


BARBARA DITTRICH

STATE REPRESENTATIVE • 99th ASSEMBLY DISTRICT

Assembly Committee on Colleges and Universities Testimony on AB 102

March 11, 2025

Good morning, Committee Chair Murphy and members of the Assembly Committee on Colleges and Universities. Thank you for the opportunity to testify on Assembly Bill (AB) 102 to ensure Wisconsin women's voices are heard today. The "Save Women's Sports Act," covering both K-12 and collegiate athletics, is not new, but it IS urgent and necessary. Parents in my district continue to share their concerns as they watch their daughters compete against biological males.

Organizations like the WIAA and NCAA have taken positive steps to protect women in sports since the President issued his executive order, but we need stronger and permanent safeguards. Enshrining these protections in state law prevents organizations from reversing course and reinstating harmful policies with the stroke of a pen. Women across Wisconsin have worked hard, earned accolades, and deserve to have their Title IX rights protected.

Title IX, signed into law on June 23, 1972, transformed women's sports for the better. Before its passage, female athletes had few opportunities to compete and lacked access to equipment, resources, and scholarships. This law was a game-changer, opening doors and ensuring women could succeed in their own divisions and leagues. Title IX inspired generations of female athletes and created pathways to scholarships and elite competition.

When I first introduced this legislation in 2021, I was told that I was creating a solution in search of a problem. Last legislation, when I told this committee that I had only been made aware of six different instances where parents had concerns. At that point, I was roundly mocked and dismissed as this wasn't much of a problem according to my detractors.

The fact is that we don't know how many transgender students are on Wisconsin K-12 teams because the WIAA refuses to tell us. However, it only takes one transgender athlete to create difficulties for an entire conference of female athletes.

One thing I think we forget as we consider this sort of legislation is the fact that statistics tell us that one in four women will be sexually abused by the time she becomes an adult. That would make it fairly safe to surmise that on any given girls' sports team, there is more than one sexual assault survivor. As we force these females to share their locker rooms and showers with individuals who are fully physically intact males, we compound their trauma and anxiety, then force them to go out and compete with or against these same individuals. In March 2023, at Sun Prairie High School, a male student claiming to be transgender disrobed in front of freshmen girls in a locker room.

Last session, Paula Scanlan, who is one such survivor shared how and when she and other teammates complained about having to compete against and share a locker room with Will

(also known as Lia) Thomas, they were told that they were the problem and would have to find other space to change or shower. See how just one person can upend things for the rest of the team?

These harmful policies continue to threaten to erase years of hard-fought gains. Allowing biological males to compete in women's sports based on "gender identity" is robbing female athletes of titles, scholarships, and even spots on teams. Beyond unfair competition, it is also compromising women's health and safety. As a reminder, biological males have higher bone density, greater muscle mass, and often greater height, putting female athletes at serious risk of injury.

Since I first introduced this legislation, public awareness has exploded. In 2021, few people knew the names Lia Thomas or Riley Gaines. In 2022, North Carolina high school volleyball player Payton McNabb suffered head and neck injuries after a transgender athlete spiked a ball directly at her, leaving her with partial paralysis, chronic headaches, and impaired vision. It ended her college athletic career. In April 2022, a transgender rugby player injured three female athletes. Just last weekend, a California high school boy set the girls national record in both long jump and triple jump for the year. He won the triple jump at that meet by nearly EIGHT feet. In August 2023, Green Bay parents voiced concerns about a transgender athlete leaving bruises and welts on their daughters' arms during practices.

This is happening right here in Wisconsin, violating female students' privacy, dignity, and safety. Are we going to wait to deal with this until schools or organizations get sued for not protecting these athletes?

The public overwhelmingly supports protecting women's sports. A December 2024 Marquette University Law School poll found that 76% of respondents believe transgender athletes should compete based on biological sex. Unlike those who ignore settled science, we can define what a woman is—an adult human female with two X chromosomes.

Major sports organizations are waking up. FINA, the world's top swimming federation, now bars biological males from competing in women's events. The International Rugby League suspended biological males from female competition in 2022. UCI, cycling's governing body, banned male athletes from female divisions if they transitioned after puberty. The NCAA and WIAA also adjusted their policies to prevent biological males from competing in women's sports at both the collegiate and high school levels in Wisconsin.

We can ensure fairness in sports without excluding anyone. Even current and legendary LGBTQ athletes like Nicole Powers, Martina Navratilova, and Caitlyn Jenner agree—it is unfair for biological males to compete in women's sports. Leading doctors and scientists confirm that testosterone suppression cannot erase biological advantages like bone structure, muscle mass, or hand size.



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Think about this: if women's basketballs are designed smaller to accommodate hand-size differences, how can we pretend that hormone treatments erase all physical advantages? We cannot go back to a time when women were shut out of sports. At a time when we prioritize mental health and trauma awareness, why are we pushing policies that traumatize female athletes by stealing their opportunities?

This bill is not about hate, exclusion, or transphobia. It's about common sense. This is about fairness. This is about facts. This is about protecting opportunities for women.

I am also working on an amendment to further clarify the locker room policy. It is our right and duty to protect our daughters, granddaughters, and nieces while ensuring that schools can still function efficiently.

Once again, I have provided you with a handout detailing the physiological differences between males and females—differences that no medical treatment or ideology can erase. It is no coincidence that this issue never seems to affect men's sports. Let's take action to protect Wisconsin's female athletes before more opportunities and careers are stolen and more injuries sideline women.

Thank you for your time. I am happy to answer any questions.

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FAST FACTS SPORTS

The strongest 10% of females can only beat the bottom 10% of men in hand grip tests.²⁸ Hand grip is one of the most widely-used markers for **strength**.



Men are **faster** than women. In running, swimming, rowing, kayaking, and short distance and long distance, women's speed world records are all about 90% of their men's speed world records.²⁹ Each year, **hundreds** of men easily beat the world's best time in the women's marathon.³⁰



Men have broader shoulders, and larger feet and hands, all of which grant an **advantage** in sports like volleyball, swimming, and basketball.



Male marathon runners have **lower body fat** percentages than female marathon runners.³¹



Men have a greater amount of **fast twitch muscle fibers**, which give men

explosive power.³²

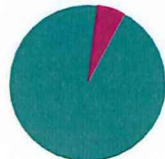


On average, men are physically stronger than women.³³

Men have **66%** more upper-body muscle than women, and **50%** more lower-body muscle.³⁴



There is a **10%** performance gap between male and female athletes in most sports and it hasn't narrowed as women train harder.³⁵



Men have **higher hemoglobin levels**, allowing their body to oxygenate muscles more quickly and efficiently.³⁶



Men have **larger hearts and lungs**. A larger heart can pump more blood to the body and larger lungs allow for the body's tissues to receive more oxygen.



Men have bigger and stronger bones. A larger skeletal structure means men's bodies can hold **more muscle** and **larger bones** facilitate leverage.³⁷



Men are **taller**, giving them an advantage in sports like basketball or volleyball.





ROB HUTTON

STATE SENATOR | 5th DISTRICT

Wisconsin State Capitol | P.O. Box 7882 · Madison, WI 53707-7882 | (608) 266-2512 | Sen.Hutton@legis.wisconsin.gov

Testimony in Support of Assembly Bill 102

Assembly Committee on Colleges and Universities

March 11, 2025

Thank you, Chairman Murphy and members of the Committee on Colleges and Universities, for holding a hearing on Assembly Bill 102. This bill will ensure the long-term protection of women in collegiate sports.

The NCAA recently changed its policy to prevent individuals who were born male from competing against women in college sports. While we should support the rights of individuals to live as they wish, one person's rights should not result in unfair or unsafe outcomes for others—in this case, for women in college athletics.

Unfortunately, policies meant to ensure fairness and safety for women in sports have become a political football, and a political change at the national level could make this policy change temporary. Any policy should also address biological males' ability to use locker rooms meant to be safe spaces for women.

Assembly Bill 102 codifies the new policy and protects women's locker rooms. The bill requires each University of Wisconsin institution and technical college that operates or sponsors an intercollegiate or club athletic team or sport to designate the teams by sex and requires those institutions to prohibit a male student from participating in a team designated for females. It also requires those institutions to prohibit male students from using locker rooms designated for females.

In recent years, instances of biological males competing in female sports and denying them the opportunity to compete on a fair playing field have become prominent in the news. A United Nations study in August 2024 found that over 600 female athletes in over 400 women's events across 29 sports were defeated by biological males identifying as transgender, resulting in over 890 medals being taken from female athletes.

Polls consistently show a significant majority of the population agrees this is unfair. A December 2024 Marquette Law School poll found that 76% of respondents believe athletes should compete on teams that match their biological sex at birth, a 6% increase from a similar poll conducted by Marquette in 2023.

We can respect the rights of people to live as they wish while still pursuing fairness for women in athletics. Thank you again for your consideration of Assembly Bill 102.

Testimony in Support of AB 102 Protecting Female-Only Athletic Teams and Locker Rooms

Scarlett Johnson, Moms for Liberty

Honorable members of this committee, thank you for the opportunity to testify today in support of legislation that safeguards female-only athletic teams and locker rooms. My name is Scarlett Johnson and I am here as an advocate for the countless girls and women whose dreams, safety, and opportunities in sports are at risk due to policies that ignore biological reality. This is not a matter of ideology but of fairness, science, and the protection of rights won through decades of struggle under Title IX.

For over 50 years, Title IX has ensured that female athletes have equal access to athletic opportunities. It recognized a simple truth: biological differences between males and females necessitate separate categories in sports to guarantee fair competition. Yet today, we see this progress unraveling as policies allow biological males to compete on female teams and enter female-only locker rooms. This undermines the very purpose of sex-segregated sports and jeopardizes the safety, privacy, and achievements of female athletes.

Let's begin with the inherent unfairness rooted in male physiological advantages. Science is unequivocal: starting at puberty, males develop greater muscle mass, larger skeletal structures, higher red blood cell counts, larger hearts, and greater lung capacity. These traits translate into a performance gap—typically 10% to 30%—in sports requiring speed, power, or endurance. A study from Duke Law professor Doriane Coleman, alongside champions like Martina Navratilova, notes that even after testosterone suppression, male-bodied athletes retain significant advantages over females. In head-to-head competition, the best female athletes are consistently outperformed by significant numbers of males. This is not a question of effort or talent—it's biology.

The data bears this out. In Pennsylvania alone, since 2020, female athletes have lost medals or placements 66 times across sports like track, swimming, and fencing due to competition against biological males. **Nationally, the Independent Council on Women's Sports has documented 725 female athletes deprived of 1,043 medals and awards across 505 competitions in 36 sports.** These are not abstract numbers—these are stolen dreams. Chelsea Mitchell, once Connecticut's fastest girl, lost four state championships to male competitors. She trained tirelessly to shave fractions of a second off her time, only to watch college scouts overlook her for rankings that no longer reflected her true ability. Scholarships—gateways to higher education and future careers—are slipping away from girls like her.

Beyond fairness, safety is a pressing concern. When biological males compete against females, the risk of injury rises. Consider the case of a Massachusetts high school field hockey player who took a ball to the face from a male opponent, or the North Carolina volleyball player who suffered head and neck injuries from a spiked ball hit by a male athlete. These incidents are not anomalies—they are warnings. Pound for pound, male bodies generate greater power and speed, creating a physical mismatch that endangers female athletes. Legislation protecting female-only teams is not just about fairness; it's about protecting the well-being of our daughters.

Locker rooms amplify this issue. Female athletes deserve privacy and safety in spaces where they undress and prepare. Yet, we've heard heartbreaking accounts—like that of Riley Gaines, a collegiate swimmer who, alongside her teammates, was forced to share a locker room with a biological male without consent. When they raised concerns, they were told to seek counseling rather than being heard. This is not inclusion—it's coercion. Twenty-six percent of college-age women report experiencing sexual assault during their studies. For survivors, the presence of male bodies in intimate spaces can be traumatic, regardless of intent. Sex-segregated locker rooms are a safeguard rooted in centuries of legal and cultural precedent—abandoning them dismisses the vulnerability women feel and the protection they deserve.

The losses extend beyond the field. Every male on a podium means one fewer female recognized. Every scholarship awarded to a male in a female category is one less opportunity for a girl to pursue her education. Team placements are disrupted, too—when males join female rosters, girls are sidelined, their chance to shine diminished. This isn't speculation; it's happening now. In Connecticut, two male athletes who identified as female claimed 15 women's track championships once held by nine different girls. The ripple effect is profound: lost accolades, lost confidence, lost futures.

I urge you to pass this legislation to protect female-only athletic teams and locker rooms. It's about restoring fairness grounded in science, ensuring safety rooted in common sense, and preserving opportunities earned through hard work. Let's honor the legacy of Title IX—not by dismantling it, but by defending it for the next generation of female athletes. Thank you.

The Undeniable Impact of Biological Differences in Sports

Honorable members, let's cut through the noise and face the truth: biology isn't negotiable. When we talk about protecting female-only athletic teams, we're not clutching pearls or chasing outdated stereotypes—we're staring down cold, hard science. The moment puberty kicks in, males and females diverge in ways that define athletic performance. This isn't about who trains harder or dreams bigger—it's about bodies built differently, down to the bone, the muscle, the blood. And when we ignore that, we don't just tilt the playing field—we bulldoze it.

Start with the basics: muscle mass. **Males develop 30% to 50% more of it, thanks to testosterone flooding their systems. That's not a slight edge—that's a sledgehammer. Their skeletons grow larger—wider shoulders, narrower hips, longer limbs—geared for leverage and power. Their hearts pump stronger, up to 20% bigger, pushing oxygen through bodies with 10% more red blood cells. Lungs expand further, fueling every sprint, every lift, every swing. Studies—like those from Duke's Doriane Coleman—peg the performance gap at 10% to 30% across sports. In running, it's 10% to 12%. In swimming, closer to 13%. In weightlifting, it explodes past 30%. Even after testosterone suppression, males retain denser bones, bigger frames, and muscle memory that doesn't fade. This isn't a theory—it's a wall female athletes slam into every time a male steps into their lane.**

The impact? Devastating. Take track: the women's 100-meter world record—10.49 seconds by **Florence Griffith Joyner**—wouldn't crack the top 500 times run by men last year alone. In swimming, **Katie Ledecky's** legendary 400-meter freestyle record gets smoked by dozens of collegiate males annually. These aren't outliers—they're proof. When biological males compete in female sports, they don't just win—they rewrite the game. In **Connecticut**, two male athletes identifying as female claimed 15 women's track titles in three years—titles once held by nine different girls. Nine girls who trained, sweated, sacrificed, only to watch their podiums vanish. **Nationwide, the Independent Council on Women's Sports tallies 1,043 medals lost by 725 female athletes across 36 sports. That's not competition—that's conquest.**

But it's not just medals—it's futures. **Chelsea Mitchell**, Connecticut's fastest girl, lost four state championships to male runners. Four times she crossed the line first among females, four times she was told she wasn't enough. Her times—good enough for scholarships—got buried in rankings skewed by biology she couldn't match. Scouts moved on. Doors closed.

Multiply that by thousands: girls losing spots on teams, scholarships to college, chances to shine. Every male in a female category doesn't just take a win—he takes a life-changing opportunity. And for what? A policy that pretends differences don't exist?

Then there's the physical toll. Males pack more power—think denser bones driving a volleyball spike or heavier muscle behind a field hockey shot. A Massachusetts girl lost teeth to a male opponent's hit. A North Carolina player, **Peyton McNabb**, took a concussion from a male-powered serve. These aren't accidents—they're physics. Females aren't built to absorb that force, and they shouldn't have to. When we erase the line between male and female sports, we don't just risk fairness—we risk bodies.

This is the stakes: a girl's dream dashed, a scholarship lost, a jaw broken—all because we're too timid to say what science screams. Biological differences aren't a footnote—they're the foundation of why we have women's sports at all. Title IX didn't create separate categories to be nice—it did it to be fair. To give girls a fighting chance. Rip that away, and you're not progressive—you're punishing half the population for being born female. Pass this legislation. Protect female-only teams. Honor the biology that demands it, and save the girls who deserve it.

Statistics Cited:

1. "Males develop 30% to 50% more muscle mass, thanks to testosterone flooding their systems." This is based on well-established exercise physiology research, such as studies from the *Journal of Applied Physiology* and the *American College of Sports Medicine*. Post-puberty, males exhibit 30% to 50% greater muscle mass on average due to higher testosterone levels (typically 10-20 times higher than females). Exact figures vary by individual, but this range is widely cited in sports science literature.
2. "Their hearts pump stronger, up to 20% bigger, pushing oxygen through bodies with 10% more red blood cells." Research on sexual dimorphism in cardiovascular systems, such as studies in *Circulation* and *European Journal of Applied Physiology*, shows male hearts are approximately 15-20% larger by volume, and red blood cell counts are about 10% higher (5.2-5.9 million per microliter in males vs. 4.2-5.4 million in females). These differences enhance oxygen delivery, a key athletic advantage.
3. "Studies—like those from Duke's Doriane Coleman—peg the performance gap at 10% to 30% across sports. In running, it's 10% to 12%. In swimming, closer to 13%. In weightlifting, it explodes past 30%." Doriane Lambelet Coleman's work, notably her 2019 Duke Law article "Sex in Sport," quantifies the male-female performance gap. The 10-12% gap in running aligns with comparisons of elite male and female times (e.g., 100-meter dash: 9.58s vs. 10.49s). Swimming's 13% reflects freestyle records (e.g., 400m: 3:40 vs. 3:56).

Weightlifting's 30%+ gap is drawn from total lifts in Olympic categories (e.g., men's 61kg vs. women's 59kg). These are conservative averages from World Athletics, FINA, and IWF data.

4. "The women's 100-meter world record—10.49 seconds by Florence Griffith Joyner—wouldn't crack the top 500 times run by men last year alone." Based on 2024 World Athletics rankings, where the 500th-ranked male time was around 10.2-10.3 seconds (extrapolated from public leaderboards). Flo-Jo's 10.49s, set in 1988, remains the female record but is routinely surpassed by hundreds of male athletes annually, emphasizing the depth of the gap.

5. "In Connecticut, two male athletes identifying as female claimed 15 women's track titles in three years—titles once held by nine different girls." This comes from widely reported cases involving Terry Miller and Andraya Yearwood between 2017-2020, documented by outlets like the **Alliance Defending Freedom** and **The Hartford Courant**. They won 15 state titles, displacing multiple female athletes across events, with nine unique prior female champions identified in legal filings.

6. "Nationwide, the Independent Council on Women's Sports tallies 1,043 medals lost by 725 female athletes across 36 sports." The Independent Council on Women's Sports (ICONS) tracks instances of female athletes losing awards to transgender competitors. As of early 2025, their data (publicly cited in advocacy reports) shows 1,043 awards lost by 725 athletes across 505 competitions in 36 sports. These figures are aggregates from lawsuits, media, and athlete testimonies, though exact numbers may evolve with ongoing cases.

7. "A North Carolina player took a concussion from a male-powered serve." Refers to a 2022 incident involving Payton McNabb, a high school volleyball player injured by a transgender male athlete's spike, as reported by **Fox News** and **Daily Mail**. While not a statistic per se, it's a documented example supporting the safety argument.

"Transgender" Athletes in American Colleges & Universities

Three "trans" athletes we know of — Lia Thomas (swimming), CeCé Telfer (track & field) and Braeden Abrahamsen (bowling) — won a national championship, with Telfer and Thomas winning individual titles. Several others have earned conference honors.

NCAA Division I

1. Schuyler Newberger, Water polo, Iona University (N.Y.)

Schuyler Newberger plays on Iona's men's water polo team and is a cheerleader at the school.

2. Kye Allums Basketball, George Washington University (DC)

Kye Allums was the first college basketball player to come out publicly as transgender, a trans man on the women's basketball team in Division I in 2010. Allums came out before the NCAA had announced its trans-athlete policy.

3. G Ryan Swimming, University of Michigan

G Ryan set Big Ten and University of Michigan records in the 500-yard freestyle for the Wolverines women's swimming team, also earning NCAA Championship berths.

4. Jeffrey Rubel Cross-country and track & field, Georgia State

Jeffrey Rubel came out to his teammates on the women's cross-country and track teams his senior season, to mixed reactions.

5. Schuyler Bailar Swimming, Harvard University (Massachusetts)

Schuyler Bailar made big waves in the pool when he joined the men's swimming team at Harvard. "I want Schuyler on my team for the same reasons I want all of my athletes," said coach Kevin Tyrell at the time. "I believe he wants to push himself academically and athletically."

6. Juniper Eastwood Cross-country and track & field, University of Montana

Juniper Eastwood competed in long-distance running at the University of Montana, finishing 8th in the 2019 Big Sky cross-country conference championship. Eastwood has pointed out that her pre-transition times in high school would have made her a national champion in the women's category. In 2020, Eastwood won the mile at the Big Sky Conference indoor track championships, making her the first trans student-athlete to win a conference title at the NCAA Division I level.

7. Brent Darah Cross-country, Bowling Green (Ohio)

An out trans man on the men's cross-country team, Darah was embraced with his teams on the men's team telling him, "You're like a brother to us."

8. Braeden Abrahamsen Bowling, Vanderbilt University (Tennessee)

Braeden Abrahamsen transferred to Vanderbilt and transitioned, winning a national championship with the team in 2018. They were runner-up in 2019.

9. Lia Thomas Swimming, University of Pennsylvania

After competing on the men's swimming team for three seasons, Lia Thomas broke women's swimming school and conference records while competing on the Quakers' women's swimming team for the 2021-2022 year, in addition to winning a 2022 NCAA Division I women's swimming national championship and earning two other finishes in championship finals.

10. Natalie Fahey Swimming, Southern Illinois University

Natalie Fahey was a top-five competitor for the Salukis in multiple events. She earned a top-10 finish at the MAC Championships as a junior in 2018. Prior to the MAC Championships, Fahey had started hormone replacement therapy. The following season she joined the women's team shortly after she reached the mandated year under NCAA regulation and swam in that's year Missouri Valley Conference championships as an unscored exhibition swimmer.

11. Iszac Henig Swimming, Yale (Connecticut)

The senior swimmer has been a contributor on the Yale women's swimming team since he was a freshman. He opted to hold off on HRT until after his senior season, so he can compete with the women's swimming team, in compliance with NCAA rules.

12. Oliver Williams Rowing, Ohio State University

Oliver Williams competed on the women's NCAA rowing team at Ohio State. He held off on HRT until his senior year, so he could compete in women's rowing, transitioning medically and transitioning roles to coach his senior season.

NCAA Division II

13. CeCé Telfer Track & field, Franklin Pierce University (New Hampshire)

CeCé Telfer competed on the men's track & field team before transitioning and joining the women's team, per NCAA regulations. She won the Division II National Championship in the 400-meter hurdles.

14. Bobbie Fischer Fencing, Wayne State (Michigan)

Fischer competed on the women's team before transitioning genders. He now competes on the men's team.

15. Brooklyn Ross Tennis, Lewis University (Illinois)

Ross is in her final year of collegiate eligibility after competing previously at Metropolitan State-Denver (Colo.) and University of Texas-Tyler. At both of her stops, she competed with distinction.

NCAA Division III

16. Sadie Schreiner Track and field, Rochester Institute of Technology

Sadie Schreiner has thrived as a sprinter at RIT, earning All-American honors and a bronze medal at an NCAA Championship race. Recently, Schreiner claimed she was being discriminated against for Division I opportunities.

17. Meghan Cortez-Fields Swimming and Diving, Ramapo College (N.J.)

Cortez-Fields began competing for the women's team for the 2023-2024 season. At the Cougar Splash invite in Pennsylvania in November 2023, she set in a school record in the 100-yard butterfly event.

18. Lex Horwitz Squash, Bowdoin College (Maine)

Horwitz played on the women's squash team before moving to the men's team and competing with them as well. They are a queer, non-binary transgender Jewish educator, consultant and public speaker.

19. Keelin Godsey Track & Field, Bates College (Maine)

Keeling Godsey was a stellar hammer thrower, narrowly missing out on a spot on Team USA for the 2012 Summer Olympics and earning a fifth-place finish at the PanAm Games in 2011.

20. Taylor Edelmann Volleyball, Purchase College (New York)

In 2012, Edelmann was among the first NCAA student-athletes to compete under the Inclusion for Transgender Student-Athletes policy after two years on the women's team that saw him lead the team in kills and digs in their freshman year. After a solid sophomore season, Edelmann began hormone replacement therapy and returned to play for the men's side in time for the winter-spring season slate in 2012. Edelmann led the team in digs in his junior season and was named the team captain for his senior season in 2013.

21. Ryan Socolow Lacrosse, Endicott College (Massachusetts)

Socolow came out to his women's lacrosse team while transitioning at Endicott College and found acceptance from teammates.

22. Chloe Anderson Volleyball, UCSC & Santa Ana College (California)

Chloe Anderson played for the Santa Ana College women's volleyball team before transferring to UC-Santa Cruz.

23. Jay Pulitano Swimming, Sarah Lawrence College (New York)

Jay Pulitano transitioned and competed on the men's swimming team for Sarah Lawrence College. He may have been the first trans swimmer to compete in the NCAA.

24. Athena Del Rosario Soccer, UC-Santa Cruz (California)

Athena Del Rosario was a goalie for the UC-Santa Cruz women's soccer team for a couple of seasons before coming out publicly. Many people she had competed against had no idea she was trans.

25. Max Nagle Basketball, Hollins University (Virginia)

Max Nagle came out to teammates and identified as a man during his freshman year with the women's basketball team. He continued playing for three seasons until he opted to take testosterone, which by NCAA rule made him ineligible to compete on the women's team.

26. Ryan Lavigne Rowing, Lewis and Clark College (Oregon)

Ryan Lavigne received an all-Northwest Conference honor by helping Lewis & Clark's No. 1 varsity-eight boat finish second at the 2017 Northwest Conference Championships.

27. Kolton Niemann Tennis and Soccer, Northern Vermont University – Lyndon

Niemann came out as trans in high school and went on to play for both the men's tennis and soccer teams in college. He was a finalist for the 2020 NCAA Division III LGBTQ OneTeam Recognition Awards.

28. Alexander Perry Golf, Ithaca College

Alex competed on the women's golf team at Ithaca, but when he decided to start taking hormones, he was no longer NCAA-eligible and his time competing on the women's team ended.

29. E Kerr Softball, University of Scranton (Pennsylvania)

E Kerr attempted to compete for a season on the school's softball team, but decided he simply couldn't reconcile his gender while competing on a team designed for women. He now participates as part of the team's management.

30. Dani Wheeler Swimming, Nebraska Wesleyan University

Dani Wheeler competed on the women's swimming team and is now a member of the men's swimming team. At the 2022 Pioneer Classic Invite in Iowa, he competed in six events for the team.

31. Erica Smith Lacrosse & Field hockey, Sweet Briar College (Virginia)

The first publicly out trans woman to attend Sweet Briar, Erica Smith last year met NCAA Division III requirements to compete.

32. Lucas Draper Swimming & Diving, Oberlin College (Ohio)

Lucas Draper is a diver for the men's swimming and diving team.

33. Alexander Wicken Fencing, Brandeis

Alexander Wicken is a member of the women's fencing team at Brandeis and organized a campus conversation about trans inclusion in sports.

NAIA

34. Mack Beggs Wrestling, Life University (Georgia)

Mack Beggs went undefeated and won two state girls wrestling titles in Texas, before he went on to college at Life University and became part of the men's wrestling team.

35. Jay Robinson Equestrian, Savannah College of Art and Design (Georgia)

Jay Robinson competed on the nongendered equestrian team for SCAD, finding solace and acceptance in the barn.

Community College / Junior College

36. Gabbi Ludwig Basketball, Mission College (California)

Gabbi Ludwig was 6-foot-8 and 50 years old when she competed for the Mission College women's basketball team, facing some vocal opposition associated with rival teams, featured eventually by HBO Sports.

37. Peachy Tabilos Volleyball, City College of San Francisco (California)

Peachy Tabilos was "timid" when she first joined the men's volleyball team at the City College of San Francisco, according to her coach. But she reportedly found acceptance from teammates.

38. Navi Huskey Long Beach City College (California)

In high school in Tustin, Calif., she struggled to find her way onto the boys basketball team. Navi Huskey earned conference co-MVP honors her first year with the Long Beach City College women's basketball team in 2019-2020. She returned to the team this season after the 2020-2021 was cancelled. In 15 games played this far they average 13 points and 14 rebounds per game for a competitive LBCC squad.

Other

39. Soju Hokari Ultimate, Emory University

Soju Hokari testified against a trans-athlete ban in Georgia. Hokari is a member of the club Ultimate team at Emory.

40. Bella Bautista Cheer, Oglethorpe (Ga.) University

Bella Bautista was a cheerleader while at Oglethorpe, and was even a one-time hopeful for Miss Georgia USA.

41. Ray Libman Figure skating, University of California

While at Cal, Ray competed on the school's figure skating team.

42. Harriett Mackenzie Basketball, Vancouver Island University

The 6-foot-2 forward for VIU lead the team in points and blocks in her senior season.

43. Mason Johnson Rugby, Quinnipiac University (Connecticut)

Johnson came out publicly before his senior season, but he was already out to teammates. The team won multiple Division I championships in the National Intercollegiate Rugby Association while Johnson played on the team.

44. Avery Cordingley Ice hockey, Macalaster College (Minnesota)

Avery Cordingley had just stepped into a captain role when they came out to teammates as trans, balancing a leadership role on the team at the same time they were navigating the early days of their transition.



WISCONSIN LEGISLATURE

P.O. BOX 7882 • MADISON, WI 53707-7882

To: Assembly Committee on Colleges and Universities
From: Senator Mark Spreitzer, Chair of the Wisconsin Legislative LGBTQ+ Caucus
RE: Assembly Bill 102
Date: March 11, 2025

Chair Murphy and committee members:

As Chair of the Wisconsin Legislative LGBTQ+ Caucus, I am submitting written testimony in opposition to 2025 Assembly Bill 102 on behalf of caucus members who oppose this attack on transgender students. We ask that this testimony be shared with all members of the committee, and be entered into the committee record for this bill.

This bill discriminates against transgender college students in Wisconsin by denying transgender women the opportunity to participate in women's sports. All students should have the opportunity to participate in school-sponsored athletics consistent with their gender identity without having to compromise who they are. Playing sports with their friends and classmates helps all students feel like they belong—and any action to ban participation is invasive and infringes on athletes' privacy.

Categorical exclusion of transgender women from participating in college sports alongside their peers is harmful because it singles out transgender athletes and denies them the opportunities provided by organized sports and being part of a team. Studies have shown that participating in sports can lead to lifelong, positive impacts on individuals' physical, mental, emotional, and social health. In addition to helping college students stay fit and build physical activity into their adult lives, college sports allow students to develop deep and lasting friendships with their peers. Athletes learn life skills such as empathy, leadership, perseverance, and teamwork that will help them throughout the rest of their lives. We know that access to youth sports is crucially important to every student's success and that extends from kindergarten all the way through higher education.

This bill would additionally impact students' ability to participate in co-ed athletic activities. The language in this bill would specifically remove the ability for University of Wisconsin campuses and Wisconsin technical colleges to have co-ed interscholastic, and/or club athletic teams, taking away a unique team and community experience that students would previously have had in many schools across the state. Student athletes in colleges and universities across Wisconsin already have the opportunity to be a part of a variety of co-ed club sports, such as volleyball, flag football, and kickball. Co-ed sports in particular encourage friendship and mutual respect and break down stereotypes.

The addition of language restricting access to locker rooms that targets transgender students is incredibly dangerous in a time of increased bullying and violence against LGBTQ+ youth across the country. In Wisconsin, 41% of LGBTQ+ young people ages 18-24 reported being bullied because of their sexual orientation or gender identity. While this bill claims to protect college students, it will open the door to bullying and increase social stigma, at a time when young adults are just starting to navigate independence and for many, beginning to live publicly as their authentic selves for the first time. All students should have privacy in the locker room. This bill does nothing to increase locker room privacy, but instead signals out some of our most vulnerable students to have their privacy taken away.



WISCONSIN LEGISLATURE

P.O. BOX 7882 • MADISON, WI 53707-7882

This bill also likely violates federal law. In 2020, the U.S. Supreme Court ruled in *Bostock v. Clayton County* that federal bans on sex discrimination must be read to prohibit discrimination on the basis of gender identity. This means that where the federal government bans discrimination on the basis of sex, it also bans discrimination against transgender people.

Assembly Bill 102 was previously introduced in the 2023-2024 legislative session as 2023 Assembly Bill 378. Last session, members of this committee heard hours of testimony from those who shared how this bill would discriminate against and stigmatize transgender and nonbinary college students in Wisconsin. Students, parents, teachers, coaches, and others shared last session – and will share again this session – how the introduction of this bill is harmful and ostracizing to members of the LGBTQ+ community.

Although this bill will not become law in our state, its reintroduction alone is harmful, especially alongside the onslaught of legislation such as the K-12 athlete bill that was given a public hearing just last week. A recent national survey by the Trevor Project found that 91% of LGBTQ+ young people in Wisconsin reported that recent politics negatively impacted their well-being. In addition, 40% of LGBTQ+ young people and 45% of transgender and nonbinary young people reported that they or their family considered leaving Wisconsin for another state because of LGBTQ+ politics and laws.

Assembly Bill 102 would further stigmatize and isolate transgender youth, who are already vulnerable. A recent national survey by the Trevor Project found that 39% of LGBTQ+ young people in Wisconsin seriously considered suicide in the past year, including 44% of transgender and nonbinary youth. This bill will put the physical and mental health of transgender youth in Wisconsin at risk.

I ask that you not schedule Assembly Bill 102 for a vote. If AB 102 comes before you for a vote in this committee or on the Assembly floor, I ask that you vote no. This bill is deeply harmful, unnecessary, and dangerous. I hope that you will join the Legislative LGBTQ+ Caucus and people across Wisconsin in telling transgender and nonbinary youth in our state that they are seen, they are loved, and that they belong here in Wisconsin.

Sincerely,

A handwritten signature in black ink that reads "Mark Spreitzer". The signature is written in a cursive, flowing style.

Mark Spreitzer

Chair, Wisconsin LGBTQ+ Caucus

State Senator, 15th Senate District



WISCONSIN STATE SENATOR
MELISSA RATCLIFF

16TH SENATE DISTRICT

Good morning Chair Murphy, Ranking Member Emerson, and Members of the Assembly Committee on Colleges and Universities.

I am Senator Melissa Ratcliff and I am the mom of a transgender son. While I appreciate the opportunity to speak about my opposition to Assembly Bill 102, I think this bill is ridiculous.

For a moment, let's imagine a world in which this Committee, the Assembly Committee on Colleges and Universities was hearing about bills that would; fully support UW-Madison's lifesaving research, enable our Technical Colleges to clear the waiting list for grants to deserving Wisconsin residents enrolled in degree or certificate programs, or invest in expanding student mental health services throughout the UW System

All of these are great things that our Colleges and Universities really need. Now back to the unfortunate reality though. We are NOT talking about improving the UW System or our Tech Colleges. We are focused on yet another bill that is NOT about education at all. It's about negativity and bullying student athletes. AB 102 takes a page out of the Trump administration's hateful crusade against the LGBTQIA+ community. It maliciously and intentionally creates manifest harm to some of the most vulnerable student athletes in Wisconsin: our transgender and nonbinary athletes.

The message of this bill is clear: that some student athletes should be excluded because of their gender identity. It's about bullying an extremely small portion of our young people to conform to societal norms. It's not about protecting girls. It is about excluding student-athletes from sports teams – teams that are supposed to be about inclusion and working together and accepting each other's differences.

Now ask yourself: How would the ban on transgender athletes this bill proposes be enforced? By forcing educators or coaches to ask invasive questions and conduct physical exams? Which students will be "checked?" Maybe those who do not look like or dress like other athletes?

We don't know. The bill does not address any of that. Why? Because this is not a serious piece of legislation. It is a tool to politicize students – students who already face so many difficulties. It is a bill that enables elected officials to bully and politicize transgender and nonbinary people to score political points. Make no mistake about it: the reason we are seeing this bill back yet again is not because it is the right thing to do, but because it is the Trumpian thing to do. The Trump administration's war on the LGBTQIA+ Community is emboldening legislators in Wisconsin to ramp up their hostile attacks in line with Trump's hateful agenda.

This bill will never become law in Wisconsin because the Governor will veto it, again, when it gets to his desk. In the meantime, this bill creates division, punishes those who have done nothing wrong, and contributes to the atmosphere of chaos, fear and mistrust that Trump and his Wisconsin minions seek to sow.

This bill causes me great personal sadness as well: it treats my son as if he is a threat and his existence is something that can be legislated away. I stand with my son and all trans and nonbinary young people. Their courage and perseverance inspire me to keep fighting for the rights, love, and support they deserve.

This bill should not pass. Thank you again for the opportunity to speak in support of our young people and against bullying.



Wisconsin Family Action

PO Box 7486 • Madison WI 53707

608-268-5074

info@wifamilyaction.org • www.wifamilyaction.org

TESTIMONY IN SUPPORT OF ASSEMBLY BILL 102 ASSEMBLY COMMITTEE ON COLLEGES AND UNIVERSITIES TUESDAY, MARCH, 11, 2025

Thank you, Chairman Murphy and committee members, for the opportunity to testify on Assembly Bill 102. My name is Sam Krebs, and I am the legislative director for Wisconsin Family Action which supports this bill.

Women and girls deserve privacy, safety, and equal opportunities in athletics.

While to some this appears to be a political hot button issue, to most people, this is a common-sense issue. A 2024 national Marquette University Law School poll found that 76% of respondents preferred transgender athletes to compete on teams that match their sex at birth, rather than the gender they identify with.¹ I highlight this not to prescribe legislating by poll but rather to simply point out this policy position is not as radical as some here may assert.

Assembly Bill 102 will restore common sense to women's sports and put a stop to the dismantling of sex-based protections for women in college athletics.

First, women's spaces deserve privacy and protection. Women have a right to a private, biologically female only spaces, and this is especially true in cases of women's locker rooms.

Failing to acknowledge this basic truth opens the door to some senseless policies. For example, just recently, a university in California announced that it will be doing away with women's and men's sex-segregated locker rooms to create one big "Universal Locker Room."

I'd like to share the feelings from NCAA athlete Kylee Alons about scenarios like this creating uncomfortable places for women. "Kylee was 'stressed out' by having a male body in the locker room. She felt that her 'privacy and sense of safety was violated. It was not a private locker room anymore."

Second, women's sports deserve safety and fair competition. When a male asserts rights on the basis of gender identity and even when he claims to be legally female, it is not the same as him being biologically female.

Biological men are bigger, faster, and stronger than women. We don't need studies to tell us there are different levels of fast twitch, power, and explosiveness that come naturally with being a male. (Although there are plenty to back this point up.)

From women's national soccer teams to Serena Williams to Riley Gaines, we can see plenty of real-world examples of how male and female biology are different in competition. It's not bigotry to recognize biology.²

¹ Marquette Law School Poll national survey 12-18-24. <https://www.marquette.edu/news-center/2024/marquette-law-poll-national-survey-finds-trump-approval-at-recent-high-biden-approval-all-time-low.php>

Polling data from [Gallup](#) indicates a similar response.

Wisconsin has a rich history of women's volleyball. Taking a look at a comparison of males and females in volleyball yields some interesting revelations. On average, a male professional volleyball player hits the ball at a speed of around **60 miles per hour** when spiking, with top players reaching speeds as high as **70 miles per hour** on powerful serves.³

On average, a **female professional volleyball player** hits the ball at a speed of around **45 miles per hour**, with elite players reaching speeds closer to **50 miles per hour** on a jump serve or spike.⁴

Some may assert that cross-sex hormones level the playing field; however, there is a body of research which offers evidence of the male advantage, even after years on cross sex hormones.

Reem Alsalem in a report to the United Nations wrote, "Pharmaceutical testosterone suppression for genetically male athletes — irrespective of how they identify — will not eliminate the set of comparative performance advantages they have already acquired.... The testosterone levels deemed acceptable by any sporting body are, at best, not evidence-based, arbitrary, and asymmetrically favor males."

Additionally, researchers at the Karolinska Institute and University of Manchester concluded that after one year of treatment "the physical advantage enjoyed by biological males over females is only minimally reduced when testosterone is suppressed...Furthermore, the reductions observed in muscle mass, size, and strength are very small compared to the baseline differences between males and females in these variables."⁵

Finally, women's opportunities are being unfairly taken away. Allowing biological males to compete in girls' sports enables them to take opportunities meant specifically for biological girls.

According to a United Nations report presented in October 2024, over 600 female athletes have lost nearly 900 medals to transgender competitors in more than 400 competitions across 29 sports as of March 30, 2024.⁶

Biological male athletes have specific attributes — including higher testosterone, bone density, muscle mass, and cardiovascular capacity — that result in the loss of fair opportunity for female competitors.

Women have sex-based rights that are predicated on having a female physiology not some feminine appearance or any illusion that allows a male to be recognized as a female by a mere declaration.

³ Despite the higher net (2.43 m for men's volleyball; 2.24 m for woman's volleyball), attacks in men's volleyball are performed using greater force and with a faster pace than in women's volleyball. Pawlik, D., & Mroczek, D.v (2023). Influence of jump height on the game efficiency in elite volleyball players. Scientific reports, 13(1), 8931. <https://doi.org/10.1038/s41598-023-35729-w>

⁴ Valades, David, and José Manuel Palao. 2015. "MONITORING BALL SPEED OF THE VOLLEYBALL SPIKE THROUGHOUT THE SEASON FOR ELITE WOMEN'S VOLLEYBALL PLAYERS." *Journal of Sport and Human Performance* 3, no. 2 (July). <https://doi.org/10.12922/ishp.v3i2.53>.

⁵ Emma Hilton. Ph.D. and Tommy Lundberg, Ph.D. (13 May 2020). University of Manchester, UK. and Karolinska Institute. Department of Laboratory Medicine/ANA Futura. Division of Clinical Physiology. Huddinge. Sweden. Retrieved from: [https://imgl.wsimg.com/blobbv/go/a69528e3-c6134bcc9931258260a4e77f/downloads/preprints202005.0226.v1%20\(I\).pdf](https://imgl.wsimg.com/blobbv/go/a69528e3-c6134bcc9931258260a4e77f/downloads/preprints202005.0226.v1%20(I).pdf)

⁶ Crane, Emily. 2024. "The Staggering Number of Medals Female Athletes Lost to Trans Opponents Revealed in Explosive UN Report." *New York Post*, October 23, 2024. <https://nypost.com/2024/10/23/world-news/un-reveals-how-many-female-athletes-have-lost-medals-to-trans-opponents-in-explosive-report>.



WISCONSIN COUNCIL
OF CHURCHES
COURAGE. JUSTICE. HOLY IMAGINATION.

To: Members of the Assembly Committee on Colleges and Universities
From: Rev. Breanna Illéné, Director of Ecumenical Innovation and Justice Initiatives,
Wisconsin Council of Churches
Date: March 10, 2025
Re: Testimony in opposition to Assembly Bill 102

The Wisconsin Council of Churches (WCC) is a network of Christian churches and faith-based organizations committed to working together across our many differences to promote collective good. We connect 21 Christian traditions, which have within them approximately 2,000 congregations and over one million church members. Exercising holy imagination, we help one another make courageous choices that lead toward peacemaking, social and economic justice for Wisconsin's most vulnerable residents, the vitality of the church, and the well-being of our neighbors.

As a Council, we have adopted a *Statement on Nonviolence* that reminds us that "Faithfulness to its mission requires the Church to speak out against violence, minister to its victims, and work tirelessly to reduce the level of violence in society." We come here today to decry the violence in AB102

Transgender individuals are unnecessarily under attack, and this legislation is just one of many items currently before our state legislature that cause undue harm to a marginalized community. This bill empowers those who practice hate speech and hateful action. Both are spiritually harmful. We believe that transgender students are children of God who deserve a dignified existence and full inclusion in all parts of school life, including participation in sports.

While it may seem strange to have a group of churches and people of faith speaking on sports, the reality is that we share some commonalities. Sports teams, just like our churches, are meant to be shared spaces to bring people together and build people up. They create community and provide outlets for health, wellness, and collaboration. This bill fails to do any of those things. It in fact does quite the opposite, creating needless division and punishing our young people simply for being who they are in the world.

Our faith teaches that God is relentless in pursuit of well-being for the world and its inhabitants. As Christians, we are called to facilitate communities of well-being, and public policy that does not harm. In this spirit of love and accountability, we reject AB 102 on its merits, and we ask this body to do the same.

Thank you for your time.

Christopher Forgie
Brookfield, Wisconsin 53005

Members of the Assembly Committee on Colleges and Universities
Regarding Opposition to Wisconsin Assembly Bill 102

March 11th, 2025

Honorable Members of the Assembly Committee on Colleges and Universities,

My name is Christopher Forgie have been a resident of Brookfield for over a decade with my wife and two children. I am here today to strongly oppose Wisconsin Assembly Bill 102, *which clearly aims to undermine the rights and well-being of transgender, intersex, and gender nonconforming students by preventing them from fully participating in interscholastic and club athletics in a manner consistent with their gender identity.*

All students should have the opportunity to participate in school sports free from discrimination based on sex, including gender identity and transgender status. Trans people do not transition so they can have a physical advantage on some sports. The idea that someone would endure so much abject hate, scrutiny and attacks from so many just to maybe get a shiny medal is absurd. Transgender women participate in college sports for the same reasons as everyone else: to improve overall health and fitness, to be part of a team, and to foster friendships and sense of belonging.

The latest scientific research is clear: transitioned trans women and girls do not show any advantage over cisgender women and girls, even at elite levels. In 2024 the International Olympic Committee funded a comprehensive cross-sectional study that was published in the British Journal of Sports Medicine¹. The study suggests that transgender athletes could be at a physical disadvantage to their cisgender counterparts, with key findings including²:

- Transgender women performed worse than cisgender women in tests measuring lower-body strength.
- Transgender women performed worse than cisgender women in tests measuring lung function.
- Transgender women had a higher percentage of fat mass, lower fat-free mass, and weaker handgrip strength compared to cisgender men.
- Transgender women's bone density was found to be equivalent to that of cisgender women, which is linked to muscle strength.

¹ <https://bjsm.bmj.com/content/58/11/586>

² <https://www.forbes.com/sites/lindseyedavrin/2024/04/25/transgender-athletes-could-be-at-a-physical-disadvantage-new-research-shows/>

- There were no meaningful differences found between the two groups' hemoglobin profiles. Hemoglobin (Hb) plays a crucial role in athletic performance by facilitating improved oxygen delivery to muscles.

Proponents to harmful bills like these often like to point to the swimmer Lia Thomas' mid hundreds ranking in the male category before being top ranked in the female category. These arguments disingenuously omit that Lia was among the top ranked in her freshmen year in the male category, posting the 6th fastest 1000 free time and was ranked #2 in the Ivy League's Men's 500, 1000, and 1650 Free. It wasn't until she medically transitioned that she had staggering ranking drops in the Men's category before returning to her prior ranking levels in the Woman's category.³

While nearly identical to the failed 2023 Assembly Bill 378 (and the failed 2021 Assembly Bill 195 before that), this bill before us today goes a disastrous step further in completely eliminating the opportunity for co-ed collegiate club sports of which there are currently over one hundred of these programs in the state. Passage of this bill would not only achieve its intent of harming transgender individuals but would additionally destroy programs that their cis-gendered schoolmates enjoy as well. Disenfranchising these students while under the guise of protecting women's sports from the NCAA presidents reported less than 10 out of 510,000 trans athletes is just wrong.⁴

This bill does not protect women and girls in sports but instead attacks transgender & non-binary individuals, completely ignores the existence of intersex individuals, and would decimate hundreds of opportunities for co-ed club sports athletes throughout the University of Wisconsin system. This bill does not have the wellbeing of students in mind at all but is instead a rather plain attempt to unjustly demonize transgender people and to stow fear rather than cultivate successful students, athletes and non.

I urge the Committee to reject Wisconsin Assembly Bill 102 to protect the rights and wellbeing of all individuals in our colleges and universities.

Thank you for your consideration.

Christopher Forgie

³ <https://www.independent.co.uk/news/world/americas/lia-thomas-trans-swimmer-ron-desantis-b2091218.html>

⁴ <https://thehill.com/homenews/lgbtq/5046662-ncaa-president-transgender-athletes-college-sports/>

March 11, 2025

Chair Murphy, Vice-Chair Nedweski, and Honorable Members of the Assembly Committee on Colleges and Universities:

The American Civil Liberties Union of Wisconsin appreciates the opportunity to provide testimony in opposition to Assembly Bill 102.

Plain and simple, excluding trans students from participating in sports teams consistent with their authentic gender identity is harmful and discriminatory. Bills like AB 102 are part of a nationwide coordinated effort to deny transgender people their freedom, safety, and dignity. Anyone paying attention can see that the ultimate goal of legislation like this is to push transgender people out of public life altogether. In just the first two months of 2025, over 450 anti-LGBTQ bills have been introduced in statehouses across the country.¹ **To be clear, transgender people have always existed and they always will. School board members, state legislators, and the President of the United States do not get to decide that they don't.**

Federal courts have consistently found in favor² of transgender student-athletes challenging state-level bans on their equal participation consistent with their gender identity, and others have likewise rejected claims that the participation of transgender student-athletes unjustly denies opportunities to cisgender women and girls.

Transgender athletes' participation is nothing new. Trans people of all ages have been participating in sports consistent with their gender at all levels for years, including at the Olympics since at least since 2004 and in the NCAA since at least 2011. With close to 20 years of clear policies for inclusion of women and girls who are transgender in women's events at the highest level of sport around the world, there has been absolutely no categorical dominance by women and girls who are transgender anywhere.

¹ "Mapping Attacks on LGBTQ Rights in U.S. State Legislatures," ACLU (March 5, 2025), <https://www.aclu.org/legislative-attacks-on-lgbtq-rights-2025>.

² A bill with similar provisions to AB 377 was signed into law in Idaho in March 2020. The ACLU, ACLU of Idaho, Legal Voice, and Cooley LLP filed a lawsuit, and a federal judge issued a temporary injunction blocking implementation of the Idaho law in August 2020, reaching the "inescapable conclusion that the Act discriminates on the basis of transgender status." The court further held that given the small percentage of people who are transgender and the extensive discrimination that transgender people face, "it appears untenable that allowing transgender women to compete on women's teams would substantially displace female athletes." *Hecox v. Little*, No. 1:20-CV-00184-DCN, 2020 WL 4760138, at *27 (D. Idaho Aug. 17, 2020). The Ninth Circuit Court of Appeals upheld the injunction, finding the Idaho law barring transgender athletes from participating in student athletics likely violates the rights of transgender students under the Equal Protection Clause of the U.S. Constitution by discriminating on the basis of sex and trans status. *Hecox v. Little*, 104 F.4th 1061 (9th Cir. 2024). See also *B.P.J. v. West Virginia State Bd. of Educ.*, 98 F.4th 542 (4th Cir. 2024) (blocking a West Virginia law banning transgender student-athletes from playing on teams consistent with their gender identity); *Tirrell v. Edelblut*, No. 24-cv-251-LM-TSM, 2024 WL 4132435 (D.N.H. Sept. 10, 2024) (blocking enforcement of a New Hampshire law banning transgender girls from playing on school sports teams).

In April 2024, more than 400 current and former NCAA, professional, Olympic and Paralympic athletes sent an open letter to NCAA's board of governors calling on the body to "be on the right side of history" and not ban transgender women from NCAA women's sports, recognizing that "[t]hroughout history, we have seen that segregation and exclusion as policies have never reflected the true values of sport."³ They stated:

Within the context of broad legislative attacks on the rights of trans people in the United States, opposition to trans athletes is driven by certain politicians who seek to control our bodies, not by science or data. Although trans exclusionary efforts claim to "protect women's sports," in reality, they fail to address any of the real, documented threats to women in sports, namely unequal pay, failure to uphold Title IX, rampant sexual abuse and harassment of women and girl athletes, and a lack of equal resources for men's and women's teams.

We must also recognize that trans athletes are a tiny percentage of athletes in this country. NCAA President Charlie Baker testified in front of Senate Judiciary Committee in December of 2024 during a hearing on federal sports regulations. When asked about how many transgender athletes participate in college sports, he testified that there are 510,000 NCAA athletes in schools across the U.S. and **fewer than ten of them are transgender**.⁴ There is no crisis of transgender student athletes in our country.

Sports governing bodies created inclusive transgender sports policies for a population that is exceedingly small, and one that already lacks representation in sports due to exorbitant social and socioeconomic disadvantage. For youth, advantage comes largely from proximity to privilege.⁵ The average parent of a child in youth sports spends \$883 per single season of participation.⁶ Meanwhile, disparities faced by the transgender community begin at a young age and impact all facets of life including sports access. Transgender youth are 9 times more likely to experience homelessness and associated poverty.⁷ Sixty-eight percent experience bullying in middle school and high school.⁸ In 2015, 22% of transgender women surveyed stated they were bullied so badly in school that they dropped out.⁹

Effective solutions to promote sporting fairness and equity do exist, but targeting transgender women and girls is not one of them.

³ <https://www.athleteally.org/wp-content/uploads/2024/04/Open-letter-to-NCAA-Athletes-2.pdf>

⁴ "NCAA president says there are 'less than 10' transgender athletes in college sports," The Hill (Dec. 18, 2024), <https://thehill.com/homenews/lgbtq/5046662-ncaa-president-transgender-athletes-college-sports/>.

⁵ "The Making of a College Athlete: High School Experiences, Socioeconomic Advantages, and the Likelihood of Playing College Sports," *Sociology of Sport Journal* (Aug. 2021), <https://journals.humankinetics.com/view/journals/ssj/39/2/article-p129.xml>.

⁶ "Youth Sports Facts: Challenges," Project Play, <https://projectplay.org/youth-sports/facts/challenges>.

⁷ "Student Homelessness: Lessons from the Youth Risk Behavior Survey," School House Connection (June 2021), <https://schoolhouseconnection.org/wp-content/uploads/2021/06/YRBS-Part-III-Sexual-Orientation-and-Gender-Identity-Equity.pdf>.

⁸ "Bullying and Suicide Risk among LGBTQ Youth," The Trevor Project (Oct. 14, 2021), <https://www.thetrevorproject.org/research-briefs/bullying-and-suicide-risk-among-lgbtq-youth/>.

⁹ "The Report of the 2015 U.S. Transgender Survey," National Center for Transgender Equality (Dec. 2016), <https://transequality.org/sites/default/files/docs/usts/USTS-Full-Report-Dec17.pdf>.



fairwisconsin

P.O. Box 2102, Madison, WI 53701-2102
(608) 441-0143 | www.fairwisconsin.com

Good morning to the members of the Assembly Committee on Colleges and Universities. I am Abigail Swetz, my pronouns are she/her, and I am here as the executive director of Fair Wisconsin, Wisconsin's only statewide LGBTQ+ civil rights and political advocacy organization. I am also here as a former coach, a current mom, and an athlete and fan of women's sports. Thank you for the opportunity to provide testimony in opposition of Assembly Bill 102.

Two weeks into this new federal administration, the president issued an executive order that reads a lot like this bill and the K-12 sports bill I testified against last Thursday. One day later, the NCAA announced it would exclude trans women from collegiate athletic competitions. That same week, Fair Wisconsin held a webinar to explain the implications of the multiple anti-trans executive orders that had already been issued, and to take questions from our community. We had over 140 questions submitted. Of course, a few were repeats, and one of the questions that was asked multiple times that evening was this: "Is being transgender a crime now?" A trans Wisconsinite asked, "Am I a crime now?" I said no, I attempted to reassure the questioners that they had not been criminalized by the stroke of a president's pen, and yet I could not assuage their fear, and I could not tell them they were safe.

I am telling you this story because this attempt to ban trans women from playing college sports does not exist in a vacuum. It is within this hostile environment, as a federal government continues to ramp up its animosity towards some of the most marginalized residents of this country, that the Wisconsin State Legislature is choosing to double-down on exclusion and hold a hearing on this bill that targets some of the most marginalized residents of our state.

AB 102 would codify discrimination against trans people into Wisconsin state law, all by targeting the tiny number of trans female athletes who still want to play sports despite the challenges they face for just wanting to belong to a team, including even an intramural sports team. By definition, the players on an intramural team are doing it for the love of the game and the team, not divisional titles.

While anti-trans athlete sports bans may impact only a small number of young people with direct policy, the message they send reverberates throughout the trans community, and our entire Wisconsin community, because these bills are an attempt to control who can exist publicly and freely in our society.

Sports is always about more than just the score, more than just the game. I should know - I live in Green Bay. These bills are about more than just the makeup of a team; they are about excluding trans people from public life, and we cannot allow that, especially when our trans community is facing so much hostility from other levels of government.

I urge the committee to vote *no* on AB 102.

Thank you, Chair Murphy and Committee members for the opportunity to testify on AB 102. I support this bill.

My name is Anna Morken, and I am an NCAA DIII and NCCAA DII collegiate cross-country athlete. I support this bill for two primary reasons: protection of women's safety and protection of women's achievements.

First, I support this bill because it protects women's safety. During cross country season, I change in the locker room before and after practice almost every day. And at many cross country meets, I change and shower in shared facilities. It is an assault on women's safety to place women in positions where they are forced to change and shower with biological males or to have biological males changing and showering in front of them.

Second, I support this bill because it protects women's achievements and opportunities. It is no secret that men run faster than women. Although we follow similar training programs and put in comparable amounts of work, I come nowhere close to the speed of similarly achieving male cross-country runners at my school. Although I am typically one of the fastest runners on my team, when the men's and women's teams complete workouts together, I am often lapped at least once by multiple male runners.

While I may not compete at the highest level, I demonstrate grit, sacrifice, and dedication, and I am proud of my accomplishments on the course. My sophomore year, 2023, I had a particularly exciting season. My season culminated with a personal record at NCCAA DII Nationals that landed me a place on the all-American team. The top ten runners made the all-American team; I finished tenth. If I had been forced to race against a biological male, more than likely, he would have easily come in far ahead of me, and I would have finished 11th, losing my hard-earned achievement of making the all-American team.

In my years in cross-country, I have learned that the only way to the top is by pushing through pain and demonstrating grit, determination, and dedication and that there is a place in my sport for any woman who is willing to give 100 percent and leave it all on the course. But there is no easy way to the top. Allowing biological males to compete in women's sports robs opportunities and achievements from us women who give our all every day in practice, show up early and stay late, and make daily sacrifices to excel in the sports that we love. Allowing biological males to compete in women's sports gives the honors to men who glide easily to the top rather than to us women who give every ounce of ourselves but are physically unable to compete at the male level.

I ask you, I beg you, to protect female athletes' safety and achievements, by supporting AB 102. Thank you.

Haly Hendricks
Testimony before the Assembly Committee on Colleges and Universities
Chairman David Murphy and Members of the Committee
March 11, 2025

Mr. Chairman and honorable members of the committee, thank you for the opportunity to speak in support of AB 102. My name is Haly Hendricks and I am a former Wisconsin collegiate athlete as well as a current Wisconsin collegiate coach. I competed in basketball and cross country, and coach both men's and women's cross country at a Wisconsin NCAA DIII institution. I have a degree in physical education and health and a minor in coaching. I have taken many classes on the human body in relationship to sport and can testify to the fact that the biological make-up of male and female athletes is very different.

-Males naturally have more muscle mass than females, making them not only physically stronger but all around more powerful. More than 3,000 gene differences have been identified when comparing male and female skeletal muscles. Markedly, men have more fast-twitch muscle composites giving them more power.

-Males have a larger and stronger respiratory system than females. Studies have shown that males start developing larger lungs and airways in utero and this discrepancy persists throughout the person's development. Larger lungs, airways, and diaphragms allow for males to have higher respiratory volume, leading to greater lung capacity and endurance.

-Males' hearts are larger and more powerful. A larger, more powerful heart provides a higher volume of blood circulation (stroke volume), decreasing muscle and respiratory fatigue. This allows men to train harder for longer periods of time and longer distances.

These are just a few ways in which males are biologically superior to females. I know people may not appreciate my use of the word superior, but in this case, it is a fact. Female athletes are not and cannot be on the same level as male athletes, regardless of whether the male has "transitioned". The basic biology has not changed. The muscle make-up, the respiratory function, the heart, will still be that of a male. I coach both male and female cross country. There is a reason they run separate races. Would there be female runners who could beat some of the male runners? Of course. The front of the pack females may beat the back males. The fastest female will never be able to compete with the front runner males, though. Just look at the women's world records compared to the men's. I train my male and female athletes side by side and the men are almost always faster and stronger, though the women put in as much, if not more, work and effort. Just this season, a male joined the team who had never trained or competed at any level. I assigned him to practice with my top female runner who had been training and competing at the collegiate level for three years. Within a couple of weeks, the novice male was outperforming the experienced female.

Women fought hard for Title IX to give female athletes their own athletic stage. Women have trained and given blood, sweat, and tears, and sacrificed much to achieve what they have in sport. To allow biological males to reenter that stage would erase all the accomplishments that women have made. We may as well do away with women's sports all together.

Females simply cannot compete athletically with males. Please protect the future of women's collegiate sports in Wisconsin by voting yes on AB 102.

Sources: Sex Differences in Respiratory Function – National Library of Medicine
Sex-based Differences in Skeletal Muscle Kinetics and Fiber-Type Composition – National Library of Medicine

Aria Xavier Trucios
8430 Market St. Apt. 203
Middleton, WI 53562

RE: AB102, In Opposition

To the members of the 2025 Assembly Committee on Colleges and Universities:

This bill would prevent transgender students from participating in the school sports that align with their gender identity and police the facilities they can use. This bill needlessly targets transgender youth who are particularly vulnerable to the social and societal impact it would have. It needlessly oversimplifies a complex problem by focusing entirely on transgender women and girls, despite that being less than half of the broader transgender population among today's youth. By narrowly limiting this bill's scope, it obfuscates the complexities of this issue which, if addressed, would shine a light on the inconvenient truth that there is no one-size-fits-all solution to the problem its authors purport this bill resolves.

Supporters of AB102 argue that the bill protects fairness in women's sports. These claims, however, are based on misleading political narratives and reject widely respected scientific evidence. Countless major medical organizations, including the American Academy of Pediatrics as well as the American Medical Association, recognize and confirm that transgender athletes do not inherently have an unfair advantage over cisgender athletes, and sports governing organizations such as the International Olympic Committee already have policies ensuring fair competition regardless of gender.

This bill's authors have a wide range of tools at their disposal to address their concerns; they could target physical characteristics they feel concern for such as height, they could have set additional requirements on who can receive sports scholarships, they could leave the individual bodies governing these sports to decide for themselves what would be the most appropriate way to ensure fairness in competition. Instead, this bill seeks to subject only transgender women, not even half of the current generation's transgender population, to broad discrimination. The impact of a bill such as this, difficult if not impossible to enforce, broadly applicable but nonsensically tailored to only women, is the effect of broadly attempting to ban transgender children from participating with their peers, from existing in community with broader society.

AB102 is a solution in search of a problem, and in the process of trying to fabricate a crisis, it singles out and excludes transgender youth, sending a message that these children are not welcome. More than that; they foment fear and manufacture outrage against ordinary people and our families who just want to exist peacefully as members of society.

As a child, I suffered from severe mental illness and suicidality. I did not live with constant thoughts of death because I was transgender; to this day I live with mental illness, PTSD and depression. I did not know myself to be transgender at the time. While I felt deeply unhappy with my body as it went through puberty, I did not understand those feelings. Instead, I found solace in competition. A black belt at 14, I competed nationally in martial arts and worked as an assistant instructor all through highschool. My time training, competing, and teaching saved my life. I spent 5 hours every day plus weekends training and practicing, and while I felt discomfort over my body, I felt at home in community with my peers; friends, instructors, parents of the children I taught. I had a goal to work towards; mastery to achieve. Instead of being at home suffering alone, I was able to find peace with myself by enjoying my life with others. Had I not had sports and competition, had I feared discrimination or bigotry, or felt helpless in knowing that in the future I would be barred from participating because of who I am, I fear I would not have lived to become an adult and live the incredible life I am blessed to have today.

Per the 2023 Wisconsin Youth Risk Behavior Survey¹, 63% of students participated in extracurricular activities; those who did were 12% less likely to experience symptoms of depression, and 20% more likely to say they felt they belonged among their peers at school.

Wisconsin's AB102 is not about fairness or protection – it is about discrimination and control. This bill targets an already vulnerable population, ignoring general scientific consensus and the voices of transgender people themselves. If this bill becomes law, it will cause real harm -- not only by worsening stigma and mental health, but also the likelihood of self-harm among transgender youth. A study published in the Journal Nature² September of 2024 assessed 19 states where anti-trans legislation passed from 2018 to 2022 and found an up to 72% increase in past-year suicide attempts by transgender and nonbinary youth, with a causal relationship by those states' anti-trans legislation.

Children's suicide rates increased across all states where anti-trans bills had been passed, and specifically as a result of those bans being enacted by their state legislatures. Of the bills whose impact was studied, more than 60% of them were bans on sports participation. If this bill were to become law, it would undoubtedly kill countless children across the great state of Wisconsin.

This bill would kill children born the same way as I was – created by God to find and live as our authentic selves. At best, it is intended to penalize and subjugate children who themselves are unknown by this bill's authors or the members of this committee. But in effect, this body will be setting policy that certain children are unwelcome in our schools, and unwelcome in our society more broadly. How many children must die before their lives are considered by this body?

I firmly believe what my church teaches: that all children, transgender nonbinary or otherwise, are created by God to find and embody our authentic selves and live out our lives as any other child of God. These bills attack that purpose, and with it our dignity and humanity. Would this body cosign the hatred, verbal and physical attacks transgender Children of God will be forced to endure by their peers, teachers, administrators, extended family and community? Will this body shield itself from the reality that children will be subjected to conditions which guarantee they will be told they are unwelcome in our society? This was a reality I was forced to live through for many many years, and as a result I regularly considered ending my own life beginning at the age of 13. I know many others like me who considered the ultimate sin, and I can only wonder how many more people would be alive today had they not experienced the same. I pray this body looks beyond themselves to see the humanity they will be snuffing out by putting their political careers over the lives and safety of fellow Children of God.

“If any of you cause one of these little ones who believe in me to sin, it would be better for you if a great millstone were fastened around your neck and you were drowned in the depth of the sea. Woe to the world because of things that cause sin! Such things are bound to come, but woe to the one through whom they come!”

-Jesus, via Matthew 18:6-7

Respectfully,
Aria Xavier Trucios
(they/them)

1 https://dpi.wi.gov/sites/default/files/imce/sspw/pdf/WI_2023_YRBS_Summary.pdf Page 9


2 <https://doi.org/10.1038/s41562-024-01979-5>, attached

State-level anti-transgender laws increase past-year suicide attempts among transgender and non-binary young people in the USA

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 Check for updates

Wilson Y. Lee , J. Nicholas Hobbs, Steven Hobaica , Jonah P. DeChants ,
Myeshia N. Price  & Ronita Nath  

From 2018 to 2022, 48 anti-transgender laws (that is, laws that restrict the rights of transgender and non-binary people) were enacted in the USA across 19 different state governments. In this study, we estimated the causal impact of state-level anti-transgender laws on suicide risk among transgender and non-binary (TGNB) young people aged 13–17 ($n = 35,196$) and aged 13–24 ($n = 61,240$) using a difference-in-differences research design. We found minimal evidence of an anticipatory effect in the time periods leading up to the enactment of the laws. However, starting in the first year after anti-transgender laws were enacted, there were statistically significant increases in rates of past-year suicide attempts among TGNB young people ages 13–17 in states that enacted anti-transgender laws, relative to states that did not, and for all TGNB young people beginning in the second year. Enacting state-level anti-transgender laws increased incidents of past-year suicide attempts among TGNB young people by 7–72%. Our findings highlight the need to consider the mental health impact of recent anti-transgender laws and to advance protective policies.

In the past decade in the USA, there has been important progress in regard to the rights of transgender and non-binary (TGNB) individuals¹, a community consisting of people who identify with a gender identity that is different from societal expectations surrounding their sex assigned at birth. In response to this progress, there has also been a sharp increase in anti-TGNB laws^{2–4}, which are a collection of legislative actions that restrict the rights and opportunities of TGNB individuals⁵. These laws encompass a range of issues, from limiting access to gender-affirming healthcare (for example, puberty blockers, hormone therapy and gender-affirming surgeries)² or bathrooms to prohibiting TGNB young people from participating in sports or school activities that align with their gender identity. Such legislation may not only exacerbate the challenges already faced by TGNB individuals but also create new and uniquely damaging stressors that could have negative consequences on their mental health.

Recent research has found associations between state-level transgender policies and the mental health of TGNB people^{4,6–10}. Other recent work uses quasi-natural experiments to investigate the relationship between policies related to same-sex couples and the mental health of lesbian, gay, bisexual and other sexually diverse young people^{11,12}. So far, no work has been able to identify causal mechanisms between state-level anti-transgender laws and the mental health concerns of the TGNB community, largely due to the complexities in sampling and research methodologies needed to complete such a study. This study builds on the existing literature by investigating the causal effects of state-level anti-transgender laws on the mental health of TGNB young people through quasi-natural experiments.

By the end of December 2023, 84 state-level anti-transgender laws had been enacted of the 589 proposed laws across the USA in 2023, which is over 300% more than the 26 laws enacted of the

174 proposed in 2022²³. For TGNB young people, anti-transgender laws may signal a broader societal rejection of their identities, communicating that their identities and bodies are neither valid nor worthy of protection. Drawing from conceptual work, it has been argued⁴ that recent anti-transgender laws in the USA may be a ‘mega-threat’ to TGNB individuals and their health, which is defined by ref. 14 as a widely publicized negative event surrounding identity or diversity that can have a negative impact on a community. Furthermore, there is empirical evidence that proposed anti-transgender laws may cause indirect harm to TGNB young people, such that perceived support for the legislation among people in their social network was associated with greater rumination, depressive symptoms, physical health symptoms and fear of disclosing one’s identity to others⁴.

One of the most contentious areas of this legislative push involves access to gender-affirming healthcare. Advocates of these anti-transgender laws often cite concerns about the potential negative health effects of gender-affirming healthcare on TGNB young people¹⁵. However, gender-affirming healthcare has well-established benefits (for example, improved mental health and well-being^{16–19}), and restricting access to such care disregards the autonomy of TGNB young people, and frequently their caregivers, in making informed decisions about their health^{20,21}. Another major focus in anti-transgender laws includes prohibiting TGNB young people from participating in school sports and activities or using a bathroom that best matches their gender identity². Restricting access to sports, school activities and public facilities (for example, bathrooms and locker rooms) threatens the health and well-being of TGNB young people, while also creating an unsafe school environment^{22–24}. Research has also consistently documented the impact of an unsafe school environment on lesbian, gay, bisexual, transgender and queer (LGBTQ+) youth, linking it to missing more days at school, performing worse in courses and experiencing declines in mental health^{22,25,26}, which could occur in response to newly adopted anti-transgender legislation.

TGNB young people are already at risk for mental health concerns, often tied to experiences of minority stress, which is best understood as stress that accumulates due to negative experiences associated with one’s minority identity^{27–29}. We hypothesize that anti-transgender legislation may function as a form of structural minority stress for TGNB young people, possibly exacerbating current mental health concerns and creating new ones. Furthermore, we draw on the interpersonal theory of suicide^{30,31} as an additional framework, which suggests that feeling like a burden or disconnected from others can lead to suicidal desire, and that repeated pain or fear-inducing experiences can lead to suicidal behaviour. We hypothesize that state-wide and national discrimination could lead TGNB young people to seriously consider suicide through feeling unimportant and disconnected from others. It could also lead TGNB young people who were already seriously considering suicide due to other stressors to acquire the capability for suicide and attempt through repetitive exposure to pain and fear.

However, no research has specifically identified a causal link between anti-transgender laws and increased suicide risk among TGNB young people. Using a difference-in-differences (DD) research design, this study draws on large—but non-probability—samples of diverse TGNB young people in the USA, aged 13–24, across 5 time periods (Tables 1 and 2) to examine the causal effects of enacting anti-transgender laws on suicide risk among TGNB young people. Furthermore, because many of these laws specifically target minors, we separately examined the causal effect of their enactment on TGNB young people under the age of 18.

Results

US state legislatures follow a multistage legislative process that varies across states. Generally, a bill is introduced, considered and then voted on by the state legislature. Bills that are passed by the state legislature and signed into law by the governor are then enacted into laws³². In our

Table 1 | Sample size by survey wave

	Wave 1	Wave 2	Wave 3	Wave 4	Wave 5
Recruitment dates	Mar. 2018 to Sep. 2018	Dec. 2019 to Mar. 2020	Oct. 2020 to Dec. 2020	Sep. 2021 to Dec. 2021	Sep. 2022 to Dec. 2022
Total sample	25,896	40,001	34,759	33,993	28,524
TGNB sample	8,367	9,889	13,121	16,217	13,646

study, we define ‘treatment’ as a state government enacting one or more state-level anti-transgender laws in a single legislative session before the start of the survey recruitment period. Furthermore, we estimate the effect of treatment in each year following the enactment of the first state-level anti-transgender law in a given state (that is, time 1 is the first time period after treatment, time 2 is the second time period, and so on). We estimate the effect by relative time periods because treatment occurs in different years in different states (for example, time 1 is 2021 in Idaho and time 1 is 2022 in Arkansas). More details on the research design are discussed in Methods.

Number of past-year suicide attempts

Figure 1 and Table 3 present estimates of the impact of enacting state-level anti-transgender laws on the number of past-year suicide attempts among TGNB young people. For the full sample of TGNB young people aged 13–24, there was no statistically significant effect in the first time period after the treatment began (that is, time 1). However, there was a sharp and statistically significant increase starting 2 time periods following the treatment (that is, time 2 and time 3), where the number of past-year suicide attempts increased by 0.16 ($P < 0.001$, 95% confidence interval (CI) (0.128, 0.191)) and 0.19 ($P < 0.001$, 95% CI (0.149, 0.224)), respectively (that is, 38% and 44% above the sample mean, respectively). In contrast, TGNB young people aged 13–17 may have been immediately affected after treatment began. There was a small but statistically significant effect in the first time period after treatment began with an increase of 0.04 ($P = 0.049$, 95% CI (0.001, 0.079)); that is, 7% above the sample mean), followed by a similarly sharp and significant increase at time 2 and time 3, where the number of past-year suicide attempts increased by 0.39 ($P < 0.001$, 95% CI (0.352, 0.423)) and 0.28 ($P < 0.001$, 95% CI (0.233, 0.327)), respectively (that is, 72% and 52% above the sample mean, respectively). In each event study model, all estimated coefficients in the pre-treatment time periods were not statistically distinguishable from zero and provided minimal evidence of pretrending or a violation of the parallel trend assumption.

In the alternative specification using two-way fixed effects DD models (Table 3) to summarize the overall effects in the post-treatment period, we found small positive effects that were not statistically significant in both the model with the full sample of TGNB young people and with TGNB young people aged 13–17. Due to bureaucratic delays and other differences in implementation of new laws across different jurisdictions in a state, the effect of the laws may not be consistent over time. Thus, the event study specifications were more appropriate for this study given the plausible heterogeneity in the treatment effects over time³³.

At least one past-year suicide attempt

We also investigated the effect of enacting state-level anti-transgender laws on TGNB young people reporting at least one past-year suicide attempt (Fig. 2 and Table 4). For both the full sample of TGNB young people aged 13–24 and TGNB young people aged 13–17, there was no statistically significant effect in the first time period after treatment (time 1), followed by a sharp and significant increase in the remaining post-treatment time periods (time 2 and time 3). TGNB young people aged 13–24 experienced an increase of 0.05 ($P < 0.001$, 95% CI (0.039, 0.062)) and 0.06 ($P < 0.001$, 95% CI (0.040, 0.071)), respectively

Table 2 | Sample size by US state and territory

State/territory	n (%)	State/territory	n (%)	State/territory	n (%)
California	5,940 (9.70)	Wisconsin	1,342 (2.19)	Nebraska	418 (0.68)
Texas	4,530 (7.40)	Minnesota	1,246 (2.03)	New Mexico	410 (0.67)
Florida	3,365 (5.50)	Tennessee	1,214 (1.98)	West Virginia	407 (0.66)
New York	2,708 (4.42)	Maryland	1,199 (1.96)	New Hampshire	354 (0.58)
Ohio	2,368 (3.87)	New Jersey	1,191 (1.94)	Montana	295 (0.48)
Pennsylvania	2,219 (3.62)	Utah	1,104 (1.80)	Mississippi	291 (0.48)
Washington	2,209 (3.61)	Kentucky	935 (1.53)	Vermont	285 (0.47)
Illinois	2,194 (3.58)	Oklahoma	885 (1.45)	Alaska	256 (0.42)
Michigan	2,152 (3.51)	South Carolina	766 (1.25)	Delaware	247 (0.40)
Virginia	1,818 (2.97)	Kansas	739 (1.21)	Rhode Island	232 (0.38)
North Carolina	1,784 (2.91)	Alabama	735 (1.20)	South Dakota	191 (0.31)
Georgia	1,681 (2.74)	Iowa	691 (1.13)	North Dakota	188 (0.31)
Colorado	1,580 (2.58)	Connecticut	672 (1.10)	Hawaii	186 (0.30)
Indiana	1,577 (2.57)	Nevada	565 (0.92)	Wyoming	180 (0.29)
Massachusetts	1,475 (2.41)	Arkansas	540 (0.88)	Washington, DC	140 (0.23)
Oregon	1,458 (2.38)	Louisiana	538 (0.88)	Puerto Rico	24 (0.04)
Missouri	1,388 (2.27)	Idaho	518 (0.85)		
Arizona	1,375 (2.25)	Maine	435 (0.71)		

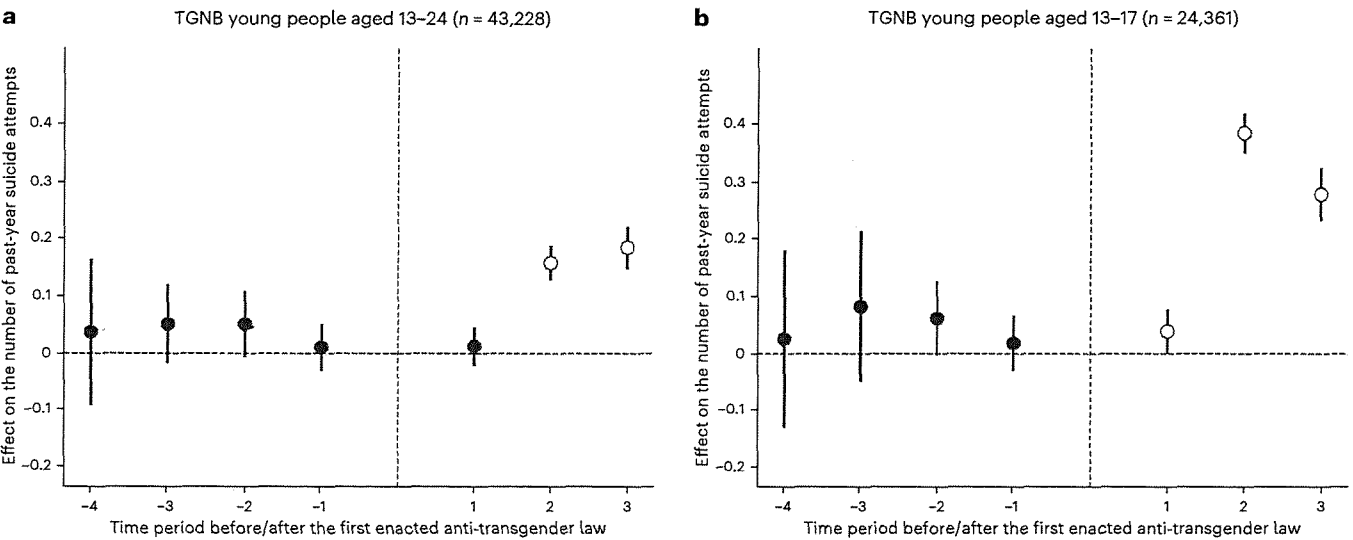


Fig. 1 | Effects of anti-transgender law on past-year suicide attempts. **a, b**, Event study plots of effects of enacted state-level anti-transgender law on the number of past-year suicide attempts among TGNB young people aged 13–24 ($n = 43,228$) (**a**) and those aged 13–17 ($n = 24,361$) (**b**). Data are presented as mean \pm 1.96 s.d. Open circles are statistically significant; filled circles are not statistically significant at 95% confidence level. Values in the x axis represent

the number of time periods before or after the first enacted anti-transgender law; values in the y axis represent the regression coefficients in the estimated equations. The dashed vertical line represents the time period during which the first anti-transgender law was enacted (that is, time period 0); the dashed horizontal line represents where the estimated regression coefficient equals zero.

(that is, 25% and 27% above the sample mean, respectively), whereas TGNB young people aged 13–17 experienced an increase of 0.13 ($P < 0.001$, 95% CI (0.112, 0.143)) and 0.08 ($P < 0.001$, 95% CI (0.065, 0.104)) in time 2 and time 3, respectively (that is, 49% and 33% above the sample mean, respectively). In each event study model, all estimated coefficients in the pre-treatment time periods were not statistically distinguishable from zero, providing minimal evidence of pretrending or violation of the parallel trend assumption.

In the alternative specification using two-way fixed effects DD models (Table 4) to summarize the overall effects in the post-treatment

periods, we found small effects that were not statistically significant in both the model with the full sample and with TGNB young people aged 13–17. Similar to the results on the number of past-year suicide attempts, the event study specifications were more appropriate for this study given the plausible heterogeneity in the treatment effects over time.

Seriously considered suicide in the past year

We conducted a similar series of analyses to estimate the impact of enacting state-level anti-transgender laws on TGNB young people

Table 3 | Estimated impact of enacted state-level anti-transgender laws on the number of past-year suicide attempts among TGNB young people (2018–2022)

	Number of past-year suicide attempts among TGNB young people	
	Ages 13–24	Ages 13–17
Event study model		
Time 3	0.1863 ($P < 0.001$, 95% CI (0.149, 0.224))**	0.2798 ($P < 0.001$, 95% CI (0.233, 0.327))**
Time 2	0.1593 ($P < 0.001$, 95% CI (0.128, 0.191))**	0.3873 ($P < 0.001$, 95% CI (0.352, 0.423))**
Time 1	0.0125 ($P = 0.764$, 95% CI (−0.023, 0.048))	0.0400 ($P = 0.049$, 95% CI (0.001, 0.079))*
Time 0 (omitted)		
Time −1	0.0107 ($P = 0.699$, 95% CI (−0.030, 0.052))	0.0187 ($P = 0.457$, 95% CI (−0.030, 0.068))
Time −2	0.0519 ($P = 0.195$, 95% CI (−0.007, 0.111))	0.0624 ($P = 0.064$, 95% CI (−0.004, 0.129))
Time −3	0.0519 ($P = 0.322$, 95% CI (−0.019, 0.122))	0.0829 ($P = 0.222$, 95% CI (−0.050, 0.216))
Time −4	0.0376 ($P = 0.119$, 95% CI (−0.092, 0.167))	0.0262 ($P = 0.743$, 95% CI (−0.131, 0.183))
Two-way fixed effects DD model		
Treatment × post	−0.0071 ($P = 0.615$, 95% CI (−0.050, 0.036))	0.0271 ($P = 0.193$, 95% CI (−0.035, 0.090))
Two-way fixed effects DD model, excluding 1% of DD estimates via Bacon decomposition		
Treatment × post	−0.0070 ($P = 0.743$, 95% CI (−0.049, 0.035))	0.0271 ($P = 0.403$, 95% CI (−0.037, 0.091))
Covariates		
Age	−0.0480 ($P < 0.001$, 95% CI (−0.050, −0.046))**	−0.0751 ($P < 0.001$, 95% CI (−0.083, −0.067))**
Race/ethnicity (youth of colour compared with white youth)	0.1484 ($P < 0.001$, 95% CI (0.123, 0.174))**	0.1532 ($P < 0.001$, 95% CI (0.128, 0.179))**
COVID-19	−0.0005 ($P = 0.015$, 95% CI (−0.001, 0))*	−0.0001 ($P = 0.709$, 95% CI (−0.001, 0))
Observations	43,228	24,361
States and territories	48	48
Sample mean	0.420	0.539

* $P \leq 0.05$, ** $P \leq 0.01$. Observations represent the sample size. States and territories represent the number of state-level governments included in the study. Sample mean represents the mean number of past-year suicide attempts in the sample. All other values represent regression coefficients estimated from respective models. The 'treatment × post' variable jointly represents whether a state is treated for a given survey wave; see equation (2) for full details.

who reported seriously considering suicide in the past year (Fig. 3). For TGNB young people aged 13–24, there was no statistically significant estimated effect on reports of seriously considering suicide in the first 2 time periods. Notably, the model estimated a significant and negative effect in time 3. However, the effect is relatively small at only 9% below the sample mean (coefficient = −0.0461, $P < 0.001$, 95% CI (−0.066, −0.026)). For TGNB young people aged 13–17, there was also no statistically significant effect in time 1 and there was a relatively small, significant positive effect in time 2 (coefficient = 0.0312, $P < 0.001$, 95% CI (0.014, 0.049), 5% above the sample mean) and a relatively small negative effect in time 3 (coefficient = −0.0356, $P = 0.001$, 95% CI (−0.056, −0.015), 6% below the sample mean). However, both event study models included a negative significant coefficient (coefficient = −0.0476, $P < 0.001$, 95% CI (−0.071, −0.024)) in the time period

before the enactment of state-level anti-transgender law (time 1), which suggests that the necessary parallel trend assumption for the DD design was violated. We concluded that our analysis provided minimal evidence that state governments enacting state-level anti-transgender laws had a statistically reliable impact on TGNB young people who reported seriously considering suicide in the past year.

Alternative designs and robustness checks

Staggered treatment timing. It has been shown that DD estimates could be biased when groups received treatment at different times³⁴. Although we did have staggered treatment timing in our study (that is, states enact anti-transgender law in different legislative sessions), we did not expect this to cause major bias in our estimates as there were very few early adopters and the timing differences between early and late adopters were relatively small given the short 5 year study period. We implemented the Bacon decomposition³⁴ to evaluate how much our overall DD estimates in the 2-way fixed effects DD models were driven by 2 × 2 comparisons where the two groups had different treatment times. We found that only 1% of the DD estimates was derived from comparisons of states with varying treatment times. The DD estimates in an alternative design where we excluded this 1% of 2 × 2 comparisons yielded very similar results. See Tables 3 and 4 for model estimates.

Alternative treatment specifications. We considered other treatment specifications that may have causal relationships with TGNB young people's mental health outcomes. First, we examined the impact of state governments introducing anti-transgender laws by defining 'treated' as a state government introducing one or more state-level anti-transgender laws in a single legislative session before the survey recruitment period. Second, we examined whether the number of anti-transgender laws a state government enacted impacted the mental health outcomes of TGNB young people.

We found minimal evidence that the introduction of anti-transgender laws had a statistically observable impact on TGNB youth suicide. In the 2-way fixed effect DD model on the full sample of TGNB young people aged 13–24, the model coefficients are not statistically significant (coefficient = −0.0028, $P = 0.895$, 95% CI (−0.0443, 0.0388) for number of past-year suicide attempts, and coefficient = −0.0054, $P = 0.471$, 95% CI (−0.0200, 0.0093) for at least 1 past-year suicide attempt). For the model on TGNB minors aged 13–17, the model coefficients are also not statistically significant (coefficient = −0.0191, $P = 0.461$, 95% CI (−0.0701, 0.0318) for number of past-year suicide attempts, and coefficient = −0.0030, $P = 0.746$, 95% CI (−0.0218, 0.0156) for at least 1 past-year suicide attempt). Similarly, we found minimal evidence that enacting additional anti-transgender laws after the first one had an additional statistically observable effect on TGNB youth suicide. In the 2-way fixed effect DD model on the full sample of TGNB young people aged 13–24, the model coefficients are not statistically significant (coefficient = −0.00006, $P = 0.996$, 95% CI (−0.0212, 0.0211) for number of past-year suicide attempts, and coefficient = −0.0039, $P = 0.449$, 95% CI (−0.0141, 0.0063) for at least 1 past-year suicide attempt). For the model on TGNB minors aged 13–17, the model coefficients are also not statistically significant (coefficient = 0.0017, $P = 0.916$, 95% CI (−0.0295, 0.0329) for number of past-year suicide attempts, and coefficient = −0.0019, $P = 0.781$, 95% CI (−0.0149, 0.0112) for at least 1 past-year suicide attempt).

Placebo tests. Figure 4 presents two placebo tests we conducted to assess the validity of our design. We investigated two alternative outcome variables for which we had no theoretical reason to hypothesize that the treatment would have an impact: full-time employment and homelessness. We estimated equation (1) for these outcome variables and found minimal evidence that state governments enacting state-level anti-transgender laws had substantial impacts on either TGNB young people's full-time employment or experience with

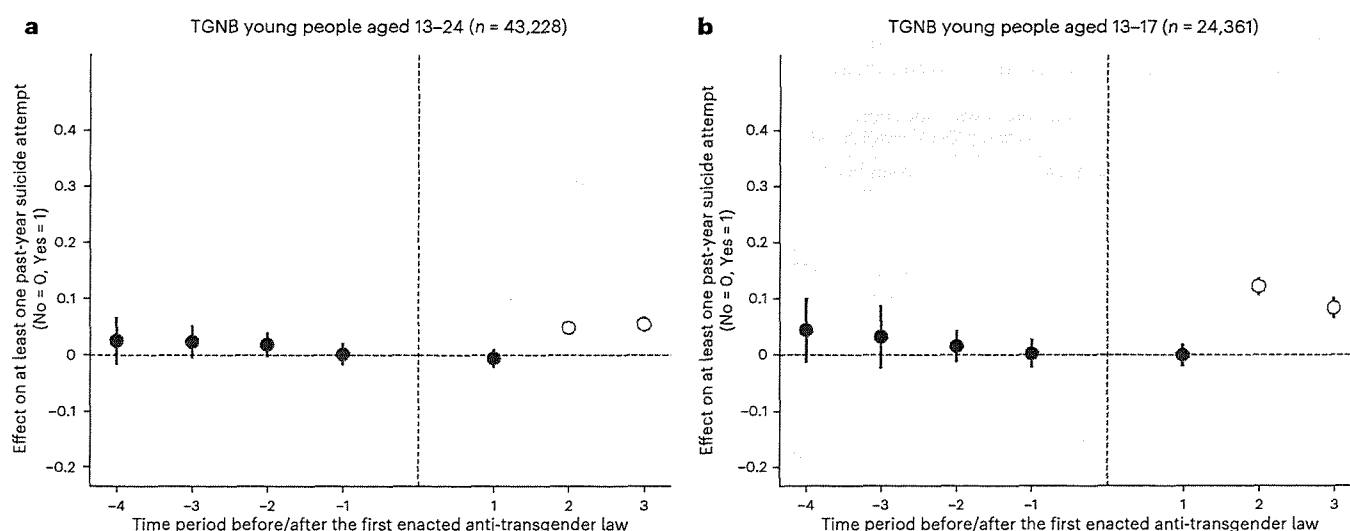


Fig. 2 | Effects of anti-transgender law on reporting of at least one past-year suicide attempt. a,b, Event study plots of effects of enacted state-level anti-transgender law on TGNB young people aged 13–24 ($n = 43,228$) (a) and those aged 13–17 ($n = 24,361$) (b) reporting at least 1 past-year suicide attempt. Open circles are statistically significant; filled circles are not statistically significant.

homelessness. See Fig. 4 and Supplementary Tables 1 and 2 for the full results.

Controlling for covariates. We considered the potential impact of two demographic variables available across all five waves of our survey: race/ethnicity and age. Due to subgroup sample size limitations, we coded self-reported race/ethnicity into two groups: youth of colour (all young people who did not identify as white) and white youth. We estimated equation (1) using the two demographic covariates. The estimated effect of treatment was similar in both models (that is, coefficients in the models without the additional covariates and the coefficients in the models that added the two covariates were similar). The models yielded relatively small but statistically significant effects on the demographic covariates. Youth of colour were more likely to report past-year suicide attempts compared with white youth, and younger youth were more likely compared with their older peers. Statistics to support this finding are reported in Tables 3 and 4.

We also considered the potential impact of the coronavirus disease 2019 (COVID-19) pandemic, as waves 3, 4 and 5 of our survey were conducted after the start of the pandemic. We used population-adjusted COVID-19 death counts by year as a proxy for the overall impact of COVID-19 in a given time period. These death counts were calculated from state-level COVID-19 death counts reported by the Centers for Disease Control and Prevention (CDC)³⁵ and state-level population estimates reported by the US Census³⁶. We estimated equation (1) using the additional COVID-19 covariate and yielded very similar overall results. We concluded that there was minimal evidence that COVID-19 increased suicide attempts among TGNB young people in states where the state governments enacted anti-transgender laws. Statistics to support this finding are reported in Tables 3 and 4.

Legislative timeline of anti-transgender laws

Among the 48 state-level anti-transgender laws included in this study, the number of days between the initial introduction and enactment of the laws spanned a wide range, with an average of 102 days (mean (M) = 101.70, s.d. = 88.98) and a maximum of over 1 year (478 days). In contrast, once the laws were enacted, the timeline of the laws going into effect followed a shorter and more predictable timeline, with an average of 13 days (M = 12.93, s.d. = 28.68) and a maximum of 105 days. However, data are not available regarding how quickly and effectively

these laws were implemented at the local government level (that is, city or school district).

Discussion

In this study, we estimated the causal impact of state governments enacting anti-transgender laws on past-year suicide attempts among TGNB young people. Our findings point to evidence that TGNB young people in states where anti-transgender laws were enacted experienced statistically significant increases in both the number of past-year suicide attempts and the reporting at least 1 past-year suicide attempt, especially 1 and 2 years after anti-transgender law enactment. Our findings build on recent scholarship that shows the association between enactment of state-level anti-transgender laws and increased suicide-related Internet searches by people living in those states³² by providing evidence of a causal relationship between enactment of state-level anti-transgender laws and increased suicide attempts among TGNB young people.

We also found that the estimated effects among TGNB young people aged 13–17 were consistently larger than the estimated effects among the full sample of TGNB young people aged 13–24. As a result of states enacting anti-transgender laws, TGNB young people aged 13–17 reported a 7–72% increase in the number of past-year suicide attempts, and TGNB young people aged 13–24 reported a 38–44% increase in the number of past-year suicide attempts. Similarly, states enacting anti-transgender laws led to TGNB young people aged 13–17 reporting 33–49% higher rates of at least 1 past-year suicide attempt and TGNB young people aged 13–24 reporting 25–27% higher rates. This trend is consistent with many state-level anti-transgender laws targeting minors under the age of 18 and therefore limiting the ability of these young people to access gender-affirming care or facilities and participate in activities with their peers. Furthermore, compared with TGNB adults, TGNB minors may have less access to LGBTQ+ affirming resources and experience less connection with the LGBTQ+ community. They may also need to rely on their parents or guardians to access gender-affirming healthcare or other important resources. These additional complications, with the combined effect of anti-transgender legislation, probably compound for younger TGNB people, leading to the effects described in this study.

To better understand the timing of the effects, we looked to the legislative timelines of the anti-transgender laws to provide possible

Table 4 | Estimated impact of enacted state-level anti-transgender laws on TGNB young people reporting at least one past-year suicide attempt (2018–2022)

	At least one suicide attempt in the past year among TGNB young people	
	Ages 13–24	Ages 13–17
Event study model		
Time 3	0.0558 ($P < 0.001$, 95% CI (0.040, 0.071))**	0.0844 ($P < 0.001$, 95% CI (0.065, 0.104))**
Time 2	0.0503 ($P < 0.001$, 95% CI (0.039, 0.062))**	0.1278 ($P < 0.001$, 95% CI (0.112, 0.143))**
Time 1	−0.0027 ($P = 0.229$, 95% CI (−0.018, 0.013))	0.023 ($P = 0.794$, 95% CI (0.003, 0.043))
Time 0 (omitted)		
Time −1	0.0025 ($P = 0.915$, 95% CI (−0.184, 0.199))	0.0028 ($P = 0.858$, 95% CI (−0.023, 0.028))
Time −2	0.0174 ($P = 0.207$, 95% CI (0, 0.035))	0.0182 ($P = 0.359$, 95% CI (−0.009, 0.046))
Time −3	0.0234 ($P = 0.222$, 95% CI (−0.002, 0.049))	0.0346 ($P = 0.307$, 95% CI (−0.018, 0.088))
Time −4	0.0342 ($P = 0.362$, 95% CI (−0.011, 0.079))	0.0534 ($P = 0.162$, 95% CI (−0.003, 0.110))
Two-way fixed effects DD model		
Treatment × post	−0.0105 ($P = 0.054$, 95% CI (−0.020, −0.001))	−0.0024 ($P = 0.727$, 95% CI (−0.024, 0.019))
Two-way fixed effects DD model, excluding 1% of DD estimates via Bacon decomposition		
Treatment × post	−0.0106 ($P = 0.056$, 95% CI (−0.021, 0.0003))	−0.0024 ($P = 0.820$, 95% CI (−0.024, 0.019))
Covariates		
Age	−0.0214 ($P < 0.001$, 95% CI (−0.022, −0.020))**	−0.0269 ($P < 0.001$, 95% CI (−0.031, −0.023))**
Race/ethnicity (youth of colour compared with white youth)	0.0560 ($P < 0.001$, 95% CI (0.046, 0.065))**	0.0576 ($P < 0.001$, 95% CI (0.046, 0.069))**
COVID-19	−0.0002 ($P = 0.016$, 95% CI (0.000, 0.000))**	−0.0001 ($P = 0.463$, 95% CI (0.000, 0.000))
Observations	43,228	24,361
States and territories	48	48
Sample mean	0.205	0.259

* $P \leq 0.05$, ** $P \leq 0.01$. Observations represent the sample size. States and territories represent the number of state-level governments included in the study. Sample mean represents the mean number of at least one past-year suicide attempts in the sample. All other values represent regression coefficients estimated from respective models. The 'treatment × post' variable jointly represents whether a state is treated for a given survey wave; see equation (2) for full details.

explanations. The long and unpredictable timeline may diffuse the effects the bill debates had on the mental health of TGNB young people and explain the lack of an observable anticipatory effect in the time periods leading up to the enactment of the laws. The lack of a statistically reliable effect in event year 1 for the full group of people aged 13–24 may be explained by the bureaucratic delays across different jurisdictions within a state. Future research should investigate how differences in the implementation of the same state-level anti-transgender laws across local governments may affect the mental health of TGNB young people.

We investigated two possible pathways for the increase in past-year suicide attempts among TGNB young people: (1) enacting state-level anti-transgender laws also impacts self-reports of seriously considering suicide in the past year, or (2) enacting state-level anti-transgender laws

leads more TGNB young people who were already seriously considering suicide due to other stressors to attempt suicide. We found more evidence that supported the latter. Although we did not find evidence to support that enacting state-level anti-transgender laws had an impact on TGNB young people seriously considering suicide in the past year, our findings do show evidence that it does increase TGNB young people reporting at least one past-year suicide attempt. This finding is consistent with the interpersonal theory of suicide, which suggests that acquiring the capability to overcome one's natural fear of death combined with the desire for suicide leads to a serious suicide attempt, and such capability of suicide may be acquired through repeated exposure to painful and fear-inducing events^{30,31,37}. Empirical evidence in previous research suggests that perceived discrimination may be an example of a fear-inducing event from which individuals from certain minoritized groups may acquire suicide capability³⁸.

Although, as previously stated, this study does not differentiate the laws based on type or scope, the different laws may also lead to the increased suicide risk among TGNB young people through contributing to different types of minority stress³⁹. The laws restricting access to gender-affirming bathrooms and banning participation in sports may lead to more experiences of rejection, social isolation and bullying^{40,41}. The laws restricting access to gender-affirming healthcare and the ability to update identification documents may lead to less access to vital resources and create more opportunities for discrimination and harassment^{42–44}. In short, enacted anti-transgender laws may be a source of increased minority stress that leads to increased suicide risk or other mental health issues. Furthermore, our finding that there was no statistically significant effect of state-level anti-transgender laws on TGNB youth suicide at the immediate time of their introduction builds on previous work that shows introducing or debating anti-transgender laws does not have an association with Internet searches related to suicide or depression³². Future research should explore the potential relationships between introductions of state-level anti-transgender laws and other mental health outcomes related to minority stress, such as anxiety and self-harm, both to understand whether introductions affect these outcomes and to investigate the mechanisms that lead to minimal effects on TGNB youth suicide.

Although our study includes a large, diverse sample of TGNB young people from across the USA and collects key measurements on their suicide risk during an important period of time where rights for TGNB individuals are being contested, there are also several important limitations. First, as this is a series of cross-sectional studies and not a longitudinal study that tracks the same group of young people over time, we cannot ensure time-varying characteristics of the respondents remain controlled. For instance, a respondent may move to a different state just before responding to one of our survey waves. This may result in misclassification of whether this respondent was exposed to the anti-transgender laws in question and the length of the exposure. However, in general, we expect that this type of misclassification will bias our estimates towards zero⁴⁵. Second, the non-probability sampling method in our surveys may contain sampling bias and may not accurately represent the full population. However, our dataset contains large sample sizes for the treated states across all survey waves and all the reported results are at least at a 95% confidence level. Third, our surveys do not contain measurements on belongingness, community connectedness or perceived burdensomeness in wave 1 and 2 of the survey. Therefore, we do not have the necessary data to further investigate the mechanisms according to the interpersonal theory of suicide³¹ that may have led to the lack of a significant effect on reporting seriously considering suicide in the past year. Furthermore, in some cases the enactment of anti-transgender laws may increase TGNB young people's sense of belongingness and community connectedness to the TGNB community through the shared goal of advocacy and resistance. It is a limitation of this study that we do not have the necessary measurements to assess the relationship between community strength and the

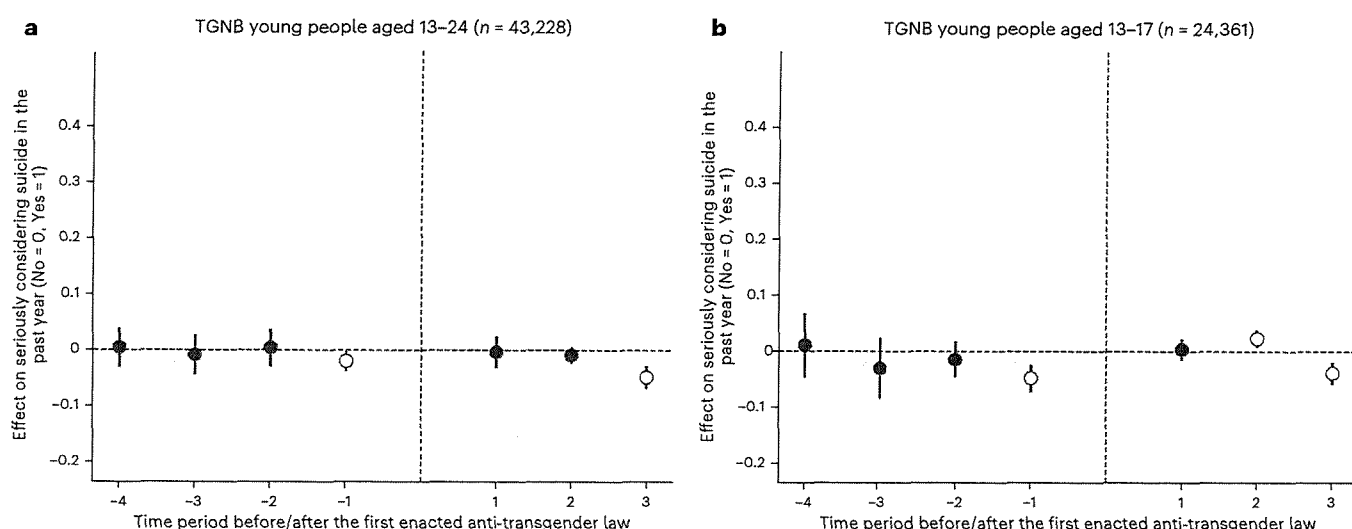


Fig. 3 | Effects of anti-transgender law on reports of seriously considering suicide in the past year. a, b, Event study plots of effects of enacted state-level anti-transgender law on TGNB young people aged 13–24 ($n = 43,228$) (a) and

those aged 13–17 ($n = 24,361$) (b) reporting seriously considering suicide in the past year. Data are presented as mean \pm 1.96 s.d. Open circles are statistically significant; filled circles are not statistically significant.

mental health of TGNB young people in the face of anti-transgender laws. Fourth, we do not have the necessary granular location data (that is, zip code or county) in our survey to assess whether living near a neighbouring state that has enacted anti-transgender laws has any potential spillover effects on TGNB youth suicide. However, because our findings suggest that anti-transgender policies (that is, laws being enacted), as opposed to debates (that is, laws being introduced), are the key causal links to increased suicides, we believe there is minimal evidence of a spillover effect from geographic proximity to a treated state. Furthermore, we expect any potential spillover effect to bias our estimates towards zero, instead of increasing the estimated effects. Fifth, we do not consider the potential protective effect of pro-transgender laws enacted in the same time period, which may serve as a time-varying confounding factor that violates the parallel trend assumption. However, there are few states that enacted explicitly pro-transgender laws² and they all belong to the never-treated control group in our study. We believe these laws contribute minimal biases in our estimates.

This study examines the causal effect of enacting state-level anti-transgender laws on suicide risk among TGNB young people. Our findings highlight the negative impacts that anti-transgender laws have on TGNB young people, especially TGNB minors between the ages of 13 and 17. These laws are not abstract legislative actions; they have the power to shape the mental health and life trajectories of a vulnerable community. Such laws may exacerbate social isolation, hinder educational access and achievement, and as a result, limit economic opportunities through wage and other systemic disparities. The laws that pose barriers to quality healthcare, especially gender-affirming care, may undermine overall life satisfaction by reducing access to necessary healthcare that could save lives. These policies may also affect relationships and civic participation, and concurrently reduce TGNB representation and negatively shape public perceptions. To comprehensively understand the impact of these laws, it is essential to consider their multidimensional effects on the TGNB community.

As of February 2024, five additional US states have enacted state-level anti-transgender laws beyond the scope of this study, and similar legislation will probably be passed in the future. Legislators and other involved parties must consider the negative impacts of these laws on TGNB people when enacting similar future legislation, while prioritizing legislation that fosters acceptance of TGNB people and equity. With the understanding that anti-transgender laws can directly

impact the lives of TGNB people, we argue that increasing access to gender-affirming care, resources and facilities could be life-saving for TGNB people, especially TGNB minors.

Methods

Each research proposal was reviewed and approved by an independent institutional review board, Solutions IRB. The protocol numbers for the five surveys in chronological order are 2017114, 2019101, 20200719, 20210726 and 20220721. Participation was voluntary and informed consent was obtained. We obtained a waiver of parental consent for young people aged 13–17 years as the research posed minimal risk and could have presented potential harm for those who were not out to their parents about their LGBTQ+ identity. No names or personal details were included to ensure confidentiality and privacy. None of our studies were pre-registered.

Participants

Data were from 5 waves of non-probability cross-sectional online surveys of young people aged 13–24 who resided in the USA and identified as LGBTQ+ during 5 distinct time periods between 2018 and 2022 (Table 1): February 2018 to September 2018 ($n = 25,896$), December 2019 to March 2020 ($n = 40,001$), October 2020 to December 2020 ($n = 34,759$), September 2021 to December 2021 ($n = 33,993$) and September 2022 to December 2022 ($n = 28,524$).

Potential respondents were recruited via targeted advertisements on social media (that is, Facebook, Instagram and Snapchat). In each survey, eligibility criteria were used to determine the final analysis sample: having a unique IP address, completing an initial demographic screening, meeting recruitment requirements (that is, being aged 13–24 and living in the USA), reaching the midpoint of the survey and passing a validity check. We also removed dishonest and mischievous responders (that is, through self-reporting and manual review). Respondents who met the eligibility criteria completed a secure online questionnaire that included a maximum of 142–150 questions, depending on the survey year. The survey questions covered topics such as mental health, suicide risk, protective factors (for example, access to care, access to affirming spaces and LGBTQ+ representation) and risk factors (for example, anti-LGBTQ+ victimization, discrimination and experiences with conversation therapy). See Supplementary Information for full details on the survey recruitment process.

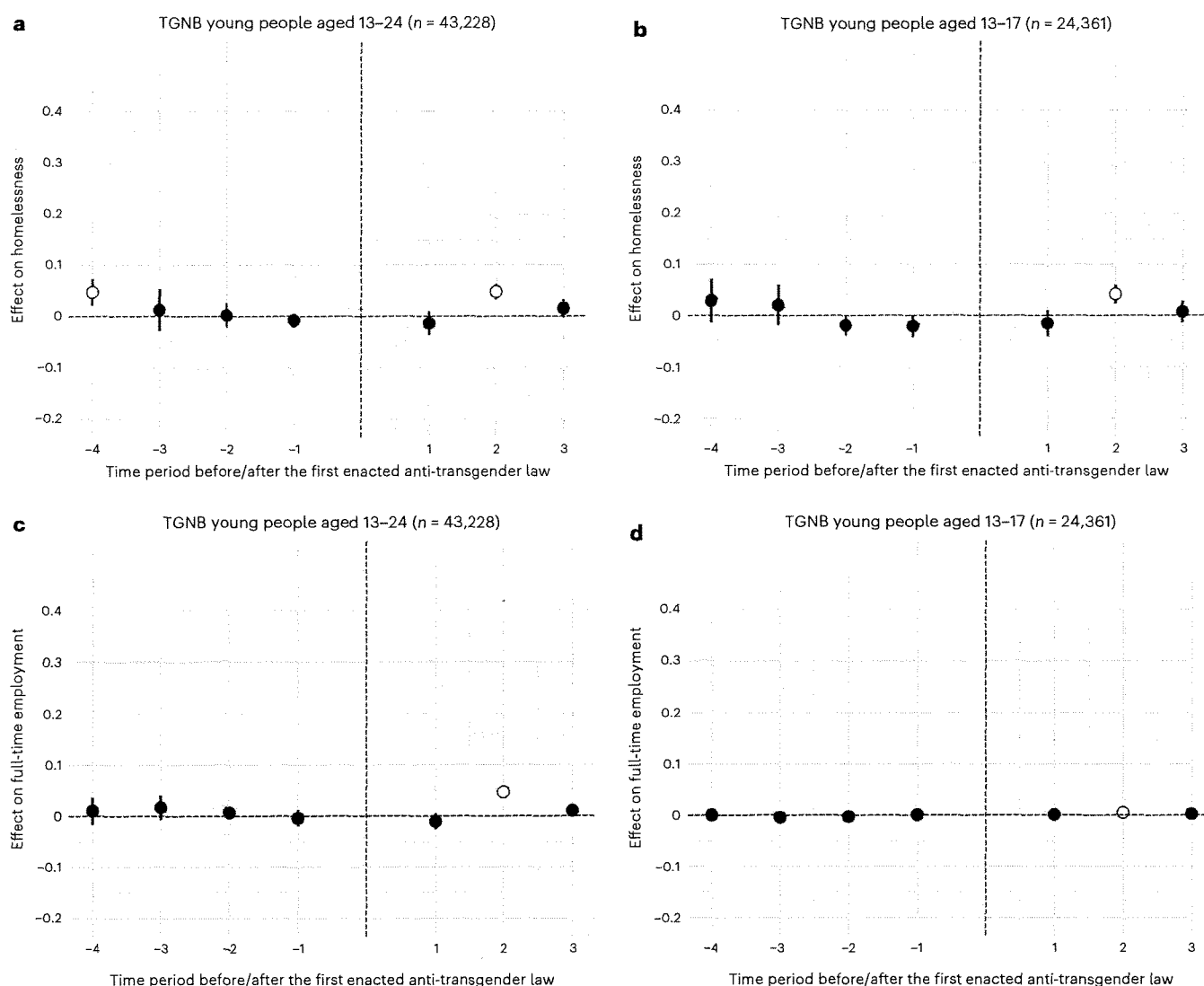


Fig. 4 | Event study plot for placebo tests. Effects of enacted state-level anti-transgender law on homelessness among TGNB young people aged 13–24 ($n = 43,228$) (a) and those aged 13–17 ($n = 24,361$) (b), and on full-time employment among TGNB young people aged 13–24 ($n = 43,228$) (c) and those aged 13–17 ($n = 24,361$) (d). Data are presented as mean \pm 1.96 s.d. Open circles are statistically significant; filled circles are not statistically significant at 95%

confidence level. Values in the x-axis represent the number of time periods before or after the first enacted anti-transgender law; values in the y-axis represent the regression coefficients in the estimated equations. The dashed vertical line represents the time period during which the first anti-transgender law was enacted (that is, time period 0); the dashed horizontal line represents where the estimated regression coefficient equals zero.

Pooling all survey waves resulted in an initial sample of 163,168 observations on LGBTQ+ young people. Given our focus on anti-transgender laws and their possible impact on health outcomes, we only conducted analyses on the subsample of young people who self-identified as TGNB in this study. This resulted in a final sample of 61,240 TGNB young people. All US states were represented in the final sample, with California having the highest sample size at 5,940 and Wyoming having the smallest sample size at 180. Table 2 shows the sample size breakdown by state and territory. No statistical methods were used to predetermine sample sizes but our sample sizes are larger than those reported in previous publications^{6–8,10}.

Measures

Attempted suicide. Past-year suicide attempts were assessed using an item based on the CDC Youth Risk Behavior Survey (YRBS)^{46–48}. Young people who reported ever having seriously considered suicide were asked, ‘During the past 12 months, how many times did you actually

attempt suicide?’ Response options were (1) zero times, (2) one time, (3) two or three times, (4) four or five times and (5) six or more times. The first analysis in this study focuses on the number of times that TGNB young people reported attempting suicide in the past year. This outcome was coded by taking the lower bound of each response option (that is, zero, one, two, four and six, respectively). We also investigated the effect of these laws on attempting suicide at least once in the past year by coding responses as (0) did not attempt suicide in the past year (including those who did not seriously consider suicide) and (1) attempted suicide in the past year. Young people who declined to answer questions on suicide attempts ($n = 5,222$; 8.5% of total sample) were excluded from the analyses of past-year suicide attempts. It is important to note that previous research has shown there is little evidence that suggests asking about suicidality in surveys results in harmful outcomes on the participants⁴⁹.

Seriously considered suicide. Using an item based on the CDC’s YRBS⁴⁶, young people were asked, ‘Have you ever seriously considered

attempting suicide? Young people who responded 'yes' were subsequently asked, 'During the past 12 months, did you ever seriously consider attempting suicide?' Responses were coded as (0) did not seriously consider suicide in the past 12 months (including those who had never seriously considered attempting suicide) and (1) considered suicide in the past 12 months. Young people who declined to answer questions on seriously considering suicide ($n = 4,946$; 8.1% of total sample) were excluded from the analyses of seriously considering suicide. Similar to the previous measure, previous research has shown that there is little evidence that suggests asking about suicidality in surveys results in harmful outcomes on the participants⁴⁹.

Additional outcome measures for placebo tests. To assess the validity of our research design, we selected two additional outcome measurements for placebo tests: full-time employment and homelessness. If a significant result was found that enacting anti-transgender laws increased either of these outcomes, it would suggest that our method might be flawed or that there were confounding variables that were not adequately accounted for in the proposed design.

Full-time employment. Young people were asked, 'Are you currently employed?' Response options were (1) no, (2) yes, part-time and (3) yes, full-time. For assessing full-time employment as a placebo test, young people who responded 'no' or 'yes, part-time' were re-coded as 'no'. Young people who declined to answer questions on employment ($n = 941$) were excluded from the placebo tests on full-time employment.

Homelessness. For wave 1, young people were asked, 'Have you ever been homeless (even if only for a short period of time)?' Response options were (1) yes and (2) no. For waves 2–5, young people were asked, 'Are you currently or have you ever been homeless (even if only for a short period of time)?' Response options were (1) no, (2) yes, I have been in the past but am currently not and (3) yes, I am currently homeless. For assessing young people's experience of homelessness as a placebo test, young people's responses were re-coded 'yes' and 'no' for all survey waves. Young people who declined to answer questions on homelessness ($n = 791$) were excluded from the placebo tests on homelessness.

See Supplementary Information for the full list of survey measures.

Anti-transgender laws

Data on state-level anti-transgender laws from 2018 to 2022 were obtained from the public legislation mapper by the American Civil Liberties Union and cross-validated with the Track Trans Legislation tracker, LegiScan and The Trevor Project legislative tracker^{2,3,13,50}. Overall, 19 states enacted a total of 48 anti-transgender laws from 2018 to 2022. These laws discriminate against transgender individuals in regard to participating in sports (30 laws), having access to gender-affirming healthcare (7), being able to update legal identification documents (4), participating in activities in school (3), having access to the bathroom (3) and lacking protection against religion-based discrimination (1). No anti-transgender laws included in the main analyses were enacted in the USA during the survey recruitment periods due to laws being enacted in the first half of the calendar year while our survey recruitment took place near the end of the calendar year. Four of the 19 states were excluded in the final analyses based on exclusion criteria discussed in 'Research design'.

Research design

In our study, we define treated as a state government enacting one or more state-level anti-transgender laws in a single legislative session before the survey recruitment period. Conversely, 'not treated' is defined as a state government never enacting any state-level anti-transgender law before survey recruitment. Furthermore, we did not

differentiate the laws based on type or scope to capture the generalized impact of state-level anti-transgender policy programmes.

To estimate the causal effect of state-level anti-transgender laws on past-year suicide attempts among TGNB young people, we conducted a DD analysis. This analysis relies on identifying how the suicide risk of TGNB young people changed in treated states, compared with not-treated states, after the anti-transgender laws were enacted. Specifically, we estimated this using an event study model that included state fixed effects (γ_s) that reflects time-invariant differences across states, and time fixed effects (δ_w) capturing national changes in the suicide risk of TGNB young people at a given time. The robust standard errors are clustered at the state level (s). We estimated the following model (implemented with Python v.3.9.5 libraries pandas v.1.4.2 and statsmodels v.0.13.2) using individual-level data from all five waves of our survey:

$$\text{Outcome}_{i,w} = \text{Treatment}_s \times \sum_{t=-4, t \neq 0}^3 \beta_t + \gamma_s + \delta_w + \varepsilon_{i,w} \quad (1)$$

As described earlier, each individual (i) responded to our cross-sectional survey wave (w) and reported their state of residence (s). In the equation, t represents the number of time periods before or after the treatment, that is, $t = 1$ represents one time period after treatment and $t = -1$ represents one time period before treatment. β_t represents the estimated treatment effect at time period t , and ε represents the error term. From 2018 to 2022 when our surveys were conducted, treated states had at most 3 post-treatment periods; therefore, equation (1) only included t up to 3. We used the same equation to estimate three dependent variables: (1) how many times the young person reported attempting suicide in the past year, (2) whether the young person reported at least one suicide attempt in the past year, and (3) whether the young person reported seriously considering suicide in the past year. As many of the state-level anti-transgender laws targeted minors, we conducted two analyses for each outcome variable: one with the entire sample of TGNB young people (that is, ages 13–24) and a second analysis with only TGNB minors (that is, ages 13–17). The corresponding event study plots were generated using Python v.3.9.5 library plotnine v.0.10.1.

The DD research design assumes that there are no time-varying confounders between treatment and control states (that is, the parallel trends assumption)⁵¹. If rates of the outcome variable trend similarly before the enactment of state-level anti-transgender laws, we expect the estimated coefficients in the event study associated with event times $t = -4$ to $t = -1$ will be statistically indistinguishable from 0. Furthermore, we test this assumption by controlling for other confounding covariates in alternative specifications.

In addition to the event study analyses, we also present two-way fixed effects DD estimates to summarize the effect across all post-treatment waves. These estimated effects are produced using the following model:

$$\text{Outcome}_{i,w} = \text{Treatment}_s \times \text{Post}_w + \gamma_s + \delta_w + \varepsilon_{i,w} \quad (2)$$

Equations (1) and (2) are identical, except that the event study indicators are replaced with a single variable (that is, Post_w) denoting a treated state during the post-treatment period.

Indiana enacted an anti-transgender law in early 2018 before the conclusion of wave 1 of our survey. The lack of data from any pre-period in Indiana prevented us from testing the parallel trend assumption in the DD design. Alabama, Florida and Tennessee enacted anti-transgender laws across multiple survey waves. Having newly enacted laws between multiple survey periods may violate the assumption of no anticipatory effects in the DD design. To avoid violating core assumptions in our research design, Alabama, Florida, Indiana and Tennessee were excluded from the main analyses.

Reporting summary

Further information on research design is available in the Nature Portfolio Reporting Summary linked to this article.

Data availability

Data are not publicly available because they contain information that could compromise research participant privacy. The data that support the findings of this study will be made available upon request, by contacting the corresponding author, only to accredited researchers who have received ethics approval from their institutions.

Code availability

The main analysis was conducted in Python 3.9.5 with packages such as pandas 1.4.2, statsmodels 0.13.2 and plotnine 0.10.1. Python code that supports the finding of this study is available from the corresponding author upon request, although restrictions may apply due to privacy reasons.

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Author contributions

W.Y.L. conceptualized the study and research design. W.Y.L. and J.N.H. conducted the analyses. W.Y.L., J.N.H. and S.H. drafted the article. M.N.P., J.P.D. and R.N. provided substantial feedback and revisions on the article. W.Y.L., S.H. and R.N. coordinated revisions and submission. All authors reviewed and approved this article before submission. All authors have read and agreed to the published version of the article.

Competing interests

The authors are current or former employees of The Trevor Project, which is a non-profit organization with 501(c)(3) status and Federal EIN 95-4681287. The Trevor Project provides crisis services for LGBTQ+ young people, along with research, education, public awareness and advocacy.

Additional information

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Correspondence and requests for materials should be addressed to Ronita Nath.

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SCHUYLERBAILAR
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February 10, 2022

Dear NCAA Committee on Competitive Safeguards and Medical Aspects of Sport, Sports Science Institute and Office of Inclusion:

We, the undersigned members of the swimming community, support and welcome transgender and nonbinary athletes in our sport.

With this letter, we express our support for Lia Thomas, and all transgender college athletes, who deserve to be able to participate in safe and welcoming athletic environments. We urge you to not allow political pressure to compromise the safety and wellbeing of college athletes everywhere.

We ask the following: 1) do not adopt USA Swimming's current policy mid-season; 2) establish clear and consistent guidelines for developing and adopting new eligibility policies, and ensure those policies are adopted and communicated well in advance of the season; and 3) ensure that transgender and nonbinary athletes are directly engaged in the policy development process.

We love swimming for the lifelong, invaluable lessons it has taught us about hard work, discipline, and the power of being part of a team. No one should be denied the opportunity to have their life changed through swimming simply because of who they are.

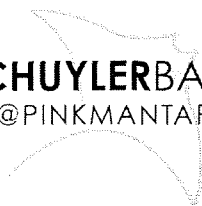
There are very real, documented threats to women's swimming, including but not limited to rampant sexual abuse, and an inequitable number of women's coaches within USA Swimming. The NCAA also faces its own deep and historical challenges with gender equity, as outlined in the detailed report released last year focused on the stark differences between NCAA D1 men's and women's basketball. We can and should address these challenges. Transgender women are not and have never been a part of these challenges to women's swimming, and sidelining them from sport does nothing to protect women athletes.

What makes our sport great is the strength in the diversity of our athletes. No one swimmer is the same. We learn from each other, are inspired by one another, and support one another. We will not be silent as members of our swim community are unfairly targeted by discriminatory policies.

Signed,



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- 265. Jordan Silbert, Cornell University Swimming & Diving
- 266. Sydney Silver, University of Texas Swimming
- 267. Gabrielle Sims, Harvard University Swimming & Diving
- 268. Maddy Sims, Northwestern Swimming
- 269. Ishani Singh, Yale University Swimming & Diving
- 270. Kendra Sirianni, Loras College Swimming & Diving
- 271. Breanne Siwicki, University of Minnesota Swimming
- 272. Delaney Smith, Williams College Swimming & Diving
- 273. Sean Smith, Rutgers University Swimming & Diving
- 274. Milana Socha, Carleton College Swimming & Diving, Northwestern University
Swimming & Diving
- 275. Amy Socha, Tufts University Swim & Dive
- 276. Amy Song, Harvard Swimming & Diving
- 277. Gavin Springer, Harvard University Swimming & Diving
- 278. Amanda Stadermann, Washington University in St. Louis Swimming & Diving
- 279. Neal Stepp, Texas Christian University Swimming & Diving
- 280. Leah Stevens, Stanford University Swimming & Diving
- 281. Sylvie Stoloff, Harvard University Swimming & Diving
- 282. Laura Strachan, Swarthmore College Swimming
- 283. Alyssa Stringer, Knox College Swimming & Diving
- 284. Jessica Student, Slippery Rock University Swimming
- 285. Erica Sullivan, Team USA, University of Texas Swimming & Diving
- 286. Scarlett Sun, Georgetown University Swimming & Diving
- 287. David Swensen, University of Massachusetts Swimming & Diving
- 288. Astrid Swensen, University of Michigan Swimming/Diving
- 289. Sarah Swinnerton, Ithaca College Swimming & Diving
- 290. Steve Tan, Harvard Swimming and Diving
- 291. Hayden Tavoda, UC Berkeley Swimming & Diving
- 292. Lindsay Temple, Princeton University Swimming & Diving



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293. McKenna Tennant, Yale University Swimming & Diving
294. Zach Thomas, Columbia University Swimming & Diving
295. Mikaela Thompson, Harvard Swimming and Diving
296. Ella Tierney, University of Texas Swimming & Diving
297. Grace Tierney, University of Wisconsin-Madison Swimming & Diving
298. Katie Trace, The Ohio State University Swimming and Diving
299. Jack Tribble, University of Minnesota Swimming and Diving
300. Sophia Tsai, Cornell Swimming & Diving
301. Mackenzie Tucker, Swarthmore College Swimming
302. Susannah Tudor, USA Swimming
303. Laura Turpen, Tulane University Swimming & Diving
304. Caitlin Tycz, Yale University Swimming & Diving
305. Arlyn Upshaw, Terrapins Swim Team, UCLA Swimming & Diving
306. Margaret Vaitkus, Northern Michigan University Swimming & Diving
307. Graham Walker, Kenya Swimming Federation, University of Denver Swimming & Diving
308. Eliana Wallock, Ithaca College Swimming & Diving
309. Matthew Warren, Cornell Swimming & Diving
310. Mimi Watts, American University Swimming & Diving
311. Katherine Wehrman, Smith College Swimming & Diving
312. Sarah Welch, Brown Swimming
313. Dani Wheeler, Nebraska Wesleyan Swimming
314. Jordan Wheeler, University of Texas Swimming & Diving
315. Eric Whisenant, Harvard University Swimming & Diving
316. Morgan Whyte, Carleton College Swimming
317. Aidan Williams, Macalester College Swimming & Diving
318. Demetra Williams, Cornell Swimming & Diving
319. Kim Williams, Stanford University Swimming & Diving
320. Sarah Wilson, Bowdoin College Swimming & Diving
321. Julia Wilson, Kenyon College Swim & Dive
322. Julie Witczak, University of Wisconsin-Stevens Point Swimming & Diving
323. Annie Wixted, Swarthmore College Swimming
324. Sebastian Wolff, Cornell Swimming & Diving
325. Emily Woo, Smith College Swimming & Diving
326. Verity Wray-Raabolle, Macalester College Swimming & Diving
327. Cheryl Xiang, Yale University Swimming & Diving
328. Gensi Xu, Knox College Swimming & Diving



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- 329. Maxim Yakubovich, Harvard University Swimming & Diving
- 330. Christian Yeager, Harvard University Swimming & Diving
- 331. Samantha Yeo, USA Swimming, Team Singapore, University of Michigan
Swimming/Diving
- 332. Colten Young, Princeton University Swimming & Diving
- 333. Valerie Yoshimura, Harvard Swimming and Diving
- 334. Emily Zhang, George Washington University Swimming
- 335. Amy Zhao, Yale University Swimming & Diving
- 336. Grace Zhao, Stanford University Swimming & Diving
- 337. Maddy Zimmerman, Yale University Swimming & Diving



WISCONSIN CATHOLIC CONFERENCE

TO: Representative David Murphy, Chair
Members, Assembly Committee on Colleges and Universities

FROM: David Earleywine, Associate Director for Education

DATE: March 11, 2025

RE: Support for Assembly Bill 102, Designating University of Wisconsin School Sports by Sex

The Wisconsin Catholic Conference (WCC), the public policy voice of the Catholic bishops of Wisconsin, appreciates the opportunity to offer testimony in support of Assembly Bill 102.

This bill requires each University of Wisconsin institution and technical college that operates that any intercollegiate or club sports to designate the athletic team or sport based on the sex of the participating students. The bill defines “sex” as the sex determined at birth by a physician and reflected on the birth certificate. The bill also requires the educational institution to prohibit a male student from participating on an athletic team or in an athletic sport designed for females. The bill requires educational institutions to prohibit a male student from using a locker room designated for females.

As Catholics, we believe that every human being is made in the image and likeness of God and is deserving of dignity, respect, and compassion. We know every person is born biologically and genetically either male or female. The United States Conference of Catholic Bishops explained that “Consistent with the Catholic Church’s clear teaching on the equality of men and women, we reaffirm that, in education and in sports as elsewhere, policies must uphold human dignity. This includes equal treatment between women and men and affirmation of the goodness of a person’s body, which is genetically and biologically female or male.”¹

And we affirm, as Pope Francis has written, that “[t]he acceptance of our bodies as God’s gift is vital for welcoming and accepting the entire world as a gift from the Father and our common home, whereas thinking that we enjoy absolute power over our own bodies turns, often subtly, into thinking that we enjoy absolute power over creation.”²

The Church recognizes that sports can impact the whole human person. As Pope Francis has said, “The Church is interested in sport because the person is at her heart, the whole person, and she recognizes that

¹ USCCB, *Press Release* (Feb. 6, 2025), <https://www.usccb.org/news/2025/we-welcome-presidents-executive-order-protects-opportunities-women-and-girls-compete>

² Pope Francis, *Address to Participants in the Plenary Assembly of the Pontifical Academy for Life*, (June 25, 2018), https://www.vatican.va/content/francesco/en/speeches/2018/june/documents/papa-francesco_20180625_accademia-provita.html

sports activity affects the formation, relations and spirituality of a person.”³ Recently, the United States Conference of Catholic Bishops (USCCB) echoed this sentiment, stating that “[a]thletics not only provide valuable educational opportunities, fostering discipline, teamwork, and personal growth, but they also serve as a celebration of the human body as a gift from God.”⁴

However, while every person should be given the opportunity to take part in sport, it does not follow that every team must be open to all who wish to join, especially when basic fairness and dignity are at stake. As the USCCB wrote,

In education and in sports, we must seek to avoid anything that debases human dignity, including rejection of a person’s body or unequal treatment between men and women. This has particular relevance in athletics, where male competition in activities designated for women and girls can be both unfair and, especially in high-contact sports, unsafe. It is true that some women have excelled in these events with men. But any time a policy facilitating such male competition takes an athletic opportunity away from a female, it is a loss for basic fairness and the spirit of Title IX.⁵

The USCCB also emphasized that “In further recognition of the inherent dignity of the human person, the Church stands firmly against all unjust discrimination, including against those who experience gender discordance, who are equally loved by God. Students who experience gender dysphoria bear the full measure of human dignity, and they therefore must be treated with kindness and respect. Similar to their peers, those students must be assured the right to participate in or try out for co-educational activities in accord with their biological sex.”⁶

We know that some will feel hurt by this legislation. Even as we support this bill and urge its passage, we ask everyone to treat one another with charity and dignity. How do we accomplish this? First, we must will the good of the other. To love like Christ means to desire the good of the individuals in our lives: walking with them, listening to them with empathy, and accompanying them with compassion and truth. Second, we must avoid the extremes. We must not dogmatically assert that biological sex is the end of the conversation, while ignoring the pain of the person in front of us; nor must we reject biological reality in the false hope of relieving pain.⁷ Finally, we must uphold the truth. We must both affirm God-given biological sex and condemn unjust discrimination in all its forms. True compassion knows no other way.

Thank you for the opportunity to testify today.

³ Pope Francis, *Address to Italian Tennis Federation* (May 8, 2015), https://www.vatican.va/content/francesco/en/speeches/2015/may/documents/papa-francesco_20150508_federazione-italiana-tennis.html; see also: Dicastery for Laity, Family and Life, *Giving the Best of Yourself: A Document on the Christian perspective on Sport and the Human Person* (June 1, 2018),

<https://press.vatican.va/content/salastampa/en/bollettino/pubblico/2018/06/01/180601b.html>

⁴ USCCB, *supra* note 1.

⁵ USCCB, *Letter to Congress* (Oct. 27, 2020), <https://www.usccb.org/resources/Letter-in-Support-of-the-Protection-of-Women-and-Girls-in-Sports-Act.pdf>

⁶ *Id.*

⁷ Archbishop Paul S. Coakley, *On the Unity of the Body and Soul: Accompanying Those Experiencing Gender Dysphoria* (Apr. 30, 2023), https://archokc.org/documents/2023/5/On%20the%20Unity%20of%20the%20Body%20and%20Soul_Archbishop%20Paul%20Coakley_Pastoral%20Letter_English_2023-2.pdf



WISCONSIN COALITION AGAINST SEXUAL ASSAULT

Testimony

To: Members of the Assembly Committee on Colleges and Universities
From: Wisconsin Coalition Against Sexual Assault (WCASA)
Date: March 11, 2025
Re: Assembly Bill 102
Position: Oppose

The Wisconsin Coalition Against Sexual Assault (WCASA) appreciates the opportunity to offer this written testimony for your consideration. WCASA is a hybrid organization: functioning both to support member Sexual Assault Service Providers (SASPs), while advancing the anti-sexual assault movement in the state and nationally.

Transgender women participate in college sports for the same reasons as everyone else: to improve overall health and fitness, to be part of a team, and to foster friendships and sense of belonging. Furthermore, studies have demonstrated the benefits of women participating in sports, including enhancing leadership skills and self-confidence¹. When we tell transgender women they cannot play women's sports, they are deprived of these important experiences and all the lessons they can teach.

Ensuring women's athletics is on a level playing field is an important goal. That is why laws like Title IX have been so important when it comes to women's sports. If we want to meaningfully support women's athletics at the collegiate, we should focus our efforts on increasing investment in women's coaches and strengthening Title IX to protect female athletes from harassment and abuse. Banning transgender girls from participating in women's sports does nothing to address these issues.

However, this legislation compounds the discrimination transgender people already experience in their daily lives and sends a dangerous message that they are not welcome on sports teams. For example, transgender people experience higher rates of bullying, anxiety, and depression², all of which will be exacerbated if they are not allowed to participate in sports because of their gender identity. Additionally, transgender women and girls face discrimination and violence that make it difficult to stay in school. For example, 22% of transgender women who were perceived as transgender in school were harassed to such an extent that they had to leave school because of it.³ These data contradict the notion that transgender women have an unfair advantage when participating on women's sports team. Finally, forcing transgender women to participate on teams that do not align with their gender exposes them to range of serious negative impacts. This includes gender dysphoria and continually being mis-gendered, which increases the risk of suicide, self-harm, and bullying.

¹ Hinkelman, L. (2016) *The Girls' Index: Girls and Sports Impact Report*. Columbus, OH: Ruling Our eXperiences, Inc. [Final Girls & Sports Impact Report \(squarespace.com\)](#)

² Turban, Jack L. "Research Review: Gender Identity in Youth: Treatment Paradigms and Controversies." *The Journal of Child Psychology and Psychiatry*. October 2017.

³ James, S.E., Herman, J.L., Rankin, S., Keisling, M., Mottet, L., & Anafi, M. (2016). *The Report of the 2015 U.S. Transgender Survey*. Washington, D.C.: National Center for Transgender Equality.

Transgender people are also disproportionately impacted by sexual violence, as nearly half of all transgender adults report experiencing sexual assault⁴. Those rates are even higher for Black and Native American transgender people, who thus experience intersecting discrimination and violence related to race and gender identity/expression⁵. Furthermore, this bill is rooted not just in transphobia, but also anti-Black racism, as the main cases cited by proponents of similar legislation across the country involve two young Black women athletes in Connecticut. Black women in sports have long been subject to racist depictions about their femininity or have been accused of cheating in an effort to keep them from competing. Instead of focusing efforts on preventing transgender women from participating in women's sports, we would be better served by ensuring they are treated with dignity and respect by welcoming them on sports teams.

Finally, this legislation is a solution in search of a problem. Openly transgender athletes are exceedingly rare, with fewer than 10 competing at the NCAA level.⁶ In Wisconsin, there were only four transgender women playing WIAA competitive sports, according to the Wisconsin Association of School District Administrators.⁷ For all the reasons stated above, WCASA opposes AB 102, and we urge this committee to take no further action on this legislation. Thank you for your consideration. If you have any questions, you can reach me at ianh@wcasa.org.

⁴ Ibid.

⁵ Ibid.

⁶ Migdon, B. "NCAA president says there are less than 10 transgender athletes in college sports." *The Hill*. Published 12/18/24. Available at: <https://thehill.com/homenews/lgbtq/5046662-ncaa-president-transgender-athletes-college-sports/>

⁷ "Dittrich reintroduces transgender sports ban bills." *WisPolitics*. Published 2/25/25. Available at: <https://www.wispolitics.com/2025/dittrich-reintroduces-transgender-sports-ban-bills/>

End Domestic Abuse WI
1400 E Washington Ave.,
Suite 227
Madison, Wisconsin
53703



To: Members of the Assembly - Committee on Colleges and Universities
Date: March 11th, 2025
From: Jenna Gormal, Public Policy Director
Re: Opposition to AB 102

Chair Murphy and Members of the Committee, thank you for the opportunity to provide testimony in opposition of AB102. My name is Jenna Gormal, Public Policy Director, representing End Domestic Abuse Wisconsin (End Abuse), the statewide voice for survivors of domestic violence and the membership organization representing local domestic violence victim service providers across Wisconsin's 72 counties. In addition to supporting domestic violence organizations across WI, we also educate young people on what healthy relationships look like in order to prevent DV.

Domestic violence is a complex issue with many contributing factors. Banning trans women from sports may not seem related to domestic violence, however, it is rooted in similar societal norms.

Rigid gender norms that dictate how people should look, act, and behave based on gender, contribute to an environment where power imbalances are reinforced, and domestic violence is more likely. Excluding trans women from sports enforces the idea that there's a "right" way to be a woman, which is grounded in stereotypes of femininity, and masculinity, and marginalizes anyone who does not conform—including cisgender women, whether in sports or relationships.

When we send the message, even unintentionally, that some people do not deserve equality or rights, that they should not exist, it helps normalize mistreatment, violence and dehumanization against those people. This can exacerbate feelings of isolation and alienation - risk factors for domestic violence - because abusive partners prey on and perpetuate this isolation.

When a young person is discriminated against or rejected, they will often look for validation in their peers or a dating partner, making them more likely to enter unhealthy and abusive relationships.

Marginalized groups are already at an increased risk for experiencing DV in general, since those who use abuse in their relationships capitalize on existing social vulnerabilities to wield control. For trans people, this can show up as abusers weaponizing existing homophobic and transphobic stigmas, discrimination, and lack of education around trans people, to perpetuate their control. Studies show that 50% of trans youth were raped or assaulted by the person they were dating, and trans adults are similarly disproportionately impacted by sexual assault (half of all trans adults).

The existing isolation young people experience continues to make reaching out for help even more difficult if they find themselves in an abusive situation.



Creating an inclusive and supportive educational environment for young adults, regardless of gender identity, helps cultivate empathy, respect, and compassion, and challenges the mindset that violence is ever acceptable in any relationship.

We must recognize that marginalization leads to vulnerability, and that denying rights to trans people sets a dangerous precedent. Opposing laws that exclude trans people from sports is not just about protecting athletes; it's about ensuring that all young people, regardless of their gender identity, have the chance to thrive, form healthy relationships, and live without fear of violence.

Please oppose this harmful legislation. If you have any questions about End Domestic Abuse Wisconsin's position on this issue, please contact me at jennag@endabusewi.org.

TO: Assembly Committee on Colleges and Universities

FROM: Rev. Douglas Clement, United Methodist Pastor

DATE: March 11, 2025

RE: Assembly Bill 102 – designating University of Wisconsin and technical college sports and athletic teams based on the sex of the participants

My name is Rev. Douglas Clement, my pronouns are he/him/his, and I am an ordained United Methodist pastor serving in the state of Wisconsin. I am writing in opposition to the proposed AB 102.

Growing up, I was taught that being a Christian and being an American meant embracing the wide diversity of thought, practice, and personhood that exists in our communities. I remember learning how Jesus told us we were to “love one another” (John 13:34) and how, as people living in the United States, we had the right to “live, liberty, and the pursuit of happiness”. While there have certainly been times when we haven’t always lived up to these ideals, the act of striving for them (and of believing they should be for all people) were (as I understood it) fundamental to who we are.

As a United Methodist, I am part of a tradition and a movement that has fought throughout our history to make this a reality. Our own Social Principles call us to “condemn all attempts to deny individuals their basic rights or freedoms or to strip human beings of their inherent dignity and worth” and to “reject within the church and wider society any act of discrimination, hatred, or violence directed against individuals or groups based on national origin, tribal affiliation, ethnicity, age, gender identity, disability status, economic condition, sexual orientation, religious affiliation, or any other factors.” (§163, *The United Methodist Book of Discipline*, 2020/2024). Which is why I feel compelled to speak out against these bills.

AB 102 seeks to amend statute 36.12, carving out from the broader “No student may be denied admission to, participation in or the benefits of, or be discriminated against in any service, program, course or facility...” an exception to bar transgender students from participating according to their gender identity. By singling them out because they are transgender, this bill gives credence to the falsehood that they are somehow “dangerous” and “unsafe to be around”. It gives space for hateful rhetoric, for bullying behavior, and for discriminatory practice. In fact, it *requires it* (by prohibiting these individuals from participating in athletics and other extracurriculars according to their gender identity).

There are multiple instances, both in scripture and in the history of our nation, where we have witnessed the consequences of our failure to include and care for those on the margins. As the Apostle Paul observed in his letter to the churches in Corinth, we are all members of one body (i.e. community). “If one member suffers, all suffer together with it; if one member is honored, all rejoice together with it.” (1 Corinthians 12:26). Yet, rather than encouraging this kind of relationship and community-building, proposed AB 102 creates further division among young transgender folks and their peers, and puts them at greater risk for lasting harm.

The truth is, our brothers, sisters, siblings who are transgender are made in the image of God, same as you or me. They deserve the same love, acceptance, and affirmation. They deserve the same chance to be able to share their skills, talents, and passions. And they deserve to participate with their peers *according to their gender identity*.

I ask you to give them the same opportunities that have been afforded to generations of young folks. Vote “no” on AB 102.

Dear Assembly Committee Members regarding AB 102:

My name is Amelia McConnell, and I live at 102 Club House Dr Unit 2, Oregon, WI 53575.

I firmly oppose bill AB102, and any bill that deems it necessary to discriminate because of a person's gender or sexuality, under the guise of keeping collegiate sports safe. All kids, regardless of age, sex assigned at birth or gender expression, deserve joy, safety, and the ability to come to school and team sports exactly as they are.

Attempts to control and intimidate athletes like this by creating some false sense of security through another McCarthyist Lavender Scare tactics, and asking athletic directors and coaches to be on gender and genitalia and pronoun patrol, are unnecessary and unkind. Trying to create laws like this are a selfish waste of taxpayer dollars and a misuse of your time as leaders within our state. All kids deserve your support and they deserve to feel like their elected leaders are working for them. ALL of them.

Stop this bill in its tracks.

Amelia McConnell

Elementary School Secretary

Union President

3/10/25

Dear Members of the Committee:

My name is Shauna, and I've been a resident of Madison for 14 years. I'm a librarian who has partnered with LGBTQ+ organizations for many years. I've had very positive experiences providing educational opportunities for the public on topics regarding gender and sexual identity. I have many trans friends and acquaintances within Dane County, some of which moved here specifically to feel more safe. None of them wish for people, like yourselves, to be talking about their genitals.

I am writing to urge you to vote NO on Assembly Bill 102. This bill is deeply harmful and would actively contribute to an unsafe and hostile environment for queer and transgender students, professors, campus administrators, and other university employees working at a technical college or university. This would not only negatively affect those in or considering sports activities. It would cause some people to reconsider attending and investing in our learning institutions, whether they're trans, intersex, or not.

As a Wisconsinite, I am opposed to this bill because it takes the power away from individuals to determine their identity and instead gives it to another just because they are in a position of power. No one should be allowed to tell anyone who they are or ask to learn more about what their physician says about their genitals.

Sincerely,
Shauna Koszegi

Madison, 53713

3/11/25

Dear members of the Assembly Committee on Colleges and Universities,

I oppose AB 102 and any proposed bans that discriminate against or prevent transgender athletes from participating in sports based on their gender identity.

My name is Serena Wolfe and as a collegiate athlete I would like to stress that transgender individuals, like all of us, should have the right to engage in sports and to reap the numerous benefits that team-based sports can afford. Sports provide an outlet for creativity, an opportunity for personal growth, and a chance to develop teamwork, self confidence, and resilience. Having players of different backgrounds on the team fosters empathy, understanding, and awareness, encouraging athletes to broaden their views and learn from diverse experiences.

Conversely, excluding transgender people sends a message that they are not entitled to the same rights and opportunities as their cisgender peers. This perpetuates an environment of exclusion that harms all of us and erodes the tenets of fairness and respect that are supposed to define competitive sports and the Wisconsin Idea.

Please stand against these discriminatory bans and protect these opportunities for all athletes, regardless of gender identity.

Thank you for your time,
Serena Wolfe
Madison, WI 53704

To the Assembly Committee on Colleges and Universities:

I am writing to oppose AB102 (a proposed bill that would eliminate participation in collegiate athletics for athletes who identify as transgender, non gender conforming, and non-binary).

I am a physician and a scientist. I use scientific evidence and guidelines-based care to help me support my patients' health goals. It is distressing to see proposed bills that contradict biological facts, scientific evidence, and medical guidelines. Gender is not a binary construct per any biological or medical data to date, and to legislate that there are only 2 genders, only assigned at birth, is factually incorrect and a danger to anyone not confirming to those designations.

Per national guidelines (Endocrine Society, American Psychiatric Association, American Psychological Association, and many others), gender affirming care is recommended as BEST practice for transgender individuals. To deny trans athletes their identity and appropriate medical treatments in order to participate in athletics threatens their health and lives.

Re: AB102: this bill is also not rational in terms of how gender identity vs sex assigned at birth affects athletic performance. It is not equitable or rational in its inclusion and exclusion of athletes from teams, practice, or competition. It ostracizes and harms a group of students without bringing benefit to others.

See below for a recent and thorough reference analyzing current data on sex assigned at birth vs. athletic performance by Dr. DJ Oberlin of Lehmann College. His conclusion: "...an individual's sex does not determine their success or failure at any athletic event despite the high level of competition." Any athlete chosen for or eliminated from a collegiate team is therefore included or excluded on the basis of athletic performance.

I hope you will make the right decision to reject this bill and protect some of our most vulnerable young adults from discrimination, harm, and isolation from their peers.

Sincerely,
Dr. Siobhan Wilson, MD, PhD
Middleton, WI

Committee on Colleges and Universities
Testimony for your hearing: AB102
417 N (GAR Hall) in the State Capitol, Madison
When: Tuesday, March 11th @ 10:00am

I object to keeping any kids from playing sports at the UW systems schools - if they are interested in playing, will attend practices and do their best.

I especially object to keeping transgender kids out of sports at the UW system.
Athletes come at all different levels of growth and size and hormones and abilities.

Let them all play together.....

Thanks.

Judy Miner

WI 53704 608-442-9812

March 11, 2025

Dear members of the Committee of Colleges and Universities,

I oppose Assembly Bill 102.

My name is Lindzey Kobiske, I'm from Madison.

I'm a cis woman and a lifelong athlete. In my 30s I've made rec league sports my entire personality- competing in 6 different sports (and counting), which makes me very qualified to testify on the impact of trans athletes in women's sports. And here's the thing. There isn't one. The sex at birth of my fellow athletes just doesn't come up. When I put on my uniform, I am focused on preparing my body and bringing the intensity I'll need to meet my own potential. I'm not worried about my opponent's gender identity.

I scored my first ever goal in soccer last spring. In that contest, both opponents I bested were men. I've caught fly balls hit by men. Dug spikes hit by men. Out-drove, out-ran, and out-dinked men. I highlight this to show you that I don't need legislation to protect me from whatever "unfairness" you're afraid of. I've beat (and been beaten by) individuals across the gender spectrum. To back this bill is to tell me that you don't respect the power or the prowess of women in sports. And that is an insult. I don't need the government to coddle me on the pitch, and the fierce women who become college athletes need it even less.

The insult to me pales in comparison to the pain bills like this cause trans people. Trans women are women. All this bill manages to do is bully members of my community, and I am here to fight for their right to exist with the same freedoms afforded to cis people. Everyone deserves the opportunity to compete in athletics.

Sports build happy lives and healthy communities, and this bill is in direct opposition to joy. It does not benefit me or my sisters in their pursuit of greatness. It's true that some trans athletes will outperform me. Maybe some will even be the best there's ever been. ***I hope so.*** Trans women will elevate our teams. They will inspire the next generation of girls to play sports and embrace their power. Why would we limit our potential? It is a privilege and a delight to witness the greats at work, whatever their discipline. I, for one, want to make sure we haven't relegated them to the sidelines.

I want to end by holding our elected officials accountable. You are wasting our time policing trans lives when you could be solving real problems in our communities- like poverty, housing, healthcare, and infrastructure. You are failing your constituents when you use the platform we have given you to attack personal freedoms, and we would like you to stop. It is not too late to do your duty and re-focus your efforts to make a tangible, positive impact in the lives of everyday Wisconsinites. This isn't it.

Thank you.

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

I oppose AB 102, a solution in search of a problem. If enacted, this law will only harm the wellbeing of our trans citizens.

Peter D. Nordgren
Cornucopia, Wisconsin 54827

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Hello, my name is Anna Ironside and I am a retired roller derby coach and part of Madison Roller Derby for 8 years.

I am urging you to vote AGAINST AB102 today. And since it seems like I wasn't clear THE FIRST TIME I SAT IN YOUR COMMITTEE FOR 5+ HOURS BEFORE I COULD TALK, I'm saying this AGAIN, and I'm gonna keep getting in your faces and repeat myself, AGAIN.

I coached both youth and adult roller derby, and my trans athletes are the exact same as their cis counterparts. They want to improve their skills, they want to challenge themselves, and they want to PLAY, same as anyone. Their transness isn't even the most interesting thing about them.

What I'd like to do right now is redirect the subject like I do with my kids. Trans kids in sports is a MADE UP PROBLEM. Say it with me, this is a what? MADE UP PROBLEM. There are currently more cases of measles in the United States than there are trans athletes.

What ARE some real problems?

People can't afford rent

People can't afford food

People can't afford health care

If you're familiar with Maslow's Hierarchy of needs, the bottom two parts, the base, are physiological needs like food, air, water, and the next level is safety needs like employment, health, and resources.

This bill addresses NONE OF THESE THINGS, and every single representative here has people in their district, GUARANTEED, who are suffering RIGHT NOW from lots of upheaval of a certain administration. So what are these representatives doing about these crucial things?

THIS BILL IS A DISTRACTION FROM THE REPUBLICANS NOT DOING THEIR DUE DILIGENCE IN SERVING US, THE VERY PEOPLE WHO HOLD THE POWER TO HIRE AND FIRE YOU. Make no mistake, you are being watched for how you move right now, and people are fed up with do-nothing politicians. Democrats, that means you, too.

So let me remind you, the people, of the power you have. Each representative in this room can be recalled. Each representative in this room can be primaried. They answer TO US. It's time to tell our reps to their faces what WE want.

What's happening right now is what psychologists call an "Extinction Burst": The culture wars that republicans used to get people riled up is no longer getting that same attention. You're

pushing this made up agenda as a way to hold on to power that is clear you no longer hold, because you refuse to change with the times.

We have moved on as a society and LGBTQIA+ people are not the scary enemy. They're friends, family, teammates, and people we love and care about. They have always been here and will always be here. **THEY ARE PART OF SOCIETY AND THAT IS A FACT.** Yall are so weirdly concerned about what's in minors' pants, and that's alarming. You are attacking youth who want to play a sport, and I reject the argument outright. There is no danger here, and you're making it weird.

Thank you.

March 11th, 2025

Dear members of the Assembly Committee on Colleges and Universities,

I strongly oppose AB 102, which seeks to ban transgender athletes from participating in college sports.

My name is Emily Schettler, and I am part of the trans and gender non-conforming community and a concerned citizen who believes in equal opportunities for all students. Though I moved to Milwaukee only recently in December 2024, I care deeply about equity and rights for everyone in our community.

While I don't personally participate in college athletics, I have a close friend from my time at college between 2014-2018 who is transgender and was involved in collegiate sports. I witnessed firsthand how their participation in sports was crucial for their mental health, sense of community, and overall well-being during a challenging time in their life. The narrative that transgender athletes, particularly transgender women, have an inherent advantage is not supported by scientific evidence when proper hormone therapy protocols are followed. What I have observed instead is that transgender students who are allowed to participate in sports consistent with their gender identity show improved mental health outcomes, better academic performance, and stronger social connections. These are the true values of collegiate athletics.

I felt compelled to testify today because this bill threatens to exclude an already marginalized group of young people from the transformative benefits of sports participation. As someone who is part of the trans and gender non-conforming community, I know that being gatekept from spaces and activities does more harm than good. My friend's experience showed me that access to sports wasn't just about athletic competition – it provided essential community, structure, and a sense of belonging. The NCAA already has established policies that allow transgender athletes to compete while maintaining competitive fairness. These policies have successfully balanced inclusion with competition for years. Rather than creating blanket bans, we should trust our educational institutions and athletic governing bodies to continue developing evidence-based policies.

Instead of passing this ban, I urge this committee to:

- Consult with medical experts on transgender healthcare, sports scientists, and collegiate athletic organizations to understand existing research and policies.

- Meet with transgender student-athletes to hear their experiences firsthand.

- Consider the harmful psychological impacts that exclusionary policies have on transgender youth.

- Support the NCAA and individual institutions in continuing to refine their evidence-based inclusion policies.

- Focus legislative efforts on ensuring all students have access to supportive educational environments.

Thank you for your time and consideration. I trust that you will consider the well-being of all students when making your decision on this bill.

Respectfully submitted,

Emily Schettler Milwaukee, WI 53202

March 11th, 2025

Dear members of the Assembly Committee on Colleges and Universities,

I'm writing to oppose the proposed Wisconsin legislation AB102. Please stop the attacks on our transgender and gender diverse youth. As a parent of three kids, including one who is at a University of Wisconsin school, I want environments where all kids feel welcome, included, and celebrated for who they are. This includes allowing student athletes to compete. Yesterday I read a story in the Milwaukee State Journal about the mental health crisis our LGBTQIA+ youth are experiencing. I believe this is directly a result of legislation like this that denies youth identities. As a parent, I care about my kids, but broader than that I care about all of our Wisconsin youth. Please vote no on this harmful legislation and stop the attacks on our trans and nonbinary neighbors.

Sincerely,
Karen Riggers
Appleton, WI 54911

March 11th, 2025

Dear Members of the Assembly Committee on Education,

My name is Dahlia Brasuel, and I am a resident of Milwaukee. I've lived in Wisconsin for #4 years and am a medical student, trans-woman, and loving parent of two children.

I am writing to urge you to vote NO on Assembly Bill "AB102". As a Wisconsinite, I am opposed to this bill because I believe it to be discriminatory towards the marginalized transgender community.

Sports should be an opportunity for everyone to participate in competition. Rules for participation should be grounded in informed understandings about the transgender community, and not based on propagated fear and misrepresentations of trans-athletes. I will not stand for such hatred in my community.

Sincerely,

Dahlia Brasuel

Milwaukee, 53222

my views expressed here are not to be understood as the views of my institution, the Medical College of Wisconsin. I am commenting as an individual community member.

Abby Frank Taylor | Regarding AB102 | March 11, 2025

My name is Abby Frank Taylor, and I'm a concerned resident here in Madison. I'm writing today to express my grave concern about AB102 and the ways in which it will impact trans college students and athletes in Wisconsin. Sports should be a place where students are able to learn skills about teamwork, camaraderie, and how to accept one another but this bill creates a scenario in which people will be taught to fear and discriminate against their trans peers. The way this bill specifically targets trans youth and young adults is abhorrent, and I will not stand for such hatred in my community.

School sports are supposed to be fun and enriching to the students participating in them. By not allowing young people to participate in the sports team that best aligns with their identity (not the identity decided upon by the school district administrators), we are stripping these students from the ability to pursue activities that make them joyful and connected to their peers.

The idea that trans athletes pose a threat to school sports is based on misinformation, not in fact. Trans athletes represent a tiny fraction of competitors, and their inclusion has not negatively affected women's sports. If "safety" is our presumed goal here, then inclusive policies make safety possible for all youth. Fear-mongering and policies excluding trans young people are statistically proven to increase mental health struggles and feelings of exclusion and loneliness. Our trans community deserves better. They deserve to be included and supported following their interests and skills.

I feel the need to voice my concern about this issue, because it feels like a distraction from the real issues students are facing at this time - including crippling student debt, lack of affordable housing, etc.. The last thing young adults need when they are finding themselves for the first time on their own is to have policymakers and systems tell them they are something they are not.

I strongly urge this body to not move AB102 forward and allow trans athletes to play on the sports team that best aligns with their chosen identity and gender.

Thank you for your consideration.

Abby Frank Taylor
Madison, WI 53704

March 10, 2025
Platteville, WI 53818

TO: Representatives DITTRICH, KNODL, ALLEN, ARMSTRONG, BEHNKE, BROOKS, CALLAHAN, DONOVAN, DUCHOW, GOEBEN, GREEN, GUNDRUM, GUSTAFSON, B. JACOBSON, KREIBICH, KRUG, MAXEY, MOSES, MURPHY, MURSAU, NEDWESKI, O'CONNOR, PENTERMAN, PIWOWARCZYK, SORTWELL, STEFFEN, TUSLER, VANDERMEER and WICHGERS, cosponsored by Senators HUTTON, FELZKOWSKI, FEYEN, JACQUE, KAPENGA, NASS, QUINN, TESTIN, TOMCZYK and WANGGAARD. Referred to Committee on Colleges and Universities.

RE: AB 102

Dear Committee on Colleges and Universities:

I am a physician and a parent of a transgender child attending UW Madison. I attended UW School of Medicine and Public Health. I am writing in opposition to AB 102 which excludes transgender students from participating in sports at UW universities and Wisconsin Technical Colleges.

Despite the executive order, human gender is a spectrum including intersex, transgender, gender fluid and nonbinary individuals. Human gender is not limited to male and female only. The gender assigned at birth on a birth certificate may not reflect a person's gender. Many but not all states allow for transgender individuals who have transitioned to change the sex on their birth certificate with a physician's acknowledgement of the gender. Students from states where sex on birth certificates can't be changed are stuck with birth certificates that don't show their true gender identity.

All college and university students deserve an opportunity to participate on sports teams. Sports teams provide college and university students with opportunities to learn teamwork, work for a common goal, practice good sportsmanship and improve physical fitness and health. Teams should reflect the student body which includes transgender students. Medical studies show that transgender athletes have little if any advantage when playing sports. Who does it harm to have a transgender student on a team?

I am very concerned about prohibiting students who were assigned male at birth and have a birth certificate that lists their sex as male from using female locker rooms. My child was assigned male at birth, transitioned in high school to female, presents as female and uses female bathrooms and locker rooms without incident. My child is not on a sports team, but uses the gym for exercise. Will students now have to present a birth certificate to use a locker room? Isn't one of the goals of our universities and colleges to have healthy active students? Physical exercise enhances the ability to learn. It is challenging enough to be transgender in our society. Are you now going to prohibit a transgender student's ability to work out? Are you going to provide a locker room for transgender students at all university and college athletic facilities? Attending a Wisconsin University or Technical College is a chance to learn, to grow as a person, to meet new people, to participate in activities and sports, to exercise at the gym and to be

included as part of a diverse student body. Our universities and colleges should not be places where some are excluded. Assembly Bill 102 has no place in Wisconsin's colleges and universities. Please reject this bill.

Thank you for your time and attention to this matter.

Sincerely,

Lynn R Verger, MD



March 10, 2025

Dear Honored Members of the Wisconsin Assembly:

PFLAG is a nonprofit which originated in 1972. A mom decided to march next to her kiddo with a sign that said, "I love my gay son." Since that time PFLAG has become a national organization. Its mission is to create a caring, just, and affirming world for LGBTQIA people and those who love them. We established PFLAG Cambridge (53523) in October of 2019 to further promote this mission at a local level through eastern Dane and western Jefferson counties. We write to you today as constituents and as PFLAG members.

The world does not treat our LGBTQIA loved ones fairly. The bills known as AB102 (bill disallowing trans college kids in sports) are stark examples of how transgender people, who already face so many hardships, are treated unfairly based on their transgender identity. Allowing for this unfair discrimination creates further hardships for our loved ones. And for that reason we ask that you vote against this bill.

Discriminatory actions cause additional hardship for the people targeted. The harm this discrimination causes is quantifiable and unacceptable. GLSEN, the Gay, Lesbian, & Straight Education Network, is an organization founded in 1990 which has been gathering data on the safety of LGBTQIA youth in school and their safety for over 20 years. According to their 2021 biannual survey 68.0% of LGBTQ+ students felt unsafe at school because of their sexual orientation, gender identity and/or gender expression characteristics—50.6% because of their sexual orientation, 43.2% because of their gender expression, and 40.3% because of their gender (<https://www.glsen.org/sites/default/files/2022-10/NSCS-2021-Full-Report.pdf>). According to the National Alliance on Mental Illness (NAMI) Transgender individuals are nearly four times as likely to experience a mental health condition. NAMI further states that forty percent of transgender adults have attempted suicide. (<https://www.nami.org/Your-Journey/Identity-and-Cultural-Dimensions/LGBTQ>).

Discriminatory actions have real world results. These bills communicate to every transgender person in Wisconsin that the people elected to protect us see them as less than whole, and not worth the same protection and respect as their peers. We strongly urge you to vote against the bill known as AB102 (bill disallowing trans college kids in sports).

Sincerely,
PFLAG Cambridge

March 11th, 2025

Dear Members of the Assembly Committee on Education,

My name is Julie Plotkin and I oppose Bill AB102.

I am a supportive mother of a trans girl. I love seeing her get involved in the activities that ignite joy in her. I am guessing if you're parents, you might feel the same about your children. My daughter is not a sports person (she takes the more nerdy route of Dungeons and Dragons) but many trans kids and people are into sports. It is not only unfair to restrict trans people from playing on the team they align with, it is harmful. People- perhaps including some of you- rely on playing team sports for their well being. What if you ask yourselves, how would I feel if I was told I couldn't play on the team I align with, but that I had to play on the opposite gender team instead. Wouldn't that feel utterly ridiculous and scary?

Your job as representatives is to help your constituents live safe and healthy lives. Bill AB 102 does NOT do that. Kill Bill AB102 now before it goes to a vote.

Thank you,
Julie Plotkin
Madison 53711

Dear Members of the Assembly Committee on Colleges and Universities,

My name is Jocie Luglio, and I am a resident of Madison WI. I've lived in Wisconsin for 25 years and owned my home here for 20 years.

I am writing to urge you to vote NO on Assembly Bill 102. As a Wisconsinite, I am opposed to this bill because it is *unnecessary* and *harmful to my community*.

First of all, there are many college and university athletic groups that are for all genders of participants. For example, all genders of students are welcome to play intermural broomball of UW Madison. It is a sport that people play for fun. It would be hard to have enough participants to have 2 separate single-gender leagues. We should be encouraging ALL students to participate in healthy activities, not making up more rules to deter participation.

Any student of a Wisconsin college or university should have access to the facilities that aid in the participation of sports. All college athletes, including intermural groups and recreational levels, should have access to locker rooms including transgender, intersex and cisgender participants.

This bill is discriminatory and not evidence-based. In fact, biomedical research does not show a clear link between testosterone levels and athletic advantage - and that trans women do not have an inherent athletic advantage over cisgender women. To level the playing field for all athletes, and especially for women and girls in sport, we should focus on ending sexual abuse and harassment, increased access to equipment and facilities, and recreation department pay equity.

Finally, there would be no way to enforce this proposed and unnecessary ban without opening the door to invasive and inappropriate questioning and/or creepy examinations.

PLEASE VOTE NO!

Sincerely,

Jocie Luglio

Madison WI 53704

Dear members of Assembly Committee on Colleges and Universities,

I oppose bill AB102.

My name is Jesse Goyette and I am a resident of Ozaukee County. And I am writing to ask you to vote NO on AB102.

I am a transgender man who grew up in Wisconsin. I am a part time worker at a bank and also a UW college student. My community should not be barred from participating in athletics at any level. Whether or not that is in college or middle school.

I ask for just a moment of your time to review this.

This bill is not meant to protect women or any athlete. Us Wisconsinites can see this is simply a tool of hatred. I do not think this bill will pass. But I would like to ask if any of you can name a single trans athlete in Wisconsin. Please understand that this is a non issue, founded in misunderstanding and misinformation, that is only meant to display bigotry. I point out that athletes on the national level have spoken out in support of trans athletes participation. This includes soccer player Megan Rapinoe, tennis player Billie Jean King, Stanford swimmer Brooke Forde, NBA star Dwyane Wade, Canadian soccer phenom Erin McLeod, and WNBA star Napheesa Collier. There is also support from organizations such as Ivy League, an American collegiate conference and College Swimming and Diving Coaches Association of America.

I also question how a bill like this would be upheld. It would require invasive questioning or even invasive examinations that wouldn't just endanger trans people. Policing trans individuals means that cisgender athletes would also be under scrutiny. Before you say that this cannot happen I would like to point out that it already does. This happened with Imane Khelif, a professional boxer from Algeria and Olympian. And we have seen this with a teen girl from Utah who was wrongly accused of being transgender by a member of Utah State Board of Education. As a result the young girl was harassed and threatened.

On a personal note, I encourage people to search inside themselves and question why they are afraid of transgender people. Without using their own religious views and thinking outside of their skewed understanding of the Bible. Time and time again you fear us. Whether or not it is in the bathroom or on the field. And time and time again, statistics show that we are not the ones you should be afraid of. We are far more likely to be victims than villains. And I speak out because I should not be barred in participating in sports if I choose to do so.

Thank you for your time,

Jesse Goyette
Cedarburg, 53012

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear Representatives,

My name is Jeremiah Freeman, I am a Wisconsin constituent and resident of Milwaukee, WI. I am submitting a written testimony against Assembly Bill 102 proposed in the Assembly Committee on Education meeting on March 11th.

AB 102 is clearly crafted as a trans athlete ban. These bans come at a time of unprecedented anti-trans legislation proposals across the US and do nothing but alienate transgender people and create a climate of fear rather than cultivation.

As one of your constituents, I implore you all to vote against this proposed bill.

There are very few trans athletes to begin with, and many more important issues you should be focusing on. It is absurd that this is even a debated topic to begin with; trans people are human beings and should not have their rights taken away. Trans people are human beings and should not be subject to political debates on whether or not they're allowed to live, they should be allowed to exist in peace- as any human being should. Laws banning transgender people from aspects of daily life is a threat not just to trans people, but cis people too- especially many cis women. For example, (cis) women who do not fit into an arbitrary expectation of femininity have often been targeted in public bathrooms for being suspected of being trans, and have faced violence and harassment as a result of this.

These proposed bills/laws/etc are only going to cause more harassment and violence towards women, children, trans people and many others.

Stop pretending you are protecting women with these sort of proposed bills- you are only causing harm. Protect your fellow human beings, and your constituents- we are the people you represent, so represent us!

Trans people exist and will continue to exist! To enact this bill is to enact violence upon trans people. As Representatives in Wisconsin, I ask that you acknowledge all of the trans people you represent, and in good conscience vote against AB 102.

Sincerely, Jeremiah F.

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear Representatives,

My name is Jaimielyn Burke, I am a Wisconsin constituent and resident of Madison, WI. I am submitting a written testimony against Assembly Bill 102 proposed in the Assembly Committee on Education meeting on March 11th.

AB 102 is clearly crafted as a trans athlete ban. These bans come at a time of unprecedented anti-trans legislation proposals across the US and do nothing but alienate transgender people and create a climate of fear rather than cultivation.

As one of your constituents, I implore you all to vote against this proposed bill. I am sick and tired and utterly disgusted that women--myself included--are the scapegoats this country hides behind in order to enact anti-trans legislation. If this country cared about women, it would throw its energy behind tackling our absurdly high birthing parent mortality rate, for starters. And for those parents that do survive pregnancy and childbirth, this country would give them resources to care for their children, such as paid parental leave. Instead, we continue to persecute trans people in the name of safety, while women are unsafe not in bathrooms or locker rooms but in their own homes; violence against women is more likely to occur at the hands of someone they know, like intimate partners. Don't even get me started on how in order to spread hate, supporters of this bill go so far as to pretend they care about women's sports in the first place while professional women athletes still make much less than their counterparts in men's sports. Never in my life have I felt that any of the trans women (or any of the trans individuals, frankly) that I call dear friends have taken away from my identity or made me feel unsafe. In fact, it is the same politicians who claim that they're standing up for me and other women and girls while denying and stripping away our rights that make me feel that way, and whose behavior emboldens other men to disrespect us on the regular. I have watched men in my profession debate respectfully with one another, but should a woman come up with an idea that pushes what they believe to be true, they scream their disbelief over her. I wish I were exaggerating but I assure you I'm not. Trans people have grown up witnessing this and the other symptoms of toxic masculinity that pervade our society and still choose to live their true identities. And you won't even let them feel affirmed in the sports they have passion for.

Trans people exist and will continue to exist. To enact this bill is to enact violence upon trans people. As Representatives in Wisconsin, I ask that you acknowledge all of the trans people you represent, and in good conscience vote against AB 102.

Sincerely,
Jaimielyn Burke (she/her)

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the members of the Assembly on Education,

We urge you to vote No on Assembly Bill 102.

Fairness is important in sports, but so is freedom. And we think where to draw the line should be up to the sport federations, not a blanket bill at the state level. For example, should the same rules apply between division I and division III? Much more research needs to be done before a blanket bill like this should move forward. This bill will cause harm. In fact, just introducing this bill will cause harm. Our transgender youth should be supported!

Surely there are more pressing educational issues (funding levels, achievement gaps, teacher retention, curriculum, increasing participation in sports, etc.) than this bill in search of a problem since so few trans athletes compete in college sports in Wisconsin.

Thank you for your time,

Tim and Mary Ellen Schmit
Madison, WI 53711
March 10, 2025

FROM: James W. Parlow, 2709 Oak Drive, La Crosse WI 54601

A letter to the legislators of the State of Wisconsin (considering AB 102 anti-transgender bills), in protest to the Bill being considered. This is a challenge to all of you to read.

Why are you afraid of helping children, specifically ones diagnosed with gender dysphoria?

Being transgender is best described as an intrinsic awareness that something is wrong with the way your body exists. The way your physical appearance is incongruent with the neurological components.

There are many human conditions, seen and unseen, that a person can sense when something is wrong, something is not right with their bodies, or emotional state. Millions of people seek medical advice when they sense something is not right. They seek expert assessments and diagnosis and can accept the expertly recommended treatment or counseling. They can also seek a different expert for an additional assessment and diagnosis.

Gender dysphoria is one of these diagnosis' that require a trained, educated, expert in the fields of biology, medicine and genetics, and is current on the latest research and discoveries.

The heart of the issue is the belief that "declares there are only "two sexes, male and female" and defines a "female" as "a person belonging, at conception, to the sex that produces the large reproductive cell." The order defines "male" as "a person belonging, at conception, to the sex that produces the small reproductive cell." <https://abcnews.go.com/Politics/trumps-definition-male-female-criticized-medical-legal-experts/story?id=1179>

While there are other biological inaccuracies with this statement, the basis is an attack on persons that are categorized as 'Transgender' or those assigned by visualization of their external genitalia characteristics at birth who state they are different from that category.

Question? Can a baby born with external female genitalia, and thus 'Female' later naturally grow male external genitalia? Most people say 'that is impossible.'

However, there is a condition known medically called **5 α -reductase**. In societies acknowledging this condition, it is known as "**Guevedoces**" or a term that, roughly translated, means "penis at 12." **The condition is caused by an enzyme deficiency in the fetus that inhibits testosterone.** Therefore, the male parts cannot develop in the womb and in childhood. Not until puberty does the DNA code engage and cause the body to produce the missing testosterone and to produce internal and external changes accordingly.

"Dr Julianne Imperato-McGinley, an endocrinologist at Cornell University in the US, investigated the phenomenon in the early 1970s. According to the [Urological Sciences Research Foundation](#) the Guevedoces were also known locally as "Machihembras" - first women, then man. She found that pseudohermaphrodites appeared to be girls at birth but developed muscles, testes and a penis during puberty as a result of an enzyme deficiency with 5-alpha Reductase. It is needed to convert testosterone to the biologically active dihydrotestosterone (DHT). Without it, the external genitalia appear similar to a female clitoris and labia."

<https://www.independent.co.uk/life-style/health-and-families/health-news/guevedoces-the-girls-who-grow-penises-at-the-age-of-12-10510919.html>

Of the 1000's of genetic disorders initiated by variations on the way various parts of our DNA (20,000 genes, proteins) match up or don't match-up, are damaged or lost at conception, some can be identified visually while others not identified until behaviors are demonstrated.

Left-handedness or Albinism, Achondroplasia (Dwarfism) and Downs Syndrome are observable examples. Progeria, Sickle Cell Anemia, Cystic Fibrosis and Huntington's Disease are examples of genetic based disorders that are unseen until they impact other organs of a body as it ages.

Can we definitely state that there is no combination of the intricate match up of proteins and other DNA parts during conception and development that could produce a person with a neurological beginning but develop a physical appearance of another? Having the nervous system developing one-way but because of errant DNA, develops a non-conforming appearance is not impossible by all we know from medicine, genetics and biology.

"CRISPR is what is called a gene drive or gene "editor." By introducing a gene known currently as CBX2 and theoretically FOXL2 and removing DMRT1, a study proved that in mice, ovaries could be converted to testes, while testes could be converted to ovaries."

"This does not change chromosomes XY to XX, but accomplishes the genetic instructions within the chromosomes to allow for perpetual modification" From:

<https://www.quora.com/What-can-gene-therapies-like-CRISPR-offer-the-transgender-community/answer/Heather-M-Rhodes>

Silence a single gene, and adult ovaries turn into testes. That adult tissues can be transformed in this way would be surprising enough, but doing so by changing a single gene is truly astonishing.
<https://www.nationalgeographic.com/science/article/one-gene-stops-ovaries-from-turning-into-testes>

"About 1 in 400 male and 1 in 650 female live births demonstrate some form of [sex chromosome](https://www.britannica.com/science/human-genetic-disease/Abnormalities-of-the-sex-chromosomes) abnormality, . . ." <https://www.britannica.com/science/human-genetic-disease/Abnormalities-of-the-sex-chromosomes>

"Disorders of sexual development (DSDs) are a range of conditions in which a person has characteristics of both sexes. These characteristics can happen due to chromosomal, gonadal (ovaries or testes) or genital differences — and they can appear at birth, during puberty or later in adulthood. Examples include people born with:

- Male (XY) [chromosomes](#) but genitals that appear female ([vulva](#)).
- Female (XX) chromosomes but genitals that appear male (penis or enlarged clitoris).
- Both ovarian and testicular tissue. This can cause the genitals to appear male, female or a mixture of both.
- Typical sex organs but an abnormal chromosome arrangement. This can disrupt growth and [development during puberty](#).
- Healthcare providers used to call DSDs "intersex" . . . conditions. a group of nearly 60 different conditions. Some of the most common include:
- [Androgen insensitivity syndrome](#) (AIS). [Congenital adrenal hyperplasia](#) (CAH).

- [Kallman syndrome.](#) [Klinefelter syndrome.](#) [McCune-Albright syndrome.](#)
- [Prader-Willi syndrome \(PWS\).](#) [Swyer syndrome.](#) [Turner syndrome.](#)

<https://my.clevelandclinic.org/health/diseases/disorders-of-sexual-development>

Humans don't develop perfectly because they are the product of two separate sets of different DNA contributions. The chances of a perfect match from one set to another are --

By sequencing the DNA from various individuals, scientists have found 15 million single nucleotide polymorphisms, 1 million short insertions and deletions, and 20,000 structural variants (The 1000 Genomes Project Consortium). Assuming each of these sites of variation has only two alleles and that none are synthetically lethal, this puts an estimate of the possible combinations from randomly assorting these variants at $2^{(1.6 \times 10^6)}$ or 10^{480000} .

Source: <https://www.physicsforums.com/threads/odds-of-identical-dna-theoretically-possible.746534/>

When we define the human species as only male or female we ignore all the chances of errors and mismatches that occur from imperfect DNA. Therefore, it is highly unlikely that we know absolutely everything about what variations that can and do occur. WE then cannot rule out, with absolute certainty, that transgender persons are a variation which occurs randomly, and is as natural as other genetic variations in people. WE therefore cannot discontinue research, medical and psychological assistance for those with gender dysphoria. We must respect them as much as we do others who are different from a perceived perfect human form.

Respect,

James W. Parlow

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the members of the Assembly Committee on Colleges and Universities

I wanted to state my gratitude towards this committee for the remarkable progress we must be making with higher education in WI if we are moving on to issues as niche as whether a small number of athletes are playing on a team that is consistent with their transgender status vs their sex assigned at birth. It is clearly the best use of this committee's time to spend on issues that impact a relatively small number of individuals rather than consider how to fund education fully and benefit all of Wisconsin. While I guess that this plays well to some of the voter base, it is at the expense of moving WI forward.

While as a scientist I could explain all of the ways that sex is one of the most complicated terms to define in science and that sex assigned at birth is not a reliable determination of whatever you think means female or male, I suspect you don't care about facts. The language of the bill shows how disturbing and discriminatory this act will be - you simply edit the anti-discrimination language banning sex-bias to be 'except'? I've seen this story before - the initial group you are going after will not be your last.

I am clearly in opposition to this bill, and am ashamed that taxpayers are paying you while you waste time that could be spent on real problems.

Pam Kreeger, PhD
Middleton WI 53562

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Good morning,

My name is Melissa. I'm a 50 year old woman who was born and raised in Wisconsin. Wanderlust led me away from this beautiful state for five years. I spent these years in very different cities-one in the deep south and one in the southwest. By all rights did not have a lot in common. However, there was one principle aligning them: cultural diversity and acceptance of people who are different.

I left areas where I felt warmth, love, and beauty in every moment I was awake. Diversity was something to be embraced and celebrated. Pride wasn't just an excuse to sell rainbow or pastel tchotchkes in the month of June. Hate crimes were taken and prosecuted seriously. Overall, people who didn't agree with the way people were born and lived went by the old adage "if you can't be nice, be quiet". When hate got too ugly and loud, people were unafraid to call the offenders out even louder

When I did return to my home state in November 2023, it was a shock. I was thrust back into a climate I had grown up with, but was no longer accustomed to. Winter weather and the troubles that come with it were simple to acclimate to. The deeply ingrained culture of intolerance was not.

Unfortunately, in the year 2025, people remain unable to accept that everyone is different and that diversity is what helps align us to other members of society. When we take a moment to reflect on the differences and challenges others have to overcome, it creates a culture of understanding between its members

The proposed legislation of AB 100 and AB 102 seeks to further alienate members of society from one another. Participating in organized sports has been proven to be extremely beneficial to children and young adults. There have been multiple studies that support this point, but one of the stand out findings is that organized sports help the mental health of its participants.

Transgender humans are already woefully underrepresented and unsupported in our society. Mental healthcare resources are already stretched thin in our nation, and funding that helps increase access to these critical services is in danger of being eliminated.

Forty percent of transgender youth and adults have thought about or attempted suicide in the past year. Reasons cited among the participants in this study include feelings of isolation, a lack of support system or understanding, and depression. Organized sports have been proven to improve social interaction, assist in emotional regulation, and create friendships for participants.

Wisconsin is a cold state by nature. Its citizens don't have to be. By voting against AB 102, you can increase access to the resources that transgender people have repeatedly said they need to feel human.

If you remove the constraints of sex assigned at birth and gender identity, we are all humans. You are in the unique position to help make this state live up to its motto. All of you can truly move forward as human beings, by moving against this harmful, divisive, and exclusive bill

It's difficult enough to be a human navigating the universe. Let's remove this unnecessary obstacle and allow the people who feel like outliers searching for a place to belong find their place of acceptance and forge the connections we all so desperately need.

Thank you for listening.

Sincerely,

Melissa Bindert

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear Assembly Committee on Colleges and Universities:

My name is Danielle St Louis, I am a resident of Fitchburg (53719), and I am writing to ask you to vote NO on AB102.

I competed in track and field throughout high school and college, and I can't stress enough how critical that experience was to my personal development. In college, my track coaches were my mentors -- both on and off the track, and my teammates were my family. I learned dedication and perseverance and how to show up for my team in both victories and defeats. By being a part of that team, I learned what it really meant to be a member of a community. And trans athletes deserve to have that experience - to be a part of collegiate teams - and communities - too. Trans women belong in women's sports.

I oppose this bill because it is intended to villainize and scapegoat a minority population under the guise of "protection." But the sponsors of the bill aren't able to cite specific examples of trans athletes that have posed a risk or brought harm to other athletes or point to actual Wisconsinites that have been harmed by trans athletes. Instead, this bill will do harm to a population that has done nothing wrong other than be themselves. Trans women belong in women's sports.

There are so many other REAL issues our state legislatures should be addressing: the climate crisis, the housing crisis, the healthcare crisis -- these are ACTUAL problems, and addressing them could actually help Wisconsinites. Or how about gun control? If you really cared about protecting Wisconsinites, you'd protect us from real dangers, not from one you're making up.

So please vote NO on AB102.

Best,
Danielle St Louis

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Hearing Date: 3-11-2025

Dear members of the Assembly Committee on Colleges and Universities:

My name is Sandy Brown and I am a concerned WI resident. I am testifying in opposition to Bill AB102. I was opposed to limiting transgender girls in sports in our schools, so I am opposed to limiting that at the collegiate level as well.

Every time you introduce these bills and have these discussions, you are instilling fear and concern in our transgender people and especially youth. I care about all transgender people and have been working to help them experience a full life since 1997. Please oppose AB102.

Thank you,

Sandy Brown

Sturgeon Bay, 54235

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear Representatives,

My name is Natalie Repinski, I am a Wisconsin constituent and resident of Shorewood, WI. I am submitting a written testimony against Assembly Bill 102 proposed in the Assembly Committee on Education meeting on March 11th.

AB 102 is clearly crafted as a trans athlete ban. These bans come at a time of unprecedented anti-trans legislation proposals across the US and do nothing but alienate transgender people and create a climate of fear rather than cultivation.

As one of your constituents, I implore you all to vote against this proposed bill. Athletes of all ages work hard to participate in the sports that they love. Sports, no matter at what age, brings people together in teamwork and sportsmanship. We must not let this bill divide us!

Trans people exist and will continue to exist. To enact this bill is to enact violence upon trans people. As Representatives in Wisconsin, I ask that you acknowledge all of the trans people you represent, and in good conscience vote against AB 102.

Sincerely,
Natalie Repinski

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear representatives,

My name is Cole McMillin, I am a Wisconsin constituent and resident of Milwaukee. I am substituting a written testimony against Assembly Bill 102 proposed in the Assembly Committee on Education meeting on March 11th.

AB 102 is clearly crafted as a trans athlete ban and to restrict name and pronoun changes for trans kids, respectively. These bans come at a time of unprecedented anti-trans legislation proposals across the US and do nothing but alienate transgender kids and create a climate of fear rather than cultivation.

As one of your constituents I implore you all to vote against these proposed bills. I have personally seen what bigotry and hate can do to the children of our world. I was in high school when a dear friend of mine killed himself, to have a sophomore kill themselves because of the hate and vitriol spewed is disgusting and shameful for this country. We cannot then legalize this hate and lead so many more over the edge, it is wrong and frankly goes against the founding principles of this country. We must live and let live, we do not interfere with the lives of others here.

Trans people exist and continue to exist at every age. To enact these bills is to enact violence against trans people. As Representatives of Wisconsin, I ask you to acknowledge the trans people in our midst and work to stifle hate. Please vote against AB 102.

Sincerely,
Cole McMillin.

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear Committee on Colleges and Universities,

I am writing to express my strong opposition to the proposed bill AB102 that seeks to ban transgender athletes from participating in University of Wisconsin athletics that align with their gender identity. As a parent of a transgender child, I am deeply concerned about the harmful implications this bill would have on my child and others like them who deserve to participate in sports that align with their gender. I have lived in Wisconsin for nearly my whole life and attended UW-Milwaukee for my Master's degree. I competed in athletics during my undergraduate education at Case Western Reserve University and am an NCAA All-American in the discus throw. I know first hand that women come in kinds of shapes and sizes, and I am often stronger than the men around me. I would have had no issue competing against trans women, and honestly I probably did without even knowing it.

Sports are an essential part of a well-rounded education and development, offering students opportunities to build confidence, teamwork, and resilience. By denying transgender athletes the opportunity to compete, this bill sends a message that their identities are not valid and that they do not belong. My child, like so many others, should be given the same opportunities to succeed and grow in athletics, just like their cisgender peers.

Athletic institutions already have policies in place to ensure that transgender athletes can compete fairly. These policies often include specific requirements related to hormone levels and other medical guidelines to ensure a level playing field. The existing frameworks are designed to balance fairness with inclusion, and they provide the necessary safeguards to ensure that all athletes, regardless of gender identity, are competing under the same conditions. This bill is unnecessary because the rules already address these concerns and allow for fair competition.

Transgender students already face numerous challenges in society. Discriminating against them in the realm of sports only adds to the stigma they experience daily. It is important that we foster an inclusive and supportive environment at our universities—one that promotes equality and understanding for all students, regardless of their gender identity.

This bill would not only harm my child but also create a culture of exclusion, one that undermines the values of fairness and respect that should be central to our educational institutions. I urge you to reconsider this bill and protect the rights of all athletes, including transgender students, to participate fully in university sports.

Thank you for your time and consideration.

Sincerely,

Elizabeth Ehrke
Milwaukee, WI 53207

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To Whom it May Concern,

My name is Carly Klein, and I am a resident of Milwaukee County (ZIP 53211). I am writing to express my strong opposition to AB102, a bill that unfairly targets transgender individuals and restricts their right to participate in sports.

Every person should have the opportunity to engage in athletics, regardless of their gender identity. Sports are meant to foster teamwork, discipline, and a sense of belonging—values that should be accessible to all. This bill is not about fairness; rather, it is a discriminatory measure that singles out transgender individuals, promoting exclusion and harm instead of equality and inclusion.

Wisconsin should be a place where everyone is treated with dignity and respect. Legislation like AB102 does not reflect the values of fairness and inclusivity that our state should uphold. I urge you to stand against this harmful bill and advocate for policies that support and protect all Wisconsin residents, including transgender individuals.

Thank you for your time and consideration. I appreciate your commitment to representing our community, and I hope you will oppose AB102.

Sincerely,

Carly Klein

Milwaukee County Resident (53211)

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To Assembly Committee on Colleges and Universities,

I oppose Bill AB102. This bill is discriminatory, degrading, and unkind. A person's sex is made up of multiple biological characteristics and they may not all align as typically male or female in a given person. Many people who are not trans can have hormone levels outside of the range considered typical of a cis person of their assigned sex. This bill supports an erroneous claim that allowing trans athletes to compete will harm cisgender women. This divide and conquer tactic gets it exactly wrong. Excluding women who are trans hurts all women. It invites gender policing that could subject any woman to invasive tests or accusations of being "too masculine" or "too good" at their sport to be a "real" woman.

The idea that women and girls have an advantage because they are trans ignores the actual conditions of their lives.

When an athlete gets to play sports on a team where they belong, that can make such a huge difference. Now is the time to show our trans kids love and support, not exclusion. This bill would start another culture war at the expense of our young people.

There are so many issues that our communities are facing, and yet Republican legislators prefer to focus their energy on using the full weight of the government to bully the transgender community in our state.

Kay Rhode
Mount Horeb
53572

Dear Representatives,

My name is Sabine Wolter, I am a Wisconsin constituent and resident of Milwaukee. I am submitting a written testimony against Assembly Bill 102 proposed in the Assembly Committee on Education meeting on March 11th.

AB 102 is clearly crafted as a trans athlete ban. These bans come at a time of unprecedented anti-trans legislation proposals across the US and do nothing but alienate transgender people and create a climate of fear rather than cultivation.

As one of your constituents, I implore you all to vote against this proposed bill.

Trans people exist and will continue to exist. To enact this bill is to enact violence upon trans people. As Representatives in Wisconsin, I ask that you acknowledge all of the trans people you represent, and in good conscience vote against AB 102.

Sincerely, Sabine

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the members of the Assembly Committee on Colleges and Universities,

My name is Hannah Behm, and I live in Milwaukee, WI 53202.

I am writing to oppose Assembly Bill 102.

Everyone deserves to participate in sports that align with their identity, and I want to live in a state where that is a reality instead of a state where the government is targeting a tiny minority of people to exclude them from opportunities and a sense of community and belonging.

Furthermore, targeting trans people also targets all women and girls. CDC research shows that states with laws banning trans people from sports have lower participation of all girls in sports. As an aunt to two young nieces, I want to ensure they are safe and welcome in sports and aren't subjected to the kind of inappropriate and invasive questioning that this bill would bring about.

As someone who attended college in this state and has as a student supported and continues as an adult to support college sports teams in this state, I want to know that those teams are giving everyone equal opportunity, including trans athletes.

Thank you for your time,
Hannah Behm

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear members of Committee of Colleges & Universities

I oppose Assembly Bill AB102.

My name is Sydney, and I am a resident of Madison, WI. I have lived in Wisconsin for nearly 30 years and am a former cross-country athlete, both at the high school (Madison West High School) and collegiate level. I am also a Physician Assistant actively working to improve the health of my fellow Wisconsinites every day. I care deeply about the members of my community, and as a proud Wisconsinite, I feel compelled to speak on this issue that directly impacts my friends, colleagues, and fellow athletes.

I am writing to urge you to vote NO on AB102 because I believe collegiate sports should remain a place where athletes are judged by their dedication, effort, and teamwork—not by exclusionary policies rooted in misinformation. My experience as a collegiate cross-country athlete provided me with lifelong friendships and a sense of belonging. Imagining trans athletes being excluded or forced to worry about discrimination instead of focusing on their sport is unacceptable. This bill fosters a culture of fear and exclusion, targeting trans athletes in a way that is both unnecessary and harmful. Every student-athlete deserves the opportunity to compete without fear of discrimination.

I felt the need to testify because I refuse to stand by while a bill that promotes exclusion and discrimination is considered. Trans college athletes, like all athletes, deserve support and inclusion, not targeted exclusion based on misinformation and fear. As a Physician Assistant specializing in Headache Medicine, I have worked with trans patients and have seen firsthand the negative effects that discrimination has on mental and physical well-being. Chronic pain and mental health are deeply connected, and I have a disproportionately high proportion of LGBTQ patients due to the well-documented link between trauma, mental health, and chronic pain. Exclusionary policies like AB102 only exacerbate these issues by further isolating and stigmatizing an already vulnerable population.

There are better solutions to ensuring fairness in collegiate sports—ones that do not rely on the exclusion of trans athletes. Rather than implementing bans, we should look to the policies already in place by organizations such as the NCAA and the International Olympic Committee, which have created inclusive frameworks that allow fair competition. Moreover, myths about trans athletes having an unfair advantage are not supported by science. Research and expert analysis show that there is no single biological factor that determines athletic success. Instead of singling out trans athletes, we should focus on fostering inclusive environments that benefit all student-athletes.

Thank you for taking the time to hear my concerns. I urge you to stand on the right side of history and vote NO on AB102. Protecting the integrity of collegiate sports should never come at the cost of excluding and harming vulnerable athletes.

Sincerely,

Sydney Tardrew

Madison, WI 53704

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the members of the Committee on Colleges and Universities:

I am writing to strongly oppose AB102. My grandfather was inducted into the High School Football Coaches Hall of Fame--our family has always believed strongly in sportsmanship, fairness, and freedom to play. As a college teacher (speaking for myself, not as a representative of my university), I strongly oppose any ban on trans and nonbinary athletes playing sports on the team of their choice. Trans and nonbinary young people have rights to privacy and bodily autonomy and should be able to benefit from sports programs just as cisgender young people do. No one is harmed by allowing trans athletes to play sports as themselves. Scapegoating a tiny, embattled minority, in a moment when trans people are being targeted by the highest office in our country, is a cruel attempt to manipulate the public. I believe strongly in rights for girls and women and I believe that those rights are completely unaffected by the participation of trans and nonbinary athletes. Do the right and humane thing and do not pass this ban. As my grandfather would say: be a good sport.

Thank you for your time,

Kate Beutner
Wauwatosa, WI 53213

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the Members of the Assembly Committee on Colleges and Universities:

Representative Murphy (Chair)
Representative Nedweski (Vice-Chair)
Representative Kreibich
Representative Moses
Representative O'Connor
Representative Allen
Representative Piwowarczyk
Representative Emerson
Representative Joers
Representative DeSmidt
Representative Stroud

I am against AB102. According to NCAA President Charlie Baker, there are over 500,000 NCAA athletes and of those, less than 10 identify as transgender. See <https://thehill.com/homenews/lgbtq/5046662-ncaa-president-transgender-athletes-college-sports/>. It is a sad place that we have come to this argument.

As a Wisconsin born 69 year old grandmother of a very dear, intelligent, creative, caring, and joyful Nonbinary grandchild and as a cousin to two transgender adults and one nonbinary child, I feel strongly that a person deserves to be identified as they identify themselves and to play sports with the people they identify with especially in school. It is respectful and affirming to them as the person they are. Taking away that respect and affirmation makes the person feel dehumanized. It makes them question their worth as a human being. It can cause mental anguish and even suicide.

I am also a registered nurse for the past 45 years and spent 28 of those years as a School District nurse. I have worked with many youths and teens who identify in the LGBTQI+ community and some are transgender/nonbinary. Gender is not about external genitalia. It is about the biological influences within one's body. Hormones and genetics play major parts in a person's identification. People who do not understand and do not accept this and prevent people from being who they are being very discriminatory and very cruel. There are many biological influences for gender identification. I know personally how important it is for a person to use the bathroom and locker room in which they feel comfortable using. This includes sports teams.

The mental health and well-being of many people are in your hands. You have no idea the pain and fear transgender and nonbinary people feel and experience. The bullying of our transgender and nonbinary youth can be very cruel. Our representatives and senators are to do right by all. Please stop the fear mongering. Be kind. Be caring. Stop AB102.

Terri Mael, BSN, RN

Berlin, WI 54923

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the members of the Assembly Committee on Colleges and Universities,

I am writing in my capacity as a private citizen to oppose bill AB 102. This recent wave of proposed anti-trans legislation is actively harmful to our state's trans and nonbinary students, and helps no one except politicians attempting to spread fear and hate.

In particular, trans sports bans claim to be protecting women and yet only create harm and invite the possibility of invasive questioning and examinations for all female students.

Playing on an interscholastic tennis team was a crucial part of my own education: giving me confidence, a more well-rounded and grounded sense of myself, strong friendships, and a foundation for seeking out the kinds of exercise I still enjoy today. We know college and university sports are invaluable in the physical and mental health benefits they offer our students, and the idea that the proposed bill would actively deny these opportunities and benefits to my trans and nonbinary students is unconscionable to me.

I call on you to stand against hatred and fear, and stand up for our trans and nonbinary students by opposing bill AB 102.

Sincerely,
Katie Kirchgasser
Madison, WI 53704

Dear Members of the Assembly Committee on Education,

My name is Carla Rattunde, and I am a resident of Madison. I urge you to vote NO on Assembly Bill AB102. As a Wisconsinite, I believe **the government has no right to dictate who can play with whom.**

This bill is based on flawed reasoning and discriminates against intersex individuals, who are born with physical traits that do not fit neatly into the typical male or female categories, meaning their chromosomes, hormones, or genitals may not align with standard binary definitions. This can lead to different experiences during puberty, meaning although an intersex person might have an M or F on their birth certificate, they may present differently in adulthood. **This bill would discriminate against intersex individuals based on their sex, which is unconstitutional.**

Moreover, this bill is harmful and can put our trans and intersex neighbors, friends, classmates, and teammates at risk for bullying. A trans girl or intersex person may face harassment in male-designated locker rooms, leading to increased bullying and suicide rates. I understand that some individuals may ignorantly feel uncomfortable having a trans woman play on a women's sports team; however, taking estrogen often leads to a decline in athletic performance for trans women. **Our government shouldn't exacerbate the exclusion and stigmatization of people based on their gender and appearance,** especially not out of ignorance.

Personally, intramural sports where all genders play together are my favorite. They are a great source of camaraderie, and there is no reason for the state to ban those opportunities for building school spirit. Sports provide essential academic, emotional, and social benefits, helping young people develop important skills. A 2022 HRC Foundation/University of Connecticut study found that **high school-aged transgender and non-binary student-athletes reported higher grades and lower levels of depression than those who did not play sports.**

This bill, however, teaches fear and discrimination against trans peers. Our policies should not endanger our loved ones or exclude them from opportunities for joy and community. I will not stand for such hatred and unconstitutional discrimination in my community.

Thank you for voting NO on Assembly Bill AB102 and for protecting our right to choose who we play with.

Sincerely,

Carla Rattunde

Madison 53703

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear members of the Assembly Committee on Colleges and Universities -

I oppose bill AB102.

My name is Melissa Laasch. I live in Oconomowoc with my wife and 2 teenage daughters, neither of whom are transgender. I am currently a Registered Nurse serving Wisconsinites for the past 16 years.

I am very concerned about this bill for a number of reasons. I grew up in a small rural town in southeastern Wisconsin. I participated in several sports from an early age through high school. Some of my fondest memories from grade school, middle school, and high school are centered around the teams I participated on. I cannot imagine being banned from even one of those teams. This improved my health physically, but more so mentally. It helped build some of my longest and most cherished lifelong friendships. I believe that without sports I would have engaged in high-risk behaviors and that my story would have been quite different.

I feel that transgender individuals are currently being singled out and attacked without reasoning. They are people, not a political agenda under the false pretense of "fairness." Inclusion is important at all ages, but especially for our teenagers and young adults. Sports have a positive impact on all individuals and so much can be learned including communication skills, how to solve problems, leadership, and a sense of community. Girls especially are more likely to report higher self-esteem, get better grades, and have more confidence in themselves. Everyone should have access to these positive experiences.

I am extremely disappointed as a constituent of the co-author of this bill, Barbara Dittrich, who often boasts her concern for mental health when many young people's lives are literally on the line. According to the Trevor Project, from 2018-2022 anti transgender laws significantly increased incidents of past year suicide attempts among transgender and nonbinary youth by as much as 72%. Even closer to home a transgender student from Oconomowoc high school tragically took their own life just a couple months ago. I am not sure how much closer to home this needs to get in order to understand just how devastating introducing these laws is and the hateful rhetoric that ensues.

I am also concerned about how this bill would be enforced. It feels like an extreme invasion of privacy. This also has the potential to be extremely harmful to a marginalized group of people. The NCAA reports 10 persons who identify as transgender. This is total amongst ALL NCAA athletes. This is a serious waste of time and taxpayer money by our elected officials.

Please stop introducing hateful bills and focus on inclusion. Thank you for reading my testimony.

Kindly,
Melissa Laasch
Oconomowoc, 53066

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear Assembly Committee on Colleges and Universities,

My name is Elizabeth Deterding, and I'm a Madison resident from zip code 53714. I'm writing to oppose AB102.

Last December, NCAA President Charlie Baker testified to his belief that fewer than 10 of the U.S.'s approximately 500,000 college athletes are transgender. In addition to this bill affecting about .002% of college athletes, there is no conclusive evidence that transgender athletes have a performance advantage over their cis teammates. Therefore, it's hard to see this bill as anything other than a solution in search of a problem. While it solves no problems, it certainly presents opportunities to create new ones.

As a ciswoman who is also 6'3" and has had her gender questioned in places like public restrooms, I find this bill deeply troubling. Bills like AB102 give an athlete's teammates, coaches, and competitors permission to act as gender police. Whenever a female athlete's body is too big, her hair is too short, or some other element of her appearance doesn't comply with the ideal feminine standard of the day, she may be subject to invasive questioning and examinations. My experiences with having my gender questioned have been distressing; if I were subject to examinations, they would be frankly traumatizing. If I understand this bill's language correctly, there are no consequences for an accuser's making a claim against another athlete's gender in bad faith, which opens the door to further harassment.

While the bill doesn't specifically say so, I'm assuming that by only providing redress for female athletes who report violations, the bill's authors intend to "protect" women with this legislation. In reality, this bill will only subject athletes (trans and cis alike) to painful harassment and humiliating and harmful invasions of their privacy and bodily autonomy. There is no justifiable reason that trans athletes should not play on the teams that align with their gender identity. I ask that this bill be opposed, and if the authors truly are intent on protecting female athletes, they could always turn their attention to equal pay.

Best regards,
Elizabeth Deterding

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Tuesday March 11, 2025

Dear members of the Assembly Committee on Colleges and Universities -

I oppose bill AB102.

My name is Alissa Laasch. I was born and raised in Wisconsin, but most recently reside in Oconomowoc with my wife and two teenage daughters. I am an Occupational Therapist at a local hospital and work with individuals of all races, genders, ethnicities, sexual orientations and religions. I am writing to oppose bill AB102.

I grew up playing competitive volleyball and softball. I started playing at a very young age and continued playing through high school and even into college. Sports were a huge part of my ability to learn time management and responsibility, make friends, stay active and healthy, both physically and mentally.

I think sports are vitally important for youth and young adults. This is why I strongly feel as though they should be made available to everyone. Not only should it not be discriminated against to begin with, but according to Charlie Baker, the NCAA president, fewer than 10 out of the over 500,000 athletes that play at the collegiate level identify as transgender. I feel this is a waste of time, energy, and money to try to pass a law that would affect so few. My concern is the trickle down, the slippery slope, that this would cause at younger levels. It would lead to discrimination at the high school and middle school levels. These are the ages when inclusivity is needed most for mental health. Please remember transgender individuals are people with the same goals, needs, and desires as your kids have. I ask that you do not limit their access to the same activities I gained so much from as a young person.

Thank you for taking the time to read my testimony.

Alissa Laasch

Oconomowoc 53066

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the Assembly Committee on Colleges and Universities,

My name is Jill Nagler and I'm a resident of Madison, WI, 53719 and lifelong resident of Wisconsin.

I write to you in staunch opposition to AB 102.

Here we are again, with state politicians engaging in manufactured outrage towards the transgender community for no logical, sensible, rational, or ethical reason. And here we are with the complete lack of acknowledgement of how bills that refer to "sex" as a dichotomous, immutable characteristic are dangerous for all intersex individuals as well as people who do not conform to gender stereotypes - by intention or by perception.

More manufactured outrage for no other purpose than to deflect and place blame on transgender people and attempting to define who is a woman - and othering all women -instead of actually addressing real issues that impact the well-being of all women collegiate athletes, such as inequitable facilities, sponsorship, and scholarships, as well as issues of sexual violence by cisgender men towards women that remains to be prevalent across U.S. campuses despite minimal efforts at addressing the problem.

Putting forth these bills puts women in more danger as it encourages violence against all women and especially any woman who may be perceived as too athletic, or not feminine enough.

Facts - all athletes are physically gifted - only a small number of athletes make great achievements or go on to win awards; most athletes that play sports in college do not go on to play professionally; and most people don't pay attention to most college sports aside from men's sports.

Admit that you only care about women and women's sports when it serves your political interests without needing to sincerely invest in uplifting women or women's sports.

Put in the work to address actual social issues instead of falling into the cycle of fake outrage that actually does lead to violence against women.

I implore you to oppose all anti-trans bills as they are cruel, unconstitutional, unethical, and seek to target vulnerable communities with manufactured outrage.

Please act with humility, ethics, sensibility, and compassion and end this assault on the transgender community in Wisconsin.

With gratitude,

Jill

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

My name is Marisa Schuldes and I am a concerned Wisconsin resident. I am testifying in opposition of the bill AB102.

I find it abhorrent that our elected officials are pouring time and energy into bills that will affect so few people. Only about 0.5% of adults in the United States identify as transgender. Yet this miniscule proportion of people seems to live rent free in the minds of our representatives. In attempts to “protect” almost no one from this tiny group, this bill banning trans people from competing in sports will likely bar cis and intersex people from participating as well. It is more common to be intersex than it is to have red hair, so a substantial number of people might be blocked from participating as the sex they went through puberty as just because of their genitalia presentation at birth. Moreover, requiring a birth certificate for entry into a sport creates unnecessary barriers even for cisgender athletes. Those who are estranged from their parents or have simply lost the paper will be unable to participate. Finally, I oppose this bill because it will add fuel to the “trans panic” fire. Routinely, those who are anti-trans participate in a phenomenon called “transvestigation”, where an individual’s assigned sex at birth is called into question due to numerous variables such as the tone of their voice, their adam’s apple—or lack thereof—or the way their body is built. Cisgender people often find themselves the victims of these trans witch hunts. If this bill is passed, cisgender and transgender athletes will undoubtedly find themselves being transvestigated—possibly just because their opponent is jealous and resentful. Giving these claims a legal basis is a mistake. For that, and all aforementioned reasons, I strongly oppose AB102.

I urge the council to vote no on this bill, and move towards passing protections for trans Wisconsin residents—not prohibitions.

Thank you for reading my testimony, your consideration of these matters and solutions is much appreciated.

March 11, 2025

TO: The entire Assembly Committee on Colleges and Universities

RE: Opposition to anti-trans bills including the proposed AB102

Dear Committee Members,

I am writing to you today as a mother, an advocate, and a lifelong Wisconsin resident in strong opposition to AB102, which seeks to ban transgender students from participating in collegiate sports in alignment with their gender identity. My opposition is deeply personal, as I am the proud mother of a transgender adult son whose life has been enriched beyond measure through inclusion in sports, social activities, and gender-affirming care.

My son, Aspen, transitioned as a teenager and has now flourished into a confident, independent adult. Like so many parents of transgender children, my greatest hope was for him to live a full, happy life — and that has been made possible through acceptance, inclusion, and access to affirming care. Denying transgender students the right to participate in sports aligned with their gender identity is not only harmful but goes against everything we strive for in fostering community, resilience, and teamwork in our children.

Research overwhelmingly supports the inclusion of transgender youth in sports and demonstrates that gender-affirming care saves lives. According to the Trevor Project's 2022 National Survey on LGBTQ Youth Mental Health, transgender and nonbinary youth who reported high levels of social support from friends and family were significantly less likely to attempt suicide. Sports offer one of the most powerful forms of socialization and belonging. Excluding transgender kids from participating in sports sends a devastating message that they are not welcome — further isolating them from their peers and community.

Additionally, there is no credible scientific evidence to support the claim that allowing transgender students to participate in sports undermines fairness or safety. The National Collegiate Athletic Association (NCAA), International Olympic Committee (IOC), and numerous other athletic organizations have implemented inclusive policies that prioritize both fairness and inclusion. Studies show that there is no universal physiological advantage for transgender athletes, especially after receiving gender-affirming care. According to a study published in the Journal of Sports Medicine, there is no significant evidence to suggest that transgender women have any inherent athletic advantage after undergoing gender-affirming medical care. Furthermore, states that have implemented inclusive sports policies have not reported any negative impact on cisgender athletes.

What I know, without any shadow of a doubt, is that my son is here, thriving, and living a life that once seemed unattainable to him before transitioning. He is healthier, happier, and more successful than he ever imagined for himself. And I have no doubt that his participation in sports and inclusive spaces played a critical role in building his confidence and connection with others. Any attempt to strip these opportunities from transgender youth is both cruel and unjust.

I also recognize the frustration that many parents like myself feel when witnessing political debates where our children's existence becomes a talking point. These debates are often fueled by misinformation and fear, rather than compassion or facts. I urge you to listen to the stories of transgender youth and their families. I urge you to recognize the harm that exclusion causes. I urge you to vote against AB102.

Furthermore, I want to express my deep opposition to all of the anti-trans bills currently being considered, including AB100 (K-12 athlete ban), AB103/SB120 (forced outing of trans students), and the upcoming AB104 (trans healthcare ban). Every single one of these bills is harmful and cruel, sending a clear message that transgender people do not belong — when in fact, they do. My family, and countless others like ours, will never stop fighting for their right to live full, joyful, and autonomous lives.

Michelle Morris
Greenville, WI

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the members of the Assembly,

I am writing in opposition to the bills AB102, which seek to restrict Transgender Athlete's rights in Wisconsin.

I am born and raised in Wisconsin for nearly four decades, and this bill will adversely affect our state and communities within in untold ways. To put it plainly, this bill is the Republican party seeking to do legally harm a minority community, for no apparent reason other than the goal of causing harm. To borrow a phrase levied at then Senator McCarthy decades ago, 'Have you no decency?'

Of all the goals you could be focused on at this moment, you are choosing malice and pain towards students over quite literally any other form of support this state currently needs. Workers Rights, equitable tax distribution, equitable tax contributions, caring for the environment, to name but a few goals for the common good. Rather than take on any of that, well, here we are.

I will close by asking what other minority groups you would seek to hide from public view again because you feel irked by their existence? Why can we not just let our athletes grow up and thrive?

In Opposition to AB102 on March 11, 2025,

Bob Grabow
Madison, WI 53718

Tuesday, March 11, 2025

Hello Committee Members,

Thank you for including my testimony in your consideration of AB 102. My name is Karen Polnitz, I am a resident of Madison, a queer woman, an educator, a mother, and I am writing today to request your votes in opposition of AB 102.

What a disappointment it is to have to provide testimony not one week after providing testimony in response to the anti-trans bills proposed last week.

Once again it seems that malicious lies and an unwillingness to factor gender diverse voices into the formation of these bills has created the potential for legislation that will undoubtedly cause harm upon the lives of young people. If those who introduced this bill had taken the time to sit down with and listen to gender diverse athletes, they would have heard stories from people who finally found peace in their bodies and spirits by being able to be seen and participate in life as the gender they know themselves to be. None of us could possibly understand another person's true sense of self better than that individual themselves.

To be seen and participate in a sport in alignment with one's true gender identity is why a trans person plays a sport on their correct team. That is what they would tell you. It is not, as those without firsthand experience in living a trans experience might tell you, for an advantage or in order to get a glimpse in a locker room. Trans athletes may also struggle to reach high acclaim or success in their athletics and may even face more significant challenges within the spaces of their gender assigned at birth than in the spaces designed for their true gender.

I urge you to listen to trans and gender diverse athletes who simply want to play. Please let them play. Hear their stories of struggle, of liberation, of joy, and may they inspire you to use your power in making a decision that honors the self determination of all your constituents. Please oppose AB 102.

With respect,

Karen Polnitz
559-760-4427
karenpolnitz@gmail.com
Madison, WI 53704

Tuesday, March 11th, 2025

Benjamin Lebovitz (he/they)

balebovitz@wisc.edu

WI Resident: Madison, 53703

Chair Murphy and Members of the Assembly Committee on Colleges and Universities,

I write to express my strong opposition to Assembly Bill 102. Though I appreciate the chance to share my opposition, I grow weary of repeating my words in front of so many of the same committee members. As a National Board-Certified Teacher and a Ph.D. student deeply involved in studying the impact of support systems on trans individuals, I stand firmly against the bans on sports participation for transgender and non-binary students of all ages.

These bans, fueled by misinformation and unfounded fears, do not just undermine legal precedents that protect against sex discrimination but also significantly harm the physical, psychological, and educational well-being of these students. Transgender and non-binary athletes, like all individuals, benefit greatly from participating in sports, which offer crucial opportunities for physical health, psychological development, and social integration. These activities are vital for fostering teamwork, leadership, and self-esteem.

Moreover, the enforcement of these bans often involves invasive and unethical requirements that subject athletes who don't conform to societal expectations of gender performance to discriminatory review and scrutiny can also cause long-lasting trauma. These policies do not protect fairness in sports; instead, they exclude capable and talented individuals from participating alongside their peers, which only serves to isolate and stigmatize them further.

As educators and policymakers, it is our responsibility to advocate for policies that support all students' inclusion and well-being. I urge all involved to consider the damaging effects of these bans and to work towards more supportive, inclusive educational environments

Sincerely,

A handwritten signature in black ink, appearing to read "Ben Lebovitz", with a stylized flourish at the end.

Benjamin Lebovitz

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

March 11, 2025

Dear members of Colleges and Universities Committee:

I oppose designating University of Wisconsin and technical college sports and athletic teams based on the sex of the participants as described in the public announcement.

Assembly Bill 102

My name is Rachel Muir and I am a member of the faculty and an honorary fellow at the University of Wisconsin—Madison. Prior to moving to Wisconsin I lived in Asheville, North Carolina, where I volunteered with LGBTQ+ youth and adults through an organization called Blue Ridge Pride. I witnessed many young non-binary and transgender youth struggling in school because they feared bullying and even violence. They felt that many facets of school life were risky for them, especially sports. The fact that they were denied an opportunity to participate fully in the social and athletic programs in high school and in college added to their difficulties and adversely impacted their wellbeing, both mental and physical. Now that I am working on the UW campus, I encounter many students that are gay, transgender and non-binary. Are any of them participating in sports? Not that I know of, and that is lamentable; at every stage of their lives, LGBTQ+ people have been discouraged from participating in sports, and nobody more than transgender and non-binary students.

Of the 85 colleges and universities in Wisconsin, only three are NCAA Division I. Most of our institutions of higher learning are small, with two or three thousand students or less. Student-athletes at these 82 colleges and universities aren't likely to be looking for a professional career in the handful of sports that pay a living wage. They are there for the love of their chosen sport and to PARTICIPATE. This is the great flaw in America's approach to youth sports; we encourage winning above all things; we strive to create elite athletes, and in the process, we discourage most young people from engaging because they are not the best of the best. For this reason and others, our country has failed miserably in raising the health and wellbeing of the average student. This proposed legislation would make the benefits of athletics and sports impossible for a population already under threat for reasons that, frankly, are more about politics than facts, more about prejudice than fairness.

Reflecting on my own experience, growing up on a dairy farm with all the physical demands that it put on my family, I had no time to participate in sports at school. However, my father challenged and encouraged me to pursue sports, which I did through a university-based running club. Later I discovered triathlons and now I have been an amateur athlete for nearly 50 years. When I first started running, women were not allowed to participate in the Boston Marathon. Thankfully, things have changed. So do not, by passing a bill such as this one, deny such an opportunity for those who don't fit the imaginary binary that such legislation would attempt to create.

Additionally, any such legislation invades the privacy of our students, (how would people be tested and by whom – would everybody be tested for their sex markers or just those who “don’t look right”?). It would ostracize young women in particular, who look too strong, are too tall, are too good, or who dare to be themselves in ways that don’t fit society’s notions of what “female” looks like. We have seen this play out in other states and it has only created prejudice and suspicions. This is not the Wisconsin Way.

The real problem that this legislative body should be addressing is to provide equal opportunities for young women in sports. The idea that a few transgender girls or young women are going to somehow undo women’s sports is a destructive myth created to divide and create fear. Instead of this divisive bill, please pursue other ways, (like more funding to our smaller colleges and universities), to assure that all our students are treated equally and given an equal opportunity to benefit for a lifetime from the opportunity they were given to be a student athlete.

I thank the Committee for its time and attention.

Rachel Muir

Middleton, WI 53562

Roam Wilde
Regarding AB102
March 11, 2025

Dear Members of the Assembly Committee on Colleges and Universities,

I oppose Assembly Bill 102.

My name is Roam Wilde and I am a resident of the Town of Grant (54666). I've lived in Wisconsin for 13 years. I am a property owner and I attended 3 different universities in Wisconsin.

I am testifying about Assembly Bill 102 and how excluding transgender students from sports affects my community.

I am testifying because the experience of transgender people greatly affects my life and the lives of my family and friends. The anti-trans rhetoric being pushed in our country is greatly harming transgender people and is harming our communities. Passing a bill that would allow for even more discrimination against transgender people does not help elevate our communities and colleges here in Wisconsin, it tarnishes them.

The Olympics are the pinnacle of athleticism and competition. They are the gold standard we should be striving toward. The Olympics does not discriminate, exclude, or suppress transgender people. They have found the way to fair competition and following their model is the way to uplift sports competition in Wisconsin colleges and universities.

The Olympics has an excellent framework that contains guidance offered by the International Olympic Committee that helps them organize their elite-level competition in a way that does not discriminate based on gender identity and instead uses evidence-based eligibility criteria for sports competition. When designing their framework they found that "there are few to no recorded instances of athletes disingenuously attempting to compete under a gender identity that is different from the one that they consistently and persistently use" (<https://www.olympics.com/ioc/human-rights/fairness-inclusion-nondiscrimination>). If the Olympics can allow all people to compete in a way that does not take away their rights and self-determination, then why can't Wisconsin do the same?

Assembly Bill 102 does not uplift Wisconsin. It does not improve our colleges, it does not improve safety, and it does not instill good values and morals into our students. Please do not pass this bill.

I would like to thank you, Members of the Assembly Committee on Colleges and Universities, for your time reading my testimony. Your consideration of these matters and solutions is appreciated.

Roam Wilde, Town of Grant 54666

Dear Members of the Assembly Committee on Colleges and Universities,

My name is Tony, and I am a resident of Madison. I've lived in Wisconsin for my whole life.

I am writing to urge you to vote NO on Assembly Bill AB102. As a Wisconsinite, I am opposed to this bill because it is attempting to "fix" something that isn't a problem to begin with, and instead it will harm innocent students wishing to enjoy their sport of choice.

Sports should be a place where youth are able to learn skills about teamwork, camaraderie, and how to have fun. This bill is in complete opposition to those goals and instead creates a scenario in which people will be taught to discriminate against their trans peers. The way this bill specifically targets trans is abhorrent, and I will not stand for such hatred in my community.

Spend time focusing on problems Wisconsin is facing such as the loss of our federal workforce and potential funding cuts to our farming community. Don't focus on a minority community that doesn't impact our livelihood in any way.

Sincerely,
Tony Salituro
Madison, WI 53705

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Hello, I want to include my written testimony that I oppose bill AB102, which would ban trans athletes in college. We do not need a state law meddling with college sports across the whole state. I want my legislators to be spending their time on more meaningful bills, and actually helping Wisconsin residents instead of barring people from doing something they enjoy.

Aedan
1110 Chapel Hill Rd
Madison, WI 53711

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear Esteemed Members of the Committee,

I am writing as a concerned citizen of Wisconsin to express my strong opposition to Assembly Bill 102, which seeks to ban transgender athletes from participating in college sports. This bill, under the pretext of ensuring fairness, actually perpetuates discrimination and undermines the principles of inclusivity and equality that our educational institutions uphold.

Lack of Scientific Evidence

The assumption that transgender athletes have inherent advantages over their cisgender peers is not supported by comprehensive scientific research. A 2017 systematic review found no consistent evidence indicating that transgender women have an athletic advantage at any stage of their transition. Moreover, the National Collegiate Athletic Association (NCAA) has established guidelines that allow transgender athletes to compete, reflecting a commitment to inclusivity and fair competition.

Legal Challenges and Precedents

Similar legislation has faced significant legal challenges. For instance, in *West Virginia v. B.P.J.*, the Fourth Circuit Court of Appeals ruled that a law barring transgender girls from participating in girls' sports was unconstitutional, stating that such a ban was not "substantially related to an important government interest." Enacting this bill could subject our state to costly legal battles, diverting resources from more pressing educational needs.

Negative Impact on Mental Health

Excluding transgender athletes from sports teams can have detrimental effects on their mental and physical well-being. Participation in sports offers invaluable benefits, including a sense of belonging, improved self-esteem, and physical fitness. Denying these opportunities to transgender students exacerbates feelings of isolation and discrimination, contributing to adverse mental health outcomes.

Contradiction to Educational Values

Our colleges and universities are centers of learning, growth, and acceptance. Implementing policies that ostracize a segment of our student population contradicts the core values of our educational system. It sends a message that some students are less worthy of participation and recognition, fostering an environment of exclusion rather than unity.

In conclusion, Assembly Bill 102 does not promote fairness; instead, it institutionalizes discrimination and undermines the integrity of our educational institutions. I urge the committee to consider the broader implications of this bill and to stand against measures that marginalize

any group of students. Let us champion policies that reflect our shared values of equality, inclusivity, and respect for all individuals. Our energy as a community would be better spent feeding and housing those in need.

Thank you for your attention to this critical matter.

Sincerely,

Rachel Frieders

Madison, WI 53711

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the Committee,

I am writing to express my opposition to AB102.

I am a concerned citizen of Monona, Wisconsin and my partner and I are both college graduates. We participated in sports in college and both have several transgender friends we made in our time at school.

Our experiences with the transgender community have only been positive. In my four years at university, there was never once a case of sexual harassment or unfair treatment by transgender athletes.

Transgender student athletes do not receive special treatment over cisgender athletes, nor is there any evidence to show they have a higher rate of misconduct in the locker room. What is true is that excluding students from activities based on their gender identity is a blatant violation of first amendment rights and will cause harm to students.

Student athletes don't want this bill passed, don't go against their wishes. I oppose AB102.

Thank you,

Wyatt Taylor
(937) 620-2936
Monona, WI 53713

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear members of the Assembly Committee,

I oppose AB102.

As a youth sports coach and former UW intramural college athlete, I strongly believe in the power of sport for young people to enhance their physical and mental well-being, build community, and engage in healthy and fun competition.

All student athletes should have access to these benefits.

Excluding trans students from participating in sports teams consistent with their authentic gender identity is unfair and discriminatory.

Thank you,

Katie Hayden, Madison, 53716

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear Representatives,

My name is Courtney McClary, I am a Wisconsin constituent and resident of Milwaukee. I am submitting a written testimony against Assembly Bill 102 proposed in the Assembly Committee on Education meeting on March 11th.

AB 102 is clearly crafted as a trans athlete ban. These bans come at a time of unprecedented anti-trans legislation proposals across the US and do nothing but alienate transgender kids and create a climate of fear rather than cultivation.

As one of your constituents, I implore you all to vote against this proposed bill. Trans kids deserve to be seen, respected, and included—just like any other kids. Sports aren't just about competition; they're about belonging, growth, and joy. Excluding trans kids isn't fairness—it's erasure. Trans kids are kids. Let them play. Let them be themselves. Let them live.

Trans people exist and will continue to exist at every age. To enact these bills is to enact violence upon trans people. As Representatives in Wisconsin, I ask that you acknowledge all of the trans people you represent, and in good conscience vote against AB 102.

Sincerely,
Courtney McClary

Johanna Schmidt
223 N. Livingston St., Unit 2
Madison, WI. 53703.

schm3955@gmail.com

414-803-4744

Testimony Against AB102 – Trans Athletes in College Sports

Dear Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud,

I am writing to **oppose AB102**, relating to designating UW and technical college sports and athletic teams based on the sex of the participants. I wrote in regarding AB100, a similar bill, but for K12 education. My testimony will be quite similar because such a similar issue is being discussed in this legislation.

I feel sure that many people testifying against this bill will discuss how it would harm trans students, and they will do it far better than I'd be able to, so instead, I would like to use this time to discuss how this bill negatively impacts cis students as well. I want to do so because this bill is allegedly being proposed on behalf of cis girls. Proponents of this bill would have you believe that it is intended to "protect women's sports," but as a cis woman myself who plays women's sports, I argue that this bill actually hurts all women athletes.

For the past seven months, I have been learning to play roller derby here in Madison. Doing so has been well beyond my comfort zone. If you'd seen me testify in person, you would know that I am 4'10", so I was certainly more of a theater kid in high school than an athlete. However, I had watched many derby bouts and was interested, so despite my fears, I signed up. My roller derby league has many trans women on the team, and from my very first practice, they were there to offer advice, demonstrate what to do, and support me. They were welcoming and kind, and they made me feel included from the start. I value them as people and as teammates. Were I to show up one day and find that all of them were no longer allowed to play, it would break my heart—I would not want to play either. When I picture the effects of this bill, I feel great sadness for the trans women who are told they cannot play a sport they love, but I also feel great sadness for the other girls on the team, who are having their beloved teammate taken away from them.

This bill is demeaning to all women. It is based in a flawed understanding of biology and in fearmongering. I found it hurtful to hear over and over again during the hearing that women are just inherently worse athletes. Many people testifying made it sound like any random man could beat the best of women athletes. The examples listed of harm caused by trans athletes in sports were often just examples of exceptional athletes. There was fearmongering about the idea of someone falsely pretending to be trans to succeed better in sports, but not one person provided an actual example of this. There are trans women who are also athletes—not athletes who are becoming trans to game the system.

I would ask that proponents of this bill stop telling cis women that the only way they can succeed at sports is by excluding trans women. I wonder, if I had come to you as a teenager, all 4'10" tall, would you have told me to not bother participating in sports because I have a natural, biological disadvantage? Or would you encourage me to participate regardless because the purpose of sports, especially club sports in college, is to build community, work hard, learn teamwork, and practice.

Ultimately, I deeply question whether the proponents of this bill truly care about women's sports. If you truly want to improve things for women athletes, then I would encourage you to instead dedicate your time to advancing legislation that would actually support them, such as increasing funding for women's sports at all levels of education. According to the U.S. Department of Education, 87 percent of NCAA schools offered disproportionately higher rates of athletic opportunities to male athletes compared to their enrollment.¹ With so many barriers to girls' and women's participation in sports, it seems clear that this legislation is meant to hurt trans students, not actually support women's sports. It does nothing to address the biggest barriers to women's sports and instead targets trans women—who are actually underrepresented in women's sports.

I should not need to say this, but if it helps you to hear this directly from a cis woman: I do not need "protection" from trans women. This bill would not protect cis girls—it would rob them of their teammates. I love being able to practice with my teammates, and that's what I want for all girls in the state of Wisconsin.

I urge you to vote against this bill. Thank you for your time.

Sincerely,
Johanna Schmidt



¹ *Chasing Equity: The Triumphs, Challenges, and Opportunities in Sports for Girls and Women*, Executive Summary. Women's Sports Foundation. 2020. <https://www.womenssportsfoundation.org/wp-content/uploads/2020/01/Chasing-Equity-Executive-Summary.pdf>; Pg. 18.

Dear Members of the Assembly Committee on Colleges and Universities,

My name is Jenni, and I am a resident of Madison. I've lived in Wisconsin for my whole life.

I am writing to urge you to vote NO on Assembly Bill AB102. As a Wisconsinite, I am opposed to this bill because it is attempting to "fix" something that isn't a problem to begin with and instead creates an environment of hostility towards an already vulnerable population.

Transgender athletes make up a tiny portion of all collegiate athletes in Wisconsin, perhaps a few dozen at most. Their existence is not a threat to fairness or sportsmanship. Bills like this one only encourage unnecessary scrutiny and harassment, especially to cis women that fall outside of the "typical" feminine characteristics.

There are many, many actual issues facing Wisconsin, and trans people are not one of them.

Sincerely,
Jenni Schimanski
Madison, WI 53705

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the members of the Committee on Colleges and Universities,

I am writing to express my strong opposition to the proposed legislation that seeks to ban transgender women from participating in women's sports and from accessing locker rooms, AB102. This bill is not only unnecessary but also unjustly targets a vulnerable population that poses no threat to society.

The idea that a man would transition solely to gain a competitive advantage in sports demonstrates a deep misunderstanding of transgender people. My daughter's transition was a long and complex process, spanning several years, as is the case for most transgender individuals. She, along with her transgender friends, is one of the kindest and most compassionate people I have ever known.

Furthermore, the bill entirely ignores transgender men. If a transgender man—who may have a beard and developed upper body strength—were to compete in women's sports or use women's locker rooms, there would undoubtedly be objections. This highlights a fundamental flaw in the bill: transgender men are men, just as transgender women are women.

Additionally, the bill inaccurately limits the determination of a child's sex at birth to physicians, when other medical professionals also play a role. It also fails to account for intersex individuals, whose sex characteristics may not be clearly defined at birth and who often take years to understand their own gender identity.

I urge you to vote against this harmful legislation and to stop the introduction of similar anti-transgender bills in the Wisconsin legislature. There are far more pressing issues that demand attention, and targeting the transgender community does nothing to benefit our society.

Thank you for your time and consideration.

Sincerely,

Julie Reuss

W290S2837 Carmarthen Dr.

Waukesha, WI 53188

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the Members of the Assembly Committee on Colleges and Universities,

I am writing to oppose the bill AB102, a proposed ban on trans athletes in college sports.

I have lived in Wisconsin for 29 years and I am speaking on my own behalf as a private citizen.

I strongly oppose this bill because it is discriminatory against a small group of Americans, and there is no reason for it. Transgender people make up 1.6% of the human population. Of that small fraction, fewer play sports and only a handful play at elite levels. Only 34 trans athletes have openly competed in U.S. college sports to date. Two trans women in the world have made it into the Olympics since the first policy for trans athletes was implemented in 2003. Laurel Hubbard is the only athlete to have ever competed and, contrary to the rhetoric fueling these oppressive bills, she did not dominate or take home any medals. If being trans gave athletes an advantage in sports, don't you think we would see more famous trans athletes?

The proponents of these bills against trans people participating in sports claim that hormone levels give an advantage, but the research does not support this. Trans people deserve the right to participate fully in our society, including by playing sports.

Sincerely,
Randi Cartmill
Madison, WI 53716

Amelia Hansen

Regarding Assembly Committee on Colleges and Universities

March 10th, 2025

To all members of the Assembly Committee on Colleges and Universities:

My name is Amelia Hansen, and I am a resident of Madison, WI. I've lived in Wisconsin for 26 years and I am a biology graduate student at the University of Wisconsin-Madison. I am testifying to oppose Assembly Bill 102.

Based on actions that other states have taken to take away trans people's rights, we know that this bill only serves as a stepping stone for banning trans healthcare, which is in direct opposition to scientific literature and the most recent WPATH standards of care.

This bill is not based on science and sense, but fear and prejudice. Numerous peer reviewed studies have shown the life-saving effects of trans healthcare, and the minimal to non-existent advantages of trans athletes in competition with their cis peers. All this bill will do is isolate and vilify a vulnerable community.

AB 102 is clearly crafted as a trans athlete ban. These bans come at a time of unprecedented anti-trans legislation proposals across the US and do nothing but alienate transgender people and create a climate of fear.

Thank you for reading my testimony, and please oppose Assembly Bill 102.

Sincerely,

Amelia Hansen

(she/her)

Madison, WI 53703

Dear Members of the Assembly Committee on Education,

My name is Rachel Rovinsky, and I am a resident of Madison. I've lived in Wisconsin for 3 years and I am a transmasculine graduate student who is on the UW-Madison club figure skating team.

I am writing to urge you to vote NO on Assembly Bill 102. As a Wisconsinite, I am opposed to this bill because banning trans athletes from sports does not make ANY of my teammates feel safe. We feel endangered by this bill, and know that figure skating thrives when we are all included. This is NOT about protecting women if our mostly female team does not feel safe with this bill being introduced and potentially passed.

Sincerely,

Rachel Rovinsky

Madison, 53715

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the members of the Assembly regarding Bill AB102, proposed collegiate trans athlete ban, on March 11, 2025,

My name is Heather Thiele, I live in Eagle, WI 53119 and I have been a resident of Wisconsin since 2002. I am writing in opposition of this bill.

As the parent of transgender individuals, I have seen on a daily basis the impact and toll of the near constant barrage of anti-trans rhetoric and legislation over the last few years. I am also an active board member of the Milwaukee chapter of PFLAG and an active member in the Lake Country PFLAG chapter. I have heard stories from not only transgender individuals but from their friends, loved ones and fellow community members. Trans individuals want to be afforded the same rights, the same ability to exist within our society as we all do.

Transgender women, transgender men, gender fluid, gender non-conforming, non-binary, intersex individuals all deserve to be as equally protected from discrimination under our laws as every other citizen. This bill would serve to prevent them from participating in sports as freely as other students.

There is a misconception that, in particular transgender women would automatically have an unfair advantage over cisgender women. According to the most recent research, this has been disproved.

We have also seen that under the push to villainize transgender women, this also results in cisgender women that do not fit the narrow idea of stereotypical expected body types to be prevented from participating and/or otherwise discriminated against as well.

I'm asking you to please reconsider and to afford all young women and young men, whether cisgender or transgender, in our state the same opportunities. Please afford them the same human dignity and respect as their fellow students.

Thank you for your time and consideration,

Heather Thiele

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear members of the assembly,

I oppose bill AB102.

My name is Sophia Everett and not only am I a student at UW Madison, but I have lived in Wisconsin for over 12 years. I felt the need to testify because I have had the honor of knowing, growing up with, playing sports, and becoming friends with trans people. They do not deserve the hatred they are facing, all they ask to exist as they are and I want Wisconsin to be that place for them. I want to be proud of my state, I know we are better than this and we don't collapse under pressure, especially if it means protecting our friends and loved ones.

Thank you,

Sophia Everett

Madison, Wisconsin 53711

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear Committee,

I am writing today to let you know my opposition to AB102. My name is Chas Karch and I am a lifelong Wisconsin resident and former NCAA athlete. I ran cross country and track in Division III from 2009-2013. Before that I competed in the WIAA including on the state runner-up cross country team at Madison West in 2009.

I am opposed to the bill because it is a violation of the civil liberties of adults in Wisconsin and an overreach by the state government into locker rooms, fields and everywhere that Wisconsin college athletes participate in the sports that they love.

I ran with and against many trans athletes in my time in college and it was never a problem. I consider my former teammates some of my closest friends, including my trans teammates. One of the things I appreciate most about running as a sport is that the clock is the final judge and it allows for a true test of strength and spirit of everyone who races. The clock does not care what clothes you wear or what pronouns you use. While races are separated into men's and women's at the college level it should not be the state government deciding who can and cannot participate in those races, especially if that decision is based on the sex assigned at birth which is a scientifically questionable characteristic. The individual schools, coaches, conferences and sport governing bodies can decide on how best to hold fair competitions. Politicians in Madison should mind their own damn business.

There is a long and fraught history in track and field of trying to police who should compete in women's races. Due to the complicated nature of sex chromosomes and hormones there is not a clear dividing line between male and female as the text of this bill appears to imply. There are many examples of extraordinary athletes who were women and who had their identity questioned and challenged by leaders for political gain. One example is Helen Stephens, American gold medalist in Berlin 1936. She was 18 at the time and beat out Stella Walsh of Poland (silver) and Kathe Krauss of Germany (bronze). After winning gold her sex was questioned by the Poles and Germans. Her victory, like Jesse Owens on the men's side, challenged the Nazi supremacy. The Germans subjected Stephens and other competitors to sex testing in an attempt to disqualify her.

I would like to ask the committee if a case like that came before then today which side would they be on? The side of Nazi Germany where political calculus is wielded over sport to score points and prove ideology? Or to be on the side of science and reason, where the sporting bodies are allowed to independently make difficult decisions for the interest of fair competition isolated from politics.

Please keep the government out of the pants and locker rooms of adults in this state. Sports are a refuge from the chaos of the world and it is best to leave politics out of it. Let the people who know best decide who should compete.

Sincerely,
Chas Karch
Madison, WI
Madison West '09
Carleton College '13

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the Committee on Colleges and Universities,

My name is Dana Dahhan, and I have been a resident of Dane County for 9 years. I am writing to express my firm opposition to Assembly Bill 102. I believe that transgender and non-binary students are due dignity equal to their cisgender peers and are entitled to participate in club athletic teams and sports which match their gender identity.

Transgender and non-binary students have the right to play sports just like their fellow cisgender students and to restrict the abilities of transgender students and student-athletes to participate fully in sports teams and clubs is a specific form of discrimination.

As a University of Wisconsin alumnae, I am ashamed that any legislators from the state of Wisconsin have endorsed short-sighted, bigoted, and discriminatory policies and appreciate the support of those who stand in opposition of this bill.

Sincerely,

Dana Dahhan, PhD

Madison, WI 53703

March 11, 2025

3/11 10:00am - AB 102- Committee on Colleges & Universities – 417 North (GAR Hall)

Re: In opposition of AB 102

Dear Committee Members,

My name is Reiko Ramos and I am a resident of Appleton, WI. I have over a decade of experience working with the LGBTQ community, most of which time has been dedicated to supporting queer and Trans youth & young adults. I currently serve as Statewide Director of LGBTQ Anti-Violence Programs at Diverse & Resilient. I am providing this written testimony in opposition to AB102 because of the harmful impact it will have on Trans young adults, as well as teen athletes who look forward to continuing their passions at the collegiate level.

According to the Trevor Project's 2024 U.S. National Survey on the Mental Health of LGBTQ+ Young People, 90% of LGBTQ+ young people said their well-being was negatively impacted due to recent politics. In the state-by-state breakdown of this survey, 40% of Wisconsin LGBTQ+ young people reported that they or their family have considered leaving for another state because of LGBTQ+-related policies and laws, including 45% of transgender and non-binary young people.

My anti-violence program serves hundreds of LGBTQ+ people across the state of Wisconsin each year. When elected officials at any level say harmful things about the Trans community or introduce legislation that will impact their rights, our program sees an increase in Trans people and their loved ones reaching out to us for support. So far in 2025, we have received more crisis calls related to anti-trans legislation and executive orders than ever. We know through experience that the data from Trevor Project is accurate: legislation like this has a serious negative impact on the mental health and wellbeing of Trans people in our state.

Collegiate trans athletes should get to play sports competitively on a team consistent with their gender identity and have access to the same benefits of participation afforded to their peers, including being part of a team where they feel like they belong, building relationships & camaraderie, physical activity, and athletic achievement. These are all things that are linked to improved health and mental health outcomes regardless of age or gender identity, but are particularly relevant, as national data also tells us that acceptance and belonging are powerful protective factors for LGBTQ+ youth and young adults.

Please support the wellbeing Trans youth & young adults across Wisconsin; do NOT move forward with AB 102.

Respectfully,



Reiko Ramos
400 N Richmond St, Suite B Appleton,
WI 54911

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the members of the Wisconsin Assembly Committee on Colleges and Universities,

We strongly oppose the passing of Assembly Bill 102. The ridiculously small number of trans collegiate athletes that this bill is focused on does not seem worth your valuable legislative time. We might be able to believe that this bill was concerned with "fairness" if it was not part of a much larger, nationwide campaign to strip the trans community of all of their rights bit by bit. Fairness is understanding that ALL human beings deserve the same opportunities and treatment. We urge you to vote against AB102 and to focus on legislation that would improve the lives of ALL Wisconsin residents, not discriminate and harass a few.

Sincerely,

John and Deb Laurence
Stoughton WI 53589

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear members of the Assembly Committee on Colleges and Universities,

My name is Hannah Francis and I'm a resident of Dane County. I've lived in Wisconsin for the past seven years and I'm an avid elite age-group triathlete, trail runner, and former DIII collegiate swimmer. I have trained and competed with athletes across the gender spectrum, including trans athletes who I'm deeply grateful to call my friends and family. I am asking you to oppose AB102 and instead continue to let trans collegiate athletes play with their gender-aligned field. This bill is addressing a non-issue: there simply aren't any competitive advantages as a trans woman vs. a cis woman in sports. The scenario where there is a competitive advantage is a complete hypothetical, and I urge the committee to consider the science and lived experiences of the very, very small number of trans collegiate athletes. Competing and playing in their gender-aligned field causes greater good via mental health benefits, reductions in bullying, and the pure physical benefit of sport. As a fellow woman in sport, deciding who qualifies as a woman who can play in sport is a detriment to all female athletes. Let's work toward legislation that funds sports for all and increases accessibility, because when we all get to play we all grow and get stronger. Thank you for voting no to AB102 and keeping sports accessible and safe for all athletes. I look forward to seeing everyone at local triathlons, bike races, and trail runs this summer.

Thank you for hearing this testimony-- your consideration is much appreciated,

Hannah Francis, Dane County, 53704

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear Representatives,

My name is Eliza, and I am a Wisconsin constituent and resident of Milwaukee. I am submitting a written testimony against Assembly Bill 102 proposed in the Assembly Committee on Education meeting on March 11th.

AB 102 is clearly crafted as a trans athlete ban. These bans come at a time of unprecedented anti-trans legislation proposals across the US and do nothing but alienate transgender people and create a climate of fear rather than cultivation.

As one of your constituents, I implore you all to vote against this proposed bill. It is discriminatory, transphobic, insulting, and it demonstrates a complete lack of understanding. I believe it promotes ignorance, and that it will create an dangerous environment for all all current and future athletes.

Trans people exist and will continue to exist. To enact this bill is to enact violence upon trans people. As Representatives in Wisconsin, I ask that you acknowledge all of the trans people you represent, and in good conscience vote against AB 102.

Sincerely,
Eliza W.

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear Wisconsin Assembly Committee on Education,

My name is Kim Suhr, and I live in Wales, 53183. I appreciate the opportunity to voice my position on AB102.

I encourage you to vote NO on AB102 the bill that would ban trans athletes from competing on sports teams that align with their gender identity. It seems most people aren't too concerned with trans boys (individuals who had been assigned female at birth but now identify as male) competing in boys' sports, but the thought of even the very small number of trans girls (individuals who had been assigned male at birth but now identify as female) competing in girls' sports makes many Republican lawmakers think they must "protect" cis-gender girls on these teams. This is paternalistic, unnecessary, and frankly, insulting.

I was a female athlete in middle and high school and played with and against lots of players who had what I could have thought of as an "unfair" advantage over me. I was a 5'0" player on a volleyball team who played with and against players who were 6 feet tall—these were non-trans girls who had the good fortune to have been born with different genes than I did. Should I have insisted they play on the boys' teams? Did I need anyone's "protection?" No.

It seems the people who want AB102 to become law are afraid that cis-gender males will fake being trans in order to dominate girls' sports. Huh? Exactly what kind of "winning" would that be? Is there proof that this has happened? Even if so, the cases would be vanishingly small compared to the good that would be done for the trans-athletes who are able to compete on the team that matches their identity. Will some trans-athletes be stronger than some cis-athletes? Of course. And the opposite will be true as well. Were there times I was a stronger athlete than other players who seemed to have a physical advantage and more height? You betcha.

We are better than this in Wisconsin. Please vote no on AB102.

Sincerely,

Kim Suhr

Dear Members of the Assembly Committee on Colleges and Universities,

My name is Samantha Bosco, and I am a resident of Madison and a transgender employee at the University of Wisconsin, though my comments are my own, not of my employer.

I urge you to vote NO on Assembly Bill AB102.

As a Wisconsinite, I believe the government has no right to dictate who can play with whom.

This bill is based on flawed reasoning and discriminates against intersex individuals, who are born with physical traits that do not fit neatly into the typical male or female categories, meaning their chromosomes, hormones, or genitals may not align with standard binary definitions. This can lead to different experiences during puberty, meaning although an intersex person might have an M or F on their birth certificate, they may present differently in adulthood. This bill would discriminate against intersex individuals based on their sex, which is unconstitutional.

Moreover, this bill is harmful and can put our trans and intersex neighbors, friends, classmates, and teammates at risk for bullying. A trans girl or intersex person may face harassment in male-designated locker rooms, leading to increased bullying and suicide rates. I understand that some individuals may ignorantly feel uncomfortable having a trans woman play on a women's sports team; however, taking estrogen often leads to a decline in athletic performance for trans women. Our government shouldn't exacerbate the exclusion and stigmatization of people based on their gender and appearance, especially not out of ignorance.

Personally, intramural sports where all genders play together are my favorite. They are a great source of camaraderie, and there is no reason for the state to ban those opportunities for building school spirit. Sports provide essential academic, emotional, and social benefits, helping young people develop important skills. A 2022 HRC Foundation/University of Connecticut study found that high school-aged transgender and non-binary student-athletes reported higher grades and lower levels of depression than those who did not play sports.

This bill, however, teaches fear and discrimination against trans peers. Our policies should not endanger our loved ones or exclude them from opportunities for joy and community. I will not stand for such hatred and unconstitutional discrimination in my community.

Thank you for voting NO on Assembly Bill AB102 and for protecting our right to choose who we play with.

Sincerely,
Samantha Bosco
Madison, 53703

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear Committee Members,

My name is J.L. Cecco and I'm a resident of the City of Peshtigo, Wisconsin. I'm writing to state my opposition to bill AB102 which is scheduled for a hearing.

You were elected to represent all of your constituency fairly and equally. Supporting a bill to discriminate against a minority group in the State of Wisconsin can hardly be considered fair and equal.

We have real issues that need to be addressed in Wisconsin. I'd like to see you working on proposals that will benefit all of our citizens, and not proposals that discriminate against people whose lives you don't understand.

Thank you for taking the time to consider my opinion in this matter.

Sincerely,

J.L. Cecco

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear members of the Assembly Committee on Colleges and Universities,

I oppose Assembly Bill 102.

My name is Paul Bartlett. I have lived in Wisconsin for more than forty years. I am a parent of two children, ages 15 and 12. As my oldest prepares to head for college, I have many concerns about what this bill aims to do and why.

The authors of this bill, and bills like it, say that they are “protecting women and girls,” presumably from a sexual threat in the form of a transgender woman, whom they see as male.^[1] Yet sexual assaults perpetrated on female athletes have never come from transgender teammates, who have existed forever and have existed without a law like this in place. Meanwhile, countless girls and women have been sexually assaulted and abused by male coaches. If the goal of this bill was to protect women, why would you skip over a known threat to legislate about a hypothetical one? The answer seems to be that you’re more interested in discriminating against the trans community.

Of course most male coaches are not predators, but Google the names of Wisconsinites George Francis Deppa, Shelton Kingcade, Thomas W. Bartels, and Benjamin D. Chenal, and you start to get a picture of the danger. If the government is interested in minimizing harm for female athletes, why allow a man to ride with our daughters on a dark bus after a game? Or meet with them alone in a weight room after practice?

Furthermore, why wouldn’t your bill seek to protect women from entering a men’s locker room? Your one-sided restrictions imply that a female athlete would be safer in a roomful of cisgendered males than amongst her team and one transgender woman. Statistically, we know that isn’t true.

Finally, and most importantly, I am deeply concerned with how Bill 102 would be enforced. It would put all female athletes, both cisgender and transgender, at risk for abuse and humiliation when the need arises to be verified as female. And verified by who? Appointed doctors? Will there be a committee of men at the ready to inspect college girls’ genitals? Is that what the men who authored this bill wanted all along? (If that insinuation is insulting, maybe now you can start to understand how trans athletes feel being vilified without cause.)

This bill solves no problems and is not “fixable.” It is more partisan anti-trans bigotry and should be killed in committee.

Thank you for your time.

Paul Bartlett^[1]
Verona 53593

Tessa Price 3/11/25

Regarding AB102

To the Assembly Committee on Education:

Thou shalt love thy neighbour as thyself.

Mark 12:31

Imagine your daughter comes home from a track meet sobbing. Her team won, but someone on the other team accused her of being transgender. They demand she be expelled from the team.

True or not, this type of exclusion hurts all students' right to equally play sports. This bill would require the gender police to investigate your daughter's sex. Young women deal with enough pressure to look and act a certain way. Adding more stress to women in sports is unnecessary and cruel.

My name is Tessa Price. I am a substitute teacher in Madison. I often work with students with special needs at public schools. The Equal Educational Opportunities Act (EEOA) requires every state to provide equal educational opportunity to every person.

Sports are part of the education provided by schools. They serve as team building spaces, exercise, and ways to bring people together from any background.

AB102, which demands segregating by sex at birth, discriminates against a tiny minority of youth who are already vulnerable.

These students have rights like any other. In 2020, the US Supreme Court decided in *Bostock v. Clayton County* that the protections against sex discrimination laid out in Title VII of the Civil Rights Act protects against discrimination based on gender identity. In this way, segregating sports by sex is itself sex discrimination.

There is no proof of any advantage in sports by sex, alone. Height, weight, and hormones are much more demonstrative. There is no evidence of danger from trans people being included in sports. These claims are fabricated by lobbyists whose job is to fight against all LGBT people.

Instead, we can work for a future of understanding and inclusion in sports. We can celebrate the beauty of diversity. We can make sure that every student has the

opportunity to play sports in schools. AB102 is an overreach of the state government into the classroom. I urge committee members to vote AGAINST AB102.

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear Members of the Assembly Committee on Education,

My name is Robin Schueler, and I am a resident of the City of Milwaukee. I've lived in Wisconsin for 28 years, I am a healthcare worker, and I am a member of Trans Liberation Milwaukee.

I am writing to urge you to vote NO on Assembly Bill 102. As a Wisconsinite, I am opposed to this bill as it is yet another infringement on the rights of trans students to perform and exist in a way that aligns with their gender. Less than a week after two other anti-trans bills are proposed within this assembly, and with less than 48 hours notice to the public, hardly seems like a fair or democratic way to include public opinion on what should undoubtedly include the voices of trans folks and their allies.

This is a disappointing and concerning trend as it is clear these bills are intended to isolate queer and trans people, rather than build adequate support and care for us. I worry for my young siblings, who already struggle with being accepted as trans already, to also face discrimination within the laws themselves. I said this before and I will say it again; if you vote in favor of this bill, you will have blood on your hands. I urge you all to see the humanity within us trans people, who just want to be loved and see for who we are.

Sports should be a place where youth are able to learn skills about teamwork, camaraderie, and how to accept one another but this bill creates a scenario in which people will be taught to fear and discriminate against their trans peers. The way this bill specifically targets trans youth is abhorrent and I will not stand for such hatred in my community.

Sincerely,
Robin Schueler (she/they)
City of Milwaukee

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear Committee Members,

I urge you to oppose AB102, a bill that would ban transgender athletes from college sports.

The Wisconsin Legislature has no place considering this kind of policy.

All students enrolled in institutions of higher learning should participate fairly in their sports programming based on students' abilities and interests.

AB102 is yet another attempt to target and scapegoat transgender students.

AB102 It is immoral and unacceptable.

I urge you to oppose and vote against AB102.

Jo Haberman
Maiden Rock, Wisconsin 54750

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the Assembly Committee on Colleges and Universities:

My name is Isabella Palange, I am a Wisconsin constituent and resident of Madison. I am submitting a written testimony against Assembly Bill 102 proposed in the Assembly Committee on Education meeting on March 11th.

AB 102 is clearly written to exclude trans athletes from competing in collegiate sports. It purports to support fairness in sports, but trans athletes are not a threat to fairness. Inequalities in sports are driven, first and foremost, by racism, misogyny, and socioeconomic disparities. The Women's Sports Foundation lists barriers to fairness in women's sports, but the inclusion of trans athletes is not one of them. Instead, the list includes such problems as the lack of women in sports leadership, bullying due to gender, finances, and lack of media coverage. Further, the risk that trans athletes may dominate sports is a myth. In 2024 only 10 openly trans athletes competed in the NCAA, and there have only been 2 openly trans champions in NCAA history.

As one of your constituents, I implore you all to vote against this proposed bill. I am much more concerned about the unfairness of AB 102 excluding qualified athletes from competition than I am about purported biological disparities between transgender and cisgender athletes, disparities that are also misrepresented in the media. Biological diversity is everywhere and is not limited to a strict male-female binary. Excluding trans women from sports hurts all women because it opens the door to policing women's bodies, including my own. It implies the question: When is a woman considered too strong, too fast, or otherwise too good to compete with other women?

Trans people exist and will continue to exist. To enact this bill is to enact violence upon trans people. As representatives in Wisconsin, I ask that you acknowledge all of the trans people you represent and in good conscience vote against AB 102.

Sincerely,
Isabella Palange
Resident of Madison (53703)

To the members of the Assembly Committee on College and Universities:

My name is Kaelee Heideman and I am an elementary school counselor and 2023 Wisconsin State Teacher of the Year in Oshkosh, Wisconsin, zip code 54904. Although I am unable to attend the hearing in person, I am writing to respectfully submit the following testimony in opposition of Assembly Bill 102 relating to a proposed ban on collegiate trans athletes.

Private parts are just that, private. As an elementary school counselor, I spend part of every school year teaching my students about protective behaviors. We review that our whole bodies belong to us and no one should be looking at or touching the private parts of your body without a good reason. Excluding collegiate student athletes from college and university athletic activities based on the private parts of their bodies is nothing short of discriminatory and a violation of privacy. It is no one's business what lies underneath another person's clothing. A trans woman is a woman, no questions asked. A trans man is a man, no questions asked. If you attempt to exclude a student from participating in a collegiate athletic activity based on their sex assigned at birth, you are making a decision based solely on the private parts of that individual's body. Ask my elementary students if this is right or wrong, and they will tell you that talking about someone else's private parts is wrong. If even my youngest students at five years old understand this gross invasion of privacy, my hope would be that adults would also understand this violation and choose not to use this criteria as a determining factor for which team a collegiate athlete should be a member of.

Additionally, forcing students to identify their gender based solely on the sex they were assigned at birth has the potential to cause serious harm. If a student identifies as a trans woman and is suddenly told they are not allowed to compete in women's sports because of the sex they were assigned at birth, we risk outing this student. This may cause her both physical and emotional harm. We are already in the middle of a mental health crisis and we know that people who are members of the LGBTQIA+ community, specifically those who are trans, are at a far greater risk for suicide than those who are not. The passage of AB102 would have the potential to cruelly out collegiate trans students and create emotional distress, which could lead to increased rates of suicide attempts and deaths by suicide. As someone who works in the mental health field, I cannot fathom the decision to intentionally put students in harm's way. We need to protect our collegiate students and not put harmful practices into place that could threaten their mental health.

The passage of Assembly Bill 102 will only harm our collegiate student athletes. I strongly oppose the possibility of putting students at risk for serious physical and emotional harm by outing them through practices that include identifying a student solely on their sex assigned at birth. Our job is to protect all students, and all means all.

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the members of the Assembly,

I am writing in opposition to AB 102. I have lived in Wisconsin for most of my life. I am not an especially impressive athlete, but I played volleyball, swam, and played team sports at gym class through my local YMCA. When I was growing up, I was given the message that boys and girls were inherently different and that girls were automatically worse at sports. This was something people challenged, but it was pervasive. This outdated concept, that there is a gender that is naturally better at sports, does a disservice to everyone. This is harmful to cis athletes as well as trans athletes. No one should be forced to compromise their gender in order to play sports. I am a nonbinary person. A bill like this would ensure that people like me couldn't compete at all, not as myself.

I'm also intersex, which for me means that without hormone replacement therapy or medically intervention, I already have physical characteristics that are associated both with being a woman and being a man. I have obvious breast tissue and a beard. Both of these are part of my body's natural variation. A bill like this would isolate me from being able to use a locker room, regardless of what is listed on my birth certificate. College students are capable of maturity and good sportsmanship. Part of that should include the ability to recognize that humans come in all forms, and to respect those differences. To recognize that a bill such as this is blatant discrimination. I urge you to reflect on what it means to strike through a section of law that prohibits discrimination, and what kind of message that sends to the young people of Wisconsin.

Thank you,

Caitlin Thiele
S65W38030 County Road ZZ
Eagle, WI 53119

March 11th, 2025

To Sylvia Ortiz-Velez and members of the Assembly Committee on Colleges and Universities,

I oppose bill AB102.

Transgender women and girls make up a tiny portion of the population, and an even smaller portion of college athletes. No government should legislate against a group that small. Keep government overreach out of college sports.

Thank you,
March Saper
Milwaukee, WI 53204

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear legislators,

I am writing in support of transgender athletes participating in sports according to their gender. No person should be denied the ability to participate in a sport simply because of who they are.

Treating transgender people according to their gender, NOT their sex assigned at birth, is literally lifesaving. I've linked many studies and articles below that illustrate this, both with qualitative data and heartfelt stories.

Please vote against AB102 and allow transgender athletes to play on the sports team that fits their true gender.

Sincerely,
Erin

Citations:

Tordoff DM, Wanta JW, Collin A, Stepney C, Inwards-Breland DJ, Ahrens K. Mental Health Outcomes in Transgender and Nonbinary Youths Receiving Gender-Affirming Care. JAMA Netw Open. 2022 Feb 1;5(2):e220978. doi: 10.1001/jamanetworkopen.2022.09789 Erratum in: JAMA Netw Open. 2022 Jul 1;5(7):e2229031. doi: 10.1001/jamanetworkopen.2022.29031. PMID: 35212746; PMCID: PMC8881768.

Campbell-Fox, K., Kimball, D., Puckett, J. A., Dunn, T., & Rabine, S. (2024). "Stop playing politics with my kid:" Thematic analysis of a trans-exclusionary sports legislation hearing in Texas. International Journal of Transgender Health, 1–17.
<https://doi.org/10.1080/26895269.2024.2373233>

<https://sph.washington.edu/news-events/sph-blog/benefits-gender-affirming-care>

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<https://prismreports.org/2021/07/09/access-to-athletic-programs-is-important-for-trans-youth/>

<https://www.americanprogress.org/article/fact-sheet-importance-sports-participation-transgender-youth/>

<https://www.americanprogress.org/article/fair-play/>

<https://www.aclu.org/news/lgbtq-rights/doctors-agree-gender-affirming-care-is-life-saving-care>

<https://www.hrc.org/resources/get-the-facts-on-gender-affirming-care>

Erin Skarivoda
she/her
email: erin.skarivoda@gmail.com
phone: 920-606-1849
1252 Spaight St
Madison, WI 53703

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

My name is Kamran Mirza, and I am a resident of Milton, WI. I've lived in Wisconsin for 12 years, my sister played soccer throughout her life into college, I am a devout Christian, and a law student at the University of Wisconsin. I urge you to vote NO on Assembly Bill AB102. As a Wisconsinite, I believe the government has no right to dictate who can play with whom.

This bill is based on flawed reasoning and discriminates against intersex individuals, who are born with physical traits that do not fit neatly into the typical male or female categories, meaning their chromosomes, hormones, or genitals may not align with standard binary definitions. This can lead to different experiences during puberty, meaning although an intersex person might have an M or F on their birth certificate, they may present differently in adulthood. This bill would discriminate against intersex individuals based on their sex, which is unconstitutional.

Moreover, this bill is harmful and can put our trans and intersex neighbors, friends, classmates, and teammates at risk for bullying. A trans girl or intersex person may face harassment in male-designated locker rooms, leading to increased bullying and suicide rates. I understand that some individuals may ignorantly feel uncomfortable having a trans woman play on a women's sports team; however, taking estrogen often leads to a decline in athletic performance for trans women. Our government shouldn't exacerbate the exclusion and stigmatization of people based on their gender and appearance, especially not out of ignorance.

Personally, intramural sports where all genders play together are my favorite. They are a great source of camaraderie, and there is no reason for the state to ban those opportunities for building school spirit. Sports provide essential academic, emotional, and social benefits, helping young people develop important skills. A 2022 HRC Foundation/University of Connecticut study found that high school-aged transgender and non-binary student-athletes reported higher grades and lower levels of depression than those who did not play sports.

This bill, however, teaches fear and discrimination against trans peers. Our policies should not endanger our loved ones or exclude them from opportunities for joy and community. I will not stand for such hatred and unconstitutional discrimination in my community.

Thank you for voting NO on Assembly Bill AB102 and for protecting our right to choose who we play with.

Sincerely,

Kamran Mirza

Milton, WI 53563

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedwesi, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Tuesday March 11th, 2025

Dear members of Assembly Committee on Colleges and Universities

I oppose Bill Number A102

My name is Ashley Annis and I'm a birth and postpartum doula and sexuality educator and resident of Madison, WI. I am writing to oppose bill number A102 so that collage athletes can compete in sports that align with their identity and not sex assigned at birth. As a sex educator I know that ALL bodies start off exactly the same for the first 6-7 weeks in utero—we all start with exactly the same parts (that's why people assigned male at birth also have nipples!). Then, around week 7, depending on what hormones your body makes or how your body responds to those hormones, or what chromosomes you have differentiation starts to occur in the genitals—but even then some people are intersex, not falling "neatly" into either "male" or "female" categories. We are actually all more alike than we are different, and it's not necessary to confine people to these made up boxes, especially when it is so damaging for mental and emotional health.

It is important to me to write this letter because these athletes don't deserve this kind of discrimination. Please oppose this bill and stop creating more harm for our college kids.

Thank you so much for your time.

Ashley Annis, Madison, 53704

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

To the Assembly Committee on Colleges and Universities:

My name is Kelsey Foster (she/her). I am a lifelong Wisconsin resident writing to express my strong disapproval of the proposed assembly bill to ban transgender athletes in college sports. Supporters of this bill want to define people's genders based on assigned sex at birth rather than allowing people the autonomy and dignity of determining their own identities. This bill is once again misrepresenting at best and demonizing at worst all trans people, particularly trans women. I beg my state legislators to please stop this public hate campaign and get back to work on the actual challenges facing Wisconsin.

Thank you

Kelsey Foster
A resident of the town of Westport
53704

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

Dear members of the Assembly Committee,

My name is Ciaran Gallagher and I'm a resident of Dane County. I've lived in Wisconsin for the past six years and I'm a competitive masters (adult) rower, and former high-school and DIII collegiate rower. I have trained and competed with athletes across the gender spectrum, including trans athletes who are my friends and loved ones.

Participating in an organized sport is not just about the races, games, and medals. It teaches important principles of teamwork and perseverance, fosters community, and enables healthy bodies and minds. The sole focus on the outcome of winning and perceived fairness ignores those other important components of sports, including at the collegiate level. First and foremost, trans and genderqueer athletes deserve dignity to be who they are. But they also deserve access to all of those outcomes of sports participation.

As a former DIII collegiate athlete, I urge you to vote no to AB102 and keeping sports accessible and safe for all athletes. It would be a detriment to all sports to prohibit any athletes from playing or competing in an identity-aligned field.

I can't wait for the lake to thaw and begin rowing with and competing against my trans and genderqueer teammates on Lake Mendota this summer. Thank you for hearing this testimony-- your consideration is much appreciated,

Ciaran Gallagher, Dane County, 53703

March 11th, 2025

To: Assembly Committee on Colleges and Universities; Representatives Murphy, Nedweski, Kreibich, Moses, O'Connor, Allen, Piwowarczyk, Emerson, Joers, DeSmidt, and Stroud.

I would like to register my opposition to both AB102 because I cannot attend in person.

AB102 purports to protect women's collegiate sports, but is not supported by several important facts:

- 1) Collegiate athletics is already highly regulated to preserve the competitive field for women, and
- 2) the proposed law completely ignores the science of transitioning, which has shown no competitive advantage for transgender women competing with cisgender women.

I urge the Committee to reject this bill today and stop the unwarranted assault on gender minorities.

Sincerely,
Erin Freiberg
Middleton WI 53562

Katherine Gabrick
2332 E Washington Ave, Apt 2
Madison, WI 53704
kgabrick18@gmail.com

Testimony Against AB102 - Trans Athletes in Collegiate Sports

Dear Representatives DITTRICH, KNODL, ALLEN, ARMSTRONG, BEHNKE, BROOKS, CALLAHAN, DONOVAN, DUCHOW, GOEBEN, GREEN, GUNDRUM, GUSTAFSON, B. JACOBSON, KREIBICH, KRUG, MAXEY, MOSES, MURPHY, MURSAU, NEDWESKI, O'CONNOR, PENTERMAN, PIWOWARCZYK, SORTWELL, STEFFEN, TUSLER, VANDERMEER and WICHGERS,

Thank you for the opportunity to testify today, although I am not able to be there in person. I am writing to **oppose AB102**, relating to designating University of Wisconsin and technical college sports and athletic teams based on the sex of the participants.

I am a University of Wisconsin-Madison graduate and a collegiate sports fan, particularly of basketball and hockey. I have attended or watched women's basketball and hockey games over the years, and continue to be a supporter of our football team, although the past few years have been tough to watch at times. I oppose this bill, because it is predicated on the grossly overstated risk of female trans athletes participating in women's sports and could lead to discrimination against and the violation of trans female and female athletes alike.

NCAA President, Charlie Baker, told a US Senate Panel back in December that there are likely fewer than 10 transgender athletes participating in men's and women's collegiate-level sports out of the over 500,000 NCAA student athletes. However, this bill would not only impact the miniscule number of trans female athletes in the NCAA. The bill states that "sex" is "determined by a physician at birth and reflected on the birth certificate." If the sex of a female collegiate athlete is called into question by a competitor, because, for example, she has more masculine features, has a naturally more muscular build, or dresses in a more masculine manner, this athlete could be subjected to additional scrutiny from her university, the NCAA, the media, and even potential lawsuits. An athlete assigned female at birth could also be barred from participating in competition while an investigation into her sex is completed. This bill could lead to the discrimination against female athletes and Title IX violations, and would be damaging and stressful for a student athlete simply trying to balance the sport she loves and university-level coursework.

Moreover, the NCAA has already changed its guidelines on transgender athletes participating in collegiate sports, based on the guidelines of the Trump Administration. This bill is unnecessary given these changes to NCAA guidelines and risks discrimination against trans female and female athletes. **As a Wisconsin sports fan, I urge you to vote against this bill.** Thank you for your time.

Sincerely,

Katherine Gabrick

My name is Nero Grok-Gallagher, and I am a resident of Madison, WI. I've lived in Wisconsin for 8 years, first for university, and now after graduating I'm here to stay. I urge you to vote NO on Assembly Bill AB102. As a Wisconsinite, I believe the government has no right to dictate who can play with whom.

This bill is based on flawed reasoning and discriminates against intersex individuals, who are born with physical traits that do not fit neatly into the typical male or female categories, meaning their chromosomes, hormones, or genitals may not align with standard binary definitions. This can lead to different experiences during puberty, meaning although an intersex person might have an M or F on their birth certificate, they may present differently in adulthood. This bill would discriminate against intersex individuals based on their sex, which is unconstitutional.

Moreover, this bill is harmful and can put our trans and intersex neighbors, friends, classmates, and teammates at risk for bullying. A trans girl or intersex person may face harassment in male-designated locker rooms, leading to increased bullying and suicide rates. I understand that some individuals may ignorantly feel uncomfortable having a trans woman play on a women's sports team; however, taking estrogen often leads to a decline in athletic performance for trans women. Our government shouldn't exacerbate the exclusion and stigmatization of people based on their gender and appearance, especially not out of ignorance.

Personally, intramural sports where all genders play together are my favorite. They are a great source of camaraderie, and there is no reason for the state to ban those opportunities for building school spirit. Sports provide essential academic, emotional, and social benefits, helping young people develop important skills. A 2022 HRC Foundation/University of Connecticut study found that high school-aged transgender and non-binary student-athletes reported higher grades and lower levels of depression than those who did not play sports.

This bill, however, teaches fear and discrimination against trans peers. Our policies should not endanger our loved ones or exclude them from opportunities for joy and community. I will not stand for such hatred and unconstitutional discrimination in my community.

Thank you for voting NO on Assembly Bill AB102 and for protecting our right to choose who we play with.

Sincerely,

Nero Grok-Gallagher

Madison, 53704

3/11/2025

AB 102

Dear Committee Members,

Unfortunately, due to my full time position, I am unable to attend the scheduled hearing on AB 102 Relating to designating University of Wisconsin and technical college sports and athletic teams based on sex of the participants. I am submitting this as my written testimony.

Recent polling shows that a vast amount of Wisconsinites oppose allowing biological males to compete in female athletics. This isn't about politics, it is about common sense. I support prohibiting students of the male sex from participating on an athletic team or in a sport that is designated for females or women. I am very grateful because it will also provide legal recourse for students who are deprived of participation opportunities or face retaliation, and allows institutions to seek legal action if they suffer harm from compliance with the law.

Females deserve a level playing field. I urge you to support and pass AB 102 and protect ALL female athletes at Universities and technical colleges from enduring what Riley Gaines and Peyton McNabb, and so many other amazing female athletes have experienced. We should be protecting females from the physical and mental trauma of having to compete against men, at every level. I have two young adorable grand daughters that I hope will be safeguarded from this when they grow up and attend college and play athletics. This is about right versus wrong. Please show that you care and want females protected and vote for passage of AB 102.

Thank you,

Amber Infusino

Wisconsin Moms for Liberty Ambassador

amber@momsforliberty.org