



February 3, 2026

Dear Maryland General Assembly Ways and Means Committee:

The [Women's Sports Policy Working Group](#) (WSPWG) respectfully calls upon you to restore fairness for female athletes by **voting in favor House Bill 63** and any amendments that would restrict female teams and locker rooms to biological females.

We are champion athletes, coaches, Title IX lawyers, and administrators. Our core members – **Martina Navratilova, Donna de Varona, Nancy Hogshead, Donna de Varona, Mariah Burton Nelson, and Tracy Sundlun** – have a combined 300+ years of expertise and leadership in women's sports; advocacy for Title IX; and dedication to the expansion of girls' and women's sports opportunities. We also collaborate with the [International Consortium for Female Sport](#), [ICONS](#), the [LGB Courage Coalition](#), [Democrats for an Informed Approach to Gender](#), and other organizations committed to preserving women's rights.

In other words, we are a trusted source of information about fairness, equity, and privacy in women's sports and locker rooms, and we hope you'll consider our perspective as you discuss the bill before you.



*Left: Can you tell which shot-putter on this girls' high school track team is male?
Right: Girls who competed against this boy on a high school track team sued.*

A note about language: Following the language used in **House Bill 63**, we use "female" and related terms ("girls," "women") to mean people of the female sex and "male" and related terms ("boys," "men") to mean people of the male sex.

We will address provisions (C)(1); (C)(2); (D)(1); and (D)(2) regarding offering female teams; limiting them to females, offering female locker rooms, and limiting them to females.

Why Sports Matter for Girls







For girls and women, sports are not just fun and games. They're empowering, well beyond the physical training. The Women's Sports Foundation's research has shown that girls who play sports are more likely to graduate from high school, go to college, graduate from college, and not get pregnant or take drugs as teens. Most corporate female CEOs played college sports.

Even one boy on a girls' team can have a devastating impact on his teammates and opposing teams. The impact reaches far beyond one female's displacement, defeat, and humiliation. A male participant affects his team, the girl/s who were left off the team, girls' scholarship prospects, every opposing team and coach, all the fans and parents and referees, and more. [One website](#) has documented more than 11,000 instances of males participating in the female category – which represents many lost opportunities, including almost 6,000 top-three finishes for girls and women.

Even no-cut school rosters offer finite opportunities. It's a "zero-sum game for a lot of teams," said Justice Brett Kavanaugh in a recent Supreme Court hearing about boys' desires to play girls' sports. Kavanaugh, who has coached his daughters' basketball teams, cited starting lineups, playing time, selections for All-League, and college recruitment, explaining, "Those things matter to people big-time. It's not like, 'Oh, just add another person to the team.' That's not how sports works. Someone else is going to get disadvantaged."

Do the Math: How Many Girls Suffer When a Boy Enters Girls' Competitions?

When two boys who identify as trans (Terry Miller and Andraya Yearwood) competed on a Connecticut high school track team from 2017-2020, there were:

-  93 times when a girl was denied an individual or relay championship
-  52 times when a girl was denied the advancement to a championship meet
-  39 times when a girl was denied an opportunity to advance to finals
-  17 times when a girl was denied an All-New England honor
-  11 times when a girl lost a meet record, and
-  23 girls who were denied a Connecticut State Open team championship.

In other words, allowing two boys to compete against girls denied girls opportunities and awards 235 times.

Maryland owes it to its young female athletes to provide all-female athletic opportunities to build self-confidence, develop a positive body image, and become lifelong leaders and team players.

Girls Have Unique Bodies

Girls and women deserve a separate, all-female sports category because, as everyone can see, boys and men are on average significantly bigger, stronger, and faster. ***This is why the female category exists.*** Without it, you never would have heard of us or other champion female athletes. Laws that allow males to compete against girls or women are unfair for girls and women.

Even Pre-Puberty, Males Have a Performance Advantage.

Male performance advantage is less obvious in children, but [boys have a physical advantage](#) then, too, as proven by one hundred years of swimming and running records. Males' substantial testosterone-based advantages begin before birth. In utero, male fetuses receive an infusion of testosterone that is later associated with young boys' somewhat greater strengthⁱ and somewhat greater propensity for aggression – the androgenic effects of testosterone.ⁱⁱ

For example, fitness data from over 85,000 children in Australia showed that, compared to nine-year-old females, nine-year-old males were 10 percent faster in sprints (running) and 17 percent faster in the mile run. They could jump 10 percent farther, could complete 33 percent more pushups in 30 seconds, and had a 14 percent stronger grip.ⁱⁱⁱ

Significant male advantage was also found in a study of Greek children pre-puberty. Compared with six-year-old females, six-year-old males completed 17 percent more shuttle runs in a given time and could jump almost ten percent farther from a standing position.^{iv} Another Danish study showed six- and seven-year-old males had a higher aerobic capacity (VO₂max) than girls in the same age group.^v

A 2022 [analysis of American swimming records](#) showed that boys' records in the ten- and-unders (nine and ten-year-olds) average 0.6 seconds faster per 100 yards than girls' records. Boys' records jump to an average of three seconds faster per 100 yards for the 12-and-under group and more than five seconds faster per 100 yards between the ages of 13 and 18.^{vi}

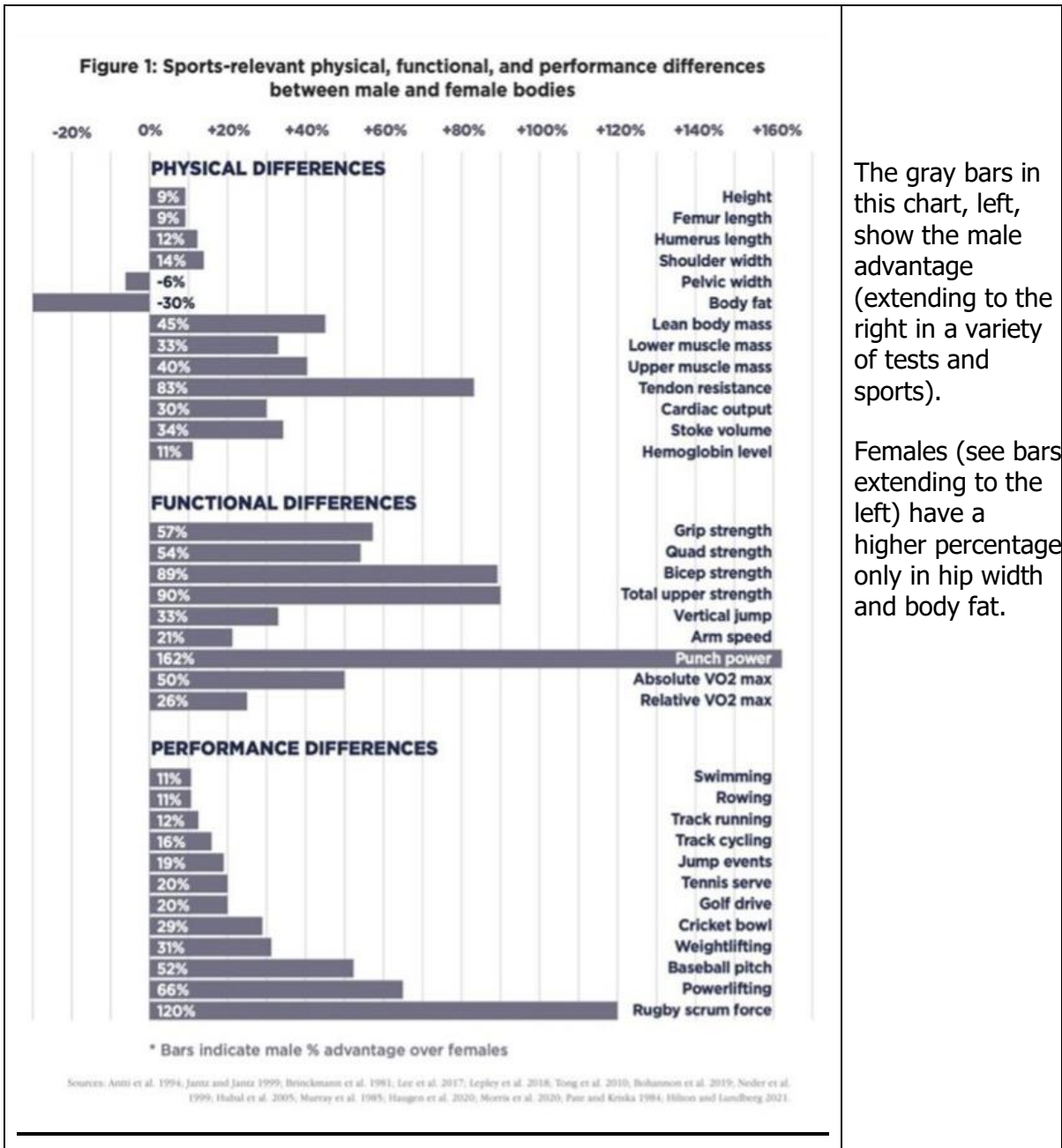
The pattern is even more dramatic in children competing in track. [Every USA Track & Field boys' national championship record is better than the girls' record.](#) This is true beginning with the youngest competitive age group (eight-and-under), with the gap growing dramatically during and after puberty.

According to [Greg Brown, professor of Exercise Science at the University of Nebraska at Kearney](#), "Before puberty, boys tend to outperform girls of the same age in tests measuring muscular strength, muscular endurance, running speed, aerobic fitness, ball throwing, and kicking distance. Conversely, girls typically exhibit better performance in tests focused on flexibility. While physical fitness tests do not always accurately predict success in competitive sports, physical fitness is often a prerequisite for success in sports."

After Puberty, Males' Performance Advantage Explodes.

Male performance advantages are dramatically accentuated with the onset of male puberty.^{vii} The performance gap between male and female athletes that accelerates at puberty ranges from 8-20 percent, but up to 50 percent depending on the sport and event.^{viii}

<p>This chart, right, shows the gap between women's world records (right column) and the age at which hundreds of ordinary boys (between age 14 and 17) begin to break those records.^{ix}</p> <p>Note that for the discus, shot put, and javelin, women throw objects that are significantly lighter.</p> <p>Teenage boys, who throw heavier objects, would still, if competing against the best women in the world, "win."</p>	Track & Field World Records At what ages do boys' world records surpass women's world records?																																																																				
	<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: left;">Event</th> <th style="text-align: left;">Boys (Age)</th> <th style="text-align: left;">Women</th> </tr> </thead> <tbody> <tr> <td>100m</td> <td> 10.20 (15)</td> <td>10.49</td> </tr> <tr> <td>200m</td> <td> 20.89 (14)</td> <td>21.34</td> </tr> <tr> <td>400m</td> <td> 46.96 (14)</td> <td>47.60</td> </tr> <tr> <td>800m</td> <td> 1:51.23 (14)</td> <td>1:53.28</td> </tr> <tr> <td>1000m</td> <td> 2:26.30 (15)</td> <td>2:28.98</td> </tr> <tr> <td>1500m</td> <td> 3:48.37 (14)</td> <td>3:50.07</td> </tr> <tr> <td>Mile</td> <td> 4:08.80 (15)</td> <td>4:12.33</td> </tr> <tr> <td>2000m</td> <td> 5:19.33 (16)</td> <td>5:23.75</td> </tr> <tr> <td>3000m</td> <td> 7:56.40 (17)</td> <td>8:06.11</td> </tr> <tr> <td>5000m</td> <td> 14:10.92 (15)</td> <td>14:11.15</td> </tr> <tr> <td>10,000m</td> <td> 28:39.04 (16)</td> <td>29:17.45</td> </tr> <tr> <td>Marathon</td> <td>2:17:21.00 (18)</td> <td> 2:14:04.00</td> </tr> <tr> <td>3000m Steeplechase</td> <td> 8:26.81 (18)</td> <td>8:44.32</td> </tr> <tr> <td>400m Hurdles</td> <td> 51.14 (15)</td> <td>52.16</td> </tr> <tr> <td>High Jump</td> <td> 2.17m (14)</td> <td>2.09m</td> </tr> <tr> <td>Pole Vault</td> <td> 5.33m (15)</td> <td>5.06m</td> </tr> <tr> <td>Long Jump</td> <td> 7.85m (15)</td> <td>7.52m</td> </tr> <tr> <td>Triple Jump</td> <td> 16.63m (15)</td> <td>15.50m</td> </tr> <tr> <td>Shot Put</td> <td> 23.86m (15)</td> <td>22.63m</td> </tr> <tr> <td>Discus</td> <td> 77.68m (15)</td> <td>76.80m</td> </tr> <tr> <td>Hammer Throw</td> <td> 85.17m (14)</td> <td>82.98m</td> </tr> <tr> <td>Javelin</td> <td> 74.24m (14)</td> <td>72.28m</td> </tr> </tbody> </table> <p style="text-align: right; font-size: small;">boysvswomen.com</p>	Event	Boys (Age)	Women	100m	10.20 (15)	10.49	200m	20.89 (14)	21.34	400m	46.96 (14)	47.60	800m	1:51.23 (14)	1:53.28	1000m	2:26.30 (15)	2:28.98	1500m	3:48.37 (14)	3:50.07	Mile	4:08.80 (15)	4:12.33	2000m	5:19.33 (16)	5:23.75	3000m	7:56.40 (17)	8:06.11	5000m	14:10.92 (15)	14:11.15	10,000m	28:39.04 (16)	29:17.45	Marathon	2:17:21.00 (18)	2:14:04.00	3000m Steeplechase	8:26.81 (18)	8:44.32	400m Hurdles	51.14 (15)	52.16	High Jump	2.17m (14)	2.09m	Pole Vault	5.33m (15)	5.06m	Long Jump	7.85m (15)	7.52m	Triple Jump	16.63m (15)	15.50m	Shot Put	23.86m (15)	22.63m	Discus	77.68m (15)	76.80m	Hammer Throw	85.17m (14)	82.98m	Javelin	74.24m (14)
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The gray bars in this chart, left, show the male advantage (extending to the right in a variety of tests and sports).

Females (see bars extending to the left) have a higher percentage only in hip width and body fat.

Male Performance Advantages Cannot Be Erased Via Testosterone Suppression or Surgery, Even After Many Years.^x

There is zero evidence that hormonal manipulation makes men shorter or equivalent to women in terms of speed or strength. And hormonal manipulation is rare. Most trans-identified athletes these days have little in common with the “transsexuals” of old. According to the [Washington](#)

[Post](#), just 31 percent of trans-identified people take medication and just 16 percent have surgery. And most don't even identify as the opposite sex, but rather as gender non-conforming or non-binary. In most cases, gender identity is simply a matter of belief and chosen self-description, not physical alterations. But even physical alterations do not convert males into females. Women are not males minus testosterone.

Males Never Menstruate.

Here's another often-overlooked fact in support of House Bill 63: Males never menstruate. Or give birth. Or nurse.

Female athletes spend about twenty-five percent of their thirty-eight or so fertile years menstruating or in a premenstrual phase (about seven days per 28-day cycle). Over that same time span, girls and women navigate the logistics of menstrual management; ovulation; mood and energy fluctuations; cramps; breast tenderness; joint pain; back pain; weight gain; headaches; appetite changes; birth control-related hormonal changes; fertility treatments; conception; unwanted-pregnancy anxiety; pregnancies; morning sickness; miscarriages and terminations; labor; delivery; C-sections and recovery; postpartum mood changes; breastfeeding; other hormonal fluxes involving mood and libido; and all manner of endometriosis, fibroids, and cysts. Sometimes women resume training with a drastically altered body, a maternity bra to facilitate breastfeeding between workouts, a new sense of self and priorities, and a needy infant in tow.

Males will never experience monthly menstrual cramps. They will never blush off the volleyball court with blood gushing down their thigh. Or miss a tournament due to debilitating endometriosis. These are ordinary, everyday things – but only for women.

When Does the Female Reproductive Function Affect Performance?

Always. Because this is how biologists define female: The type of body that was developed to produce large gametes. Even if we're infertile or undergo hysterectomies or mastectomies, our bodies still operate on female hormones, in female bodies, with female hips and bones and heads and everything else. There are no times of the month, nor times of the day, when female athletes can compete in sports without their female genes, chromosomes, hormones, anatomy, and physiology, all of which are significantly different from men's, no matter how those men may modify their bodies. Women are not always producing or nursing babies. But female bodies are all designed for that function and retain that developmental design.

Sports Are Organized Based on Objective Criteria, Not Identity.

Title IX is a bipartisan law, supported on a bipartisan basis in response to numerous challenges over the years. It's largely responsible for American female athletes' success – and it's based on sex-segregated categories because sex differences, not identity differences, are what matter in sports.

In a [January 2025 poll](#) of parents with children under age 18, 78 percent agreed that “males who identify as female” should not be allowed to participate on girls’ sports teams. This was overwhelmingly true for Republicans (86%), and true for most Democrats (60%). This is common sense.

Equipment and Rules in at Least 41 Sports Are Different for Men and Women.

Volleyball nets are hung seven inches lower for women – because women are shorter and cannot jump as high as men. Blaire Fleming, the male athlete who played for San Jose State University’s volleyball team last year – triggering boycotts by seven teams and a Title IX violation by the Department of Education – not only had an advantage with leaping and spiking and upper-body strength, but he was also playing with a lower, female-sized court.

Hurdles are lower for women. The man who competes in a female hurdler’s race has an unfair advantage based on the height of the hurdles alone.

Women’s basketballs are smaller and lighter based on hand size – and provide another unfair advantage to any man playing in a women’s basketball league. From boxing to badminton, cycling to tennis to water polo... more than forty sports have customized their rules to accommodate female bodies. Men have no place in any of these female-designed sports, nor in any other female sports.

Private, Safe, Dignified: The Locker Room Issue

Access to female athletes’ locker rooms must be restricted to female athletes. Rationale:

1. Females have a right to safety, privacy, and dignity in single-sex changing spaces, showering and toilet facilities.^{xi}
2. Separating women and men in locker rooms is a nearly universal phenomenon, a custom that female athletes have come to expect and rely upon. Even co-ed sports teams that train together separate by sex when it comes to locker room facilities.
3. Males do not now, and never have had, a right to enter all-female spaces.
4. Specifically, sex-segregated changing spaces provide girls and women with privacy and protection from:
 - undressing and showering in front of males;
 - revealing such intimate details as when they are menstruating;
 - displaying vulnerable rituals such as when swimmers help each other squeeze into tight, competitive swimsuits;
 - seeing naked male bodies; and
 - hearing male commentary about their bodies.

5. Women's locker rooms provide female athletes with a rare respite from having to be on the lookout for lewd or criminal conduct and from calculating the potential threat of male violence including criminal voyeurism, flashing, and assault.
6. Women are vulnerable when undressing. Because women know that men are far more likely than women to commit sexual assault, the presence of males can feel inherently threatening, even traumatic, to girls and women as they are undressing or showering.
7. Naked men also make women feel vulnerable. In particular, the presence of naked or near-naked men can feel threatening and traumatic to women who have been harassed or sexually assaulted. Twenty-six percent of college-age women report having been sexually assaulted while attending college.
8. Fears of locker-room assaults are not unfounded. According to one investigation of complaints of sexual assaults, voyeurism, and harassment at public fitness centers and swimming pools in London, almost 90 percent took place in unisex changing rooms.^{xii}
9. When males are banned from women's locker rooms, it becomes obvious that a male who enters, disrobes, or looks at naked girls or women in such a space is likely motivated by a desire to commit sexual offenses such as flashing, voyeurism, assault, rape, or statutory rape.
10. According to the United States Department of Justice, 91 percent of victims of rape and sexual assault are female; almost 99 percent of perpetrators are men.^{xiii}
11. Given that some coaches, religious leaders, police officers and physicians use their profession to gain access to females in order to abuse them, it is likely that those intent on harming females would also use self-proclaimed gender identity to get access to and harm girls and women.
12. If males are allowed in locker rooms, girls will need to conduct a threat assessment each time a male enters a that space – and modify her behavior accordingly. Often, the result will be that girls will opt out, losing access to myriad sports benefits.
13. Some denominations of Islam, Orthodox Judaism, and other religions forbid women to expose their hair or skin to men who are not their husbands. Allowing males into female locker rooms would result in some religious athletes opting out of sports.

For these reasons, girls and women deserve their own sports and private, safe, changing spaces. Please support girls and women by supporting House Bill 63.

With much appreciation for your attention to our concerns and request,

[The Women's Sports Policy Working Group](#)

Martina Navratilova, OLY

Donna de Varona, OLY

Nancy Hogshead, J.D., OLY

Donna Lopiano, Ph.D.

Mariah Burton Nelson, MPH

Tracy Sundlun

Contact: Mariah Burton Nelson, MariahBNelson@gmail.com/571/643-8323.

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- ^{ix} See BoysvWomen at <https://boysvswomen.com> for similar comparisons throughout sport.
- ^x Males maintain physiological, sex-linked (legacy) advantages even after multiple years on gender-affirming hormone treatment such as testosterone-suppression drugs. For example, hormone treatments do not affect height. Hilton EN, Lundberg TR. ["Transgender Women in The Female Category of Sport: Perspectives on Testosterone Suppression and Performance Advantage."](#) *Sports Medicine*. 2021;51: (PMID 33289906 and doi: 10.1007/s40279-020-01389-3).
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- ^{xiii} United States Department of Justice, [Violence Against Women Report, 2002](#). See: RAINN Victims of Sexual Violence: Statistics.