-specific resources; and coordinating safeguarding training for staff. A network of Club Children's Officers (CCOs) also exist alongside NCOs. These work at club level to promote child-centred practice, provide information about the Code to children and represent them in the club, and monitor how policies impact on children. Statutory guidance also requires National governing bodies of sport and clubs to have a Designated Liaison Person who is responsible for managing child protection concerns.

## Promoting the Code and preventing gender-based violence through technology

The Code is available as a free app available to download online called Safe Sport. The aim of the app is to raise awareness of the Code and increase understanding about safeguarding and best practice in children's sport in Ireland. The app provides safeguarding guidance for various stakeholder groups – coach/leader, parent/guardian, club/organisation, and child/young person - and has links for people to quickly and easily report safeguarding concerns. It also allows parents to track their child's location to and/or from sports events. Feedback from clubs is that parents find the location tracker useful and it has been credited for the app's high download rate. The Sport Ireland website contains links to the Code and its guidance manual<sup>135</sup>, as well as a video<sup>136</sup> that runs through the features in the Safe Sport app. Embedding the Code within a freely available app that can be downloaded and accessed on a mobile device enhances the visibility of the Code and has the potential to raise awareness about it and about safeguarding issues and how to manage these within sport. Sport Ireland run events to

<sup>133</sup> See: <http://www.unicef.org.uk/UNICEFs-Work/UN-Convention/>

<sup>134</sup> 'Principles' emphasises the importance of developing and maintaining relationships characterised by integrity within a positive and harassment- and abuse-free environment. 'People' outlines the key roles and responsibilities of everyone in children's sport, creates the posts of NCO and CCO, and identifies how appropriate adult-child and child-child relationships can be nurtured. 'Policy and procedures' relates to how the Code informs sport constitutions, structures and regulations, and outlines procedures for recruiting/training staff for managing allegations. A database of people who have undergone safeguarding training is maintained by, among others, NGBs. 'Practice' provides template codes of conduct on various topics, including transporting children and adult-child physical contact. 'Protection' identifies potential risks for abuse in children's sport, and provides advice on identifying and reporting concerns.

<sup>135</sup> See: [http://www.sportireland.ie/Participation/Code\\_of\\_Ethics/Code\\_of\\_Ethics\\_Manual/](http://www.sportireland.ie/Participation/Code_of_Ethics/Code_of_Ethics_Manual/)

<sup>136</sup> See: [http://www.sportireland.ie/Participation/Code\\_of\\_Ethics/Code-Of-Ethics-App/](http://www.sportireland.ie/Participation/Code_of_Ethics/Code-Of-Ethics-App/)

promote the Code and to encourage stakeholder buy in. Survivors of child sexual abuse in sport speak at these events on the importance of listening to children.

### **Outcomes and Strengths**

The creation of a network of national and club children's officers has been one of the Code's key successes. All national governing bodies of sport funded by Sport Ireland have appointed an NCO, a number of whom are paid staff from national governing bodies of sport, and a network of CCOs has also been established. The contact details of NCOs are published on Sport Ireland's website so they can be easily accessed by anyone. The establishment of these roles ensures there are people in place to champion the Code and its principles, provide a central point of contact for information, and assist with implementing the Code within sports organisations, such as encouraging the development of integrity and a harassment- and abuse-free environment in sport, embedding safe recruitment practices and safeguarding training for staff and volunteers, and implementing codes of conduct on, for example, appropriate physical contact with child athletes. Having these roles is particularly useful given that safeguarding children is a relatively new responsibility for sports organisations so many sport stakeholders lack expertise in this area.

As the Code was conceptualised at a national level, supported by the government, it is underpinned by national child welfare legislation and statutory guidance. It is also generic in content and is intended for use across the whole of Ireland. This ensures that sports organisations that adopt the Code have a single, standardised approach to safeguarding children in sport, and that this is aligned with relevant domestic law.

The Code is written in user-friendly language, making it accessible to all. The inclusion of template documents serves to standardise regulations and makes it as simple as possible for sports organisations to follow the Code, even if they have limited expertise in safeguarding children. The Code also contains substantial information on how its elements can be implemented in practice, broken down by the different stakeholder groups. The tailoring of these requirements to different roles and the level of detail provided helps personalise the advice and make it more relevant to people occupying different roles in sport.

The creation of a free app version of the Code is innovative and helps ensure the Code is widely available and readily accessible to the sports community, athletes' parents, and the general public. The inclusion within the app of links to authorities to whom safeguarding concerns can be referred makes reporting quick and easy. The harnessing of technology in this way is also likely to appeal to a wide range of sport stakeholders.

Finally, gaining the input of a wide range of stakeholders when the Code was first developed and in future reviews may have helped facilitate ownership of the Code and its contents among key sport stakeholders. Regular reviews also ensure the Code remains current and can respond to both changes in legislation and feedback from the sports community.

### **Limitations**

The Code is believed to have had a significant impact across sport in Ireland, raising awareness of safeguarding and developing a workforce of staff and volunteers who have undergone safeguarding in sport training. However, there has been no independent, peer-reviewed evaluation of the effectiveness of the Code as a whole or of any of the specific measures (policies, guidelines, interventions etc.) it contains. As such, whether or not, or and/or to what extent the Code or its elements have had a positive impact on

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preventing safeguarding and child protection violations in Irish sport or on raising awareness of these issues cannot objectively be verified.

The fact that implementing the Code is voluntary for sports organisations represents another limitation. Although steps have been taken to address this by linking receipt of government funding for sports organisations to them demonstrating how they are adhering to the Code, some sports organisations may still choose to ignore the Code. This undermines the credibility of the Code and the commitment of Irish sport to safeguarding children. Indeed, although most people accept the importance of safeguarding children and preventing child abuse, there has been some resistance from within Irish sport regarding the need for and value of having such a Code in sport, and in relation to the practicalities of implementing the Code. The stakeholders interviewed about the Code for this study noted that high-profile cases of sexual abuse in and outside sport in Ireland<sup>137</sup> have helped reinforce the case for having the Code. While this growing acceptance is positive, it is regrettable that, in some instances, cases of abuse are the trigger for acceptance. More needs to be done to convince stakeholders of the benefits of the Code and safeguarding children in sport more generally.

While all Sport Ireland-funded National governing bodies of sport now have NCOs and CCOs, the development of this network is central to the implementation of the Code. Recruiting, training and supporting these individuals is a significant challenge given the relative newness of the role. Attracting and retaining volunteers with the necessary knowledge, skills and motivation to fill these roles represents a further obstacle to fully embedding the Code, particularly as some NCOs and CCOs are volunteers.

## Lessons Learnt

The creation of the roles of NCO and CCO represents one way of developing and disseminating knowledge on safeguarding in sport to organisations' members. These posts also serve to indicate that safeguarding children is a core rather than peripheral responsibility of sports organisations. In addition, the linking of government funding to sports organisations being able to provide evidence of their implementation of the Code is crucial. While there has been resistance among some sport stakeholders to the Code and to the argument that sport has a moral and legal responsibility to safeguard children, making receipt of funding dependant on implementation of the Code has compelled organisations to adopt safeguarding practices and to do so relatively quickly.

Creating a freely available app to disseminate the Code is innovative and has the potential to enhance the visibility of the Code as well as raise awareness of and contribute to the prevention of safeguarding issues within Irish sport. The use of an app is particularly useful because it can be downloaded to a portable mobile device (i.e. phone or tablet), meaning information contained in the Code (such as that on identifying and managing safeguarding concerns, following good practice guidelines on adult-child behaviour, and how to make safe recruitment decisions) is quickly and readily available to anyone who has downloaded the app.

## Contact

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<sup>137</sup> There have been a series of historical and recent child abuse scandals in Ireland over the past decade, including but not limited to the uncovering of cases of the sexual abuse and exploitation of children within the Catholic Church, church-run schools and children's care homes. See: <https://www.theguardian.com/world/2009/may/20/irish-catholic-schools-child-abuse-claims> and <http://www.irishmirror.ie/news/irish-news/children-care-reveal-horrifying-allegations-5159483>.

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## Further Information

The Code of Ethics and Good Practice for Children's Sport online manual:  
[http://www.irishsports council.ie/Participation/Code\\_of\\_Ethics/Code\\_of\\_Ethics\\_Manual/](http://www.irishsports council.ie/Participation/Code_of_Ethics/Code_of_Ethics_Manual/)  
Code of Ethics Safe Sport App:  
[http://www.sportireland.ie/Participation/Code\\_of\\_Ethics/Code-Of-Ethics-App/](http://www.sportireland.ie/Participation/Code_of_Ethics/Code-Of-Ethics-App/)  
Video on the Safe Sport app: <https://www.youtube.com/watch?v=HEL RrQChGFM>

## Following a Roadmap to Implement Prevention Policy at Club Level: A Toolkit for the Prevention of Sexual Intimidation in Sport

**TIMEFRAME:** 2012 - ongoing

## Abstract

The Netherlands Olympic Committee and Dutch Sports Confederation (NOC\*NSF) has been developing policies and practices to prevent what is called sexual intimidation<sup>138</sup> in Dutch sport since 1996. The toolkit for the prevention of sexual intimidation in sport, which was created in 2012, incorporates many of these policies and practices and was developed to help local sport clubs to develop and implement their own strategy to prevent and manage sexual intimidation in sport. The toolkit is available for free online and comprises seven key elements or actions that clubs need to take to implement a strategy against sexual intimidation in sport. It also contains template documents (e.g. on assessing the risk factors for sexual intimidation within the club, and on managing reported incidences of sexual intimidation), educational resources (e.g. information on developing a code of conduct, and on the process of checking the criminal history of sports staff and volunteers), and tips for effective implementation of each of the seven steps. The toolkit is promoted through various campaigns, including those that focus on specific elements addressed in the toolkit, such as the code of conduct or criminal history checks. While the toolkit was developed as and can be used as a stand-alone measure, it has also been incorporated into an initiative promoted by the NOC\*NSF that aims to develop a respectful and safe sports culture.

## Description of the Practice

### Background

In 1996, a high-profile case of sexual violence in Dutch sport prompted the Netherlands Olympic Committee and Dutch Sports Confederation (NOC\*NSF) to take action to prevent sexual intimidation in organised sport. To ensure that the action taken was underpinned by evidence, the NOC\*NSF commissioned a study on the risk factors for sexual intimidation in sport. The findings of the study<sup>139</sup> were used by the NOC\*NSF and sport federations to develop a series of measures aimed at preventing and managing incidents of sexual intimidation in sport. The toolkit for the prevention of sexual

<sup>138</sup> Sexual intimidation is defined as any form of unwanted verbal, non-verbal or physical conduct of a sexual nature (interpretation) which has the purpose or effect of violating a person's dignity, in particular when creating an intimidating, hostile or degrading, humiliating or offensive environment.

<sup>139</sup> Cense, M. & Brackenridge, C. H., 2001. Temporal and developmental risk factors for sexual harassment and abuse in sport. *European Physical Education Review*. 7 (1), pp. 61-79.

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intimidation brings together many of these measures to help sports clubs implement a strategy against sexual intimidation. The toolkit was developed in cooperation with some sport federations and the Dutch Association for Voluntary Work<sup>140</sup> (NOV). The toolkit is regularly updated to improve its content and ensure it remains current.

### **Developing a roadmap for tackling sexual intimidation in sport**

The aim of the toolkit is to help local sport clubs develop and implement their own strategy to prevent and manage sexual intimidation in sport. To this end, the toolkit provides seven steps or actions that clubs need to take:

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<sup>140</sup> Nederlandse Organisaties Vrijwilligerswerk in Dutch.

## *1. Putting the issue on the agenda*

Sexual intimidation should be put on the agenda of board meetings, staff meetings, parent meetings, etc. The toolkit provides tips on how to raise the topic sensitively. The toolkit advises to establish a working group on this topic, to consider collaborating with nearby sport clubs and advises the club board to sign a commitment statement.

## *2. Audit the club's current position*

Clubs should audit their current position by taking an inventory of existing risk factors for unacceptable behaviours within their club. A template risk assessment for this is provided in the toolkit. Clubs are encouraged to discuss the outcome of the audit with stakeholders, including board members, sports personnel, athletes and their parents.

## *3. Appoint a Local Confidential Counsellor*

Clubs should appoint a Local Confidential Counsellor. These individuals are the first point of contact for anyone within their organisation who would like more information about sexual intimidation or who wishes to make a complaint about sexual intimidation. These individuals are also responsible for referring reports of sexual intimidation to counterparts at a national level, known as National Confidential Counsellors. The toolkit provides a job description for the Local Confidential Counsellor role and the NOC\*NSF offers specialist training to these individuals. The Local Confidential Counsellors are trained by experienced National Confidential Counsellors on communication skills and risk factors and signs of sexual intimidation. The training provides detailed information about the policy tools, developed by the NOC\*NSF, that are at the club's disposal. On a regular basis, the NOC\*NSF National Counsellors organise an update course for all trained Local Counsellors.

## *4. Implement a code of conduct for sport leaders*

Clubs should implement a code of conduct for sport leaders that covers the prevention of sexual intimidation in sport, and club board members are responsible for enforcing this. The NOC\*NSF has developed such a code of conduct, which covers appropriate coach-athlete behaviours and relationships. This code serves as the basis for a blueprint disciplinary law<sup>141</sup> in sport federations. Having a code of conduct is mandatory. The club is free to choose whether to write its own code of conduct, or to use the code of conduct that is part of the disciplinary law.

## *5. Create house rules*

Clubs should develop a set of house rules that formalise the values of the club and its members. For example, these rules might include statements such as, 'I accept and respect everybody and do not discriminate' and 'I do not harm other people'. These rules should be created in collaboration with all stakeholders to encourage ownership and acceptance.

## *6. Refine recruitment procedures*

Clubs should check the background and experience of sport staff during their recruitment process. This could be done through interviewing prospective candidates, checking the

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<sup>141</sup> This is an example of a disciplinary law on sexual intimidation in sport, provided by the NOC\*NSF. The blueprint provides a definition of sexual intimidation, information on the sanctions for infractions of the law, and establishes rules for reporting allegations of sexual intimidation in sport. See: <https://www.sport4all.nl/media/paginas/6.1%2020e%20blauwdruk%20seksuele%20intimidatie.pdf>

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credentials of coaches from previous clubs, and asking for a curriculum vitae. Clubs are also encouraged to:

*a. Check the criminal record of all applicants*

A criminal record check is a statement from the Ministry of Justice that certifies whether an applicant has previously committed any criminal offences that might suggest they are unsuitable to take on the position for which the certificate has been requested. Sports club administrators can request an individual's criminal record check from the Ministry of Justice free of charge on the condition that the club implements a minimum set of prevention measures.

*b. Check the register of individuals convicted of perpetrating sexual intimidation in sport*

The so-called 'register of individuals convicted of perpetrating sexual intimidation in sport'<sup>142</sup> is a sports-wide register that records the name of individuals who have a disciplinary record of sexual intimidation in sport. The register, which is approved by the Data Protection Authority, also records the type of offense and the duration of the penalty handed down. With the assistance of their sport federation, sports clubs have been able to check since 2015 if an individual is listed on the register<sup>143</sup>, although only sport federations that are affiliated to the NOC\*NSF and that have a code of conduct in place are able to use this service.

## 7. *Inform and involve all stakeholders about the strategy*

All stakeholders should be informed about the club's strategy. The toolkit provides tips on how to communicate the strategy to stakeholders, suggesting for example that clubs organise a parent meeting to discuss the strategy, disseminate educational materials about the strategy, and use social media to promote and raise awareness about it.

### **Outcomes and Strengths**

Evidence of the usefulness of the toolkit can be found in a 2015 study<sup>144</sup> that asked representatives of Dutch sports clubs about their engagement with the toolkit. In total, 87% of the 25,000 Dutch sport clubs participating in the survey said they had used at least part of the toolkit, and 7% said they were familiar with the whole toolkit. With regard to some of the specific measures contained within the toolkit, 55% of sports clubs said they were familiar with criminal history checks, and 42% had a Local Confidential Counsellor. When there is a complaint of sexual intimidation, 96% of sport administrators said they take action, including contacting the Local Confidential Counsellor, issuing warnings or suspensions against (alleged) perpetrators, or reporting incidents to the sport federation and/or police. Equally, in 2012, a study of users' satisfaction with the sexual intimidation prevention instruments<sup>145</sup> found that while only a minority of club administrators said they had used the measures, those who had were satisfied with the quality of these. Although this study did not focus specifically on the toolkit itself, some of the instruments included in the toolkit were positively evaluated by their users.

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<sup>142</sup> See: <http://www.nocnsf.nl/registratiesysteem-tuchtrechtelijk-veroordeelden-seksuele-intimidatie>

<sup>143</sup> See: <http://www.nocnsf.nl/registratiesysteem-tuchtrechtelijk-veroordeelden-seksuele-intimidatie>

<sup>144</sup> No study has investigated use of the toolkit specifically, but a study on the 'Safe sports climate' programme, of which the toolkit is a part, included questions about the use of the toolkit. See: Romijn, D., Kalmthout, J. van & Breedveld, K. (2015). *Safe sport climate monitor 2015. Progress report Action plan 'Towards a safe and respectful sport environment'*. Utrecht: Mulier Instituut.

<sup>145</sup> See: Serkei, B., Goes, A. & de Groot, N. (2012) *From blind confidence to responsible policy. Usefulness and effectiveness of NOC\*NSF policy instruments sexual intimidation*. Utrecht: MOVISIE.

The toolkit is freely available on the NOC\*NSF website, making it easily accessible to all clubs in the Netherlands. In addition, the fact that the toolkit includes clear steps that are required in order to develop a strategy on sexual intimidation in sport, and the inclusion of practical guidance, templates, and educational resources to facilitate this, simplifies what could otherwise be a complex process. This makes it easy for clubs to implement a strategy to prevent sexual intimidation, even if they lack experience or expertise in this area. It also ensures there is some standardisation in the strategies in place. Setting the toolkit out in this way also means sports organisations are able to devise tailored strategies that are appropriate for their specific culture.

After two decades of policy work to tackle sexual intimidation in sport, the NOC\*NSF has developed a broad mix of measures in this area. As a result, the toolkit is embedded in a broad, holistic framework of measures and is thus complemented by other tools. One of the most useful and innovative of initiatives is the pool of National Confidential Counsellors who are experienced in counselling perpetrators and those affected by sexual intimidation in sport. Having individuals in these positions at national and local level ensures that there are key contact points for advice and support across all levels of sport, and that individuals occupying the Local Confidential Counsellor role have a network of support. This is vital given that individuals with expertise in sexual intimidation in sport are often limited in number.

### **Limitations**

A major limitation of this toolkit lies in the fact that only 7% of sport clubs say they have implemented the complete toolkit. Rather, most sport clubs say they have adopted either one or only a handful of measures mentioned in the toolkit's seven steps. One of the toolkit's main strengths is its broad-ranging approach to tackling sexual intimidation, as adopting a holistic approach is most likely to offer the greatest safeguards against sexual intimidation in sport. When clubs select certain elements of the toolkit while ignoring others, the full effectiveness of the toolkit in preventing sexual intimidation in sport is inevitably reduced. Raising awareness of the toolkit and promoting its full adoption among clubs is therefore essential. In addition, research suggests that many clubs have not implemented measures because they assume sexual intimidation is not an issue in their sport. Therefore, making clubs aware of the reality of sexual intimidation in sport is crucial.

While some elements contained within the toolkit's seven steps are now compulsory for sports clubs, other measures are not. As such, there is no obligation on sports clubs to adopt the measures or, even if they chose to do so, to adopt these measures in their entirety. This results in the situation described above where clubs may implement elements of the toolkit in a piecemeal fashion, reducing the benefits of the toolkit.

Finally, while some independent research has been conducted to monitor and evaluate the effectiveness of some of the tools the NOC\*NSF has developed over the years, there has been no such empirical research to date on the toolkit or on the specific interventions it contains (such as the code of conduct, criminal history checks, the house rules etc.). Consequently, there is no actual evidence for whether the toolkit or its elements, individually or in combination, are effective or why. Regular, rigorous and independent monitoring and evaluation of the toolkit and its implementation is therefore urgently required.

### **Lessons Learnt**

The Netherlands was one of the first countries in Europe to develop initiatives to prevent sexual intimidation in sport, starting in the 1990s. The NOC\*NSF has not stood still in this regard, and continues to update their strategy and policy instruments. This

commitment means measures and policies designed by the NOC\*NSF are constantly updated based on the latest knowledge and ideas, and therefore remain current. The NOC\*NSF has also recognised that encouraging sport stakeholders to take ownership of and buy in to tackle sexual intimidation in sport is key to effective implementation. To this end, the NOC\*NSF has made significant efforts over the years to refine the way they promote their work in this area. The NOC\*NSF believes that it is important to incorporate sensitive topics such as sexual intimidation within broader, more wide-ranging programmes such as those aimed at developing safe and respectful sports environments as this is more likely to convince sport stakeholders to take up the issue. In addition, the NOC\*NSF believes that this is the most effective approach to effecting long-term changes in the culture of sport.

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## Further Information

The toolkit 'sexual intimidation policy': <http://www.nocnsf.nl/seksuele-intimidatie>

The policy framework 'a safe and respectful sport environment':

<http://www.veiligsportklimaat.nl/home>

The NOS\*NSF website on intimidation: <http://www.nocnsf.nl/grensoverschrijdendgedrag>

Free of charge criminal record check: [www.gratisvog.nl](http://www.gratisvog.nl)

Campaign "Maak er een punt van" of the Ministry Safety and Justice:

[www.maakereenpuntvan.nl](http://www.maakereenpuntvan.nl)

Toolkit for all volunteer organisations: <https://www.inveiligehanden.nl/>

Evaluation / monitoring 'a safe and respectful sport environment': Romijn, D., Kalmthout, J. van & Breedveld, K. (2015). Safe sport climate monitor 2015. Progress report Action plan 'Towards a safe and respectful sport environment'. Utrecht: Mulier Instituut.

Scientific articles:

Schipper- van Veldhoven, N., Vertommen, T. & Vloet, L. (2015). (Sexual) Intimidation in Sports: the Netherlands. In Lang, M. & Hartill, M (Eds): Safeguarding, Child Protection and Abuse in Sport: International Perspectives in Research, Policy and Practice. London: Routledge, pp. 40-48.

Serkei, B., Goes, A. and de Groot, N. (2012) From blind confidence to responsible policy. Usefulness and effectiveness of NOC\*NSF policy instruments sexual intimidation, Utrecht: MOVISIE.

## Promoting Inclusion to Prevent Gender-Based Violence in Football: Football for All

**TIMEFRAME:** 2013-2015

### Abstract

Football for All was an education and video resource pack for football players aged between 7-19 years-old and football coaches that aimed to promote an inclusive and diverse football environment. The Football for All pack, which was developed using research evidence on the risk factors for violence against young people and used real sporting examples, educated coaches and young players about ways of creating an inclusive sport environment and mechanisms for tackling issues such as sexism, homophobia, and transphobia. In this sense, while the project focused on developing an inclusive sports environment rather than the prevention of gender-based violence in sport specifically, Football for All was underpinned by the belief that an inclusive, diverse and open sports culture is central to the prevention of gender-based violence in sport. The education pack was in use over the project's duration from 2013-15. Football for All was established by the top league football club AIK Football<sup>146</sup> and the education resources developed in collaboration with Gestrikland's Football Federation<sup>147</sup>; the Swedish Association for Sexuality Education (the RFSU)<sup>148</sup> and the Stockholm branch of the RFSU; Unizon<sup>149</sup>, an organisation of more than 120 Swedish women's shelters and young women's empowerment centres; the Swedish Federation for Lesbian, Gay, Bisexual, Transgender and Queer Rights (RFSL)<sup>150</sup>, and the RFSL Youth. The pack was complimented by five online videos that illustrated a range of issues related to sexism, homophobia and transphobia to kick-start debate.

### Description of the Practice

#### Using research to create an education pack

Football for All grew from concerns among the footballing community about violence and harassment, including homophobic and sexist violence, within elite football. The project was funded by a social foundation that aims to improve the conditions of children, young people, and disabled people called the Inheritance Fund<sup>151</sup>. It involved top football club AIK Football developing an education pack in collaboration with Gestrikland's Football Federation; the Swedish Association for Sexuality Education (the RFSU), and the Stockholm branch of the RFSU; Unizon, an organisation of more than 120 Swedish

<sup>146</sup> AIK Football is a top league (Allsvenskan) football club and one of Sweden's most well-known sports clubs, with the men's elite team regularly winning the league title and the Swedish Cup. The club was founded in 1997 and has around 1,000 active players and 265 active leaders/coaches. See: [www.aikfotboll.se](http://www.aikfotboll.se).

<sup>147</sup> Gestrikland's Football Federation (*Gestriklands fotbollsförbund* in Swedish) is based in the county of Gästrikland, some 150 kilometres north of Stockholm in Sweden. See: <http://gestrikland.svenskfotboll.se>

<sup>148</sup> *Riksförbundet för Sexuell Upplysning* in Swedish. The RFSU was founded in 1933. See: <http://www.rfsu.se/en/Engelska>.

<sup>149</sup> Unizon, previously the Swedish Confederation of Women's Shelters (SKR), is an organisation of more than 120 Swedish women's shelters and young women's empowerment centres that work together for a gender-equal society that is free from violence. It was formed in 1996 and represents over 130 Swedish women's shelters and empowerment centres. See: <http://unizon.se/english>

<sup>150</sup> See: <http://www.rfsl.se/en/>

<sup>151</sup> *Arvsfonden* in Swedish. This is a social foundation that supports civil society commitments by NGOs and voluntary organisations whose activities aim to improve the conditions of children, young people, and disabled people. Since 1970, *Arvsfonden* has funded more than 9,000 community projects. It was founded in 1928 when the Swedish Parliament removed the right to inheritance for second cousins and remote relatives. Instead, the inheritance from these relations who died without a will is donated to *Arvsfonden*. *Arvsfonden* is run by the Legal, Financial and Administrative Services Agency (*Kammarkollegiet* in Swedish), the oldest public agency in Sweden. See: <http://www.arvsfonden.se/>

women's shelters and young women's empowerment centres; the Swedish Federation for Lesbian, Gay, Bisexual, Transgender and Queer Rights (the RFSL), and the youth branch of the RFSL, RFSL Youth. The pack targeted football players aged between athletes aged 7-19 and football coaches and aimed to promote an inclusive and diverse football environment. It featured exercises and tutorials, with supporting videos online. The purpose of the pack was to challenge structural racism, sexism, homophobia and transphobia within sport. While the education pack was primarily used by football clubs over the duration of the Football for All project from 2013-15, it has remained in use by some football clubs to this day.

The pack contained activities to help football coaches and players identify the taken-for-granted practices and attitudes that contribute to inequity and exclusion in the game, and provides activities to transform these. The pack was intended to be portable to allow it to be taken to training and matches, and was available to download for free. The pack was informed by the publication *Nothing to Wait For: A Handbook on Violence Prevention Work with Children*<sup>152</sup>, which covers the risk factors for youth violence and the role played by masculine stereotypes in this, and was based on research by Leen et al. (2013)<sup>153</sup> on the risk factors for violence against young people.

### **Videos that challenge stereotypes to kick-start debate**

The pack was complimented by five documentary-style videos that were available free online:

- "Tackle" shows female footballers using misogynistic language to draw attention to gender stereotypes, gender inequality, sexual harassment, and homophobia/transphobia.
- "Talk" shows two male teams during a match, with one player discussing the impact on him of his father's alcoholism and how he uses football as an escape. It intends to challenge stereotypes around hegemonic masculinity and illustrate the link between gender, aggression, and sport.
- "The Changing Room" shows a male youth team in the dressing room using homophobic and misogynist language, and bullying one player for avoiding showering with his teammates. It intends to challenge homophobic attitudes in sport.
- "The Match" focuses on racism in football so is not directly related to gender-based violence.
- "The Analysis" shows a man filming and cheering on his young son during a match while ignoring a girl nearby who is telling him how she scored in her game. The man, her father, tells his son to stop 'playing like a girl' and to 'man up'. The video highlights sexist expectations, misogyny, inequitable treatment, and harassment.

### **Outcomes and Strengths**

One of the key strengths of the Football for All resources is that they were underpinned by empirical research with football clubs and so the examples used on the education pack and online videos are grounded in the experiences and concerns of football coaches and players. This bottom-up approach of collaborating with the actors who Football for All targets ensures the examples used are a sport-specific, realistic and 'speak' to those

<sup>152</sup> This is only available in Swedish. See: Berg, L., & Loftsson, M. (2014). *Inget att vänta på. Handbook för våldsförebyggande arbete med barn och unga*. Stockholm: Myndigheten för ungdoms- och civilsamhällsfrågor. Available at <http://www.mucf.se/sites/default/files/publikationer/uploads/inget-att-vanta-pa-20160930.pdf>

<sup>153</sup> Leen, E., Sorbring, E., Mawer, M., Holdsworth, E., Helsing, B., & Bowen, E. (2013). Prevalence, dynamic risk factors and the efficacy of primary interventions for adolescent dating violence: An international review. *Aggression and Violent Behaviour*, 18 (1), pp. 159-174.

involved in football. Making the resources accessible online and downloadable for free also makes them easy to access and increases the chance they will be engaged with.

The tone adopted in the resource pack and accompanying videos is also important to its success. Rather than castigating sports organisations for failing to address inequity and discrimination or adopting a negative approach by distributing statistics on the prevalence of violence and inequality in sport, the resources in Football for All use positive language in an attempt to enlighten football stakeholders and challenge discriminatory attitudes and stereotypes.

Clubs that use the Football for All resources argue these factors have contributed to raising awareness of inequity and discrimination in sport and kick-starting discussion on the root causes of this among coaches and players in a relatively short space of time.

### **Limitations**

While clubs that have used the Football for All resources argue they have been beneficial to transforming attitudes, the project has not been subject to any form of evaluation so there is no evidence that the resources have actually been effective.

### **Lessons Learnt**

To increase engagement with Football for All, the organisations behind the project opted not to explicitly state that the purpose of the project was to develop an inclusive and diverse football environment in order to reduce harassment and violence in the sport. Rather, Football for All was promoted as a way of attracting talented new players and developing existing talent based on the understanding that the more inclusive a club is, the more it will attract and retain talented players. The organisations behind Football for All argue this utilitarian approach increased the likelihood that football clubs would implement Football for All as they would be able to see the benefits for them.

In addition, the positive tone used in the Football for All resources and the strategy of highlighting football stakeholders' taken-for-granted discriminatory attitudes in order to prompt reflection and lead to change likely also played an important part in gaining 'buy in' from sport stakeholders. Adopting a positive approach encourages engagement with the topic without patronising sports organisations or sport stakeholders or putting them on the defensive.

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### **Further Information**

The Football for All resources:  
<http://www.aikshop.se/sv/articles/2.464.3749/fotboll-for-all>

Further information on the Football for All project:  
<http://aikfotboll.se/TextPage.aspx?textPageID=9406>

Link to the Football for All Facebook page:  
<https://www.facebook.com/fotbollforalla/>

Link to an interview with the developer of Football for All:  
<http://www.rf.se/Allanyheter/2014/Enfotbollforallagerbattreresultat/>

Link to the funder's page about Football for All:  
<http://www.arvsfonden.se/projekt/fotboll-for-alla>

Link to an interview with a football club that has implemented Football for All:  
<http://www.aftonbladet.se/sportbladet/fotboll/sverige/allsvenskan/aik/article19205949.ab>

## Working In Partnership to Build Prevention Capacity: The NSPCC/Sport England Child Protection in Sport Unit

**TIMEFRAME:** 2001-present

### Abstract

The Child Protection in Sport Unit (CPSU) is a capacity-building organisation that works with sport and safeguarding organisations in England, Wales and Northern Ireland (NI) to support National Governing Bodies of sport (NGBs) and County Sport Partnerships (networks of local agencies, including local authorities, sport and leisure facilities and schools, targeted with increasing participation in sport and physical activity) in keeping children safe from harm in sport. A similar organisation, Children 1st, exists in Scotland in partnership with sportscotland. As a central point of contact for sports organisations for advice, training and resources on safeguarding and protecting children in sport, it helps sports organisations to develop and implement policies and procedures and systems and structures to enable sport to meet its legal and moral obligations to safeguard children including, but not limited to, preventing all forms of violence and harassment. It achieves this by providing expert advice to sports organisations in the development of their safeguarding strategies, developing, delivering and recognising sport-specific training for sports organisations, and establishing professional standards for safeguarding children in sport to homogenise measures across sport. Government funders of sport have linked sports organisations' funding to achievement of these standards. As a result of the CPSU's work, government-funded sports organisations in England, Wales and NI have developed strategies to safeguard children.

### Description of the Practice

#### Background

In 1995, British Olympic swimming coach Paul Hickson was convicted of the rape and sexual assault of female athletes aged between 13 and 20 years old under his care. At the time, the Amateur Swimming Association - Hickson's employer - and most other English sport organisations had no strategy for safeguarding and protecting athletes from harm. The Hickson case drew national attention to sexual abuse in sport. In the following five years, a series of other cases of child athletes being sexually abused by their coaches emerged in football, gymnastics, karate, diving, and horse riding. In response, and following pressure from some sport stakeholders, in 2000 Sport England, the agency responsible for funding affiliated NGBs, teamed up with the UK's largest children's charity, the National Society for the Prevention of Cruelty of Children (NSPCC), to convene a Child Protection in Sport Task Force. The group produced an action plan for child protection in sport that led, in 2001, to the creation of the CPSU as a partnership between the NSPCC, Sport England, Sport Wales, Sport Northern Ireland (NI) and UK Sport. The CPSU is funded by public money through these but is independent from government and has 12 full-time staff and one part-time staff.

#### Resource development

Since 2001 the CPSU has provided advice to sports organisations on their safeguarding responsibilities, ways of improving their safeguarding knowledge, and safeguarding legislation/statutory guidance. It also helps sports organisations safely recruit staff/volunteers to work with children, assess their safeguarding strategies, and manage safeguarding concerns. The CPSU provides consultancy for sports organisations in the development of their safeguarding implementation plans, for example, reviewing NGBs' safeguarding procedures. It achieves this by providing information on its website and

liaising with safeguarding leads in NGBs. The CPSU offers free template policies and guidelines (on safeguarding and child protection, e-safety, anti-bullying, incident reporting, a code of conduct for staff and volunteers and for children and for parents), and an online case management tool for sports organisations<sup>154</sup>. Finally, the CPSU commissions and conducts research with child athletes to ensure safeguarding strategies in sport meet their needs, for example funding and supporting research on children and young people's experiences of sport.

### ***Delivering training***

The CPSU develops, delivers and recognises sport-specific safeguarding training. It promotes on its website safeguarding training that is delivered by external organisations, and delivers specialist training at the request of sports organisations for people in designated safeguarding roles at regional and national levels, such as Safeguarding Lead Officer (SLOs)<sup>155</sup>. The CPSU has three levels of training:

- 1) Introductory, which is for anyone with occasional contact with children in sport and outlines the principles of safeguarding, the different forms of abuse and their symptoms, and what to do if there are concerns about a child,
- 2) Basic training, for people working in sport with regular responsibility for children, which outlines the practical implications of safeguarding in sport, the legislative context, and skill development around identifying, responding to and reporting safeguarding concerns, and
- 3) Specialist training, which is to help designated people within sport fulfil their safeguarding responsibilities and covers how to manage concerns, the organisations/agencies to which referrals of serious allegations should be made, the support services available, and ways of making safer recruitment decisions.

### ***Setting professional safeguarding standards***

In 2003, the CPSU established a set of professional standards for sport<sup>156</sup> to homogenise safeguarding, encourage best practice, and engage sports organisations in a continuous cycle of improvement. NGBs must ensure safeguards are in place and these are benchmarked against the CPSU standards. The CPSU's self-assessment tool allows sports organisations to monitor and evaluate their progress<sup>157</sup>. The standards are based on good practice and underpinned by legislation. They are organised according to levels: Preliminary, Intermediate and Advanced, with achievement at each level based on the number of essential criteria that a sports organisation meets. Among others, the standards require sports organisations to have designated staff in charge of safeguarding; mandate safe recruitment practices, including criminal history checks for individuals working and volunteering with children in sport; and oblige sports staff/volunteers to undergo safeguarding training. Sports organisations self-assess the extent to which they meet the standards and to which of the three levels. Their progress is reported annually to Sport England. For NGBs in England that have achieved the Advanced Level, the CPSU introduced the Sports Safeguarding Framework<sup>158</sup>. The Framework requires NGBs to audit their position against four stages - forming, developing, embedding, or continually improving. Organisations produce action plans to

<sup>154</sup> See: <https://thecpsu.org.uk/help-advice/case-management/>

<sup>155</sup> According to the CPSU Standards for Safeguarding and Protecting Children in Sport, all NGBs must have at least one Safeguarding Lead Officer, who is responsible for managing safeguarding-related issues within the NGB.

<sup>156</sup> file:///C:/Users/user/Downloads/english-standards%20(15).pdf

<sup>157</sup> See: <https://thecpsu.org.uk/self-assessment-tool/>

<sup>158</sup> <https://thecpsu.org.uk/media/1098/sport-safeguarding-framework.pdf>

address areas for development which are agreed by the CPSU and Sport England. The CPSU developed a self-assessment tool<sup>159</sup> to enable sports organisations to monitor and evaluate their progress against these plans for continued funding. The results are reported annually to Sport England.

### **Outcomes and Strengths**

When the CPSU was established in 2001 almost no sports organisations had a safeguarding or child protection strategy or policy, whereas the latest figures show all publicly funded sports organisations have achieved the CPSU Standards, most to the Advanced level. The CPSU's success in changing sports culture results from several factors. Firstly, safeguarding in UK sport has a relatively short history and many sports organisations lack staff with a background and expertise in child welfare. The CPSU is able to provide this expertise because it is housed within a national children's charity and employs staff with experience of safeguarding and underpinning law and practice (such as former social workers). The CPSU also manages to support more than 100 sports organisations despite having a staff of only 12 and a relatively small budget. This is possible because of the CPSU's role as a supportive, advisory organisation with a focus on capacity building and collaboration with NGBs rather than working directly for a single organisation; providing resources, advice and training in person and via its website also enables the CPSU to reach many organisations. Working closely with sports organisations and responding to what they say they need to improve their safeguarding capacity also allows the CPSU to develop materials that are useful for sport organisations. This approach of encouraging and empowering sports organisations to take responsibility themselves for safeguarding children by predominantly adopting a supportive rather than punitive role also encourages 'buy in' from organisations. In addition, this means sports organisations are able to devise tailored strategies that are appropriate for their specific sports culture. The CPSU Standards and the CPSU Framework have provided a useful frame of reference for sports organisations with little experience in this area to work towards developing and embedding safeguarding in their sport, and have helped standardise safeguarding practice in sport and establish baseline minimum standards of best practice in safeguarding children in sport.

Another key benefit of these CPSU instruments is that there are varying levels of achievement. These are able to accommodate organisations that are at different stages of developing and embedding safeguarding strategies, from beginning to advanced. The levels also encourage organisations to engage in a continuous cycle of improvement with their safeguarding strategies regardless of their starting point. The self-monitoring and evaluation enables organisations to regularly check their progress and identify gaps and advances in their approach to safeguarding. Crucially, the linking of government funding by one of the CPSU's founding partners, Sport England, to sports organisations' achievement of the CPSU's professional standards and framework has compelled organisations to adopt safeguarding policies and practices relatively quickly - within a period of 15 years. This and the establishment of a government-funded organisation focusing on safeguarding in sport has given the topic credibility and serves as a reminder to sports organisations that safeguarding is a key part of their remit.

### **Limitations**

The CPSU is evaluated on its performance by its funders, and receives high satisfaction ratings from its partners; the CPSU was the highest-rated partner in the Sport England stakeholder survey in 2015. However, there has, to date, been no independent, peer-reviewed empirical research to determine the efficacy of the interventions the CPSU

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<sup>159</sup> See: [https://thecpsu.org.uk/resource-library/2013/safeguarding-framework-self-assessment-tool-sat-\(with-guidance\)/](https://thecpsu.org.uk/resource-library/2013/safeguarding-framework-self-assessment-tool-sat-(with-guidance)/)

promotes, either before these were rolled out nationally or since. Rather the professional Standards and Framework include a self-assessment process whereby organisations monitor and evaluate their own progress against certain criteria. While this is to be welcomed and should not be dismissed as a potentially important mechanism for change, these self-assessments are not published or externally evaluated. Consequently, there is no robust evidence for whether or not their desired outcomes have been achieved or for which mechanisms have been (most) effective and why. The requirement for such evaluation has been identified as is a key focus for sports organisations over the next five years as part of a strategy developed in conjunction with the CPSU and sport stakeholders. It is therefore hoped that in future years more organisations will develop links with external partners (such as universities and research/consultancy companies) to conduct robust, independent empirical evaluations of their strategies.

Another limitation is that sports that do not receive government funding are under no obligation to follow the two professional standards frameworks for sport established by the CPSU (the CPSU Standards and the CPSU Framework). While some such sports have decided to implement these frameworks voluntarily out of recognition of the importance of safeguarding for both children and sports organisations themselves, other organisations have not and cannot be compelled to do so because they are not dependent on government funding.

### **Lessons Learnt**

A key challenge for the CPSU was overcoming resistance to change and gaining 'buy in' from sports organisations for safeguarding, which many did not initially understand or believe was part of the remit of sports organisations. The CPSU has overcome this through continued close involvement with sports organisations, working *with* them rather than against them, to instil the importance and value of safeguarding for child athletes and for sports organisations themselves. This supportive and collaborative approach that seeks to involve sports organisations in the policy-making process has proved effective in developing cultural change and promoting sports organisations' ownership of safeguarding, as is evidenced by the number of sports organisations that have, in the years since the CPSU's creation, established safeguarding strategies. This collaborative approach initiated through mutual consent and built from the ground up (rather than imposed from above) has also enabled the CPSU to gain feedback from sports organisations on what support they need to enable them to enact their responsibilities. To accompany this positive approach to building safeguarding capacity within sports organisations, a financial incentive in the form of linking government funding of sports organisations to implementation of the two professional standards frameworks for sport has helped compel those sports that were unsure about or resistant to embedding safeguarding to take the issue seriously and accept their responsibilities.

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### **Further Information**

The CPSU website: <https://thecpsu.org.uk/>

The CPSU Standards for Safeguarding Children and Young People in Sport (England):  
<https://thecpsu.org.uk/download/media/1040/english-standards.pdf>

The CPSU Framework for Safeguarding and Protecting Children in and Through Sport in Wales: <http://www.welshsports.org.uk/files/358.pdf>

The CPSU Club Framework for Safeguarding Standards in Sport (Northern Ireland):  
[https://thecpsu.org.uk/resource-library/2013/club-framework-for-safeguarding-standards-in-sport-\(sport-northern-ireland\)/](https://thecpsu.org.uk/resource-library/2013/club-framework-for-safeguarding-standards-in-sport-(sport-northern-ireland)/)

The CPSU Framework for Maintaining and Embedding Safeguarding for Children in and Through Sport: <https://thecpsu.org.uk/resource-library/2013/the-framework-for-maintaining-and-embedding-safeguarding-for-children-in-and-through-sport/>

Independent evaluation of the Rugby Football League's implementation of the CPSU Standards: <http://media.therfl.co.uk/docs/Research%20Report-Safeguarding%20in%20RL.pdf>

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