

# **NCAA TRANSGENDER STUDENT-ATHLETE PARTICIPATION POLICY**

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# ***Language and Understanding***



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- **Gender identity:** one's internal sense of their own gender. This does not have to match one's sex or gender assigned at birth. Though it often does as most people are not transgender.
- **Sex/Gender assigned at birth:** the designation of a newborn child's sex or gender based on inspection of their external genitalia.
  - *Note: "sex/gender assigned at birth" is a more inclusive phrase than "biological male" or "born male"; or "biological female" or "born female."*
- **Gender expression:** ways in which a person communicates their gender identity to others through behavior, clothing, haircut, voice, name, pronouns, and other forms of self-presentation.



- **Transgender/Trans**: an adjective used to describe a person who does not identify as the gender they were assigned at birth.
  - **Trans man/male**: a man assigned female at birth.
  - **Trans woman/female**: a woman assigned male at birth.
    - *Note: References to "FTM" or "MTF" may be problematic for some trans persons.*
- **Cisgender/Cis**: an adjective used to describe a person who identifies as the gender they were assigned at birth.
  - **Cis man/male**: a man assigned male at birth.
  - **Cis woman/female**: a woman assigned female at birth.



- **Non-Binary:** Term used to describe a person who does not identify with the male/female gender binary. For some, this means identifying somewhere between male and female; for others, it means identifying as a combination of genders; for others, it means not having a gender identity.
  - **Genderqueer, gender expansive, gender non-conforming:** terms similar to non-binary that a person may choose to use when their gender identity is neither male nor female.
- **Transition:** any step(s) a person takes to affirm their gender identity; this may or may not include changes in one's name, pronouns, physical appearance, taking hormones, undergoing surgery, among many others. There are various ways through which an individual can choose to transition.
- **Misgender:** the act of referring to someone in a way that does not reflect that person's gender identity (e.g., using deadnames or incorrect pronouns or prefixes).
- **Deadname:** the name someone was given or used before they transitioned and/or discovered their true gender identity.



# Language and Application to NCAA Policy

- NCAA sports historically have been categorized according to the participant's sex assigned at birth (male and female sports).
- Transgender Student-Athlete Participation Policy (TSAP) applies to any SA who plans to compete in an NCAA sport that does match the SA's sex assigned at birth.
  - Applies to a multitude of identities (e.g., transgender, nonbinary, genderqueer).
- TSAP does not apply to intersex SAs, whose reproductive anatomies do not fit traditional definitions of male or female.

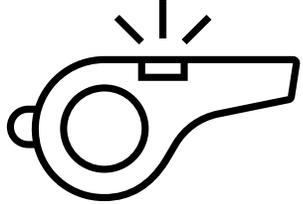


# ***Transgender Student-Athlete Participation Policy***

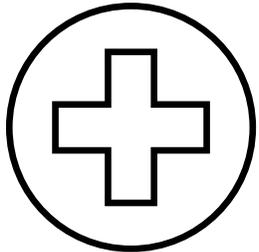


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# Research and Public Health

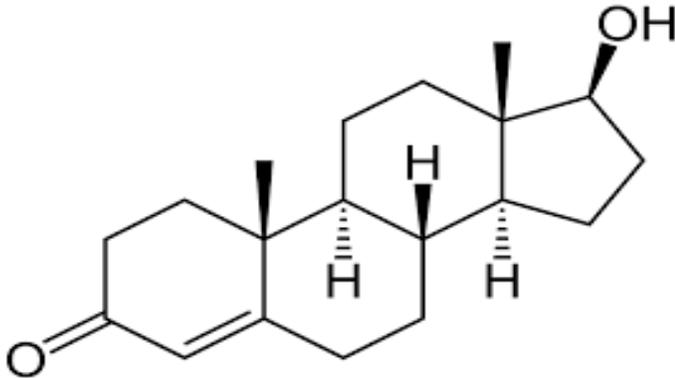


- Sport-specific implications?
  - Lack of research on whether/how testosterone impacts ability/skill by sport.



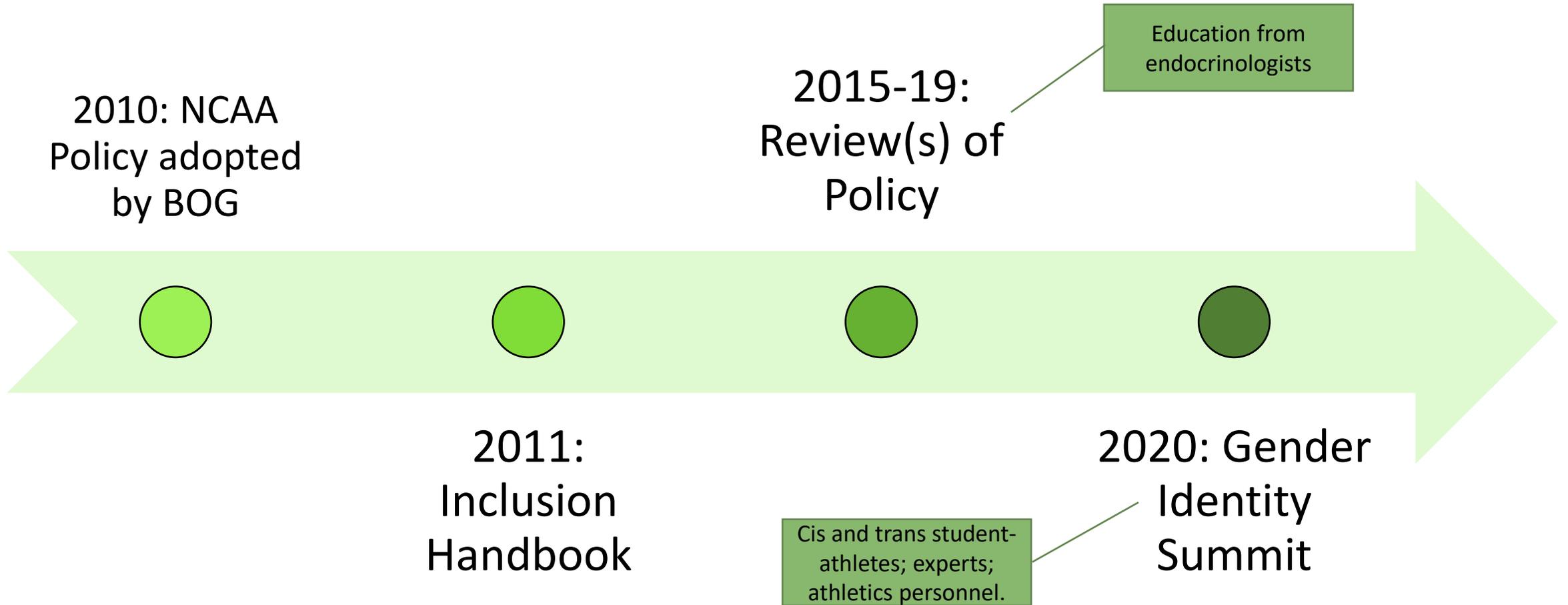
- Public health.
  - Mental/physical health impacts.
  - Considerations beyond science/medicine: Religion, resources/infrastructure, politics.

# Testosterone



- Testosterone can be performance enhancing in certain sports (e.g., banned substance).
- A person's identity not defined by level of testosterone.
- What are typical ranges for testosterone?

# Timeline Since 2010 Policy Adoption



# Gender Identity Summit

- Commissioned in October 2020 with over 60 participants.
- Brought together experts in inclusion, endocrinology, athletics administrators, cisgender student-athletes, transgender and nonbinary (TGNB) student-athletes, and other external stakeholders.
  - Included representatives from the Committee to Promote Cultural Diversity and Equity (CPCDE) and Committee on Competitive Safeguards and Medical Aspects in Sports (CSMAS).
- Consensus statements were developed for consideration by governance groups, not membership requirements.



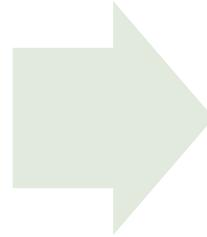
# ***2022 Policy Updates***



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# 2022 Update to NCAA Policy

**Competitive Safeguards and  
Medical Aspects of Sports**

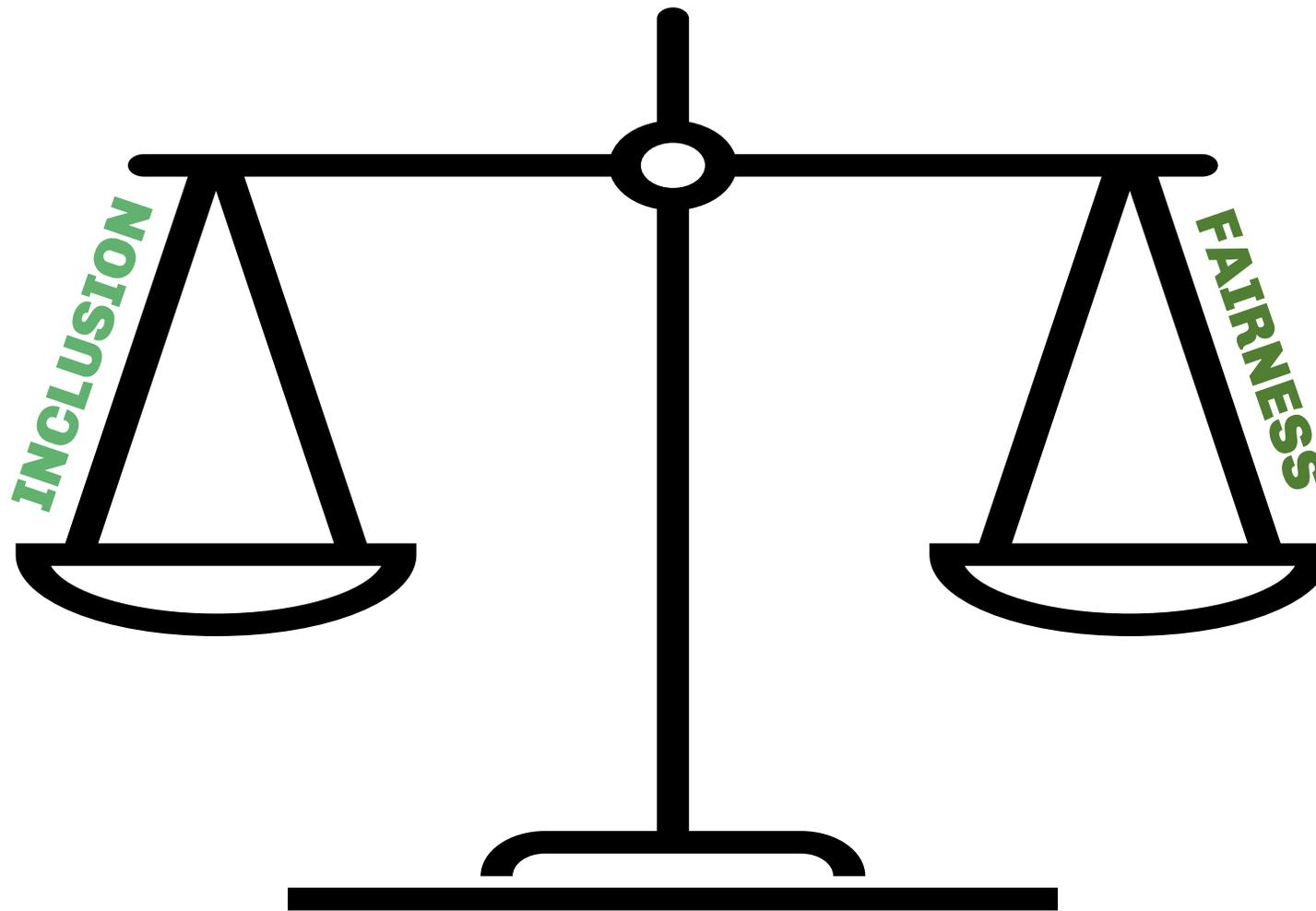


**Board of Governors**  
Highest governing body

## Consensus:

1. Testosterone thresholds can facilitate and support fair competition while providing participation opportunities for trans athletes.
2. Consistency with Olympic model intended to provide continuity for student-athletes. Deference to sport-specific rules intended to rely on those who have studied and manage potential impact in the sport.
3. Flexibility should be considered for SAs who lose eligibility, but are able to meet requirements in the future.





# 2022 Update to NCAA Policy

Alignment with Olympic Movement to balance fairness, inclusion and well-being.

January 2022: BOG adopts policy as recommended by CSMAS:

1. Trans student-athletes must continue to meet 2010 policy; and
2. Meet sport-specific eligibility requirements reviewed and approved by CSMAS, in each case to be informed by national governing body policy (or international federation policy or 2015 IOC policy).
3. Implemented over three phases:
  - a. Phase One: 2022 Winter/Spring - Championship competition, testosterone thresholds apply.
  - b. Phase Two: 2022-23 academic year - **All competition**, testosterone thresholds apply.
  - c. Phase Three: 2023-24 academic year and beyond - All competition, all sport-governing policy components considered.



# 1. Meet 2010 Transgender SA Participation Policy.

## Trans Men

- A trans man with a medical exception for testosterone may compete on a men's team but not on a women's team.
- A trans man who is not taking hormone treatment may compete on a men's or women's team.

## Trans Women

- A trans woman may not compete on a women's team until completing one calendar year of testosterone suppression treatment.
- Managed by student-athlete's institution, unless medical exception is needed.



## 2. Meet Sport-Specific Eligibility Requirements.

### Examples of Trans Athlete Policy Components

#### 1. Testosterone Threshold.

- E.g., 5 nmol/L.

Applicable  
Phase One and Two



#### 2. Length of Testosterone Mitigation and Maintenance.

- Requirement that testosterone threshold be continuously met for specific number of months (e.g., 12 months).
- Requirement to maintain testosterone threshold level throughout period of participation.

For  
consideration  
in Phase  
Three



#### 3. Additional policy considerations.

- E.g., gender declaration, case-by-case review, gender-affirming surgery, birth certificate aligns with gender identity, proof of mitigated advantage.



# 3. Implemented Over Three Phases.

## Phase One 2022 Winter/Spring

- Only impacted trans women.
- Only impacted championship competition.
- 2010 NCAA policy; and
- One-time sport-specific testosterone threshold.

## Phase Two 2022-23 AY

- Impacts all competition.
- Additional eligibility documentation submission requirements.
- Only testosterone thresholds from sport-specific policies apply.
- Only impacts trans women.

## Phase Three 2023-24 AY

- All parts of applicable sport-governing policy to be considered by CSMAS, including:
  - Length of testosterone mitigation; and
  - Other requirements.
- May impact trans men.



# ***What's Next?***



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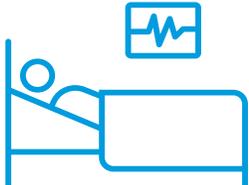
# Membership Guidance – Phase Three

CSMAS will not recommend the Board of Governors include eligibility criteria from sport-governing policies that are determined to be fundamentally inconsistent with NCAA’s values of fairness, inclusion and student-athlete well-being. For example:

**Complete Prohibition**



**Surgery**

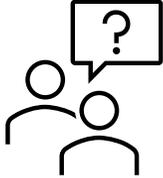


**Gender Determinations**



(e.g., review panel, align with ID docs, physical evaluation)

**Gender Challenges**



(e.g., won't use Drug-Testing Program to respond to challenge)

# Ongoing Discussion

- In June, CSMAS directed AdCom to pursue simplification of TSAP.
  - CSMAS found some recent policy changes out of alignment with Association-values (e.g., FINA).
- Consider emerging evidence, international policy trends and sport classification.
- Goal to create simple, clear policy that balances inclusion, fairness and well-being.



# Concept for Discussion

Create two categories of requirements.

<b>Skill (Bowling and Fencing)</b>	<b>Strength, Power, Speed, Endurance and/or Contact (All Other Sports)</b>
<ul style="list-style-type: none"><li>• <b>2010 policy</b> (hormone suppression for at least one calendar year).</li><li>• Managed at school-level.</li><li>• Sport proficiency primarily skill-based.</li><li>• <u>Note</u>: Rifle would remain exempt as cis men and cis women compete against each other.</li></ul>	<ul style="list-style-type: none"><li>• Serum testosterone level <b>&lt;2.5 nm/L</b>.</li><li>• Testosterone level maintained for <b>≥ 18 months</b> prior to competition.</li><li>• Documentation submission consistent with Phase 2.</li><li>• Sports reflect primary role for strength, power, speed, cardiorespiratory capacity and/or physical contact in competitive success.</li></ul>



# Why?

**< 2.5**  
nmol/L

- Consistent with physiological threshold in cis women.
- Consistent with typical transition goal for trans women.
- Consistent with international threshold trends.

**≥ 18**  
months

- Balances impact on SA experience with timeline of physiologic changes.
- Data indicates some physiologic changes happen within 12 months while other changes take up to three years.
- Lack of sport-specific data.



**ncaa.org/transgender**



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Contact Sport Science Institute for questions on policy application or document submission.



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[inclusion@ncaa.org](mailto:inclusion@ncaa.org)

Contact office of inclusion for questions on creating inclusive environments or related resources.



INCLUSION



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