

AIOWF



Association of International Olympic Winter Sports Federations

Fourth Review of Governance of AIOWF International Federation Members

December 2022



A study by I Trust Sport commissioned by AIOWF

Fourth Review of Governance of AIOWF IF Members

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1 Executive summary

1.1 Background

This document is the fourth review of governance of the seven members of the Association of International Olympic Winter Sports Federations ([AIOWF](#)), commissioned by AIOWF itself. The review adopted the same procedure as the Association of Summer Olympic International Federations (ASOIF), which acted with the oversight of the [Governance Taskforce](#) (GTF), publishing a [report](#) in June 2022.

Continuing from the previous reviews in 2017, 2018 and 2020 the evaluation for 2022 took the form of a self-assessment questionnaire with independent moderation of the responses. The questionnaire consisted of 50 measurable indicators covering five principles or sections: Transparency, Integrity, Democracy, Development and Control Mechanisms.

The questionnaire had been slightly revised for 2022 with the aim of ensuring it was up to date but also remained comparable to the earlier editions.

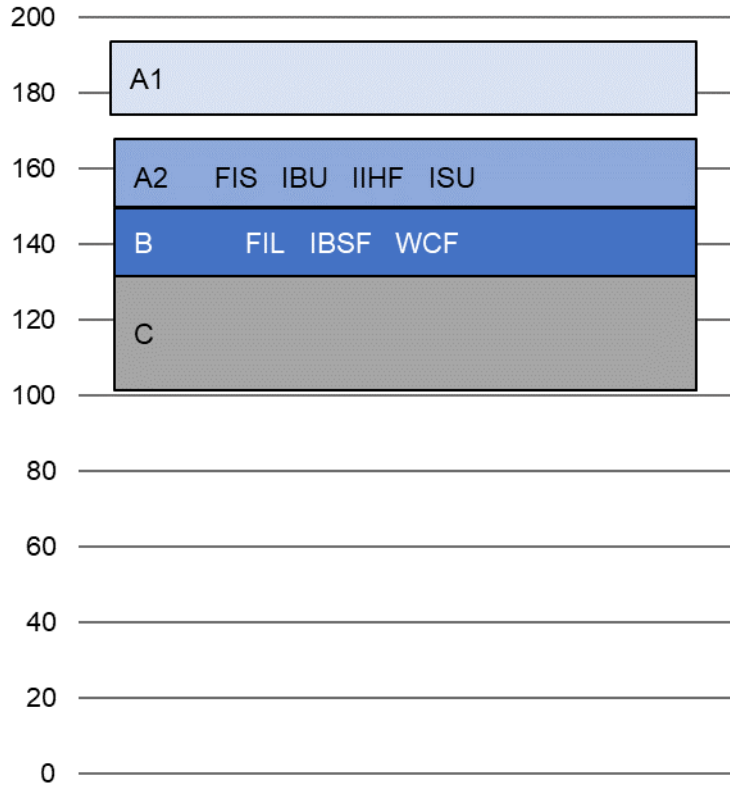
The seven questionnaires were distributed on 12 July. The deadline set was the end of September. All were completed and returned, although three International Federations (IFs) required an extension into October. Scores were independently moderated for accuracy in October and early November.

Ahead of the fourth assessment, the ASOIF GTF set a target for the summer sports of a total score of at least 130 (rising from 120 in 2020) out of a theoretical maximum of 200. The target is included in this report for reference.

Co-operation from the winter IFs is much appreciated, particularly as they are still coping with the consequences of the pandemic, which has heavily impacted on events, athletes and institutional business. In addition, it is recognised that all of the sports had to devote time at leadership level to take action in response to the Russian invasion of Ukraine.

1.2 Headline findings

Grouping of AIOWF members by score (out of 200)



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

The AIOWF members have been allocated into the same groups based on their scores as were defined for the ASOIF review, which relates to an assessment carried out in early 2022. The scores of the winter federations range from over 130 to under 175. Four reached Group A2 with two being close to the upper limit while the other three were in Group B.

1.2.1 Comparison with 2020 and with ASOIF study

The mean score for the AIOWF members was 154 out of a theoretical maximum of 200, compared to 140 in 2020 and 109 in 2018. This equates to an average increase in the total score since the previous assessment of 14, although the scale of improvement by each IF varied.

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

The mean score for the ASOIF and AIOWF members was, for the second consecutive assessment, almost identical.

There is no strong evidence of a winter or summer sport “template” in relation to governance – the higher and lower-scoring areas are broadly consistent across both ASOIF and AIOWF members, as will become clear from the analysis below. Trends are not thought to be exclusive to one study or the other.

1.2.2 Impact of the IF size on scores

Two multiple choice indicators were included to help categorise IFs by number of staff and annual revenue. Four of the AIOWF members had between 20-49 staff and the three remaining were classified respectively in the 0-9 staff number group, 10-19 and 50-119. Regarding revenue, four IFs were in the group earning 20m to 50m CHF (average revenue per year from 2016-21), two had revenue between 4m-8m and one was in the range 8m-20m.

Due to the small sample size, the AIOWF members were grouped together with the summer sports for much of the analysis. There is an apparent correlation between IFs with more revenue and a higher overall moderated score. For example, the mean score for IFs with 4m to 8m CHF in annual revenue was about 146, compared to 168 for the grouping covering 20m to 50m CHF.

A similar pattern is evident when comparing IFs by staff numbers. The average score for IFs with 10 to 19 staff was 142, rising to 155 for those with 20 to 49 staff and 171 for IFs with staff levels between 50 and 119. All of the scores have risen noticeably since the previous assessments.

1.2.3 Key findings on specific governance issues

- The mean score across the seven winter IFs was 154, up from 140 in 2020
- There are signs of correlation between organisations with greater staff resources and/or higher annual revenues and a higher overall moderated score
- As for each previous edition, the Transparency section recorded the highest average score among IFs studied
- All seven winter sport IFs have now published at least one set of audited accounts, up from six in 2020. This was consistent with the ASOIF IFs, among which only one from 33 members had not published audited accounts
- Three winter IFs had an Executive Board that was at least 25% composed by women (but under 40%), up from two in 2020. Three others had between 15% and 25% women among their board membership with one IF below 15%. By contrast, a small proportion of the ASOIF members (three out of 33) had at least 40% of their board composed by women
- Five out of seven IFs now have term limits of some type in place for elected officials. This is an increase of one from 2020 and is consistent with a trend across both Winter and Summer sports
- Considering ASOIF and AIOWF together, an IF with term limits in place reached the A2 group (150-170) with a mean score of about 156. By contrast, the average score of IFs without term limits was 137, placing them in Group B (130-149 points)
- Five winter sport IFs had safeguarding policies in place which were consistent with IOC guidelines and were also able to demonstrate evidence of implementation
- It is becoming standard for IFs to produce detailed strategies with clear objectives and targets. Three IFs had published updates on progress towards achieving targets in their strategies

- Five IFs had outsourced some anti-doping work to the International Testing Agency with one agreement about to be implemented at the time of the assessment
- Five IFs had 'state of the art' programmes regarding financial development support for members, publishing full information, and the remaining two did provide some financial figures
- In line with governance trends across sectors, there has been an increase in work on sustainable development. Three IFs had strategies linked to the UNSDGs
- Five IFs have an ethics committee with an independent majority that has rules of procedure and the power to propose sanctions
- A new indicator about risk management programmes found that three IFs had conducted organisation-wide risk assessments

1.3 Evolution of this study

This fourth review of IF governance has benefitted considerably from the incremental changes made based on experience and the lessons learned from the previous three editions. The range of indicators has been carefully adjusted and wording has been amended to increase clarity. In addition, IFs have dedicated significant resources to responding and the understanding of the process has improved.

Nonetheless, the study has limitations, which should be acknowledged. As for the previous editions, the questionnaire was restricted to 50 scoring questions to make the task of completion manageable. In a study which is designed as "one size fits all", there are inevitably also a few indicators which are more relevant to some IFs than others. The scoring system for the questionnaire is partially subjective and the results represent a snapshot in time – September and October 2022.

1.4 Concluding comments

The analysis of the governance of the AIOWF members shows progress by all of the sports since 2020, which is to be commended, but there are significant differences between the strongest performers and the weakest.

The seven winter sport IFs were divided among Group A2 (four IFs) and Group B (three IFs). Two IFs had moved up from Group B in 2020.

Important steps forward include the publication and implementation of safeguarding policies and, in line with perhaps one of the most scrutinised aspects of governance, action on sustainability and environmental issues. These two topics were highlighted as areas of concern in the previous assessment. It was also positive to see that all seven IFs had published at least one set of audited financial accounts.

In contrast, most of the AIOWF members are still some way short of gender balance on their Executive Board. However, at least three IFs are planning initiatives which should impact in this area.

The study has shown that, by and large, there is a correlation between higher scores in the assessment and IFs with greater resources in terms of staff and financial revenue. The four highest scores, for example, were from IFs all in the highest annual revenue bracket of 20m-50m CHF. Nevertheless, as was also evident in the ASOIF study, revenue and staff size are

not the only determinant of higher scores. There are examples of IFs over/underperforming based on those metrics.

1.5 Next steps

Each AIOWF IF is receiving their full results alongside this report. The ASOIF GTF plans to continue with the governance assessment project, working towards another assessment in 2023-24.

2 Background

The Association of International Olympic Winter Sports Federations ([AIOWF](#)) commissioned a fourth review of International Federation (IF) governance for 2022, adopting the same procedure and questionnaire as the Association of Summer Olympic International Federations (ASOIF). ASOIF's assessment exercise was overseen by its [Governance Taskforce](#) (GTF). This fourth review followed previous studies, also adopting the same process, in 2017, 2018 and 2020.

Starting in July 2022, the current state of governance of the seven IF members of AIOWF were evaluated using a self-assessment [questionnaire](#)¹. The questionnaire was identical to the one developed for the ASOIF project and was re-used with ASOIF's approval.

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

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

Ahead of the fourth assessment, the ASOIF GTF set a target for the full member summer sports of a total score of at least 130 out of a theoretical maximum of 200. The target was not discussed separately by AIOWF but is included in this report for reference.

Importantly, the assessment for 2022 took place with the backdrop of the global pandemic, which has severely affected sport and all other sectors since early 2020.

The scoring moderation process in September and October took place after the Russian invasion of Ukraine and in the context of the IOC recommendation not to allow the participation of Russian and Belarussian athletes in international sport.

3 Methodology

The self-assessment questionnaires were distributed by e-mail on 12 July with a deadline for response by 30 September. IFs were asked to determine a score for each question and to provide explanatory evidence, such as a hyperlink to a relevant page or document on the website. In some cases, supplementary documents were provided on a confidential basis.

To aid IFs and to avoid unnecessary duplication of work, the questionnaires that were distributed incorporated both the responses of the IF to the indicators in 2020 and the moderated scores and comments.

Four of the seven questionnaires were completed on time. Extensions were granted to the other IFs due to the timing of Congresses and other meetings. The remaining questionnaires were submitted in the following month with the last one arriving on 21 October.

Once received, the questionnaire responses were independently moderated.

¹ ASOIF Governance Taskforce – International Federation Self-Assessment Questionnaire (2021): https://www.asoif.com/sites/default/files/download/fourth_if_governance_self-assessment_questionnaire_2021-22.pdf

3.1 Scoring

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

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

IFs were asked to provide evidence to justify their scores.

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

3.2 Changes to the questionnaire

After the first assessment exercise, the questionnaire has been updated by the GTF for each subsequent study. Modifications have been made based on the experience of the assessment and feedback but also to take account of priority governance topics and improve clarity.

For 2022, one of the 50 questions was replaced and others were substantially amended, resulting in three essentially new indicators. There was slight re-numbering as a consequence. Elsewhere, the wording of some indicators and of scoring definitions was edited in response to feedback and circumstances. It is believed that the net outcome of the amendments to the questionnaire was neutral – neither more stringent nor more lenient overall.

Small adjustments were also made to questions in the background section, but these had no impact on the scoring.

Details of the changes to the questionnaire are available in the 2022 edition of the ASOIF study².

3.3 Independent moderation

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

Scores were checked against the defined criteria in the questionnaire for each indicator for all seven AIOWF member responses in October 2022. Evidence provided by IFs was also

² Fourth Review of IF Governance – pages 54-55:

https://www.asoif.com/sites/default/files/download/fourth_review_of_international_federation_governance.pdf

checked (such as references to clauses in the Constitution or specific web pages) and, where evidence was absent or incomplete, additional information was researched from IF websites. Supplementary documents provided on a confidential basis were taken into account as appropriate. Follow-up questions were sent to several IFs, generally where the IF had indicated that further information was available on request.

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

During the course of the ASOIF project, a number of policy guidelines were applied regarding the scoring of specific indicators to make the scoring as fair as possible. The same guidelines were applied to the AIOWF member questionnaires for consistency. An explanation of the guidelines is provided in the ASOIF study³.

3.4 Outcomes of moderation

Table 1 – Changes in scores after moderation for AIOWF members

	Self-assessed score	Moderated score
Mean for total*	159	154
Median for total	156	157
Mean per indicator	3.1	3
Maximum increase	3 (moderated score is above self-assessed)	
Maximum decrease	17 (moderated score is below self-assessed)	
Mean markdown		-6
Median markdown		-7

(*) Note on mean and median:

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

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

The mean and median changes to scores in the moderation process continue to drop from -11 and -8 respectively in 2020 to -6 and -7. These were notably smaller than the corresponding figures of -20 and -19 in 2018.

³ Pages 56-59

In six of the seven cases, the self-assessed and moderated scores were very similar. Five IFs were marked down between 4-8 points. One IF was marked up by 3 and one other was marked down 17.

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

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

3.5 Allowing for margin of error

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

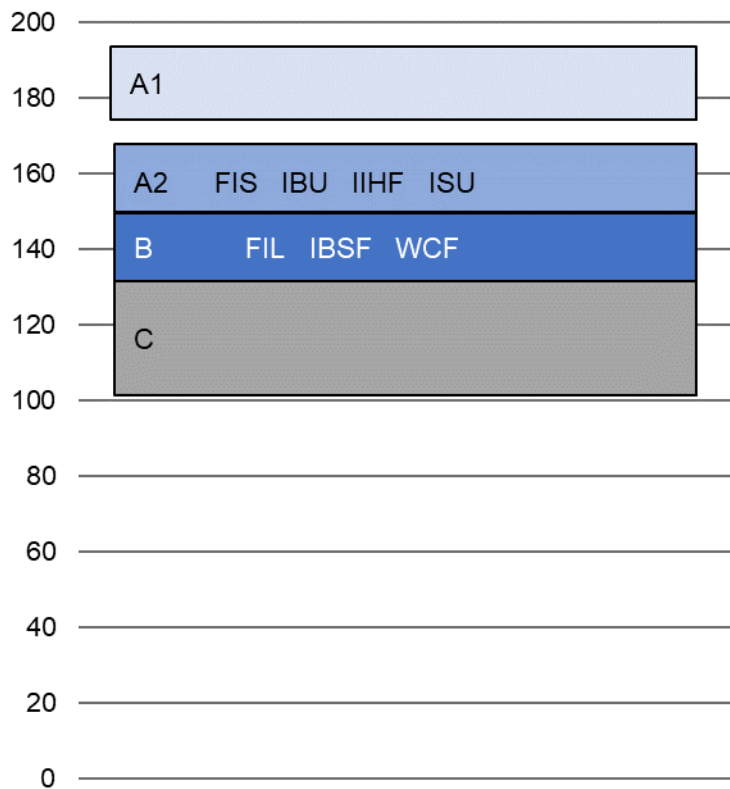
On the basis that some judgements could be debatable, each IF total score should be understood to have a margin of error from -5 to +5. This is the same as was adopted for the 2020 edition. The choice of this narrow band reflected the continued good understanding of the process by IFs and the full responses which most provided. It is also consistent with the 2022 ASOIF study.

4 Headline findings

4.1 Grouping of IFs by overall moderated score

The total moderated scores of the seven winter IFs varied from over 130 to under 175. They are depicted below in groups with the same score boundaries as were identified in this year's ASOIF study.

Figure 1 - Grouping of AIOWF members by score⁴



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

⁴ Key to AIOWF members: FIL - Fédération Internationale de Luge de Course, FIS - International Ski and Snowboard Federation, IBSF - International Bobsleigh and Skeleton Federation, IBU - International Biathlon Union, IIHF - International Ice Hockey Federation, ISU - International Skating Union, WCF - World Curling Federation

Table 2 - Grouping AIOWF members by score

Group	Total moderated score range (group boundaries taken from ASOIF study)	AIOWF Members
A1	175 to 189	-
A2	150-174	FIS IBU IIHF ISU
B	130-149	FIL IBSF WCF
C	Full members under 130	-

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

The threshold for the top group, A1 was raised by the GTF from 170 to 175 for the 2021-22 ASOIF study, reflecting general improvements in scoring among the leading IFs. Group A2 covered from 174 down to 150 with the lower threshold increasing from 140 in 2022. Group B started at the target score of 130 and ranged up to 149. The equivalent target was 120 in 2020.

Four of the AIOWF members were in the A2 Group with two close to the upper limit. Three IFs were in Group B. Two of the AIOWF members moved up from Group B in 2020 to A2 in 2022.

5 Comparison with previous study in 2020

Figure 2 - Comparison of AIOWF members' mean scores 2020 and 2022

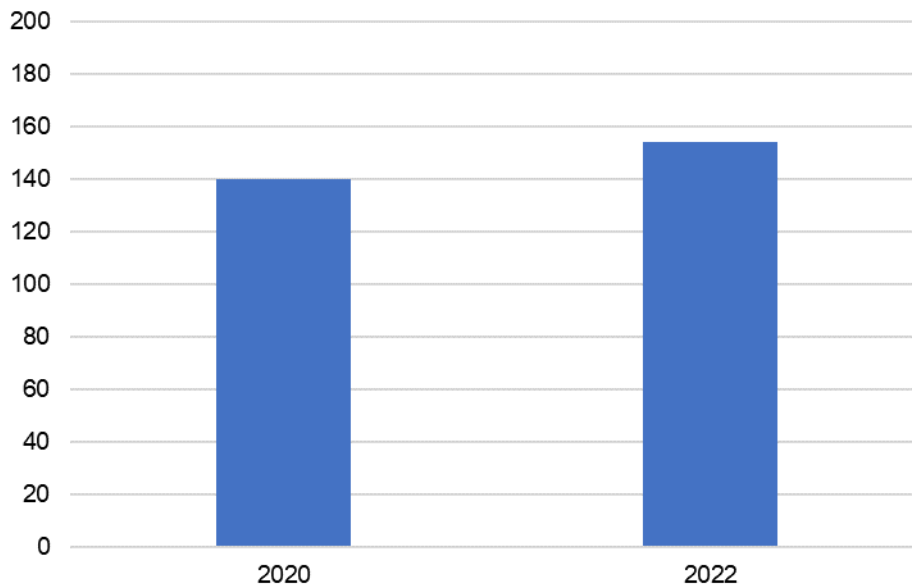


Table 3 - comparison of AIOWF members' mean scores 2020 and 2022

	2020	2022
Mean score of AIOWF members	140	154

The mean score across the seven winter IFs was 154, up from 140 in 2020. There was virtually no difference in the mean scores between the ASOIF and AIOWF members in the 2022 studies.

AIOWF score increases since 2020 ranged from 2 to 38. Four IFs improved their score by 2-9 points, two by 19-23 and there was one outlier which improved by 38.

6 Categorising IFs by resources

The 2022 edition of the questionnaire again incorporated two multiple-choice indicators intended to help categorise IFs by numbers of staff (under 10, 11-19, 20-49, 50-119 or over 119) and by revenue (average of less than 2m CHF per year from 2016-2021, 2m-4m, 4m-8m, 8m-20m, 20m-50m or over 50m).

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

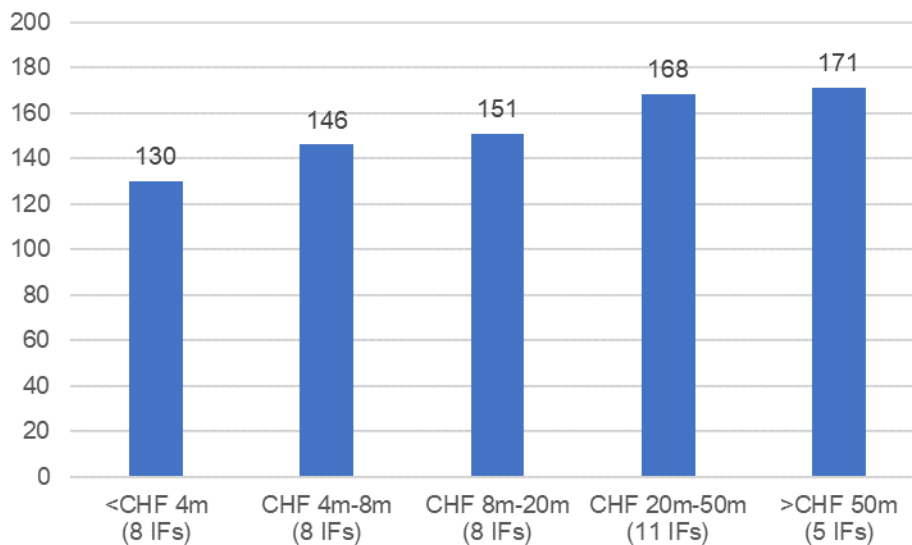
6.1 Analysis of IF scores by revenue group

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

Average annual revenue 2016-21	No. of AIOWF IFs	No. of ASOIF IFs	Mean score
<4m CHF	-	8	130
4m - 8m CHF	2	6	146
8m - 20m CHF	1	7	151
20m - 50m CHF	4	7	168
>50m CHF	-	5	171

Among the winter sport federations, two recorded average revenue between 4m and 8m CHF from 2016 to 2021 and one between 8m-20m CHF. Four were in the category from 20m to 50m CHF annually. The number of ASOIF members in each category is shown for comparison.

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



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

Average scores rose from 2020 to 2022 for IFs within each revenue category but most of all for those with 20m to 50m CHF, where the mean score increased from 149 to 168.

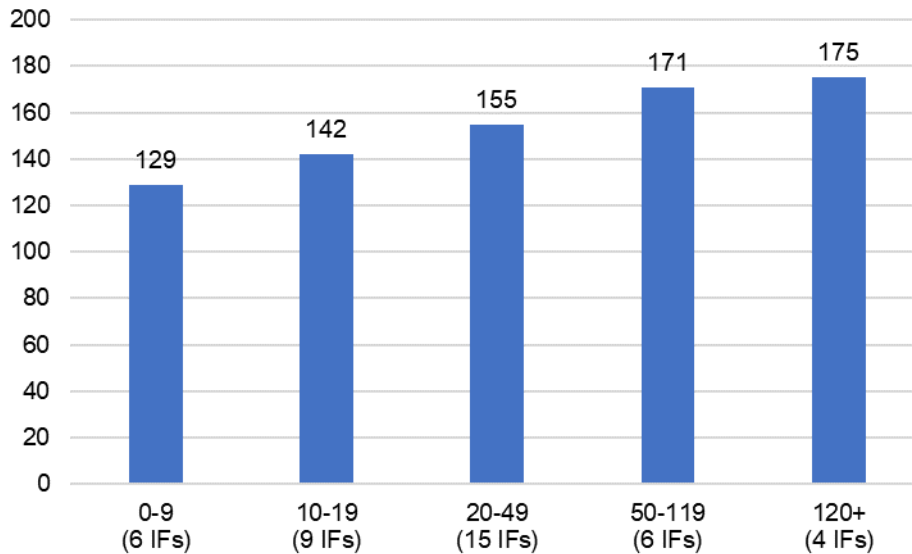
6.2 Analysis of IF score by number of staff

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

Number of staff	No. of AIOWF IFs	No. of ASOIF IFs	Mean score
0-9	1	5	129
10-19	1	8	142
20-49	4	11	155
50-119	1	5	171
120+	-	4	175

Based on the questionnaire responses, there was one AIOWF member with 0-9 staff and another with between 10 and 19 staff. Four had 20 to 49, and one was in the range from 50 to 119 staff. None of the winter sports are as large as the biggest summer sports, four of which had 120 or more staff.

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



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

The AIOWF members fall within the 0-9, 10-19, 20-49 and 50-119 groups. The sample sizes are again small.

The average score for IFs with 10 to 19 staff rose from 130 in 2020 to 142 in 2022 and for IFs with 20-49 the average score went up to 155 from 135. This was the largest increase and reduced the gap slightly to the average score for IFs which have 50-119 staff (171, up from 163 in 2020).

7 Section-by-section analysis

Table 6 – Mean scores by section for AIOWF members in 2022

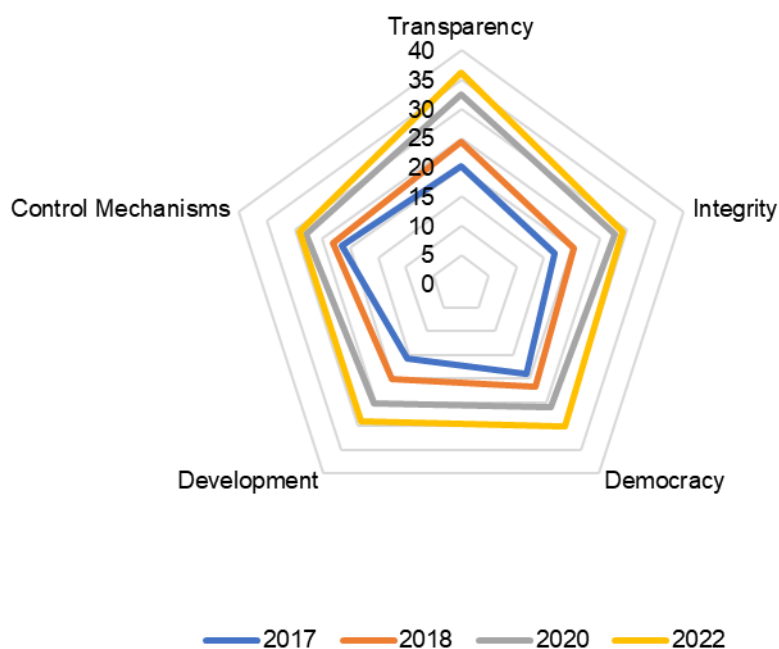
Section	Min	Max	Mean
Transparency	33	39	36.2
Integrity	26	35	29
Democracy	24	35	30.2
Development	23	35	29
Control Mechanisms	23	36	29.1

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

Table 7 - Comparison of mean scores by section from 2017 to 2022 for AIOWF members

Section	Mean score			
	2017	2018	2020	2022
Transparency	20.3	24.3	32.6	36.2
Integrity	16.9	20.3	27.7	29
Democracy	19.0	21.6	26.1	30.2
Development	15.6	20.0	25.3	29
Control Mechanisms	21.4	23.1	28.0	29.1

Figure 5 - Comparison of mean scores by section from 2017 to 2022 for AIOWF members



As for each previous assessment, the Transparency section recorded the highest mean score among IFs studied. This is also consistent with the 2022 ASOIF study. Democracy improved the most, growing by more than 4 points on average. The Integrity, Development and Control Mechanisms sections all had very similar average scores at around 29. Among these, the Development section saw a larger average increase since 2020, up from 25.3.

In the 2020 assessment there were sizeable differences between IFs in the section scores with a range from 15 to 35 for Development and 23 to 37 out of 40 for Control Mechanisms. The range has narrowed in 2022 to 23-35 for Development and 23-36 for Control Mechanisms. IFs were consistent scorers in the Transparency section with moderated scores ranging from 33-39.

It is possible to compare mean scores by section for each of the four editions of the study for the seven IFs. Considerable caution is needed in interpreting these numbers, however, as the changes to individual indicators from 2017 to 2022 limit the value of direct comparisons between sections given that there are only 10 indicators in each.

The increase in the Transparency average is about 16 since 2017. Integrity, Democracy and Development have gone up on average by 11 to 13 points over time. The increase in the Control Mechanisms score is less than the others at slightly under 8 points.

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

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

8 Transparency section

Table 8 - Mean Transparency section scores by indicator

Indicator	Topic	Mean (7 IFs)
2.1	Statutes, rules and regulations	3.8
2.2	Explanation of organisational structures including staff, elected officials, committee structures and other relevant decision-making groups	4
2.3	Vision, mission, values and strategic objectives	3.6
2.4	A list of all national member federations with basic information for each	3.1
2.5	Details of elected officials with biographical info	4
2.6	Annual activity reports, including institutional information, and main event reports	3.6
2.7	Annual financial reports following external audit	3.7
2.8	Allowances and financial benefits of elected officials and senior executives	3.3
2.9	General Assembly agenda with relevant documents (before) and minutes (after) with procedure for members to add items to agenda	3.6
2.10	A summary of reports/decisions taken during Executive Board and Commission meetings and all other important decisions of IF	3.6

Transparency was again the top-scoring section among the five parts of the questionnaire with the average score reaching 36 out of 40. Eight of the ten indicators had a mean score of over 3.5. One of the IFs studied was close to the maximum in this section, scoring 39 out of 40 and two achieved 38 out of 40.

The highest average scores were for indicators 2.2 and 2.5 – dealing with the publication of organisational structure charts and biographies of elected officials respectively - with each IF scoring a maximum of 4. In the case of 2.5 this is an indicator where the information provided by IFs has improved steadily over time.

All seven winter sport IFs had published at least one set of audited accounts (indicator 2.7), up from six in 2020. For comparison, only one from 33 ASOIF members had not published audited accounts at the time of the 2022 review.

More IFs are publishing detailed strategies and objectives (2.3) with clear targets and indicators. Three IFs had reported on progress towards the achievement of targets in strategies.

There has been an increase in the number of annual reports published that include institutional information. Five IFs had annual reports covering at the least the last three years.

There was also an improvement in the amount of information made available about allowances and financial benefits of elected officials and senior executives (2.8). Five IFs had published an expenses policy with three providing information on costs in the accounts or budget.

The lowest scoring indicator was 2.4 with IFs making essential basic details about their members available but mostly not achieving a top score of 4, which required extra information such as about members' athletes, events or news.

9 Integrity section

Table 9 - Mean Integrity section scores by indicator

Indicator	Topic	Mean (7 IFs)
3.1	Has a unit or officer in charge of ensuring the IF abides by the IOC Code of Ethics and/or the IF's own Code of Ethics	3.4
3.2	Has a unit or officer in charge of ensuring the IF abides by the World Anti-Doping Code	3.6
3.3	Complies with the Olympic Movement Code on the Prevention of the Manipulation of Competitions	2.9
3.4	Conflict of interest policy identifying actual, potential and perceived conflicts with exclusion of members with an actual conflict from decision-making	3.3
3.5	Establish confidential reporting mechanisms for 'whistle blowers' with protection scheme for individuals coming forward	2.9
3.6	Provide for appropriate investigation of threats to sport integrity (competition manipulation, gambling-related or other)	3.3
3.7	Make public decisions of disciplinary bodies and related sanctions, as well as pending cases, to the extent permitted by regulations	3.3
3.8	Appropriate gender balance in Executive Board or equivalent	2.4
3.9	Programmes or policies in place to foster greater diversity of backgrounds in composition of Executive Board and committees	1.1
3.10	Programmes or policies in place regarding safeguarding from harassment and abuse	2.9

The Integrity section was the joint-lowest scoring together with Development, a fraction behind Control Mechanisms.

Indicators on anti-doping (3.2) and diversity (3.9) produced the highest and lowest scores across the section respectively for AIOWF and ASOIF members in the 2022 studies.

Five IFs, with one agreement due to be implemented, had outsourced some anti-doping work to the International Testing Agency. One IF had established its own integrity unit since the previous assessment.

There was a new indicator at 3.9 which asked IFs about programmes or policies in place to foster diversity of backgrounds at board level. All seven IFs had some form of continental representation at board or council level but none were able to demonstrate a designated committee/process to consider skills and diversity requirements among elected officials.

Three IFs had at least 25% female representation at board or council level (but below 40%), one more than in 2020. Three others had between 15% and 25% of their board composed by women with one IF below 15%. Progress among ASOIF members has also continued to be slow.

There was no change with regard to IFs complying with the Olympic Movement Code on the Prevention of the Manipulation of Competitions. The mean score was virtually unchanged since 2020. The AIOWF member sports with little gambling involvement generally limited their activities to participation in the IOC's IBIS programme.

Four IFs had ‘state of the art’ conflict of interest policies, covered in indicator 3.4 (previously indicator 4.8). There was evidence of improvement with all IFs found to have a defined policy and most able to demonstrate that they were actively applied.

As for safeguarding there had also been improvement. Five IFs had policies in place consistent with IOC guidelines and were able to demonstrate evidence of implementation. The status of winter sports here was similar to ASOIF members overall.

10 Democracy section

Table 10 - Mean Democracy section scores by indicator

Indicator	Topic	Mean (7 IFs)
4.1	Election of the President and a majority of members of all executive bodies	3.9
4.2	Clear policies/rules on campaigning to ensure election candidates can campaign on balanced footing including opportunity for candidates to present their visions/programmes	2.6
4.3	Election process with secret ballot under a clear procedure/regulation	3.4
4.4	Make public all open positions for elections and non-staff appointments including the process for candidates and full details of the roles, job descriptions, application deadlines and assessment	2.7
4.5	Establishment and publication of eligibility rules for candidates for election, together with due diligence assessment	2.9
4.6	Term limits for elected officials	1.7
4.7	Provide for the representation of key stakeholders (e.g. “active” athletes as defined in the Olympic Charter) in governing bodies	3
4.8	Provide support to help enhance the governance of IF member associations	2.1
4.9	Actively monitor the governance compliance of IF member associations with Statutes, Code of Ethics and other rules	4
4.10	Ensuring equal opportunities for members to participate in General Assemblies	4

All seven IFs achieved the maximum score for actively monitoring the governance compliance of member federations (indicator 3.9). All of the IFs had made decisions at board/council level earlier in 2022 not to allow the participation of athletes from Russia and Belarus after the Russian invasion of Ukraine. In doing so, the IFs were following a recommendation from the IOC.

There were notable examples of additional monitoring, including assessments of member federation governance, by at least two IFs. The other indicator with a full set of top scores was 4.10 with IFs adapting to the pandemic by staging online or hybrid General Assemblies (or equivalent), ensuring that their members had an equal opportunity to participate.

In most cases, the President is elected by all of the members of the IF, as are the majority of the Executive Board or equivalent (indicator 4.1). Only two IFs were found to have published detailed campaigning rules for candidates, however (4.2). Four IFs had no more than basic rules in place.

Once again the lowest scoring indicator was 4.6, which related to term limits for elected positions. It was also the lowest scoring in the ASOIF study. Five AIOWF members had term limits of some description (up from four in 2020) while two did not.

A new indicator (4.8) asked IFs about governance support provided for their member federations. The pattern was mixed. Only one IF was found to have a governance support programme that was tailored to an assessment of members' needs. Five IFs either had a programme in place or offered occasional support. Among ASOIF members governance support for members was more established.

11 Development section

Table 11 - Mean Development section scores by indicator

Indicator	Topic	Mean (7 IFs)
5.1	Clear policy and process in place to determine transparent allocation of resources in declared development objectives	3.6
5.2	Information published on redistribution/support activity for main stakeholders, including financial figures	3.7
5.3	Monitoring/audit process of the use of distributed funds	2
5.4	Respect principles of sustainable development and regard for the environment	2.9
5.5	Existence of social responsibility policy and participation programmes targeting hard-to-reach areas	2.3
5.6	Education programmes (topics other than integrity) and assistance to coaches, judges, referees and athletes	3.1
5.7	Put in place integrity awareness/education programmes	2.7
5.8	Legacy programmes to assist communities in which events are hosted	2.6
5.9	Anti-discrimination policies covering a range of characteristics	2.7
5.10	IF dedicates appropriate resources to the Paralympic/disability discipline(s) in the sport (Note: for sports that have no Paralympic or disability discipline, the mean score for the rest of the questionnaire will be awarded for this question)	3.4

The Development section was the joint-lowest scoring with Integrity. While scores had increased, further advances had perhaps been held back by the pandemic.

For the second consecutive assessment the highest scoring indicator was 5.2, which analysed information published on redistribution/support activity for stakeholders. Five IFs had 'state of the art' programmes, publishing full financial information and the remaining two had formal programmes with some financial figures. On average, AIOWF members performed slightly better than ASOIF counterparts on this indicator. In contrast, the lowest scoring indicator was 5.3, which dealt with the monitoring and auditing of development funds. In most cases, monitoring is handled internally by the IFs.

Education for coaches, athletes, judges and referees was well-established (5.6) and although many IFs were able to move such work online because of the pandemic, it is understandable that some programmes had to be postponed. Indicator 5.7 covered integrity education. Anti-doping was the most prevalent topic with less activity on competition manipulation and safeguarding.

In line with governance trends, there has been an improvement in work on sustainable development and regard for the environment (5.4). Three IFs scored maximum points for 'state of the art' policies aligned with UNSDGs.

There has been some progress from IFs in implementing both social responsibility and legacy programmes.

12 Control mechanisms section

Table 12 - Mean Control Mechanisms section scores by indicator

Indicator	Topic	Mean (7 IFs)
6.1	Establish an internal ethics committee with independent representation	3.4
6.2	Establish an internal audit committee that is independent from the IF decision-making body	2.3
6.3	Adopt policies and processes for internal financial controls (e.g. budgeting, separation of duties, dual approvals for payments, IFRS/GAAP audit standard)	3.4
6.4	Implement a risk management programme	2.6
6.5	Adopt policies and procedures which comply with competition law/anti-trust legislation in eligibility of athletes and sanctioning of events	2.7
6.6	Observe open tenders for major commercial and procurement contracts (other than events)	2.6
6.7	Decisions made can be challenged through internal appeal mechanisms with a final right of appeal to Court of Arbitration for Sport (CAS)	3.1
6.8	Due diligence and effective risk management in bidding requirements, presentation, assessment and allocation of main events	2.9
6.9	Awarding of main events follows an open and transparent process	2.9
6.10	Compliant with applicable laws regarding data protection (such as General Data Protection Regulation) and takes measures to ensure IT security	3.3

The average score for Control Mechanisms was similar to the Integrity and Development sections.

The highest and lowest scoring indicators were shared with the ASOIF study; policies and processes for internal financial controls (6.3) and the establishment of an internal audit committee (6.2).

One objective of indicator 6.3 was to check the number of IFs which had adopted International Financial Reporting Standards (IFRS), Generally Accepted Accounting Principles (GAAP) or equivalent standards for auditing. One IF conducted an audit in accordance with GAAP and another indicated all future audits would adhere to IFRS. There were procedures in place across all IFs in the study for internal controls, such as budgeting and payment authorisation rules.

Six IFs had an audit committee in place with independent representation (indicator 6.2) while one IF had removed elected auditors since the previous assessment, deciding instead to rely on the external audit only.

A new indicator about IF risk management programmes was added for the 2022 assessment at 6.4. Risk management had previously been incorporated only as part of another indicator. Three IFs had conducted organisation-wide risk assessments.

Five IFs were found to have an independent majority Ethics Committee with rules of procedure and the power to propose sanctions.

Indicators 6.7 on internal appeals and previous indicator 6.10 about the right of appeal to the Court of Arbitration for Sport (CAS) were merged for the 2022 assessment. All seven IFs had a right of appeal to CAS while five also had an internal appeals policy/process in place.

Event bidding and allocation was of course heavily disrupted by the pandemic. The indicators which dealt with the bidding process for events and their award have seen limited change. One IF had state of the art due diligence and risk assessments in place (6.8) while two recorded maximum scores for the process of awarding events which included an element of external assessment (6.9).

13 Other analysis

13.1 Higher scores for IFs with term limits

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

Term limits in place	No. of IFs (AIOWF)	No. of IFs (ASOIF)	Mean score
No	2	5	137
Some form of term limits	5	28	156

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

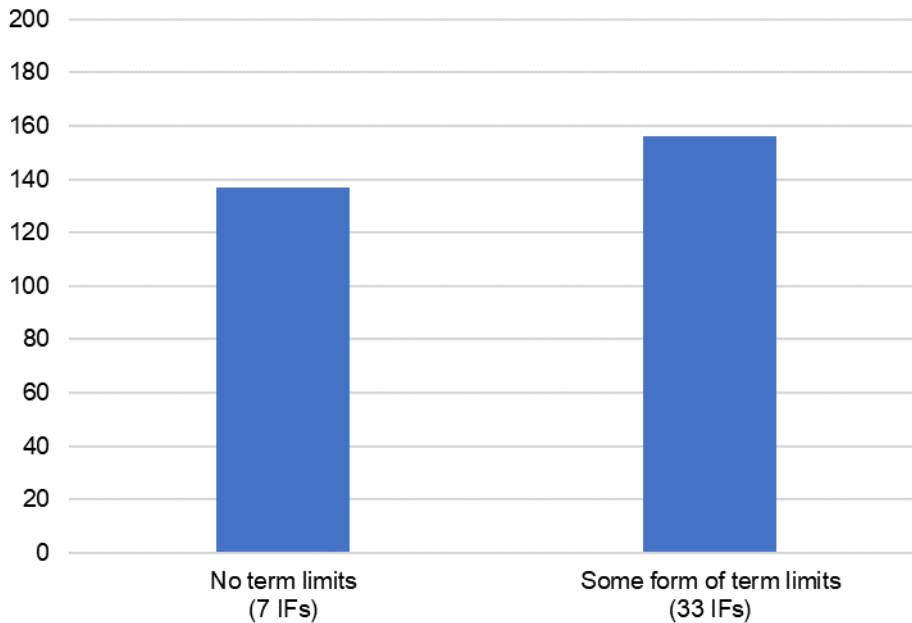


Table 14 - Mean score by section with and without term limits (AIOWF and ASOIF)

	Mean score	Transparency	Integrity	Democracy	Development	Control mechanisms
No term limits (7 IFs)	137	34.8	27.1	25.8	26.1	23.4
Some form of term limits (33 IFs)	156	35.8	29.7	29.7	31.3	29.3

Among the AIOWF members, five out of seven IFs (up from four in 2020) had at least some kind of term limit in place for the president, although precise rules vary. A comparison of IFs across both ASOIF and AIOWF combined with no term limits (which scored 0 for indicator 4.6) to those with some type of limit in place once again suggested significant differences.

On average, an IF with term limits in place reached the A2 group (150-170) with a mean score of about 156. By contrast, IFs without term limits were in Group B (130-149 points), scoring an average of 137. The mean scores for each separate section were slightly higher among the IFs which have term limits in place.

13.2 Governance priorities

Table 16 – Governance priorities

Topic	IFs
Reviewing governance structure/role of bodies	5
Supporting continental/national members with governance-related work	4
Improving gender balance	2
Reviewing and updating strategic frameworks	3
Improving safeguarding and integrity	4

The Background section of the questionnaire included an open-ended question about governance priorities and dedicated resources. It is important to note that this was not a scored indicator and there were varying levels of detail provided in responses. The summary information might not reflect fully the governance-related work IFs have undertaken.

The reviewing of governance structures and the role of bodies was a strong theme. This was shared with ASOIF members. Other prominent topics included improving safeguarding and integrity procedures and policies as well as providing governance support for members.

14 Evolution of the study

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

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

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

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

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

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

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

15 Conclusion

The analysis of the governance of the AIOWF members shows progress by all of the sports, which is to be welcomed and should be considered in the context of the huge challenges of the pandemic and the need to take action in response to the Russian invasion of Ukraine. Despite the evidence of improvement, however, there are noticeable differences in scoring among the AIOWF members between the stronger performers and the weakest.

The winter sports were clustered into the A2 and B groups (scoring thresholds from 150 to 175 and from 130 to 149 respectively). None of the winter sports was quite able to reach the top grouping (A1), which had a minimum score of 175. Collectively, the average score of the AIOWF IFs were virtually identical to the ASOIF members. This is a continued trend from the 2020 study.

There was important progress on the publication and implementation of safeguarding policies and, in line with perhaps one of the most significant governance trends, tackling sustainability and environmental issues. Good work continued in the publication of audited financial accounts and implementation of conflict of interest policies.

On another notable topic, progress towards gender balance on the Executive Board continues to be modest. It is encouraging to see that at least three IFs are planning more work in this area.

The study has shown that there is a correlation between higher scores in the assessment and IFs with greater resources in terms of staff and financial revenue. The four highest scores, for example, were from IFs all in the annual revenue bracket of 20m-50m CHF.

Nevertheless, as was also evident in the ASOIF study, revenue and staff size are not the only determinant of higher scores. There were examples of IFs over/underperforming based on those metrics.

16 Next steps

Each AIOWF IF is receiving their full results alongside this report. The ASOIF Governance Taskforce plans to continue with the governance assessment project with the next iteration planned for 2023-24.

17 Appendix

17.1 International Federations included in the study

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

17.2 Credits and acknowledgements

Rowland Jack and Ed Hawkins from [Trust Sport](#) reviewed the questionnaire responses, moderated the scores and produced this report.

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

We are grateful to Heike Grösswang Secretary General of AIOWF and of IBSF for her support and assistance.

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