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Transgender Athlete Policy Analysis of the National Governing Bodies of Australia,
the United Kingdom, and the United States

Dara Gregory

Senior Honors Project

**Submitted in partial fulfillment of the graduation requirements
of the Westover Honors College**

Westover Honors College

May, 2022

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Abstract

Transgender (trans) athletes, particularly trans women, are not widely accepted in sports, which can be shown through a policy analysis of Olympic recognized sports in Australia, the United Kingdom, and the United States. An analysis of the policies of different National Governing Bodies (NGBs) shows that there is inconsistency in trans policies which leaves room for unfairness and a lack of inclusivity. Additionally, each gender, sport, and country has different trans regulations, largely based on assumptions of gender norms as reflected in Metheny's framework. Additional research on trans athletes still needs to be done all across the world.

Introduction

In November of 2021, the International Olympic Committee (IOC) released policy changes to its transgender (trans) inclusion guidelines. The new framework stated that each sports' international federation is now responsible for creating a fair and inclusive trans policy that best reflects the nature of that sport.¹ Following suit, in January 2022, the National Collegiate Athletic Association (NCAA) stated that it will also be relying on the National Governing Bodies (NGBs) of each sport to provide transgender inclusion guidelines for college athletes.² Since the IOC and NCAA recently left the International Federations (IFs) and NGBs, respectively, in charge of administering trans policy for their athletes, it is more important now than ever that these policies are consistent for all trans athletes. IFs draft eligibility policies for international competitions, while NGBs write regulations for athletes at the national level. NGBs often look to IFs and the IOC for guidance; however, many are increasingly implementing their own practices. The significant increase in athletes protected under the NGBs policy has enhanced the need for trans inclusion guidelines. "Approximately 80% of U.S. Olympians are either current or former college athletes," said Mark Emmert, NCAA president. "This policy alignment provides consistency and further strengthens the relationship between college sports and the U.S. Olympics."³ This uniformity between collegiate and Olympic policy is important for national competition. With new policies continuously being made, guidelines are changing and there is little consistency. For example, British Swimming's Policy on Trans Competitors states that hormone therapy must be administered, while Swimming Australia's Member Protection Policy

¹ International Olympic Committee, "IOC Framework on Fairness, Inclusion and Non-Discrimination on the Basis of Gender Identity and Sex Variations," *International Olympic Committee* (2021).

² National Collegiate Athletic Association, "Transgender Student-Athlete Participation Policy," *National Collegiate Athletic Association* (2022).

³ Ibid.

adopts the 2015 IOC policy (trans women must have a testosterone level under 10 nmol/L while trans men have no restriction), and USA Swimming's Recommended Policy for Participation has a complete inclusion policy (no restrictions for participation of trans women or trans men).

NGB trans inclusion policies differ by gender, sport, and country. Some of these main differences include the assortment of policies the NGBs use and the imbalance of policy depth for trans women and trans men (many NGBs have no restriction for the participation of trans men, but have regulations that trans women must follow). The incorrect assumption that cisgender female athletes, intersex athletes, and transgender athletes are all comparable due to their inferiority to cisgender male athletes is shown through this policy analysis of the last century.

Following the framework of Metheny shows how trans inclusion policies are based on assumptions of gender. What she deems "wholly appropriate" (inclusive) and "wholly inappropriate" (exclusive) as sports for women is reflected in trans policies because it is assumed that cis women need protection from trans women which leads many policies to have a wide range of restrictions that trans women must follow. It is also assumed that trans men are not competition for cis men, leading many policies to have no restrictions for trans men. Sports that are seen as more appropriate for women generally had more inclusive policies for trans athletes, whereas sports that are seen as more inappropriate for women generally had more exclusive policies for trans athletes. However, a majority of the NGBs in each country adopted the 2015 IOC policy and each country had more NGBs with public-facing policies than NGBs without public-facing policies (see Figure 1.1, Figure 1.2, and Figure 1.3). There are many uncertainties that lie within trans athletes and their eligibility procedures for participation such as the fact that trans athletes who play two sports may have two different policies to follow. Trans policies have

been made based on assumptions of gender norms. This is due to the fact that a majority of these trans policies have more restrictions for trans women than for trans men which is the assumption that athletes who lie outside the gender binary need protection in sports, especially in sports that Metheny deemed “wholly inappropriate”.

Policy Overview

Gender based assumptions have shaped participation policies for trans athletes in elite sports. To fully understand why and how trans policies have changed, it is imperative to review a short history of inclusion policies for women in elite sports because participation guidelines for women outlined the policies for trans women athletes. This is because women transgressed gender boundaries by stepping into a male dominated industry.⁴ Other athletes who have transgressed gender boundaries are athletes who do not fit the gender binary which is why these participation guidelines are parallel. These gender-based assumptions have outlined inclusion policy since the beginning of the Olympics, through sex testing, in policy that regulates testosterone levels, and newer policy that focuses on the nature of the sport.

The introduction of gender-based policies dates to the 1900s when women were first allowed to participate in the Olympic Games. In the *Dark Sides of Sport*, sports historian Pieper states that “during the nineteenth century, external anatomy was the preeminent feature in the determination of sex.”⁵ Pieper also noted that after realizing that the anatomical structure was not the best way to determine a persons sex, sports leaders agreed that a persons chromosomal composition will prove if they are male (XY) or female (XX).⁶ In the 1960s, the the International Olympic Committee and the International Amateur Athletic Federation (IAAF - now known as World Athletics), implemented the Barr body test, which took cells to identify a person’s sex chromosomes. This practice was abandoned in 1992 by the IAAF and in 1999 by the IOC.⁷ The anatomical test and the Barr body test were mainly administered to women who challenged the

⁴ Eleanor Metheny, *Connotations of Movement in Sport and Dance: A Collection of Speeches About Sport and Dance As Significant Forms of Human Behavior*, (Dubuque, IA: W.C. Brown CO, 1965).

⁵ Lindsay P. Pieper, “Sex Testing in Sport,” in *Dark Sides of Sport*, edited by Jörg Krieger and Stephan Wassong, 107-117 (Common Ground Research Networks, 2019).

⁶ Ibid.

⁷ Ibid.

idea of male supremacy in sports because they were deemed too muscular (particularly women in track and field), and thus subject to what is now considered a sex test.⁸

Sex testing has harmed athletes, especially intersex athletes. Some athletes who were subject to a sex test because their femininity was questioned found out that they were intersex. Bianchi, who specializes in the philosophy of gender, race, and sexuality, points out that most females are oblivious to the possibility of being intersex unless they are subject to sex testing.⁹ Pieper acknowledges athletes affected by this, including South African runner Caster Semenya, who was told she had hyperandrogenemia (“higher-than-average levels of testosterone”).¹⁰ This led the IOC and the IAAF to reintroduce sex testing which focused on testosterone levels through blood tests.¹¹ The IAAFs 2011 hyperandrogenism rules state that female athletes must have androgen (sex hormones) “levels below the male range (measured by reference to testosterone levels in serum) or, if she has androgen levels within the male range she also has an androgen resistance which means that she derives no competitive advantage from such levels.”¹² Athletes with hyperandrogenemia were required to receive “treatment” to even out their testosterone levels.¹³ Bianchi also says that having a high level of testosterone as a female is seen as unfair even though it is a natural advantage.¹⁴ Around the time the IAAF became World Athletics, in 2018/2019, its new Eligibility Regulations for Female Classification was released. This regulation states that the athlete must be, by law, a female or intersex, and keep/reduce her

⁸ Ibid.

⁹ Andria Bianchi, “Transgender Women in Sport,” *Journal of the Philosophy of Sport* 44, no. 2 (2017): 229-242.

¹⁰ Lindsay P. Pieper, “Sex Testing in Sport,” in *Dark Sides of Sport*, edited by Jörg Krieger and Stephan Wassong, 107-117 (Common Ground Research Networks, 2019).

¹¹ Ibid.

¹² World Athletics, “IAAF to introduce eligibility rules for females with hyperandrogenism,” *World Athletics* (April 2011).

¹³ Lindsay P. Pieper, “Sex Testing in Sport,” in *Dark Sides of Sport*, edited by Jörg Krieger and Stephan Wassong, 107-117 (Common Ground Research Networks, 2019).

¹⁴ Andria Bianchi, “Transgender Women in Sport,” *Journal of the Philosophy of Sport* 44, no. 2 (2017): 229-242.

testosterone level to below 5 nmol/L for at least six months.¹⁵ This regulation also states that if the athlete did not want to lower their testosterone level, then they would be eligible to compete as a female in non-international competitions, as a male in all competitions, or as intersex in any applicable competitions.¹⁶ This was the first policy that suggested intersex athletes might compete in a separate category. Like intersex athletes, trans athletes have also been subject to sex testing because they do not fit the binary concepts of male or female bodies. Although intersex athletes and trans athletes deal with some of the same issues, each group has different experiences with sex testing and participation guidelines.

Transgender athletes did not have inclusion guidelines at the Olympic level until the 2000s. Queer theorists and transgender studies scholars Cavanaugh and Sykes said that in 2004, the IOC implemented the Stockholm Consensus that stated that transgender athletes must undergo Sex Reassignment Surgery (SRS) to be considered for participation- male or female.¹⁷ Both trans men and trans women were included in the policy. They would also not be eligible until two years after the surgery was complete and had to continue receiving hormone injections. If the gender of an athlete was questioned, the IOC could administer a sex test dubbed, “suspicion based testing.”¹⁸ According to Patrick Schamasch, Director of the IOC Medical Commission, it is viewed as a protection for cisgender athletes more than for trans athletes.¹⁹ Sullivan critiques the Stockholm Consensus by stating that it “did little to address the local, economic, cultural, and racial differences in access to sex reassignment surgeries or hormone

¹⁵ World Athletics, “IAAF introduces new eligibility regulations for female classification,” *World Athletics* (April 2018).

¹⁶ Ibid.

¹⁷ Sheila L. Cavanaugh and Heather Sykes, “Transsexual Bodies at the Olympics: The International Olympic Committee's Policy on Transsexual Athletes at the 2004 Athens Summer Games,” *Body & Society* (September 2006): 75-102.

¹⁸ Ibid.

¹⁹ Ibid.

usage,” and that “mandating particular types of surgeries and hormonal treatments as criteria for participation in elite sport competitions grants power to sports governing bodies and not the athletes whose bodies are affected.”²⁰ Cavanaugh and Sykes also state that the Stockholm Consensus received many criticisms centering around its “refusal to address the nuances and complexities of transgendered... [people]” and “does not refer to intersexed athletes, let alone develop criteria for their inclusion in Olympic sport.”²¹ Because of the restrictions, no out trans athlete competed in the Olympics under this policy.

In 2011, the NCAA released its first transgender policy. It stated that trans athletes must be undergoing hormone therapy to compete in the gender they identify as.²² Although minor, the only difference between trans women and trans men in this policy was that trans women must be taking testosterone suppressants for over a year while trans men had no time restriction on how long they must be taking hormones to participate.²³ The NCAA received praise from supporters of the new policy for trying to “better educate institutions about accommodating the interests of student-athletes who are transitioning and to develop... policies regarding transgender student-athlete participation in college sports.”²⁴ Following the 2011 NCAA policy, sports leaders started to include greater differences in participation guidelines for trans men and trans women.

The differentiation inclusion for trans men and trans women in policy was predominantly attributed to the requirement of testosterone levels. It was not until eleven years after the

²⁰ Claire F. Sullivan, “Gender Verification and Gender Policies in Elite Sport: Eligibility and ‘Fair Play’,” *Journal of Sport and Social Issues* (2011): 400-419.

²¹ Sheila L. Cavanaugh and Heather Sykes, “Transsexual Bodies at the Olympics: The International Olympic Committee’s Policy on Transsexual Athletes at the 2004 Athens Summer Games,” *Body & Society* (September 2006): 75-102.

²² Marta Lawrence, “Transgender policy approved,” *National Collegiate Athletic Association New Archive* (September 2011).

²³ Ibid.

²⁴ Ibid.

Stockholm Consensus when the 2015 IOC Consensus Statement was released that gender affirmation surgery was no longer required. Instead, trans women needed to have a testosterone level under 10 nmol/L for at least twelve months to be eligible to compete.²⁵ According to human rights and women in sports advocate Devine, testosterone levels were believed to be the best way for declaring sex and 10 nmol/L was seen on the lower side of male testosterone levels at the time.²⁶ Trans men were also allowed to compete with no restriction. Three years later, in 2019, World Athletics (the international governing body for the sport of athletics) lowered its testosterone level to 5 nmol/L for trans women and required that trans men submit a document stating that they would like to participate in the male category.²⁷ The 2015 IOC policy and the 2019 World Athletics policy were the first policies to state definitive testosterone limits. These policies became two of the most widely followed policies in elite sports, even though there is still controversy on what the appropriate level of testosterone is for trans women.

Yet, in 2021 and 2022, many new transgender policies were enacted that steered away from testosterone levels. In May of 2021, World Rugby controversially declared that transgender women are not allowed to participate in rugby “because of the size, force- and power-producing advantages conferred by testosterone during puberty and adolescence, and the resultant player welfare risks this creates.”²⁸ The organization believed it was “important to explore a rugby-specific framework for all, prioritizing athlete welfare, inclusion and fairness.”²⁹ On the other hand, British transgender male rugby player Verity Smith noted that data has not been

²⁵ International Olympic Committee, “IOC Consensus Meeting on Sex Reassignment and Hyperandrogenism,” *International Olympic Committee* (November 2015).

²⁶ Cathy Devine, “Female Olympians’ Voices: Female Sports Categories and International Olympic Committee Transgender Guidelines,” *International Review for the Sociology of Sport* (June 2021): 1-43.

²⁷ World Athletics, “Eligibility Regulations for Transgender Athletes,” *World Athletics* (October 2019).

²⁸ World Rugby, “Transgender Guidelines,” *World Rugby* (May 2021).

²⁹ World Rugby, “Landmark World Rugby transgender workshop important step towards appropriate rugby-specific policy,” *World Rugby* (February 2020).

collected on trans female rugby players and that they were not heard on this matter, despite how few there are.³⁰ Smith also states that there have been no concerns since 2003 when trans athletes began playing rugby, so there is no reason to change the policy.³¹ Towards the end of 2021, the IOC changed its policy once again to say that it is up to the IFs of each sport to provide their transgender guidelines that best reflect the nature of their sport, meaning each governing body decides the trans policy that is most fair for the sport it governs.³² The IOC said that it is not in a position to regulate every sport's transgender policy, but all athletes should be included in sports regardless of their gender identity.³³ This policy also states that the NGBs should conduct evidence to prove or disprove fairness of participation and any presumed advantage.³⁴ The NCAA enacted a similar policy in early 2022, stating that the NGBs are responsible for their sports eligibility requirements as well. Having the NGBs in charge shows a huge jump from the first trans policy that required SRS. Mandating SRS did not take the athletes affected by this into consideration or assess how necessary surgery was. With the governing bodies in charge, sports can create policies that focus on the trans athletes and the best way to include them.

Sports leaders institute gender-based eligibility policies when women transgress gender boundaries.³⁵ Since the idea of women being masculine and able to participate in sports was not widespread in its early formation, they were subjected to sex testing to prove their femininity. Testing shifted from anatomical investigations to hormonal tests. Intersex athletes defied the gender binary and were often the victims of the sex test. Trans athletes also transgress these

³⁰ Dawn Ennis, "This man was the only trans rugby player in the room where it happened: A forum to ban trans women athletes," *Outsports* (December 2020).

³¹ *Ibid.*

³² International Olympic Committee, "IOC Framework on Fairness, Inclusion and Non-Discrimination on the Basis of Gender Identity and Sex Variations," *International Olympic Committee* (2021).

³³ *Ibid.*

³⁴ *Ibid.*

³⁵ Eleanor Metheny, *Connotations of Movement in Sport and Dance: A Collection of Speeches About Sport and Dance As Significant Forms of Human Behavior*, (Dubuque, IA: W.C. Brown CO, 1965).

boundaries. Based on gender assumptions of men and women in sports, different ideas of what is fair and unfair have been enforced throughout transgender policies.

Literature Review

Conducting a policy analysis of NGBs for Olympic recognized sports in Australia, the United Kingdom, and the United States illustrates the ways in which gender norms underpin policies for trans inclusion or exclusion. Some of the most important inclusion and exclusion themes discussed by scholars focus on questions of fairness. Why athletes are included/excluded is further shown through gender norms that are common between men and women in sports and through Metheny's framework on appropriateness.

There are many interpretations of fairness when it comes to the participation of transgender athletes. Some advocates suggest that the argument that trans athletes have an advantage over cis athletes is dubious because all Olympic athletes are naturally genetically advantaged. Cavanaugh and Sykes argued that "Olympic bodies... exhibit physiques that cannot be easily seen as 'natural'" and that "the fascination with athletic bodies is, in part, about... Olympians who already transcend the boundaries of binary gender categories."³⁶ This can also be said for transgender bodies because they too, lie outside of the gender binary. It is incorrect to not let transgender athletes participate because "genetic advantages frequently occur in sports and... they are not necessarily unfair" according to Bianchi.³⁷ Bianchi also states that "there are numerous examples in which successful athletes have unique features that are based on genetics" such as Michael Phelps being double jointed and his abnormally wide wingspan.³⁸ Bianchi's overall consensus is that the ability to play a sport and become an elite athlete is not something

³⁶ Sheila L. Cavanaugh and Heather Sykes, "Transsexual Bodies at the Olympics: The International Olympic Committee's Policy on Transsexual Athletes at the 2004 Athens Summer Games," *Body & Society* (September 2006): 75-102.

³⁷ Andria Bianchi, "Transgender Women in Sport," *Journal of the Philosophy of Sport* 44, no. 2 (2017): 229-242.

³⁸ *Ibid.*

that everyone can achieve. This talent - whether naturally gifted or not - must not be overlooked, which is another reason why trans athletes ought to be allowed to participate.

Transgender athletes and intersex athletes are alike because neither fit the gender binary. The argument that transgender athletes must not be included in sports in the way they identify is further supported by policies that allow intersex athletes. According to Gleaves, who studies sociocultural aspects of sports and transgender issues, and Lehrbach, who focuses on the philosophy of sports, intersex athletes must be allowed to participate in sports because they had no choice in the way that they were born, which can be said for transgender athletes as well.³⁹ Intersex athletes did not choose to transcend what is considered male or female, and trans athletes did not choose to be born as the wrong sex. Gleaves and Lehrbach also state that “existing policies reinforce a divide between cisgender athletes and those whose gender does not conform to the traditional male and female binary” but “transgender and intersex athletes have as great a right to express gendered narratives as any athlete.”⁴⁰ In other words, there is just no reason to exclude trans or intersex athletes.

Advocates for participation also argue that one of the most important reasons that trans athletes must be included in sports is because it is unfitting to make them participate in a gender they do not identify with. Clark and Kosciw, who study LGBTQ students, conducted an analysis that focused on sports participation for LGBTQ youth aged 13-20. They concluded that participation for LGBTQ youth in sports resulted in higher self-esteem and lower depression rates.⁴¹ Wackwitz says this is unethical because it makes the athletes feel like they do not belong

³⁹ John Gleaves and Tim Lehrbach, “Beyond Fairness: The Ethics of Inclusion for Transgender and Intersex Athletes,” *Journal of the Philosophy of Sport* 43, no. 2 (2016): 311-326.

⁴⁰ Ibid.

⁴¹ Caitlin M. Clark and Joseph G. Kosciw, “Engaged or excluded: LGBTQ youth’s participation in school sports and their relationship to psychological well-being,” *Wiley* (2020): 95-114.

in sports and are labeled as “other”.⁴² Sports studies scholar Sharrow argues that since trans athletes are still not accepted in all sports, they are often misgendered because people do not approve of trans athletes competing.⁴³ As a result, these trans athletes must advocate for their participation in the gender they identify with instead of their biological sex. Gleaves and Lerhbach also state that “participating in sport in the gender which matches their identity can deepen their understanding of themselves and reduce stigma in society at large.”⁴⁴ According to Wackwitz, “the binary system is so completely ingrained in mainstream cultures and thought, people who do not fit neatly into one category or the other are commonly forced into one and made to conform—both physically and psychologically—to the standards of an acceptable sex.”⁴⁵ Sports leaders need to take the fact that male and female are not the only ways people identify into consideration.

Advocates of inclusion also argue that trans athletes do not have a physiological advantage; therefore, prohibiting trans athletes is unfair. After a review of policies, psychology and sports studies scholar Jones et al. concluded that it is unreasonable to exclude trans athletes to participate because there is not sufficient evidence on this presumed advantage.⁴⁶ Jones et al. also state that “the athletic advantage transgender female individuals are perceived to have (based on indirect and ambiguous evidence) may be no greater than widely accepted physiological (e.g. large hands)... advantages that some cisgender people possess in competitive

⁴² Laura A. Wackwitz, “Verifying the Myth: Olympic Sex Testing and the Category ‘woman’,” *Women's Studies International Forum* 26, no. 6 (2003): 553-560.

⁴³ Elizabeth A. Sharrow, “Sports, Transgender Rights and the Bodily Politics of Cisgender Supremacy,” *Law & Social Inquiry* (July 2021): 1-29.

⁴⁴ John Gleaves and Tim Lehrbach, “Beyond Fairness: The Ethics of Inclusion for Transgender and Intersex Athletes,” *Journal of the Philosophy of Sport* 43, no. 2 (2016): 311-326.

⁴⁵ Laura A. Wackwitz, “Verifying the Myth: Olympic Sex Testing and the Category ‘woman’,” *Women's Studies International Forum* 26, no. 6 (2003): 553-560.

⁴⁶ Bethany Alice Jones et al., “Sport and Transgender People: A Systematic Review of the Literature Relating to Sport Participation and Competitive Sport Policies,” *Sports Medicine (Auckland, N.Z.)* (October 2016): 701-716.

sport. Sport organisations wanting to exclude a transgender person from competing in their experienced gender category would need to demonstrate that the sport is gender affected and that exclusion is necessary for fair and safe competition.”⁴⁷ Trans athletes cannot have a physiological advantage over cis athletes if there is no evidence to back up this claim.

Sex testing was originally enforced because of suspicions of athletes’ masculinity and testing continues to be around today when questions are raised about a woman's femininity.⁴⁸ Sullivan, who examines this issue from the perspective of a sports studies scholar, says female athletes are tested to prove that they are not male, while male athletes are not tested at all.⁴⁹ This is because men who are viewed as feminine are not seen as a threat in the male category since they do not pose as competition, whereas women who are viewed as masculine are seen as a threat to the female category. Furthermore, this shows that even athletic women are degraded for being muscular or as Pike, a sports, health, and exercise scholar, states, “[they must] conform to traditional norms of femininity,”⁵⁰ which contradicts including women in sports in the first place because being strong is a main component of sports. Additionally, Sullivan states, “it is... assumed that some birth males would be driven to change their gender to participate in women’s sports to reap the benefits of inevitable success,” though this has never occurred.⁵¹ On the other hand, Sullivan says “it is not accurate to say that mandating particular types of medical treatments and testing can be used to ensure a ‘level playing field’” because “there is no fundamental, medical, or scientific way to clearly categorize all humans into the female

⁴⁷ Ibid.

⁴⁸ Laura A. Wackwitz, “Verifying the Myth: Olympic Sex Testing and the Category ‘woman’,” *Women's Studies International Forum* 26, no. 6 (2003): 553-560.

⁴⁹ Claire F. Sullivan, “Gender Verification and Gender Policies in Elite Sport: Eligibility and ‘Fair Play,’” *Journal of Sport and Social Issues* (2011): 400-419.

⁵⁰ Elizabeth Pike, “The Social Responsibility of the Olympic Games: Olympic Women,” *Olimpianos – Journal of Olympic Studies* 1, no. 1 (2017): 1-14.

⁵¹ Claire F. Sullivan, “Gender Verification and Gender Policies in Elite Sport: Eligibility and ‘Fair Play,’” *Journal of Sport and Social Issues* (2011): 400-419.

binary.”⁵² If sex testing is not done for all athletes then it ought to be removed entirely because it is one-sided and not necessary if an athlete is participating in the gender they were assigned at birth. Due to the mandatory sex testing of women that started in 1966,⁵³ the reality that athletes could be intersex (people who do not fit the binary concepts of male or female bodies) became an issue.

Despite the compelling argument for including trans athletes, others suggest their inclusion is unfair. Scholars compare the records and times of cis men and cis women to suggest that women need their own category of competition in most sports. Though this rationale equates cis men and trans women, opponents of inclusion argue trans women in particular retain an unfair advantage. Law scholar Singleton states that transgender female athletes will have natural advantages that are unrelated to testosterone levels and supports this claim by saying being born male comes with stamina (body fat, heart size, and lung capacity) and structural (bone and muscle) advantages.⁵⁴ Bioethicist Knox et al. also state that the biggest controversy with allowing transgender females to participate in sports is that the athletes who went through puberty as a male will have an advantage over their cisgender competitors for the same reasons Singleton states.⁵⁵ Knox et al. suggests that science shows that “high testosterone levels... means that trans women will likely have an inherent advantage in almost all sports,” despite acknowledging that there is insufficient evidence on these advantages.⁵⁶ Even though the science about advantage is inconclusive, some argue it may not be safe to play if trans athletes have an

⁵² Ibid.

⁵³ Lindsay P. Pieper, “Sex Testing in Sport,” in *Dark Sides of Sport*, edited by Jörg Krieger and Stephan Wassong, 107-117 (Common Ground Research Networks, 2019).

⁵⁴ Jordan Singleton, “Falling Short: How the International Olympic Committee's Transgender Regulations Falls Short of its Intended Purpose of Promoting Fairness in Sport and Competition,” *Capital University Law Review* (2019): 789-816.

⁵⁵ Taryn Knox, Lynley C. Anderson, and Alison Heather, “Transwomen in Elite Sport: Scientific and Ethical Considerations,” *Journal of Medical Ethics* 45, no. 6 (2019): 395.

⁵⁶ Ibid.

advantage. According to sports studies scholar Stewart et al., some NSO's stated that it is important to consider how much influence a person's sex and physique play a role in their sports when making their policies.⁵⁷ That way, it is not entirely about how the athlete identifies, but about the skill they possess which is one of the most important parts in sports.

Though some scholars suggest policy creation needs to be based on skills, it is apparent that gender norms have played a significant role in the evolution of eligibility practices for gender transgressive competitors. What Metheny defines as "appropriate" or "inappropriate" for women in sports largely shapes how trans athletes are included and excluded. Sport philosopher Metheny argues that sports like boxing that society views as masculine are not seen as acceptable for women to play because they are "aggressive and [involve] brutal bodily contact."⁵⁸ Other characteristics society views as inappropriate for female athletes are the use of bodily force on a heavy object and exhausting the body over long periods of time or for long distances.⁵⁹ Applying Metheny's framework to trans policies shows that such sports often exclude trans athletes because it is viewed as too dangerous for trans men to compete against cis men and for cis women to compete against trans women. On the other hand, Metheny argues that sports involving light objects or light contact and "aesthetically pleasing patterns" of the body are characteristics of "wholly appropriate and generally acceptable forms of sport for women."⁶⁰ Accordingly, trans policies in the sports deemed more acceptable are generally more inclusive. Metheny's principles also provide an explanation for women's uneven progress towards equality in sports.

⁵⁷ Lauryn Stewart et al., "Developing Trans-Athlete Policy in Australian National Sport Organizations," *International Journal of Sport Policy and Politics* (August 6, 2021): 565-585.

⁵⁸ Eleanor Metheny, *Connotations of Movement in Sport and Dance: A Collection of Speeches About Sport and Dance As Significant Forms of Human Behavior*, (Dubuque, IA: W.C. Brown CO, 1965).

⁵⁹ Ibid.

⁶⁰ Ibid.

The assumption that there are sports deemed “appropriate” and “inappropriate” for women is reflected in inclusion policies for trans athletes because it is also assumed that trans inclusion is not always appropriate. Applying Metheny’s framework to the NGB policies sheds insights into how gender norms shape policy. Following Metheny’s principles provides reasoning as to why some NGBs policies are more inclusive than others. Metheny’s framework also reflects on gender norms in sports which is still prevalent since NGB policies have made their policy based on these common assumptions of gender norms.

Methodology

To apply Metheny's framework of "wholly appropriate," "somewhat appropriate," and "not appropriate," a policy analysis for the NGBs in Australia, the United Kingdom, and the United States was conducted. Three English-speaking countries were identified, each from different geographical areas, with long histories of participation in international sports competitions, to understand how gender norms underpinned policy creation. A spreadsheet was made (see Appendix B for example) where all Olympic-recognized sports were listed and separated by summer sports, winter sports, paralympic sports, sports joining the Olympics in 2024, and sports discontinued in the Olympics after 2020. The NGBs were then identified for the sports in each country. If the paralympic sports had different NGB's than the olympic sports, it was deemed separate and counted as its own NGB. From there, an online search was conducted that included going to the websites' of each NGB and finding its Transgender Policy. The policy name (with a link to the policy) and year the policy was made was recorded. The section of the policy that outlined the participation guidelines for trans women and trans men was then copied and pasted in the spreadsheet in their respective columns. If it was the same policy for both trans women and trans men, that was recorded as well. If the NGB had an international policy, that was also recorded. For the NGBs that did not have a public-facing policy, they were contacted and asked to send a copy of the policy. Data for this was collected from September 2021 to February 2022.

Once the research was complete, a more in depth examination was taken of each policy where the guidelines for participation were separated into categories. These categories include: adopting the IOC's 2015 Consensus Statement that requires a testosterone level of 10 nmol/L, following World Athletics eligibility regulations of 5 nmol/L, administering hormone therapy

that puts testosterone levels within a reasonable amount, requiring documentation with no medical intervention, having a complete inclusion policy, and not having an available policy.

Similarities and differences between inclusion of trans women and trans men were also separated into categories that showed which NGBs had the same policy for trans men and trans women, and which policies had no restriction for trans men.

Results

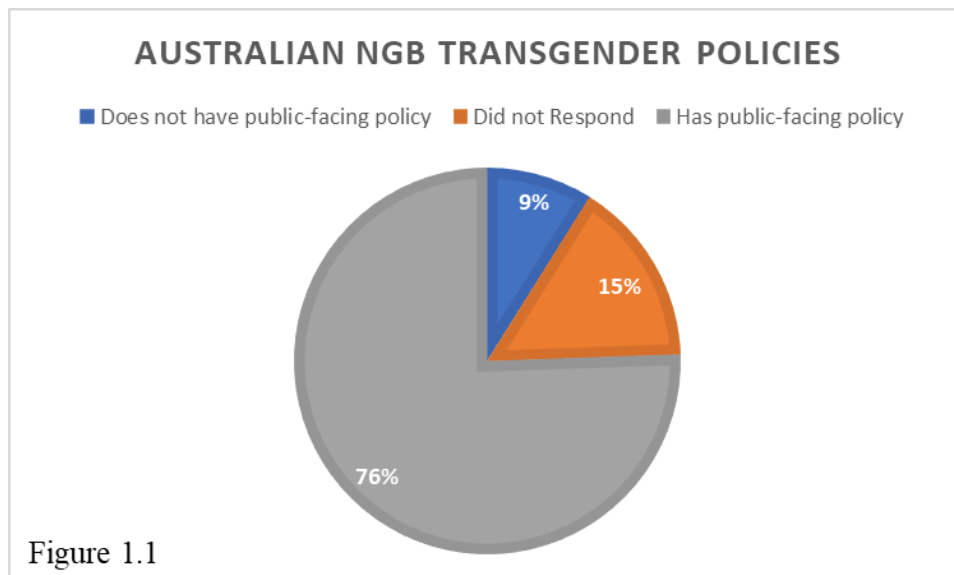


Figure 1.1. Australia has the most NGBs with a public-facing transgender policy. Less than 10% of NGBs did not have a public-facing policy which is largely due to the NGBs not having a website or being a relatively new governing body.

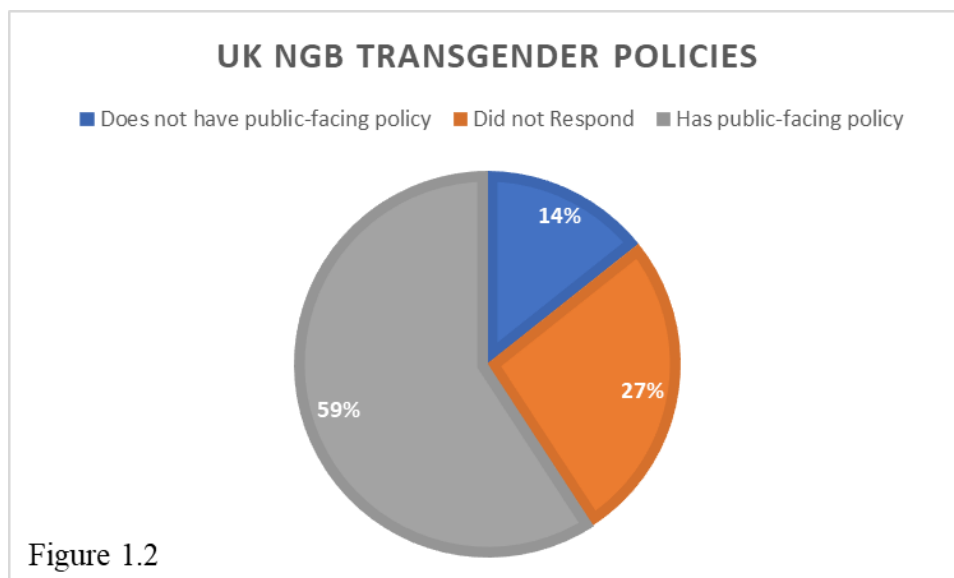


Figure 1.2. The United Kingdom has a majority of their NGBs with a public-facing policy. Almost 30% of NGBs did not respond when contacted about their transgender policy.

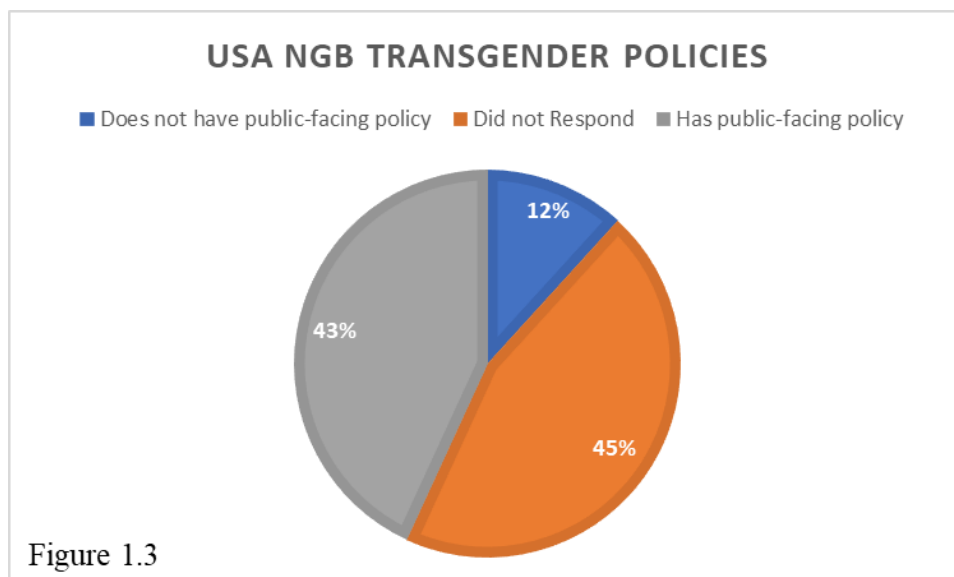


Figure 1.3. The United States has less than half of their NGBs with a public-facing policy. More NGBs did not respond than those that had a transgender policy.

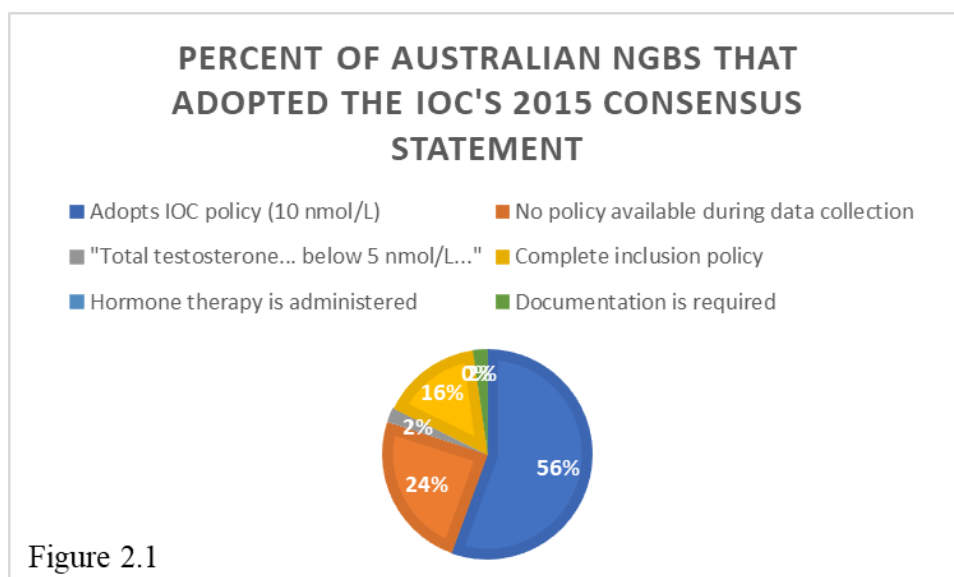


Figure 2.1. Over half of Australian NGBs adopt the 2015 IOC policy with a good amount of NGBs having a complete inclusion policy. Australia has the most consistency of the three countries in transgender policy and the guidelines trans athletes must follow.

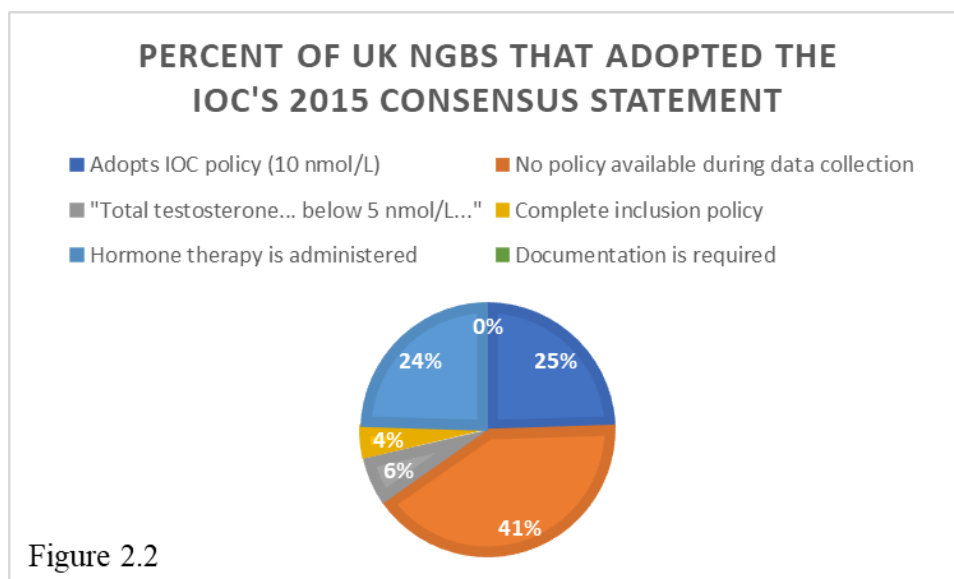


Figure 2.2. Although the U.K. has just above 40% of their NGBs with no policy available, a quarter of the available policies adopt the 2015 IOC policy and almost a quarter just require hormone therapy to be administered. Only two NGBs have a complete inclusion policy while no NGBs require just documentation.

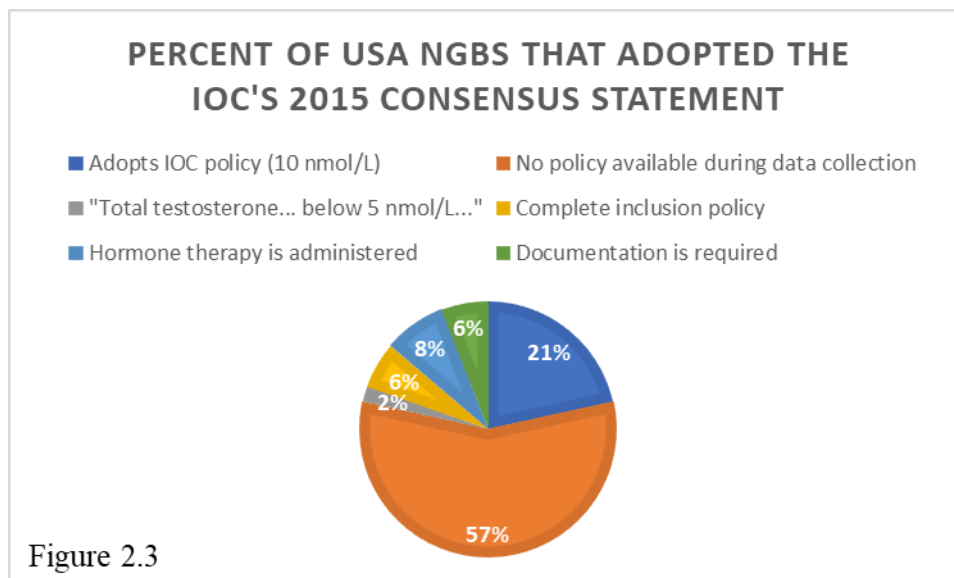


Figure 2.3. A majority of the NGBs with a public-facing policy adopt the 2015 IOC Statement. The other half of the policies are split into the other categories, making the U.S. have the most diverse participation guidelines.

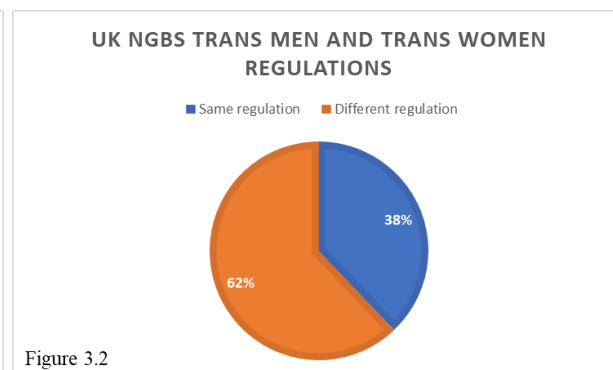
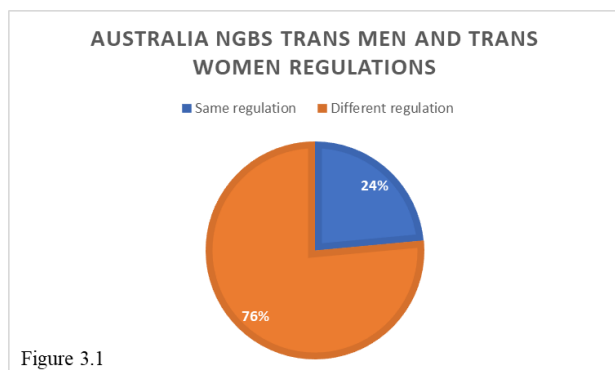
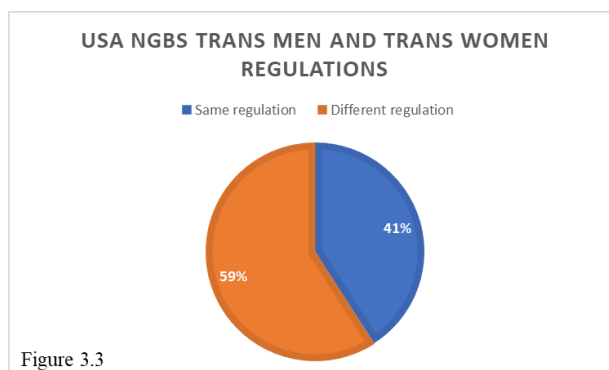


Figure 3.1, Figure 3.2, and Figure 3.3.

Australia has the most NGBs that have different policies for trans men and trans women while the United States has 41% of its NGBs with the same policy for trans men and



trans women which is the largest amount. While a large majority of all the NGBs adopt the 2015 IOC Statement for both trans men and trans women, the policy itself is different and therefore, included in the different policy section. Although the U.S. has the least NGBs with public-facing policies, it has the largest number of similar policies for trans athletes.

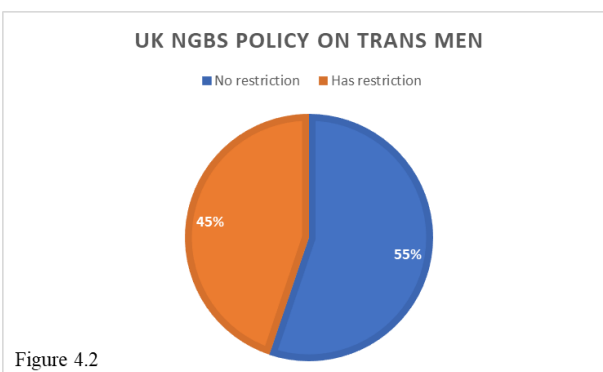
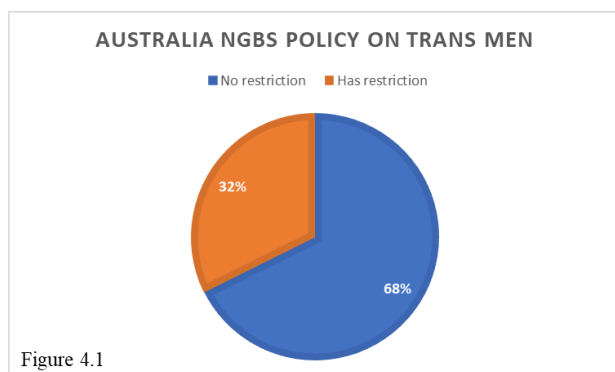
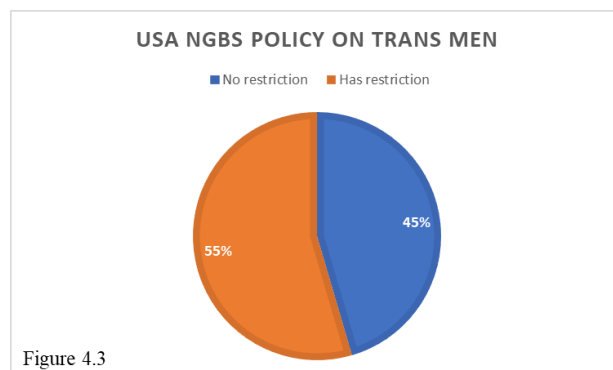


Figure 4.1, Figure 4.2, and Figure 4.3.

Australia has the largest number of NGBs that do not have a restriction on trans men competing in competition. The no restriction category includes the NGBs that adopt the 2015 IOC policy because the guidelines state that trans men are allowed to compete in the male category with no restriction.



These graphs are a visual example of the results taken from the policies explored. Noting how many NGBs had publicly accessible policies versus how many did not or did not respond shows exactly how many NGBs are inclusive. Also, comparing which policies were adopted in each country and the restrictions placed on trans men and women further shows the inconsistency and acceptance of gender norms in each country.

Discussion

Metheny's principles on what sports are "wholly appropriate" or "wholly inappropriate" are reflected in the sports that have a more inclusive policy versus the sports that have a less inclusive policy, respectively. This is attributed to the assumption of gender norms that is reflected in trans policy. Thus, the inconsistency of trans policies is shown through a comparison of policy by country, a comparison of sport to sport policy, a comparison of transgender men and transgender women, and transsexual terminology.

No studies to date have compared and contrasted transgender NGB policies from three different English speaking countries on three different continents. NGBs in Australia have outlined a significantly greater number of trans policies, with 34 out of 45 (76%) NGBs having public-facing policies. A majority of the Australian NGB trans policies follow the International Olympic Committee's 2015 Transgender Policy. The United Kingdom is a close second, having 29 out of 49 (59%) NGBs with policies in place. The United States does not have as many laws in place as Australia and the United Kingdom with only 22 out of 51 (43%) NGBs having trans policies established, and there is not much of a structure to the policies that are in place. Another area that was studied is the amount of policies that used the term "transsexual". This term is outdated and can be seen as offensive in the trans community. Using outdated language in trans policy or not having every sport with a trans policy reiterates the inconsistent progress towards equity. An examination of the policies compared by country and the policies compared by sport further proves how Metheny's framework applies to trans policy.

Comparison of Policies by Country

Since Australia is divided into states and territories, each jurisdiction is allowed to make its own laws. All of the territories in Australia allow people to change their sex on their birth certificate to the gender with which they identify, and six of the eight territories make gender affirmation surgery optional. This affects the policies of each NGB because trans athletes are allowed to participate in sports if they have legally changed their gender. Since most of the territories are in full agreement, trans policies are accepted across the country. Having a majority of NGBs with a trans policy is a direct reflection of Australia allowing people to change their gender on their birth certificate. Only 9% of Australia's NGBs do not have a public-facing trans policy - the lowest of all three countries. Less than 10% of Australia's NGBs use the term "transsexual" which is a reflection of having the most public-facing transgender policies. A majority of their policies follow the 2015 IOC Statement (56%) which provides unity within the nation, but does not provide any real policy that reflects the nature of each sport. It is simple to follow the 2015 IOC Statement, but the 2021 IOC Statement wants NGBs to do what is best for each sport in terms of fairness and safety which is not always the case with the 2015 IOC Statement that is widely accepted in Australia. Australia also has the most NGBs of all three countries with a complete inclusion policy (16%), though that is not a lot. With this being said, Australia is the most inclusive country of the three.

The United Kingdom follows Australia, with 59% of its NGBs with a public-facing policy. This is due to the Gender Recognition Act (GRA) of 2004 which allows people with gender dysphoria to legally change their sex to the gender they identify with regardless if they have started hormonal treatment. The GRA also states that if a person who is protected under this law violates the fairness or safety of a sports competition, they can be prohibited from

participating.⁶¹ The GRA is one of the earliest acts to state that fairness and safety must be considered which are two of the main parts of eligibility in sports.⁶² When taking a closer look at the policies in the U.K., 35% of the NGBs with public-facing policy used the term “transsexual”. For a country that allows people to change their gender without even starting hormone treatment it is unfitting. The GRA is inclusive in the same way that Australia’s territories allow transgender people to change their sex to their identified gender, but the GRA does not take into account the fact that most NGBs require hormone treatment (24%) or adopt the 2015 IOC policy that requires a hormone level of 10 nmol/L (25%) in order to participate in that sport. The GRA is a great regulation for transgender people but is not reflected in policy for transgender athletes, therefore leading to more exclusive policies.

Though the United States does not have a law protecting transgender people, the Supreme Court declared sex discrimination to include gender identity for federal departments. In the court case *Bostock v Clayton County, GA*, the court ruled that “an employer who fires an individual merely for being gay or transgender violates Title VII.”⁶³ This ruling was due to the fact that Gerald Bostock was fired from his job for participating in a gay softball league, Donald Zarda was fired from his job for being gay, and Aimee Stephens came out as a transgender female. All three employees sued their employers under Title VII which states, “it [is] ‘unlawful . . . for an employer to fail or refuse to hire or to discharge any individual, or otherwise to discriminate against any individual . . . because of such individual’s race, color, religion, sex, or national origin.’”⁶⁴ This is reflective in the amount of NGBs with a trans policy. Less than half of the NGBs have a public-facing policy which includes all the NGBs that were contacted and shows

⁶¹ Gender Recognition Act, UK Public General Acts § 19 (2004).

⁶² Ibid.

⁶³ *Bostock v. Clayton County, Georgia*, 590 U.S. ___, 140 S. Ct. 1731 (2020)

⁶⁴ Ibid.

how few actually responded even though the U.S. was the only non-international country in the study. Of the NGBs with a policy, none of them used the term transsexual which is surprising. The U.S. has the least amount of policies for trans athletes, but does use correct terminology when making a policy. It was difficult to collect sufficient data from the United States about their trans policies because there were not that many policies in place resulting in the United States being the least inclusive country of the three.

Australia is the most inclusive country because all the territories are gender inclusive. The United Kingdom is the next most inclusive country due to the GRA allowing people who identify as trans to legally change their gender. The United States is the least inclusive because there is only a nondiscrimination act in place.

Comparison of Policies by Sport

There is no sport that has a complete inclusion policy in all three countries despite sports like equestrian and sled hockey (para ice hockey) that are not gender segregated. Only equestrian in the United Kingdom and sled hockey in Australia (under the same NGB as ice hockey Australia) have a complete inclusion policy. Equestrian in Australia adopts the 2015 IOC policy and other equestrian and sled hockey NGBs do not have a policy. This could be because either they do not feel as though they need a policy because the sports are not gender segregated or simply because they just do not have one/have not adopted a policy yet. Loy et al.'s application of Metheny stated that equestrian did not have a large gender time gap and sports with the shortest time gaps are "deemed wholly appropriate."⁶⁵ This is important because sports that are

⁶⁵ John W. Loy, Fiona McLachlan, and Douglas Booth, "Connotations of Female Movement and Meaning: The Development of Women's Participation in the Olympic Games," *Olympika: The International Journal of Olympic Studies* 18 (2009): 1-23.

not gender segregated should have complete inclusion policies since competition is already inclusive.

There are also many sports that have a mixed category with trans inclusion policies that do not reflect the mixed-gender option. Loy et al. discussed that most mixed-gender sports had gender gaps that were not the longest or the shortest and lie in the middle of being “wholly appropriate” and “wholly inappropriate”.⁶⁶ Some of the mixed-gender events are in sports such as archery, badminton, shooting, table tennis, triathlon, curling, skating, among others (see Appendix A for more information). None of these sports have the same policy in all three countries. Badminton, shooting, table tennis and skating in Australia and the U.K. all adopt the 2015 IOC policy. Curling also adopts the 2015 IOC policy in Australia and the United States. Archery adopts the 2015 IOC policy, requires hormone therapy, and does not have a policy in Australia, the U.K. and the U.S. respectively. Triathlon has a complete inclusion policy in Australia, no policy in the U.K., and requires documentation in the U.S. The numerous sports that adopt the 2015 IOC policy do not entirely represent the idea of a mixed-gender option since this policy has no restrictions for trans men but has the restriction of 10 nmol/L of testosterone for trans women. Loy et al. also notes that “the inclusion of mixed events gives a misleading picture of female involvement in the early Olympics; very few women participated in these competitions.”⁶⁷

There are also a few sports that are seen as “wholly inappropriate” for women, as stated by Metheny.⁶⁸ Sports like boxing, rugby, and wrestling are thought of as masculine sports because of the roughness and brutality involved. This raises concerns for trans athletes because

⁶⁶ Ibid.

⁶⁷ Ibid.

⁶⁸ Eleanor Metheny, *Connotations of Movement in Sport and Dance: A Collection of Speeches About Sport and Dance As Significant Forms of Human Behavior*, (Dubuque, IA: W.C. Brown CO, 1965).

trans men are not seen as a threat to cis men and trans women are seen as a threat to cis women. Boxing does not have a trans policy in the United Kingdom or the United States. Wrestling adopts the 2015 IOC policy in Australia and the United States and administers hormone therapy in the United Kingdom. Rugby requires documentation in Australia, adopts the World Athletics policy of 5 nmol/L in the U.K., and the 2015 IOC policy in the U.S., even though World Rugby said that transgender women were not allowed to participate in international competitions because of the perceived risks and unfairness. World Rugby has assumed that women need protection in sports and therefore, made a policy that does not allow trans women to participate. The sports Metheny deems “inappropriate” generally have the least inclusive policies. The World Athletics policy of 5 nmol/L is seen as more exclusive for trans women because 5 nmol/L is a low number and not easily achievable. Generally, the more “inappropriate” the sport is considered for women, the more exclusive its trans sports policy is.

On the other hand, the more “wholly appropriate” a sport is, the less exclusive the policy. The more “appropriate” sports are often viewed as the more feminine sports, like gymnastics or tennis. Tennis, a sport Metheny identifies as considered appropriate for women, has a complete inclusion policy in Australia and the United Kingdom. Of the sports that are recognized by the Olympics, gymnastics is perhaps perceived as the most feminine. Each country has adopted the 2015 IOC policy for gymnastics which can be seen as a direct relation of the gender norms that come with the sport. In gymnastics, men are seen to have more upper body strength than women which is why their events center around this asset, and allowing trans men to participate with no restriction is because they are not seen as a threat to cis men by supposedly not having as much upper body strength as cis men. Women's events, on the other hand, require more graceful movements and a dance-like floor routine that suggests that they cannot solely focus on power.

In a sport like gymnastics, it may be challenging for a trans athlete who has trained their whole life under certain disciplines to switch to other disciplines because of the drastic change in difficulties. Like gymnastics, sailing has adopted the 2015 IOC policy in every country. The sports that do not have a trans policy in every country are bobsleigh, breaking, luge, and boccia.

There are very few sports in all three countries that adopt the same policies despite their being sports that are not gender segregated. Metheny's framework is further proven through sports that are deemed "wholly inappropriate" with more exclusive policies and sports that are deemed "wholly appropriate" with less exclusive policies.

Policies for Transgender Men vs. Transgender Women

Because of the prevalence of gender norms in sports, only half the population is taken into consideration. Transgender female athletes have specific rules and policies they must follow in order to participate, but in most situations, transgender men do not have to follow such robust regulations. According to Sullivan, most of the policies that have been made for trans female athletes are stricter than the policies made for trans male athletes.⁶⁹ Even though there is a lack of research on all transgender athletes, most of the research that has been done is in regards to trans female athletes. Transgender men are not seen as a threat to the male category which is why they are allowed to compete with no restrictions. This is due to the idea that cis women athletes are seen as inferior to cis male athletes. Cis male athletes were the first athletes to participate in sports which the reason there is uneven progress between cis athletes. By restricting trans women from participating in sports and not trans men, there is uneven progress within trans athletes.

⁶⁹ Claire F. Sullivan, "Gender Verification and Gender Policies in Elite Sport: Eligibility and 'Fair Play,'" *Journal of Sport and Social Issues* (2011): 400-419.

These restrictions are reinforcing the fact that sports are a male dominated industry with the inclusion of trans men since they do not have restrictions a majority of the time.

Conclusion

Transgender athletes are still not entirely accepted in sports and finding the right way to integrate them has continuously proven to be difficult. Transgender policies are still being updated to try and create a balance that allows trans athletes and cis athletes to compete with each other. Further exploration on the fairness principle and whether or not it is still ethical to have male and female categories in sports needs to be done. With more research and discussion on future categories for participation, sex testing in elite sports could be eliminated altogether. Although trans men are allowed to compete, they should not be neglected from research because people still do not know how they fit into sports and also need to be treated as fairly as cis men, cis women, and trans women. Most NGBs have incomplete policies for trans athletes that do not protect the rights of all athletes. This is shown through a policy analysis of the United Kingdom, Australia, and the United States.

Sports that are gender inclusive or sports considered “socially acceptable” for both males and females should have a much more inclusive policy whereas sports that are “socially unacceptable” may need a more restrictive policy and the trans policies that are (or are not) in place now, do not reflect this. The gender assumptions outlined by Metheny’s framework are prevalent in these trans policies which should not be the case anymore because there are many people who do not conform to the gender binary. There are steps being taken towards a more inclusive policy for all athletes, such as research being conducted by NGBs. For example, Stewart et al. reports that Australian National Sport Organizations (NSO’s) created policies stating that all athletes must be treated fairly but did not state what requirements trans athletes

must meet to participate.⁷⁰ Having a fairness principle allows for inclusivity while still leaving room to add more specifics that focus on each sport individually. There are also many unknowns when it comes to transgender athletes which is why more research needs to be done.

⁷⁰ Lauryn Stewart et al., “Developing Trans-Athlete Policy in Australian National Sport Organizations,” *International Journal of Sport Policy and Politics* (August 6, 2021): 565-585.

Appendix A

Australia		
Sport	Policy on Trans Women	Policy on Trans Men
Aquatics	10 nmol/L	No restriction
Archery	10 nmol/L	No restriction
Athletics	5 nmol/L	Documentation required
Badminton	10 nmol/L	No restriction
Basketball	N/A	N/A
Boxing	10 nmol/L	No restriction
Canoe/Kayak	10 nmol/L	No restriction
Cycling	10 nmol/L	No restriction
Equestrian	10 nmol/L	No restriction
Fencing	N/A	N/A
Field Hockey	Complete inclusion	Complete inclusion
Football (Soccer)	N/A	N/A
Golf	10 nmol/L	Documentation required
Gymnastics	10 nmol/L	No restriction
Handball	10 nmol/L	No restriction
Judo	10 nmol/L	No restriction
Modern Pentathlon	10 nmol/L	No restriction
Rowing	Complete inclusion	Complete inclusion
Rugby	Documentation required	Documentation required
Sailing	10 nmol/L	No restriction
Shooting	10 nmol/L	No restriction
Skateboarding	10 nmol/L	No restriction

Sport Climbing	10 nmol/L	No restriction
Surfing	Complete inclusion	Complete inclusion
Table Tennis	10 nmol/L	No restriction
Taekwondo	N/A	N/A
Tennis	Complete inclusion	Complete inclusion
Triathlon	Complete inclusion	Complete inclusion
Volleyball	10 nmol/L	No restriction
Weightlifting	N/A	N/A
Wrestling	10 nmol/L	Documentation required
Breaking	N/A	N/A
Baseball/Softball	Complete inclusion	Complete inclusion
Karate	10 nmol/L	No restriction
Biathlon	10 nmol/L	No restriction
Bobsleigh & Skeleton	N/A	N/A
Curling	10 nmol/L	No restriction
Ice Hockey	Complete inclusion	Complete inclusion
Luge	N/A	N/A
Skating	10 nmol/L	No restriction
Skiing	10 nmol/L	No restriction
Boccia	N/A	N/A
Goalball	10 nmol/L	No restriction
Para Powerlifting	N/A	N/A
Wheelchair Rugby	N/A	N/A

United Kingdom		
Sport	Policy on Trans Women	Policy on Trans Men
Aquatics	Hormone therapy	Hormone therapy
Archery	Hormone therapy	Hormone therapy
Athletics	5 nmol/L	No restriction
Badminton	10 nmol/L	No restriction
Basketball	Complete inclusion	Complete inclusion
Boxing	N/A	N/A
Canoe/Kayak	Hormone therapy	No restriction
Cycling	5 nmol/L	Documentation required
Equestrian	Complete inclusion	Complete inclusion
Fencing	10 nmol/L	No restriction
Field Hockey	10 nmol/L	No restriction
Football (Soccer)	Hormone therapy	Hormone therapy
Golf	N/A	N/A
Gymnastics	10 nmol/L	No restriction
Handball	N/A	N/A
Judo	Hormone therapy	No restriction
Modern Pentathlon	Hormone therapy	Hormone therapy
Rowing	10 nmol/L	No restriction
Rugby	5 nmol/L	Documentation required
Sailing	10 nmol/L	No restriction
Shooting	10 nmol/L	No restriction
Skateboarding	N/A	N/A
Sport Climbing	Hormone therapy	No restriction

Surfing	N/A	N/A
Table Tennis	10 nmol/L	No restriction
Taekwondo	10 nmol/L	No restriction
Tennis	Complete inclusion	Complete inclusion
Triathlon	N/A	N/A
Volleyball	N/A	N/A
Weightlifting	Hormone therapy	No restriction
Wrestling	Hormone therapy	Hormone therapy
Breaking	N/A	N/A
Baseball/Softball	N/A	N/A
Karate	N/A	N/A
Biathlon	N/A	N/A
Bobsleigh & Skeleton	N/A	N/A
Curling	N/A	N/A
Ice Hockey	Hormone therapy	Hormone therapy
Luge	N/A	N/A
Skating	10 nmol/L	No restriction
Skiing	10 nmol/L	No restriction
Boccia	N/A	N/A
Goalball	10 nmol/L	No restriction
Para Ice Hockey	N/A	N/A
Para Table Tennis	N/A	N/A
Para Taekwondo	N/A	N/A
Wheelchair Basketball	Hormone therapy	Hormone therapy
Wheelchair Fencing	N/A	N/A

Wheelchair Rugby	N/A	N/A
Wheelchair Tennis	N/A	N/A

United States		
Sport	Policy on Trans Women	Policy on Trans Men
Aquatics	Complete inclusion	Complete inclusion
Archery	N/A	N/A
Athletics	10 nmol/L	No restriction
Badminton	N/A	N/A
Basketball	N/A	N/A
Boxing	N/A	N/A
Canoe/Kayak	N/A	N/A
Cycling	5 nmol/L	Documentation required
Equestrian	N/A	N/A
Fencing	10 nmol/L	No restriction
Field Hockey	N/A	N/A
Football (Soccer)	N/A	N/A
Golf	Hormone therapy	No restriction
Gymnastics	10 nmol/L	No restriction
Handball	N/A	N/A
Judo	N/A	N/A
Modern Pentathlon	N/A	N/A
Rowing	Complete inclusion	Complete inclusion
Rugby	10 nmol/L	No restriction
Sailing	10 nmol/L	No restriction
Shooting	N/A	N/A

Skateboarding	N/A	N/A
Sport Climbing	Documentation required	Documentation required
Surfing	N/A	N/A
Table Tennis	N/A	N/A
Taekwondo	N/A	N/A
Tennis	Hormone therapy	No restriction
Triathlon	Documentation required	Documentation required
Volleyball	N/A	N/A
Weightlifting	Hormone therapy	Hormone therapy
Wrestling	10 nmol/L	No restriction
Breaking	N/A	N/A
Baseball/Softball	10 nmol/L	Documentation required
Karate	10 nmol/L	No restriction
Biathlon	N/A	N/A
Bobsleigh & Skeleton	N/A	N/A
Curling	10 nmol/L	No restriction
Ice Hockey	Documentation required	Documentation required
Luge	N/A	N/A
Skating	N/A	N/A
Skiing	Hormone therapy	Hormone therapy
Boccia	N/A	N/A
Football (5-a-side)	N/A	N/A
Goalball	N/A	N/A
Para Athletics	N/A	N/A
Para Ice Hockey	N/A	N/A

Para Powerlifting	N/A	N/A
Para Swimming	N/A	N/A
Para Skiing	N/A	N/A
Wheelchair Basketball	N/A	N/A
Wheelchair Curling	Complete inclusion	Complete inclusion

Appendix B

A	B	C	D	E	F	G	H
Recognized Sport	National Governing Body	Policy Name	Year	Trans Women	Trans Men	International Policy	Notes
1	Olympic Summer Sports						
2	British Swimming	Policy on Trans Competitors	2015	Hormone therapy must be administered in a verifiable manner and blood-measured testosterone levels must be within range of their affirmed gender for an appropriate length of time and he minimised any potential gender-related advantages. Hormone-related treatment must be verified annually. separates over 16, under 16, and pre-puberty	Hormone therapy results in blood testosterone levels within nasal male range: - Individual case-by-case review - Medical information/records demonstrate hormone therapy administered in a verifiable manner - Blood testosterone within range for an appropriate length of time so as to minimise any potential advantage - Hormone treatment may need to be verified annually - Proof of ID required is identical to that required of all archers i.e. passport or driving licence	ICC Policy	This policy uses the term "transsexual" which is outdated and can be seen as offensive.
3	Archery GB	Participation Procedures for Gender Reassignment Archers	2017, updated 2018	Hormone therapy or Gonadectomy results in blood testosterone within nasal female range: - Individual case-by-case review - Medical information/records demonstrate hormone therapy administered in a verifiable manner - Blood testosterone within range for an appropriate length of time so as to minimise any potential advantage - Hormone treatment may need to be verified annually - Proof of ID required is identical to that required of all archers i.e. passport or driving licence	Hormone therapy results in blood testosterone levels within nasal male range: - Individual case-by-case review - Medical information/records demonstrate hormone therapy administered in a verifiable manner - Blood testosterone within range for an appropriate length of time so as to minimise any potential advantage - Hormone treatment may need to be verified annually - Proof of ID required is identical to that required of all archers i.e. passport or driving licence	ICC Policy	This policy uses the term "transsexual" which is outdated and can be seen as offensive.
4	British Athletics	UKA Eligibility for Competitor, Transgender and Female Classification Regulations	2021	Those who transition from male to female are eligible to compete in the female category under the following conditions: - The athlete has declared that her gender identity is female. The declaration cannot be changed, for sporting purposes, for a minimum of four years. - The athlete must demonstrate that her total testosterone level in serum has been below 10 nmol/L for at least 12 months prior to her first competition (with the requirement for any longer period to be based on a confidential case-by-case evaluation, considering whether or not 12 months is a sufficient length of time to minimize any advantage in women's competition). - The athlete's total testosterone level in serum must remain below 10 nmol/L throughout the period of desired eligibility to compete in the female category. - Compliance with these conditions may be monitored by testing. In the event of noncompliance, the athlete's eligibility for female competition will be suspended for 12 months. - May compete in affirmed gender or mixed-sex domestic competitions if blood-measured testosterone level is within range of their affirmed gender. If they have not started hormone treatment, they may play in domestic competition under their sex assigned at birth.	Those who transition from female to male are eligible to compete in the male category without restriction.	ICC Policy	This policy uses the term "transsexual" which is outdated and can be seen as offensive. This policy uses the term "transsexual" which is outdated and can be seen as offensive. Webster would not allow me to contact them 21/1/22
5	United Kingdom	Australia	USA	Results (basic charts)	Results (NGBS Only)		
6	Badminton England	Badminton England Policy for Transgender Players	2017			ICC Policy	
7	Basketball England					ICC Policy	

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