

RESEARCH THAT MATTERS

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# THE IMPACT OF 2025 STATE ANTI-TRANSGENDER LEGISLATION ON YOUTH

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## EXECUTIVE SUMMARY

In 2025, the American Civil Liberties Union documented that more than 600 anti-transgender bills were introduced at the state level in the United States.<sup>1</sup> This continues a trend of escalation in state legislation targeting transgender youth in recent years; the organization found that over 500 anti-transgender bills were introduced in both 2023 and 2024.<sup>2</sup>

Although state legislation affecting transgender youth has been wide-ranging, many of the enacted laws have fallen into one of four categories: limiting access to gender-affirming care, restricting participation in sports and school programs, restricting access to bathrooms and other facilities, and discouraging the use of gender-affirming pronouns in schools and other public facilities.<sup>3</sup> By the end of December 2025, 29 states had adopted at least one of these four types of restrictive laws.

At the same time, many states have enacted “shield” laws, which protect gender-affirming care providers and families from the reach of civil, criminal, and professional consequences originating in states where such care has been restricted.<sup>4</sup> In some cases, “shield” laws also protect from intrusion by the federal government.<sup>5</sup>

There are approximately 724,000 transgender youth aged 13-17 living in the U.S.<sup>6</sup> This report estimates the number of transgender youth aged 13-17 who are impacted by each of these five types of laws as of the end of the 2025 legislative session.<sup>7</sup> For this report, we assess the impact of laws that were enacted in and prior to 2025.

<sup>1</sup> *Mapping Attacks on LGBTQ Rights in U.S. State Legislatures in 2025*, AM. CIVIL LIBERTIES UNION (Sept. 19, 2025), <https://www.aclu.org/legislative-attacks-on-lgbtq-rights-2025>. Other transgender legislation trackers found higher numbers of anti-transgender legislation. Trans Legislation Tracker found that over 1,014 anti-transgender bills were introduced. *2025 Anti-Trans Bills Tracker*, TRANS LEGISLATION TRACKER, <https://translegislation.com/> (last visited Dec. 14, 2025). TransLash found 701 anti-transgender bills were introduced. *Our Legislation Dashboard*, TRANSLASH, <https://translash.org/projects/legislation-dashboard/> (last visited Dec. 14, 2025).

<sup>2</sup> *Mapping Attacks on LGBTQ Rights in U.S. State Legislatures in 2024*, AM. CIVIL LIBERTIES UNION (Dec. 6, 2024), <https://www.aclu.org/legislative-attacks-on-lgbtq-rights-2024>; *Mapping Attacks on LGBTQ Rights in U.S. State Legislatures in 2023*, AM. CIVIL LIBERTIES UNION (Dec. 21, 2023), <https://www.aclu.org/legislative-attacks-on-lgbtq-rights-2023>. Trans Legislation Tracker reported 701 bills were introduced in 2024 and 615 bills were introduced in 2023. 2024 Anti-Trans Bills Tracker, Trans Legislation Tracker, <https://translegislation.com/bills/2024> (last visited Dec. 14, 2025); 2023 Anti-Trans Legislation, Trans Legislation Tracker, <https://translegislation.com/bills/2023> (last visited Dec. 14, 2025).

<sup>3</sup> *Id.*

<sup>4</sup> See generally, *Shield Laws for Reproductive and Gender-Affirming Health Care, A State Law Guide*, UCLA CTR. ON REPRODUCTIVE HEALTH, L. & POL. (Oct. 2025), <https://law.ucla.edu/academics/centers/center-reproductive-health-law-and-policy/shield-laws-reproductive-and-gender-affirming-health-care-state-law-guide>.

<sup>5</sup> See S.B. 497, 2025-2026 Reg. Sess. (Cal. 2025) (enacted) (prohibits a provider of health care, and other entities from “cooperating with or providing medical information to an individual, agency, or department from another state or, to the extent permitted by federal law, to a federal law enforcement agency that would identify an individual and that is related to an individual seeking or obtaining gender-affirming health care.”).

<sup>6</sup> The estimated number of transgender youth aged 13-17 is 723,700. JODY L. HERMAN & ANDREW R. FLORES, WILLIAMS INST., *HOW MANY ADULTS AND YOUTH IDENTIFY AS TRANSGENDER IN THE UNITED STATES?* (2025), <https://williamsinstitute.law.ucla.edu/wp-content/uploads/Trans-Pop-Update-Aug-2025.pdf>. To estimate the number of youth impacted by a specific law or policy, we tally state level estimates of the number of transgender youth aged 13-17 in each state with the law or policy. We are unable to estimate the impact of these laws on youth younger than age 13 because the data sources used to create these estimates do not survey children below age 13. *Id.* at 24. We also do not have sufficient data to estimate the impact on transgender youth aged 13-17 in Puerto Rico or other territories.

<sup>7</sup> Many states considered or enacted other types of laws and policies that impact transgender and LGBQ youth more broadly. This brief estimates only the impact of the five types of laws and policies listed here; it is not intended to provide a comprehensive look at all forms of legislation and policymaking that has impacted transgender youth over the past year. In previous reports documenting anti-transgender legislation, we addressed the impact of “conversion therapy” bans, which prohibit licensed mental health care providers from subjecting youth to practices that are intended to change their sexual orientation or gender identity. On October 7, 2025, the Supreme Court heard arguments in *Chiles v. Salazar*, a case challenging Colorado’s “conversion therapy” ban. Because of the developing legal landscape, this report will not address “conversion therapy” bans. For more

## KEY FINDINGS

### Overall

- 382,800 transgender youth—more than half of all transgender youth aged 13-17 in the U.S. (53%)—live in one of 29 states that has enacted one or more laws banning access to gender-affirming care, participation in sports, use of bathrooms and other sex-separated facilities, or gender affirmation through pronoun use.
- 262,700 transgender youth—more than one-third of all transgender youth in the U.S. (36%)—live in one of 16 states that has enacted all four types of restrictions.
- Twenty-four states passed at least one type of restrictive legislation in 2025. An estimated 329,200 transgender youth (46%) live in one of these 24 states.

### Bans on Gender-Affirming Care

- 362,900 transgender youth aged 13-17 live in one of 27 states that has enacted laws banning access to gender-affirming care. This is half (50%) of all transgender youth aged 13-17 in the U.S.
  - Of these youth, 2,500 transgender youth live in Montana, where the state's gender-affirming care ban cannot currently be enforced due to a court order.
  - Four states—Arkansas, Kansas, New Hampshire, and West Virginia—enacted new restrictions on gender-affirming care in 2025. Three of these four states—Arkansas, New Hampshire, and West Virginia—expanded existing bans. One state, Kansas, enacted a new ban.
- Seventeen states prohibit the use of Medicaid funds to pay for gender-affirming care for minors. A total of 274,300 transgender youth live in one of these 17 states. This is about 38% of transgender youth aged 13-17 in the U.S.

### Bans on Transgender Participation in Sports

- 382,800 transgender youth aged 13-17 live in one of the 29 states that has enacted laws restricting access to school sports for transgender students. This is about half (53%) of all transgender youth aged 13-17 in the U.S.
  - Six states—Georgia, Kentucky, Montana, Nebraska, New Hampshire, and Utah—enacted laws restricting access to school sports for transgender students in 2025.<sup>8</sup> Three of these states—Kentucky, Montana, and Utah—strengthened or amended existing bans. Three other states—Georgia, Nebraska, and New Hampshire—enacted new mandatory bans.

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information on the current case and “conversion therapy bans” in general, see Brief for Williams Institute Scholars as Amici Curiae Supporting Respondents, Chiles v. Salazar, No. 24-539 (2025), <https://williamsinstitute.law.ucla.edu/wp-content/uploads/Amicus-Chiles-SCOTUS-Aug-2025.pdf>.

<sup>8</sup> Georgia (GA. CODE ANN. § 20-2-315 (2025)); Kentucky (Ky. REV. STAT. ANN. § 156.070 (LexisNexis 2025)); Montana (MONT. CODE ANN. § 49-2-307 (2025)); Nebraska (NEB. REV. STAT. ANN. § 79-3804 (LexisNexis 2025)); New Hampshire (N.H. REV. STAT. ANN. § 193:41 (LexisNexis 2025)); Utah (UTAH CODE ANN. § 53G-6-1004 (LexisNexis 2025)).

## Bans on Access to Bathrooms and Other Facilities

- 348,400 transgender youth aged 13-17 live in one of 25 states that has banned transgender youth from using bathrooms and other facilities that align with their gender identity in public schools or government buildings, or has defined “sex” in a way that could result in transgender youth being denied access to bathrooms or other facilities. This is nearly half (48%) of all transgender youth in the country.
- 298,600 transgender youth live in one of 21 states with a law or policy expressly prohibiting transgender youth from using the bathroom that aligns with their gender identity within public schools or government buildings. This is 41% of all transgender youth aged 13-17 in the U.S.
  - Twelve states—Arkansas, Georgia, Idaho, Mississippi, Montana, North Dakota, South Carolina, South Dakota, Texas, Utah, West Virginia, and Wyoming—enacted new bathroom laws in 2025. Six of these 12 states—Arkansas, Idaho, Mississippi, North Dakota, South Carolina, and Utah—expanded or renewed existing bans. Georgia, Montana, South Dakota, Texas, West Virginia, and Wyoming enacted new bans.
- 221,700 transgender youth live in one of 17 states whose law defines “sex” in a way that could prohibit transgender youth from using the restroom that aligns with their gender identity. This is nearly one third (31%) of transgender youth aged 13-17 in the U.S.
  - 49,800 transgender youth live in one of four states—Kansas, Indiana, Nebraska, and North Carolina—that lacks an express bathroom ban, but has a sex-definition law that could be interpreted to restrict bathroom access.
  - Eight states adopted restrictive sex definition laws or policies in 2025: Alabama, Indiana, Iowa, North Carolina, Ohio, Texas, West Virginia, and Wyoming.
- 2,500 of these transgender youth live in Montana, where both the state’s bathroom ban and its law defining “sex” have been blocked by court order.

## Bans on Gender-Affirming Pronouns

- 170,000 transgender youth aged 13-17 live in one of 10 states that has enacted a law restricting or prohibiting the use of gender-affirming pronouns in schools or public facilities. This is nearly one quarter (24%) of transgender youth aged 13-17 in the U.S.
  - Five states—Montana, North Dakota, Tennessee, Texas, and West Virginia—enacted a new pronoun law in 2025. Montana, North Dakota, and Tennessee expanded existing bans, and Texas and West Virginia enacted new ones.
- 112,100 transgender youth aged 13-17 live in one of eight states that has a law requiring parental notification when students request to be addressed with a different pronoun than the one that aligns with their sex at birth. This is about 16% of transgender youth aged 13-17 in the U.S.
  - Two states—Ohio and West Virginia—enacted a new parental notification law in 2025.
- In total, 262,700 transgender youth live in one of 16 states that either restricts pronoun use or requires parental notification when a change to pronouns is requested, or both. This is over one-third (36%) of all transgender youth aged 13-17 in the U.S.

## “Shield” Laws

- 285,300 transgender youth live in one of 17 states and D.C. that has a “shield” law seeking to protect providers and families from out-of-state interference with gender-affirming care. This is 39% of all transgender youth aged 13-17 in the U.S.
  - Eight states expanded or enacted new “shield” laws or executive orders in 2025: California, Colorado, Connecticut, Delaware, New York, Vermont, and Washington. Six of these states—California, Colorado, Massachusetts, New York, Vermont, and Washington—expanded existing “shield” laws, while Connecticut and Delaware enacted new “shield” laws or executive orders.
  - One state, Arizona, has both a “shield” executive order and restrictions on gender-affirming care.

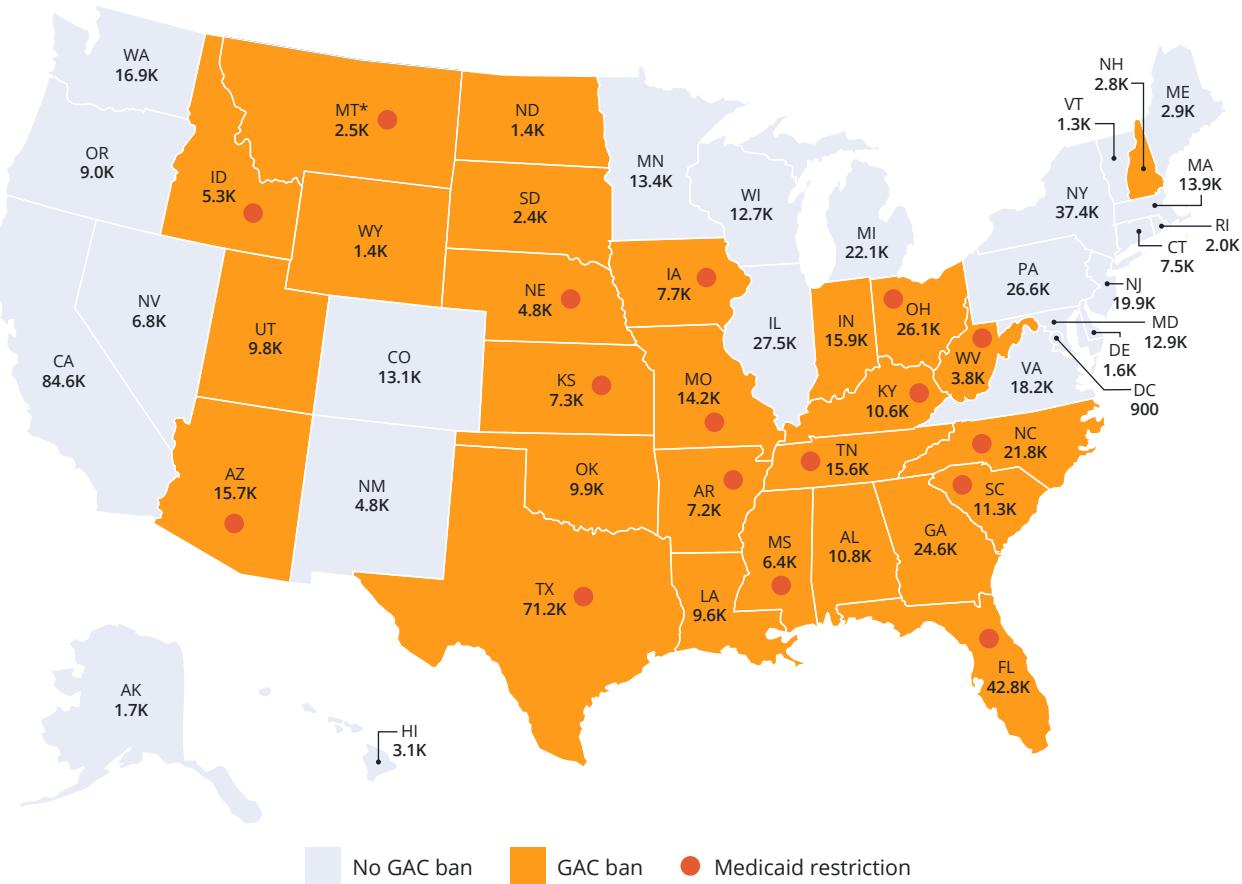
## Regional Analysis

Transgender youth living in certain regions of the U.S. are more likely to live in a state that has enacted a restrictive law or policy affecting transgender youth.

- The vast majority (95%) of transgender youth in the South and half (51%) of transgender youth in the Midwest reside in a state with at least one restrictive law or policy.
- The majority of transgender youth in the West (83%) and the Northeast (74%) reside in a state with a “shield” law.

## LAWS THAT RESTRICT THE RIGHTS OF TRANSGENDER YOUTH

### BANS ON GENDER-AFFIRMING CARE



Note: \*Currently enjoined by a court order

### What is Gender-Affirming Care?

Gender-affirming care commonly refers to health services that support a transgender person in living in alignment with their gender identity.<sup>9</sup> For transgender youth who need it, this care may include the use of medications to delay puberty or hormones to promote the development of secondary sex characteristics that are consistent with their gender identity.<sup>10</sup> Gender-affirming health care for transgender youth is considered evidence-based, and access to medically indicated care is supported by the American

<sup>9</sup> See generally Eli Coleman et al., *Standards of Care for the Health of Transgender and Gender Diverse People, Version 8*, 23 INT'L J. TRANSGENDER HEALTH (2022) (also known as the “World Professional Association for Transgender Health Standards of Care”).

<sup>10</sup> The Endocrine Society recommends hormone use for youth with a diagnosis of gender dysphoria – defined by the American Psychiatric Association in the Diagnostic Statistical Manual DSM-5-TR as “a marked incongruence between one’s experienced/expressed gender and assigned gender, of at least 6 months duration” who have entered puberty. Wylie C. Hembree et al., *Endocrine Treatment of Gender-Dysphoric/Gender-Incongruent Persons: An Endocrine Society Clinical Practice Guideline*, 102 J. CLINICAL ENDOCRINOLOGY & METABOLISM 3869 (2017); AM. PSYCH. ASS’N, *DIAGNOSTIC AND STATISTICAL MANUAL OF MENTAL DISORDERS, FIFTH EDITION, TEXT REVISION (DSM-5-TR)* (2022). Although gender-affirming care sometimes includes surgical interventions, such interventions are exceedingly rare among youth aged 13-17. See Dannie Dai et al., *Prevalence of Gender-Affirming Surgical Procedures Among Minors and Adults in the US*, 7 JAMA NETW. OPEN e2418814 (2024).

Academy of Child and Adolescent Psychiatry (AACAP), American Academy of Pediatrics (AAP), the American Psychiatric Association (APA), the American Psychological Association (APA), and the American Medical Association (AMA).<sup>11</sup> The AMA and AAP have emphasized, as recently as November 2025, that their continued support for gender-affirming care is rooted in the “consensus of medical science.”<sup>12</sup>

## State Bans on Gender-Affirming Care

Gender-affirming care bans generally restrict access to care by imposing penalties on physicians who prescribe or administer gender-affirming medical treatment to youth. The penalties range from disciplinary action by a state licensing board, such as revocation of a medical license, to felony charges, which can include a prison sentence.<sup>13</sup> Restrictive legislation may also increase liability for medical practitioners by increasing the time limits and the grounds under which lawsuits may be brought against them for providing gender-affirming care.<sup>14</sup> Most of these bans prohibit access to a range of treatments, including puberty blockers and hormone therapy.<sup>15</sup>

Twenty-seven states have enacted laws that ban or substantially restrict access to gender-affirming care for transgender youth. These states are Alabama, Arizona, Arkansas, Florida, Georgia, Idaho, Indiana, Iowa, Kansas, Kentucky, Louisiana, Mississippi, Missouri, Montana, Nebraska, New Hampshire, North Carolina, North Dakota, Ohio, Oklahoma, South Carolina, South Dakota, Tennessee, Texas, Utah, West Virginia, and Wyoming.<sup>16</sup> Today, an estimated 362,900 transgender youth aged 13-17 live in a state that

<sup>11</sup> Alyson Sulaski Wyckoff, *AAP Reaffirms Gender-Affirming Care Policy, Authorizes Systematic Review of Evidence to Guide Update*, AM. ACADEMY PEDIATRICS (Aug. 4, 2023), <https://publications.aap.org/aapnews/news/25340/AAP-reaffirms-gender-affirming-care-policy>; POLICY STATEMENT ON ACCESS TO GENDER-AFFIRMING HEALTHCARE, AM. ACADEMY CHILD & ADOLESCENT PSYCHIATRY (June 2024), [https://www.aacap.org/aacap/Policy\\_Statements/2024/Access\\_Gender-Affirming\\_Healthcare.aspx](https://www.aacap.org/aacap/Policy_Statements/2024/Access_Gender-Affirming_Healthcare.aspx); AM. PSYCHIATRIC ASSOC., POSITION STATEMENT ON TREATMENT OF TRANSGENDER (TRANS) AND GENDER DIVERSE YOUTH (2020), <https://www.psychiatry.org/getattachment/8665a2f2-0b73-4477-8f60-79015ba9f815/Position-Treatment-of-Transgender-Gender-Diverse-Youth.pdf>; AM. PSYCH. ASSOC., APA POLICY STATEMENT ON AFFIRMING EVIDENCE-BASED INCLUSIVE CARE FOR TRANSGENDER, GENDER DIVERSE, AND NONBINARY INDIVIDUALS, ADDRESSING MISINFORMATION, AND THE ROLE OF PSYCHOLOGICAL PRACTICE AND SCIENCE (2024), <https://www.apa.org/about/policy/transgender-nonbinary-inclusive-care.pdf>; CLARIFICATION OF EVIDENCE-BASED GENDER-AFFIRMING CARE H-185.927, AM. MED. ASSOC. (2024), <https://policysearch.ama-assn.org/policyfinder/detail/gender%20dysphoria?uri=%2FAMA%2FHOD-185.927.xml>.

<sup>12</sup> Press Release, David Aizuss & Susan J. Kressly, Am. Med. Assoc. & Am. Academy Pediatrics, AMA and AAP Joint Statement on Evidence-Based Health Care (Nov. 19, 2025) (<https://www.aap.org/en/news-room/news-releases/aap/2025/ama-and-aap-joint-statement-on-evidence-based-health-care/>).

<sup>13</sup> For a more detailed description of the penalties imposed by these laws, see Christy Mallory, Madeline G. Chin & Justine C. Lee, *Legal Penalties for Physicians Providing Gender-Affirming Care*, 329 J. AM. MEDICAL ASS’N 1921 (2023); ÉLANA REDFIELD ET AL., WILLIAMS INST., *PROHIBITING GENDER-AFFIRMING MEDICAL CARE FOR YOUTH* (2023), <https://williamsinstitute.law.ucla.edu/publications/bans-trans-youth-health-care/>.

<sup>14</sup> See e.g., ARK. CODE ANN. § 16-114-402 (2025).

<sup>15</sup> Mallory, Chin & Lee, *supra* note 13.

<sup>16</sup> Alabama (ALA. CODE § 26-26-4 (LexisNexis 2022)); Arizona (ARIZ. REV. STAT. § 32-3230 (LexisNexis 2023)); Arkansas (ARK. CODE ANN. § 20-9-1502 (2021); ARK. CODE ANN. § 16-114-402 (2025) (establishing a right of action against physicians providing gender-affirming care without informed consent); ARK. CODE ANN. § 16-114-403 (2025) (establishing standards for informed consent)); Florida (FLA. ADMIN. CODE ANN. r. 64B8-9.019 (2023); FLA. STAT. § 456.52 (2023)); Georgia (GA. CODE. ANN. § 31-7-3.5 (2023)); Idaho (IDAHO CODE § 18-1506C (2024)); Indiana (INDIANA CODE ANN. § 25-1-22-13 (LexisNexis 2023)); Iowa (IOWA CODE § 147.164 (2023)); Kansas (S.B. 63, 91st Leg., 2025 Reg. Sess. (Kan. 2025) (enacted)); Kentucky (Ky. REV. STAT. ANN. § 311.372 (LexisNexis 2023)); Louisiana (LA. STAT. ANN. § 40:1098.2 (2024)); Mississippi (MISS. CODE ANN. § 41-141-5 (2023)); Missouri (MO. REV. STAT. § 191.1720 (2023)); Montana (MONT. CODE ANN. § 50-4-1004 (2023)); Nebraska (NEB. REV. STAT. ANN. § 71-7304 (2023) (restriction, but not total prohibition)); New Hampshire (N.H. REV. STAT. ANN. § 332-M:3 (LexisNexis 2026); N.H. REV. STAT. ANN. § 332-N:2 (LexisNexis 2026)); North Carolina (N.C. GEN. STAT. § 90-21.151 (2023)); North Dakota (N.D. CENT. CODE § 12.1-36.1-02 (2023)); Ohio (OHIO REV. CODE ANN. § 3129.02 (2024); Exec. Order No. 2024-01D (2024) (<https://governor.ohio.gov/media/executive-orders/executive-order-2024-01d>); OHIO ADMIN. CODE 3701-59-06 (2024); OHIO ADMIN. CODE 3701-83-60 (2024)); Oklahoma (OKLA. STAT. tit. 63, § 2607.1 (2023)); South Carolina (S.C. CODE ANN. § 44-42-320 (2024)); South Dakota (S.D. CODIFIED LAWS § 34-24-34 (2023)); Tennessee (TENN. CODE ANN. § 68-33-103 (2023); TENN. CODE ANN. § 68-33-104 (2023)); Texas (TEX. HEALTH & SAFETY CODE ANN. § 161.702 (2023)); Utah (UTAH CODE ANN. § 58-67-502 (LexisNexis 2025)); West Virginia (W. VA. CODE ANN. § 30-3-20 (LexisNexis 2025); W. VA. CODE ANN. § 30-14-17 (LexisNexis 2025); W. VA. CODE ANN. § 30-3E-20 (LexisNexis 2025); W. VA. CODE ANN. § 30-7-15f (LexisNexis 2025)); Wyoming (Wyo. STAT. ANN. § 35-4-1001 (2024)). See

has enacted a ban on gender-affirming care for transgender youth.<sup>17</sup> This is half (50%) of all transgender youth in the U.S.<sup>18</sup> See Table 1.

Four states—Arkansas, Kansas, New Hampshire, and West Virginia—either expanded existing bans on gender-affirming care or enacted new ones in 2025.<sup>19</sup> Three of these four states—Arkansas, New Hampshire, and West Virginia—expanded existing bans.<sup>20</sup> New Hampshire, for example, built on its previous legislation prohibiting genital surgery for minors and extended that prohibition to chest surgery, hormones, and puberty blockers.<sup>21</sup> An estimated 21,100 transgender youth live in a state that passed legislation or adopted a policy banning gender-affirming care in 2025.<sup>22</sup>

**Table 1. States that have enacted a ban or restriction on gender-affirming care for minors**

STATE	YOUTH IMPACTED
Alabama	10,800
Arizona*	15,700
Arkansas	7,200
Florida	42,800
Georgia**	24,600
Idaho	5,300
Indiana	15,900
Iowa	7,700
Kansas	7,300
Kentucky	10,600
Louisiana	9,600
Mississippi	6,400
Missouri	14,200
Montana†	2,500
Nebraska	4,800
New Hampshire	2,800

also also (so it says “See also”, both italicized) MOVEMENT ADVANCEMENT PROJECT, HEALTHCARE LAWS AND POLICIES: BANS ON BEST PRACTICE MEDICAL CARE FOR TRANSGENDER YOUTH (2025), <https://www.lgbtmap.org/img/maps/citations-youth-medical-care-bans.pdf>. Puerto Rico also has a gender-affirming care ban, enacted in 2025. P.R. LEYES AN.tit 24, § 3999j (2025). Because we are unable to estimate the transgender youth population for Puerto Rico due to insufficient source data, we do not include it in our tallies above.

<sup>17</sup> *Id.*; HERMAN & FLORES, *supra* note 6. While we documented a gender affirming care ban in Puerto Rico, our 2025 estimates on how many youth aged 13-17 identify as transgender in the United States do not include Puerto Rico’s population due to limitations in our data source. As a result, our estimates regarding how many transgender youth are impacted by gender affirming care bans are likely lower than is actually the case.

<sup>18</sup> HERMAN & FLORES, *supra* note 6.

<sup>19</sup> Arkansas (H.B. 1916, 95th Gen. Assemb., 2025 Reg. Sess. (Ark. 2025) (enacted)); Kansas (S.B. 63, 91st Leg., 2025 Reg. Sess. (Kan. 2025) (enacted)); New Hampshire (H.B. 712, 169th Leg. Sess. (N.H. 2025) (enacted); H.B. 377, 169th Leg. Sess. (N.H. 2025) (enacted)); West Virginia (S.B. 299, 87th Leg., 1st Reg. Sess. (W. Va. 2025) (enacted)).

<sup>20</sup> Arkansas (ARK. CODE ANN. § 20-9-1502 (2021)); New Hampshire (H.B. 619, 168th Gen. Ct. Sess., 2nd Year (N.H. 2024) (enacted)); West Virginia (H.B. 2007, 86th Leg., 1st Reg. Sess. (W. Va. 2023) (enacted)).

<sup>21</sup> H.B. 619, 168th Leg. Sess. (N.H. 2024) (enacted); H.B. 712, 169th Leg. Sess. (N.H. 2025) (enacted); H.B. 377, 169th Leg. Sess. (N.H. 2025) (enacted).

<sup>22</sup> HERMAN & FLORES, *supra* note 6.

STATE	YOUTH IMPACTED
North Carolina	21,800
North Dakota	1,400
Ohio‡	26,100
Oklahoma	9,900
South Carolina	11,300
South Dakota	2,400
Tennessee	15,600
Texas	71,200
Utah	9,800
West Virginia	3,800
Wyoming	1,400
<b>Total: 27 states</b>	<b>362,900</b>

Note: \*Only extends to gender-affirming surgeries; \*\*Does not prohibit puberty blockers; †Currently enjoined by a court order; ‡State has administrative policy restricting gender-affirming care.

Most of these laws have been challenged through litigation.<sup>23</sup> However, in the landmark *U.S. v. Skrmetti* decision issued in June of 2025, the Supreme Court held that Tennessee's ban did not violate the Equal Protection Clause of the U.S. Constitution.<sup>24</sup> Subsequently, several courts have permitted gender-affirming care bans to go into effect, citing *Skrmetti* as support.<sup>25</sup> As of November 2025, only one state, Montana, has a ban that is currently unenforceable by court order.<sup>26</sup> In a 2025 decision, a district court in Montana issued a permanent injunction after finding that the plaintiffs challenging the ban were likely to win their case based on equal protection, free speech, and privacy rights, all protected by the Montana constitution.<sup>27</sup> An estimated 2,500 transgender youth aged 13-17 live in the state.<sup>28</sup> With Montana's ban blocked by a court, 360,400 transgender youth live in one of the 26 other states with an enforceable ban on gender-affirming care.

<sup>23</sup> See MOVEMENT ADVANCEMENT PROJECT, *supra* note 16 (documenting litigation in Alabama, Arkansas, Florida, Georgia, Idaho, Indiana, Kansas, Kentucky, Louisiana, Missouri, Montana, Nebraska, North Carolina, North Dakota, Ohio, Oklahoma, Tennessee, and Texas).

<sup>24</sup> *U.S. v. Skrmetti*, 605 U.S. 495 (2025).

<sup>25</sup> See, e.g., *Poe v. Drummond*, 149 F.4th 1107 (10 Cir. 2025) (finding that the district court was right to deny a preliminary injunction against Oklahoma's gender affirming care ban); *Brandt v. Griffin*, 147 F.4th 867 (8th Cir. 2025) (reversing a permanent injunction issued against Arkansas' gender affirming care ban).

<sup>26</sup> *Cross v. State* (DV-23-541) (Mont. May 13, 2025), <https://lambdalegal.org/wp-content/uploads/2025/05/279-Order-Re-Cross-Motions-for-Summary-Judgment.pdf>.

<sup>27</sup> *Id.*

<sup>28</sup> HERMAN & FLORES, *supra* note 6.

## State Funding Restrictions for Gender-Affirming Care Under Medicaid

Some states have enacted other types of laws and policies that would make it more difficult for transgender youth, especially transgender youth living in families with low incomes, to access gender-affirming care. Seventeen states prohibit Medicaid coverage for gender-affirming care in their statutes or policies.<sup>29</sup> The states with statutes are Arizona, Arkansas, Florida, Idaho, Iowa, Kansas, Kentucky, Mississippi, Missouri, Montana, Nebraska, North Carolina, Ohio, South Carolina, and Tennessee.<sup>30</sup> Other states prohibit coverage for gender-affirming care within their Medicaid provider handbooks.<sup>31</sup> These states include Missouri, South Carolina, Texas and West Virginia.<sup>32</sup> A total of 274,300 transgender youth live in one of 17 states with laws or policies restricting Medicaid coverage for gender-affirming care for their age group.<sup>33</sup> This is about 38% of transgender youth aged 13-17 in the U.S.<sup>34</sup> All of the states with Medicaid restrictions also have restrictions or prohibitions on gender-affirming care for minors.<sup>35</sup> See Table 2.

Six of these states—Arizona, Florida, Iowa, Kansas, Kentucky, and North Carolina—enacted a law or policy prohibiting Medicaid coverage for gender-affirming care for minors in 2025, impacting 105,900 transgender youth living in these states.<sup>36</sup> Two states, Florida and North Carolina, had previously enacted similar legislation. Florida's law was invalidated by a court, and North Carolina's law was enjoined from enforcement until the Supreme Court and Fourth Circuit returned the case to the district court for reconsideration in light of the Supreme Court's decision in *Skrmetti*.<sup>37</sup>

<sup>29</sup> See *Medicaid Coverage of Transgender-Related Health Care*, MOVEMENT ADVANCEMENT PROJECT, <https://www.lgbtmap.org/equality-maps/healthcare/medicaid> (last visited Nov. 24, 2025); CHRISTY MALLORY & WILL TENTINDO, WILLIAMS INST., MEDICAID COVERAGE FOR GENDER-AFFIRMING CARE (2022), <https://williamsinstitute.law.ucla.edu/wp-content/uploads/Medicaid-Gender-Care-Dec-2022.pdf>.

<sup>30</sup> Arizona (ARIZ. ADMIN. CODE § 9-22-205 (2025) (excluding gender reassignment surgeries from coverage)); Arkansas (ARK. CODE ANN. § 20-9-1502 (2021) (excluding gender transition procedures for individuals under 18 from coverage)); Florida (FLA. ADMIN. CODE 59G-1.050 (2025)); Idaho (IDAHO CODE § 18-8901 (2024) (excluding gender affirming care for both adults and minors from coverage)); Iowa (IOWA CODE § 249a.14 (2025) (excluding gender affirming care from coverage)); Kansas (S.B. 63, 91<sup>st</sup> Leg., 2025 Reg. Sess. (Kan. 2025) (enacted) (excluding gender affirming care for minors from coverage)); Kentucky (Ky. REV. STAT. ANN. § 2025.53 (LexisNexis 2025) (excluding gender affirming care from coverage)); Mississippi (Miss. CODE ANN. § 41-141-7 (2023) (excluding gender affirming care for minors from coverage)); Missouri (Mo. REV. STAT. § 208.152 (2025) (excluding gender affirming care from coverage)); Montana (MONT. CODE ANN. § 50-4-1004 (2023)); Nebraska (NEB. REV. STAT. ANN. § 71-7306 (LexisNexis 2023) (excluding gender affirming care for individuals younger than 19 from coverage)); 471 NEB. ADMIN. CODE § 18-001 (2024)); North Carolina (N.C. GEN. STAT. § 143C-6-5.6 (2025)); Ohio (OHIO REV. CODE ANN. § 3129.06 (LexisNexis 2024) (excluding gender affirming care for minors from coverage)); OHIO ADMIN. CODE § 5160-2-03 (2022) (excluding gender affirming care from coverage)); South Carolina (S.C. CODE ANN. § 44-42-340 (2024) (excluding gender affirming care from coverage)); Tennessee (TENN. COMP. R. & REGS. 1200-13-13-.10 (2023) (excluding gender affirming surgery from coverage)).

<sup>31</sup> See CHRISTY MALLORY & WILL TENTINDO, WILLIAMS INST., MEDICAID COVERAGE FOR GENDER-AFFIRMING CARE, *supra* note 29.

<sup>32</sup> Texas (TEXAS HEALTH & HUM. SERVS., TEXAS MEDICAID PROVIDER PROCEDURES MANUAL: SECTION 1: PROVIDER ENROLLMENT & RESPONSIBILITIES 58 (2022), <https://www.tmhp.com/sites/default/files/file-library/resources/provider-manuals/tmppm/archives/2022-08-TMPPM.pdf>); Missouri (MoHEALTH NET, PHYSICIAN MANUAL 57 (2025), <https://mydss.mo.gov/media/pdf/physicians-provider-manual>); South Carolina (S.C. DEP'T HEALTH & HUM. SERVS., PHYSICIANS SERVICES PROVIDER MANUAL 191 (2025), <https://provider.scdhhs.gov/internet/pdf/manuals/Physicians/Manual.pdf>); West Virginia (W. VA. DEP'T HUM. SERVS., BMS PROVIDER MANUAL: 519.16 SURGICAL PROCEDURES (2023), <https://bms.wv.gov/media/40126/download?inline> (gender-affirming surgery). The Fourth Circuit Court of Appeals held that West Virginia's lack of coverage for gender-affirming surgery violated the Equal Protection Clause of the 14th Amendment, the Medicaid Act, and the Affordable Care Act. *Kadel v. Folwell*, 100 F.4th 122 (4th Cir. 2024). The Supreme Court later vacated and remanded the case in light of *Skrmetti*. *Crouch v. Anderson*, 2025 U.S. LEXIS 2596 (2025)).

<sup>33</sup> HERMAN & FLORES, *supra* note 6.

<sup>34</sup> *Id.*

<sup>35</sup> See *supra* note 16.

<sup>36</sup> Arizona (ARIZ. ADMIN. CODE § 9-22-205 (2025)); Florida (FLA. ADMIN. CODE 59G-1.050 (2025)); Iowa (IOWA CODE § 249a.14 (2025)); Kansas (S.B. 63, 91<sup>st</sup> Leg., 2025 Reg. Sess. (Kan. 2025) (enacted)); Kentucky (Ky. REV. STAT. ANN. § 2025.53 (LexisNexis 2025)); Herman & Flores, *supra* note 6.

<sup>37</sup> Florida (S.B. 254, 125th Reg. Sess. (Fla. 2023) (enacted); see *Dekker v. Weida*, 679 F. Supp. 3d 1271 (2023)); North Carolina (H.B. 808, Gen. Assemb., 2023 Sess. (N.C. 2023) (enacted); *Folwell v. Kadel*, 145 S. Ct. 2838 (2025) (vacating and remanding to the 4th Circuit Court of Appeals in light of *Skrmetti*); *Kadel v. Folwell*, 2025 U.S. App. LEXIS 25141 (4th Cir. 2025) (vacating and remanding to the district court in light of *Skrmetti*).

**Table 2. States with Medicaid restrictions on gender-affirming care**

STATE	YOUTH IMPACTED
Arizona	15,700
Arkansas	7,200
Florida	42,800
Idaho	5,300
Iowa	7,700
Kansas	7,300
Kentucky	10,600
Mississippi	6,400
Missouri‡	14,200
Montana†	2,500
Nebraska	4,800
North Carolina	21,800
Ohio	26,100
South Carolina‡	11,300
Tennessee	15,600
Texas‡	71,200
West Virginia‡	3,800
<b>Total States: 17</b>	<b>274,300</b>

Note: †Currently enjoined by a court order; ‡State has administrative policy restricting Medicaid coverage.

Only Montana's prohibition has been permanently enjoined by a court, meaning that Medicaid can cover a minor's gender-affirming care in that state.<sup>38</sup> With Montana's ban blocked by the court, 271,800 transgender youth reside in one of the 16 other states where Medicaid coverage for gender-affirming care is actively restricted or prohibited for their age group.

## Federal Landscape on Access to Gender-Affirming Care

On the first day of his second term in office, President Trump issued an executive order stating that sex is defined "at conception" and unchangeable.<sup>39</sup> Subsequently, the administration issued another executive order seeking to restrict access to gender-affirming care for transgender people under the age of 19.<sup>40</sup> The administration has enforced this policy through various measures, including subpoenas, terminations of research grants, requests to federal funding recipients for information about their billing practices, and

<sup>38</sup> *Cross v. State*, *supra* note 26 (enjoining Montana (MONT. CODE ANN. § 50-4-1004 (2023))).

<sup>39</sup> Defending Women from Gender Ideology Extremism and Restoring Biological Truth to the Federal Government, Exec. Order 14168, 90 Fed. Reg. 8615 (Jan. 30, 2025).

<sup>40</sup> Protecting Children from Chemical and Surgical Mutilation, Exec. Order 14187, 90 Fed. Reg. 8771 (Feb. 3, 2025).

at least one public Request for Information.<sup>41</sup> The administration has also proposed new regulations that would ban the use of Medicaid and other federal funding to pay for gender-affirming care for minors and prohibit hospitals from receiving federal Medicaid or Medicare funds if they provide such care, even if the services are provided without using federal funding.<sup>42</sup> Additionally, the administration has produced a report that questions the benefits of gender-affirming care as currently provided to transgender minors, authored by opponents of gender-affirming care, which has been described by gender-affirming care experts and professional associations as inaccurate and inconsistent with standards of evidence-based healthcare.<sup>43</sup> The administration's actions have disrupted access to gender-affirming care even in states where such care is legal, and providers are protected from government intrusion, such as California.<sup>44</sup> Numerous lawsuits have been filed challenging these actions.<sup>45</sup>

<sup>41</sup> See, e.g., Press Release, U.S. DEP'T. OF JUST., Department of Justice Subpoenas Doctors and Clinics Involved in Performing Transgender Medical Procedures on Children (July 9, 2025) (<https://www.justice.gov/opa/pr/department-justice-subpoenas-doctors-and-clinics-involved-performing-transgender-medical>); Will Steakin & Anne Flaherty, *CDC Grant Funding for 'Gender Ideology' Programs is 'Permanently Terminated,' HHS Says*, ABC NEWS (Feb. 2, 2025), <https://abcnews.go.com/US/cdc-grant-funding-gender-ideology-programs-permanently-terminated/story?id=118386187>; Memorandum from Dr. Mehmet Oz, Administrator of Ctrs. for Medicare and Medicaid, Dep't. of Health & Hum. Serv., to Participating Providers, Urgent Review of Quality Standards and Gender Transition Procedures (May 28, 2025) (<https://www.cms.gov/files/document/hospital-oversight-letter-generic.pdf>); Fed. Trade Comm'n, Request for Public Comment Regarding "Gender-Affirming Care" for Minors (2025) ([https://www.ftc.gov/system/files/ftc\\_gov/pdf/GAC-RFI-FINAL.pdf](https://www.ftc.gov/system/files/ftc_gov/pdf/GAC-RFI-FINAL.pdf)).

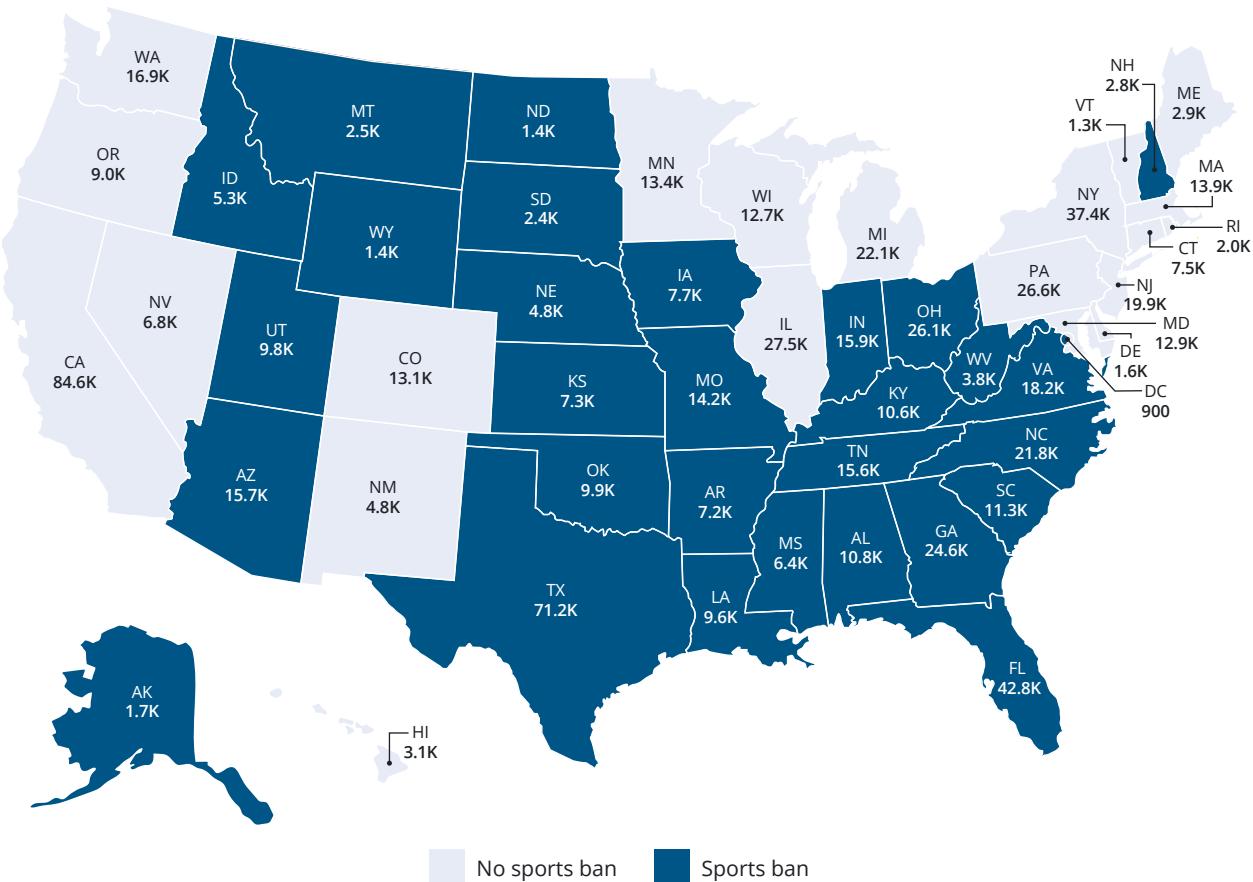
<sup>42</sup> See Medicaid Program; Prohibition on Federal Medicaid and Children's Health Insurance Program Funding for Sex-Rejecting Procedures Furnished to Children, 90 Fed. Reg. 59,441 (Dec. 19, 2025); Medicare and Medicaid Programs; Hospital Condition of Participation: Prohibiting Sex-Rejecting Procedures for Children, 90 Fed. Reg. 59, 463 (Dec. 19, 2025).

<sup>43</sup> DEP'T. OF HEALTH & HUM. SERV., TREATMENT FOR PEDIATRIC GENDER DYSPHORIA, REVIEW OF EVIDENCE AND BEST PRACTICES (Nov. 2025), <https://opa.hhs.gov/sites/default/files/2025-11/gender-dysphoria-report.pdf>; previously DEP'T. OF HEALTH & HUM. SERV., TREATMENT FOR PEDIATRIC GENDER DYSPHORIA, REVIEW OF EVIDENCE AND BEST PRACTICES (MAY 2025), <https://opa.hhs.gov/sites/default/files/2025-11/gender-dysphoria-report-pre-peer-review.pdf> (authors redacted, no certification of peer review); Mary Kekatos, *HHS Finalizes Report on Gender-Affirming Care for Youth, Medical Groups Push Back*, ABC NEWS (Nov. 20, 2025), <https://abcnews.go.com/Health/hhs-finalizes-report-gender-affirming-care-youth-medical/story?id=127685179>; Press Release, Am. Med. Assoc. and Am. Academy Pediatrics, AMA and AAP Joint Statement on Evidence-Based Health Care (Nov. 19, 2025) (<https://www.aap.org/en/news-room/news-releases/aap/2025/ama-and-aap-joint-statement-on-evidence-based-health-care/>); see also Nadia Dowshen et al., *A Critical Scientific Appraisal of the Health and Human Services Report on Pediatric Gender Dysphoria*, 77 J. ADOLESC. HEALTH 342 (2025).

<sup>44</sup> See, e.g., Kristen Hwang, *LA Clinics Lose Funding for Transgender Health Care as Trump Executive Orders Take Hold*, CALMATTERS (Feb. 4, 2025), <https://calmatters.org/health/2025/02/trump-executive-order-transgender-health/>; Sonja Sharp, *End of Transgender Care at Children's Hospital L.A. Signals Nationwide Shift Under Trump*, L.A. TIMES (July 23, 2025), (<https://www.latimes.com/california/story/2025-07-23/childrens-hospital-los-angeles-ends-transgender-care-program>); Amelia Templeton, *Kaiser to Halt Gender-Affirming Surgery for Patients Under 19 across the US, Including Oregon and Washington, Or. Pub. BROADCASTING (OPB)* (Aug. 4, 2025), <https://www.opb.org/article/2025/07/24/kaiser-permanente-health-transgender-gender-affirming-care-surgery/>.

<sup>45</sup> See, e.g., Complaint for Declaratory & Injunctive Relief, Commonwealth of Mass. et al. v. Trump, No. 1:25-cv-12162 (D. Mass. Aug. 1, 2025); Complaint for Declaratory & Injunctive Relief, Wash. et al. v. Trump, No. 2:25-cv-00244 (W.D. Wash. Feb. 7., 2025); Complaint for Declaratory & Injunctive Relief, PFLAG, Inc., et al. v. Trump, No. 1:25-cv-00337 (D. Md. Feb. 4, 2025).

## BANS ON SPORTS PARTICIPATION FOR TRANSGENDER YOUTH



### What are Transgender Sports Bans?

Transgender sports bans prohibit transgender students from participating on school sports teams consistent with their gender identity. Instead, these laws require them to participate on the sports team designated for their sex assigned at birth. All transgender sports bans prohibit transgender girls and women from participating on girls' and women's teams, and many also prohibit or restrict participation by transgender boys and men on boys' and men's teams.<sup>46</sup> Most of these bans are broad, prohibiting

<sup>46</sup> See, e.g., Elana Redfield, Christy Mallory & William Tentindo, Comment Letter on Proposed Rule Re: Nondiscrimination on the Basis of Sex in Education Programs or Activities Receiving Federal Financial Assistance: Sex-Related Eligibility Criteria for Male and Female Athletic Teams, 88 Fed. Reg. 22860 (April 13, 2023), <https://williamsinstitute.law.ucla.edu/wp-content/uploads/Comment-Title-IX-Sports-May-2023.pdf>; ALA. CODE § 16-1-52 (LexisNexis 2023) (prohibiting transgender boys from participating on boys sports teams if there is a girls team for that sport); GA. CODE ANN. § 20-2-315 (2025) (prohibiting transgender boys from participating on boys sports teams unless there is no girls team for that sport); MO. REV. STAT. § 16.048 (2023) (prohibiting transgender boys from participating on boys sports teams unless there are no girls teams for that sport); NEB. REV. STAT. ANN. § 79-3804 (LexisNexis 2025) (prohibiting transgender boys from participating on boys sports teams unless there are no girls teams for that sport); S.C. CODE ANN. § 59-1-500 (2022) (prohibiting transgender boys from participating on boys sports teams unless there are not girls teams for that sport); TENN. CODE ANN. § 49-6-310 (2022) (students sex as stated on birth certificate is determinative of which sports team students can participate in); TEX. EDUC. CODE ANN. § 33.0834 (2022) (prohibiting transgender boys from participating on boys sports teams unless there are not girls teams for that sport); VA DEP'T EDUC., MODEL POLICIES ON ENSURING PRIVACY, DIGNITY, AND RESPECT FOR ALL STUDENTS AND PARENTS IN VIRGINIA'S PUBLIC SCHOOLS (2023), <https://www.doe.virginia.gov/home/showpublisheddocument/46509/638252918535370000> (requiring that students sports teams be separated by sex); VA. CODE ANN. 22.1-23.3 (2020).

participation in both K-12 and college-level sports.<sup>47</sup> A handful of states with bans do not restrict student participation at lower grade levels.<sup>48</sup> While there is some variation as to the age or grade ranges covered by state bans, all states considered here have bans that apply to youth aged 13-17.<sup>49</sup>

## State Bans on Transgender Sports Participation

Twenty-nine states have a law or policy restricting access to sports for transgender students. Twenty-seven states have enacted statutes, including Alabama, Arizona, Arkansas, Florida, Georgia, Idaho, Indiana, Iowa, Kansas, Kentucky, Louisiana, Mississippi, Missouri, Montana, Nebraska, New Hampshire, North Carolina, North Dakota, Ohio, Oklahoma, South Carolina, South Dakota, Tennessee, Texas, Utah, West Virginia, and Wyoming.<sup>50</sup> Two additional states, Alaska and Virginia, have state regulations that require sports participation to be based on sex assigned at birth.<sup>51</sup> An estimated 382,800 transgender youth aged 13-17—53% of transgender youth in the U.S.—live in one of 29 states with a law or policy restricting their participation in sports.<sup>52</sup> See Table 4.

Six states—Georgia, Kentucky, Montana, Nebraska, New Hampshire, and Utah—enacted legislation requiring transgender youth participate on sports teams based on sex assigned at birth in 2025.<sup>53</sup> Kentucky, Montana, and Utah enacted laws to strengthen or amend existing bans.<sup>54</sup> Georgia, Nebraska, and New Hampshire enacted new mandatory bans in 2025. A total of 55,100 transgender youth reside in these six states.<sup>55</sup>

<sup>47</sup> *Id.*; MOVEMENT ADVANCEMENT PROJECT, LGBTQ YOUTH: BANS ON TRANSGENDER YOUTH PARTICIPATION IN SPORTS (2025), <https://www.lgbtmap.org/img/maps/citations-sports-participation-bans.pdf>.

<sup>48</sup> *Id.*; see, e.g., ALASKA ADMIN. CODE tit. 4 § 06.115 (2023); STATE Bd. EDUC. & EARLY DEV., STATEMENT OF DECISION (Sept. 21, 2023), [https://education.alaska.gov/State\\_Board/pdf/9.20.23%20Decisional%20Document%20-%204%20AAC%2006.pdf](https://education.alaska.gov/State_Board/pdf/9.20.23%20Decisional%20Document%20-%204%20AAC%2006.pdf) (applies only to high school athletics); FLA. STAT. ANN. § 1006.205 (LexisNexis 2023) (applies only to postsecondary and secondary school athletics); Ky. REV. STAT. ANN. § 156.070 (LexisNexis 2025) (applies to sports for grades from sixth to twelfth grade); N.C. GEN. STAT. § 115C-407.59 (2023) (applies to middle, secondary, and postsecondary athletics); TENN. CODE ANN. § 49-6-310 (2022) (applies to grades 5-12); W. VA. CODE ANN. § 18-2-25d (LexisNexis 2021) (applies to secondary and postsecondary athletics); Wyo. STAT. ANN. § 21-25-102 (2023) (applies to grades 7-12).

<sup>49</sup> See Redfield, Mallory & Tentindo, *supra* note 49; MOVEMENT ADVANCEMENT PROJECT, *supra* note 47.

<sup>50</sup> Alabama (ALA. CODE § 16-1-52 (LexisNexis 2023)); Arizona (ARIZ. REV. STAT. § 15-120.02 (LexisNexis 2022)); Arkansas (ARK. CODE ANN. § 6-1-107 (2021)); Florida (FLA. STAT. ANN. § 1006.205 (LexisNexis 2023)); Georgia (GA. CODE ANN. § 20-2-315 (2025)); Idaho (IDAHO CODE § 33-6203 (2020)); Indiana (IND. CODE ANN. § 20-33-13-4 (LexisNexis 2022)); Iowa (IOWA CODE § 261I.2 (2022)); Kansas (KAN. STAT. ANN. § 60-5603 (2023)); Kentucky (KY. REV. STAT. ANN. § 156.070 (LexisNexis 2025)); Louisiana (LA. STAT. ANN. § 4:444 (2022)); Mississippi (MISS. CODE ANN. § 37-97-1 (2021)); Missouri (MO. REV. STAT. § 163.048 (2023)); Montana (MONT. CODE ANN. § 20-7-1306 (2023)); MONT. CODE ANN. § 49-2-307 (2025)); North Carolina (N.C. GEN. STAT. § 115C-407.59 (2023)); Nebraska (NEB. REV. STAT. ANN. § 79-3804 (LexisNexis 2025)); New Hampshire (N.H. REV. STAT. ANN. § 193:41 (LexisNexis 2025)); North Dakota (N.D. CENT. CODE. § 15.1-39-02 (2023)); Ohio (OHIO REV. CODE ANN. § 3313.5320 (LexisNexis 2024)); Oklahoma (OKLA. STAT. tit. 70, § 27-106 (2022)); South Carolina (S.C. CODE ANN. § 59-1-500 (2022)); South Dakota (S.D. CODIFIED LAWS § 13-67-1 (2022)); Tennessee (TENN. CODE ANN. § 49-6-310 (2022)); TENN. CODE. ANN. § 49-50-805 (2023)); Texas (TEX. EDUC. CODE ANN. § 51.980 (2023)); Utah (UTAH CODE ANN. § 53G-6-902 (LexisNexis 2022)); UTAH CODE ANN. § 53G-6-1004 (LexisNexis 2025)); West Virginia (W. VA. CODE ANN. § 18-2-25d (LexisNexis 2021)); Wyoming (Wyo. STAT. ANN. § 21-25-102 (2023)); MOVEMENT ADVANCEMENT PROJECT, *supra* note 47, at 3.

<sup>51</sup> Alaska (ALASKA ADMIN. CODE tit. 4 § 06.115 (2023)); Virginia (VA. DEP'T EDUC., *supra* note 46, at 16; VA. CODE ANN. 22.1-23.3 (2020)); MOVEMENT ADVANCEMENT PROJECT, *supra* note 47, at 3.

<sup>52</sup> HERMAN & FLORES, *supra* note 6.

<sup>53</sup> Georgia (GA. CODE ANN. § 20-2-315 (2025)); Kentucky (Ky. REV. STAT. ANN. § 156.070 (LexisNexis 2025)); Montana (MONT. CODE ANN. § 49-2-307 (2025)); Nebraska (NEB. REV. STAT. ANN. § 79-3804 (LexisNexis 2025)); New Hampshire (N.H. REV. STAT. ANN. § 193:41 (LexisNexis 2025)); Utah (UTAH CODE ANN. § 53G-6-1004 (LexisNexis 2025)).

<sup>54</sup> Kentucky (Ky. REV. STAT. ANN. § 156.070 (LEXISNEXIS 2025)) Montana (MONT. CODE ANN. § 20-7-1306 (2023)); Utah (UTAH CODE ANN. § 53G-6-902 (LexisNexis 2022)).

<sup>55</sup> HERMAN & FLORES, *supra* note 6.

**Table 4. States with restrictions on participation in sports affecting transgender youth aged 13-17**

STATE	YOUTH AFFECTED
Alabama	10,800
Alaska‡	1,700
Arizona	15,700
Arkansas	7,200
Florida	42,800
Georgia	24,600
Idaho	5,300
Indiana	15,900
Iowa	7,700
Kansas	7,300
Kentucky	10,600
Louisiana	9,600
Mississippi	6,400
Missouri	14,200
Montana	2,500
Nebraska	4,800
New Hampshire	2,800
North Carolina	21,800
North Dakota	1,400
Ohio	26,100
Oklahoma	9,900
South Carolina	11,300
South Dakota	2,400
Tennessee	15,600
Texas	71,200
Utah	9,800
Virginia‡	18,200
West Virginia	3,800
Wyoming	1,400
<b>Total: 29 states</b>	<b>382,800</b>

Note: ‡State has administrative policy restricting sports participation

Sports bans have been challenged in several states.<sup>56</sup> As of December 2025, bans in Arizona, Idaho, New Hampshire, and West Virginia cannot be enforced against the plaintiffs in these cases due to court

<sup>56</sup> See, e.g., Arizona (Doe v. Horne, 115 F.4th 1083 (9th Cir., 2024)); Idaho (Hecox v. Little, 104 F.4th 1061 (9th Cir., 2023), *cert. granted*, Little v. Hecox, 145 S. Ct. 2871 (2025)); Utah (Roe v. Utah High Sch. Activities Assoc., No. 220903262 (Utah Dist. Ct. Aug. 19, 2022) (<https://www.acluutah.org/cases/roe-v-utah-high-school-activities-association>)).

orders.<sup>57</sup> However, the laws are still applicable to the approximately 27,600 other youth living in these four states.<sup>58</sup> The Supreme Court is currently reviewing the cases challenging bans in Idaho and West Virginia, with oral arguments held on January 13, 2026.<sup>59</sup> The Court's decision in these cases will likely impact current and future litigation challenging sports bans at the state and, potentially, federal level.

## Federal Landscape on Sports Participation

President Trump issued an executive order on February 5, 2025, which declared that the federal government's position is that transgender girls and women should be excluded from girls' and women's sports.<sup>60</sup> The current administration interprets the federal law governing sex discrimination in educational programs, Title IX, to require the exclusion of transgender athletes from girls' and women's sports for any entity that receives federal funding, which includes many public K-12 institutions.<sup>61</sup> The administration has taken steps to enforce its interpretation of the law through various methods, including investigations into Title IX compliance, proposed funding termination, and lawsuits.<sup>62</sup> The executive order also contains provisions that would prohibit immigration to the U.S. for athletic competition by transgender girls and women if they attempt to enter or compete as women.<sup>63</sup> Several lawsuits have been filed challenging these actions, including one by the State of Minnesota, which argues that the government's attempts to enforce its interpretation of Title IX unlawfully interfere with powers conferred to the state.<sup>64</sup>

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[org/cases/roe-v-utah-high-school-activities-association-2022?document=roe\\_-\\_courts\\_order\\_granting\\_plaintiffs\\_motion\\_for\\_preliminary\\_injunctionpdf#documents](https://www.acluutah.org/cases/roe-v-utah-high-school-activities-association-2022?document=roe_-_courts_order_granting_plaintiffs_motion_for_preliminary_injunctionpdf#documents)); West Virginia (B.P.J. v. W. Va. State Bd. of Educ., 98 F.4th 542 (4th Cir., 2024), *cert. granted*, West Virginia v. B.P.J., 222 L. Ed. 1154 (2025).

<sup>57</sup> See Arizona (Doe v. Horne, 115 F.4th 1083 (9th Cir., 2024)); New Hampshire (Tirrell v. Edelblut, 748 F. Supp. 3d 19 (N.H. Dist. Ct. 2024)); Idaho (Hecox v. Little, 104 F.4th 1061 (9th Cir., 2023), *cert. granted*, Little v. Hecox, 145 S. Ct. 2871 (2025)); Utah (Roe v. Utah High Sch. Activities Assoc., No. 220903262 (Utah Dist. Ct. Aug. 19, 2022) ([https://www.acluutah.org/cases/roe-v-utah-high-school-activities-association-2022?document=roe\\_-\\_courts\\_order\\_granting\\_plaintiffs\\_motion\\_for\\_preliminary\\_injunctionpdf#documents](https://www.acluutah.org/cases/roe-v-utah-high-school-activities-association-2022?document=roe_-_courts_order_granting_plaintiffs_motion_for_preliminary_injunctionpdf#documents))); West Virginia (B.P.J. v. W. Va. State Bd. of Educ., 98 F.4th 542 (4th Cir., 2024), *cert. granted*, West Virginia v. B.P.J., 222 L. Ed. 1154 (2025)).

<sup>58</sup> HERMAN & FLORES, *supra* note 6.

<sup>59</sup> West Virginia v. B.P.J., 222 L. Ed. 1154 (2025); Little v. Hecox, 145 S. Ct. 2871 (2025); see also Nina Totenberg, *Supreme Court Appears Likely to Uphold State Bans on Transgender Athletes*, NPR (Jan. 13, 2026), <https://www.npr.org/2026/01/13/nx-s1-5675261/supreme-court-state-bans-trans-athletes>.

<sup>60</sup> Keeping Men Out of Women's Sports, Exec. Order 14201, 90 Fed. Reg. 9279 (Feb. 11, 2025).

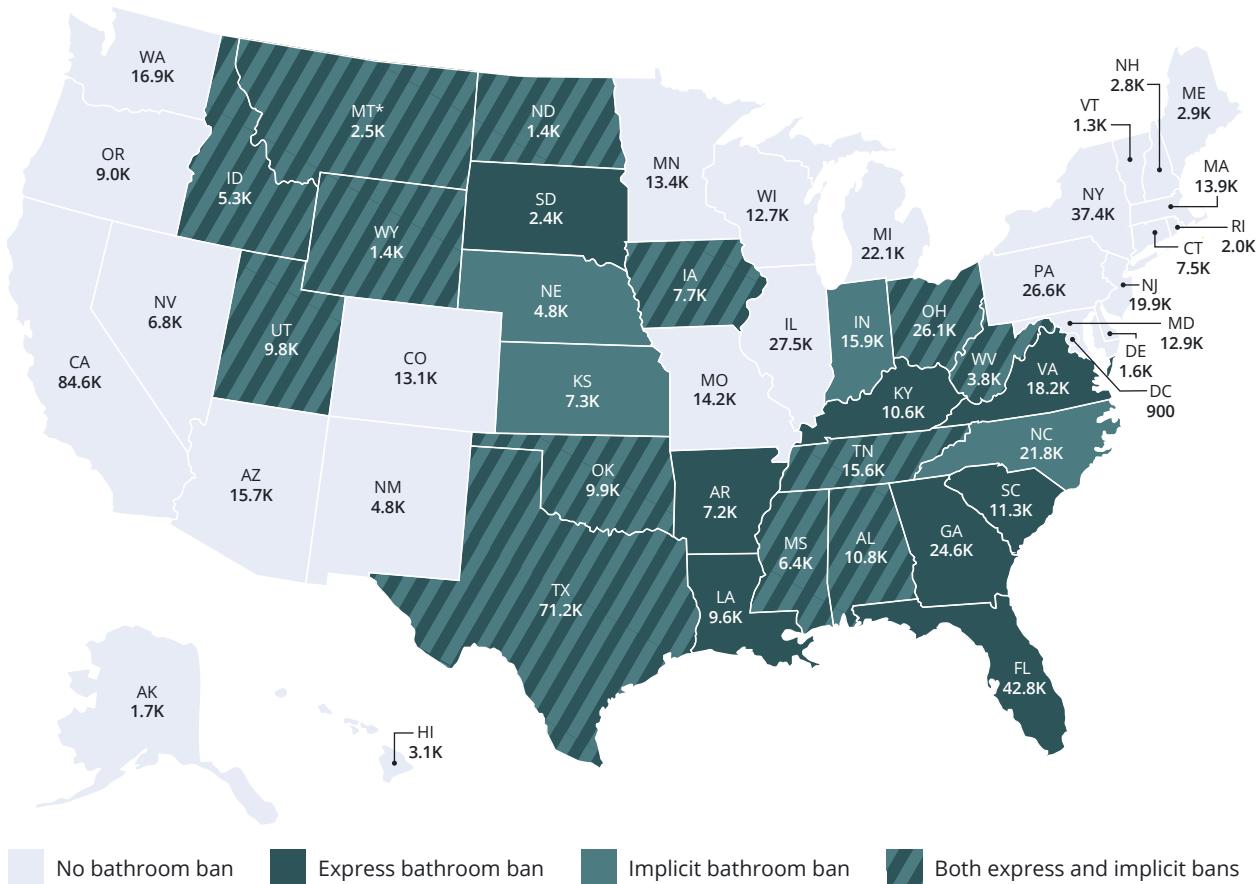
<sup>61</sup> *Id.* at §§ 1, 3; Title IX of the Education Amendments of 1972, 20 U.S.C. §§ 1681-1688; see, e.g., *Fast Facts: Title IX*, U.S. DEP'T EDUC.: NAT'L CTR. EDUC. STATS., <https://nces.ed.gov/fastfacts/display.asp?id=93> (last visited Jan. 2, 2025) (“...[R]ecipients [of federal funding subject to Title IX] include approximately 17,600 local school districts, over 5,000 postsecondary institutions, and charter schools, for-profit schools, libraries, and museums.”).

<sup>62</sup> See, e.g., Press Release, U.S. Dep't. Just., U.S. Department of Education to Investigate Title IX Violations in Athletics (Feb. 6, 2025) (<https://www.ed.gov/about/news/press-release/us-department-of-education-investigate-title-ix-violations-athletics>); Press Release, U.S. Dep't. Just., Department of Justice Takes Action to Enforce Title IX in California to Protect Girls' Sports (May 28, 2025) (<https://www.justice.gov/usao-cdca/pr/department-justice-takes-action-enforce-title-ix-california-protect-girls-sports>); see also Zolan Kanno-Youngs & Laura Rosenthal, *Trump Threatens California Over Transgender Athletes' Participation in Sports*, N.Y. TIMES (May 27, 2025), <https://www.nytimes.com/2025/05/27/us/politics/transgender-athletes-trump-california.html>; Elena Moore, *Trump Administration Says It Is Suing Maine Over Transgender Athletes in Girls' Sports*, NPR (April 16, 2025), <https://www.npr.org/2025/04/16/nx-s1-5366648/trump-justice-department-maine-transgender-athletes-lawsuit>; Press Release, U.S. Dep't. Just., Justice Department Sues California for Violating Title IX, Denying Girls Athletic Opportunities (July 9, 2025) (<https://www.justice.gov/opa/pr/justice-department-sues-california-violating-title-ix-denying-girls-athletic-opportunities>).

<sup>63</sup> Keeping Men Out of Women's Sports, 90 Fed. Reg. at 9279 § 4(c).

<sup>64</sup> See Minnesota v. Trump, No. 0:25-cv-01608 (D. Minn. April 22, 2025); see also Second Amended Complaint, Tirrell & Turmelle v. Edelblut, No. 1:24-cv-00251 (D. N.H. Feb. 12, 2025).

## BANS ON SCHOOL BATHROOM AND FACILITY ACCESS



Note: \*Currently enjoined by a court order

### What are Bathroom Bans?

Laws restricting access to bathrooms and other shared facilities prohibit transgender people from using public sex-segregated facilities that align with their gender identity, requiring them to use bathrooms that correspond to their sex assigned at birth.<sup>65</sup> Most of these laws apply only to bathrooms and facilities in public K-12 schools, but some states further restrict access in colleges and other government-owned buildings.<sup>66</sup>

### Public Facility Bathroom Bans

Twenty-one states have laws or policies that expressly restrict access to bathrooms and other facilities consistent with gender identity in K-12 schools, and in some cases, other government facilities. The states with enacted laws are Alabama, Arkansas, Florida, Georgia, Idaho, Iowa, Kentucky, Louisiana, Mississippi,

<sup>65</sup> See MOVEMENT ADVANCEMENT PROJECT, NONDISCRIMINATION/LGBTQ YOUTH: BANS ON TRANSGENDER PEOPLE'S USE OF BATHROOMS & FACILITIES IN GOVERNMENT-OWNED BUILDINGS & SPACES 2 (2025), <https://www.lgbtmap.org/img/maps/citations-bathroom-facilities-bans.pdf>.

<sup>66</sup> *Id.*

Montana, North Dakota, Ohio, Oklahoma, South Carolina, South Dakota, Tennessee, Texas, Utah, West Virginia, and Wyoming.<sup>67</sup> One additional state, Virginia, has issued a model policy for school districts to adopt that requires students to use the bathroom corresponding to their sex assigned at birth.<sup>68</sup> However, several school districts in the state have stated they will not comply, complicating the state's efforts to enforce the adoption of the model policies.<sup>69</sup> In total, 298,600 transgender youth aged 13-17 live in the 21 states that have a law or policy prohibiting bathroom access within schools or other government facilities.<sup>70</sup> This is 41% of all transgender youth aged 13-17 in the U.S.<sup>71</sup> See Table 5.

Twelve of these states—Arkansas, Georgia, Idaho, Mississippi, Montana, North Dakota, South Carolina, South Dakota, Texas, Utah, West Virginia, and Wyoming—enacted bathroom laws in 2025.<sup>72</sup> Six of these states—Arkansas, Idaho, Mississippi, North Dakota, South Carolina, and Utah—expanded, or in the case of South Carolina, renewed existing bans.<sup>73</sup> An estimated 147,300 transgender youth live in a state that enacted express bathroom restrictions in 2025.<sup>74</sup>

<sup>67</sup> *Id.* at 3; Alabama (ALA. CODE § 16-1-54 (LexisNexis 2022)); ALA. CODE § 41-1-93 (LexisNexis 2024)); Arkansas (ARK. CODE. ANN. § 6-21-120 (2025)); S.B. 486, 95th Gen. Assemb., 2025 Reg. Sess. (Ark. 2025) (enacted)); Florida (FLA. STAT. ANN. §§ 553.865 (LexisNexis 2024)); Georgia (GA. CODE ANN. § 20-2-315 (2025)); Idaho (IDAHO CODE §§ 33-6703 (2024)); IDAHO CODE § 67-9802 (2025)); Iowa (IOWA CODE § 280.33 (2025); IOWA CODE § 216.9A (2023)); Kentucky (Ky. Rev. STAT. ANN. § 158.189 (LexisNexis 2023)); Louisiana (H.B. 608, 2024 Reg. Sess. (La. 2024) (enacted)); Mississippi (S.B. 2753, 2024 Reg. Sess. (Miss. 2024); H.B. 188, 2025 Reg. Sess. (Miss. 2025) (enacted)); Montana (H.B. 121, 69th Leg., Reg. Sess. (Mont. 2025) (enacted)); North Dakota (N.D. CENT. CODE § 15.1-06-21 (2025); H.B. 1473, 68th Leg. Assemb., 2023 Reg. Sess. (N.D. 2023) (enacted)); Ohio (OHIO REV. CODE ANN. § 3319.90 (LexisNexis 2025)); Oklahoma (OKLA. STAT. tit. 70, § 1-125 (2023)); South Carolina (H.B. 4025, 126th Assemb. 1st Reg. Sess. (S.C. 2025) (enacted) (annual budget appropriations bill)); South Dakota (H.B. 1259, 100th Leg. Assemb., 2025 Reg. Sess. (S.D. 2025) (enacted)); Tennessee (H.B. 1233, 112th Gen. Assemb., 2021-2022 Leg. Sess. (Tenn. 2021) (enacted)); Texas (TEX. GOV'T CODE. ANN. § 3002.051 (2025)); Utah (H.B. 257, 65th Leg., 2024 Gen. Assemb. (Utah 2024) (enacted); H.B. 269, 66th Leg., 2025 Gen. Assemb. (Utah 2025) (enacted)); West Virginia (S.B. 456, 87th Leg., 1st Reg. Sess. (W. Va. 2025) (enacted)); Wyoming (WYO. STAT. ANN. § 21-3-137 (2025); H.B. 72, 68th Leg., 2025 Gen. Sess. (Wyo. 2025) (enacted)). Georgia's law appears to be pertain most directly to bathroom separation during interscholastic athletic competitions. However, the law is drafted broadly enough that it may be interpreted to apply outside of athletic competitions. See GA. CODE ANN. 20-2-315 (2025).

<sup>68</sup> VA. DEP'T EDUC., *supra* note 46, at 16; VA. CODE ANN. 22.1-23.3 (2020). See also Oliver Sabo & John Hood, *Virginia Department of Education Releases New Guidance for Transgender Students*, 120ONYOURSIDE (July 18, 2023), <https://www.12onyourside.com/2023/07/18/virginia-department-education-releases-new-guidance-transgender-students/>.

<sup>69</sup> JW Catherine, *As Va. School Districts Split on Transgender Policies, State Enforcement Tools Appear Limited*, VA. MERCURY (Aug. 22, 2023, 12:04 AM), <https://virginiamercury.com/2023/08/22/as-virginia-school-districts-split-on-updated-transgender-policies-state-enforcement-tools-appear-limited/>; JW Catherine, *Va. Attorney General Says Transgender Student Policies Comply With Anti-Discrimination Laws*, VA. MERCURY (Aug. 24, 2023, 3:28 PM), <https://virginiamercury.com/2023/08/24/va-attorney-general-says-transgender-student-policies-comply-with-anti-discrimination-laws/>.

<sup>70</sup> HERMAN & FLORES, *supra* note 6.

<sup>71</sup> *Id.*

<sup>72</sup> Arkansas (S.B. 486, 95th Gen. Assemb., 2025 Reg. Sess. (Ark. 2025) (enacted)); Georgia (S.B. 1, 158 Gen. Assemb., 2025-2026 Reg. Sess. (Ga. 2025) (enacted)); Idaho (H.B. 264, 68th Leg., 1st Reg. Sess. (Id. 2025) (enacted)); Mississippi (H.B. 188, 2025 Reg. Sess. (Miss. 2025) (enacted) (applies to correctional facilities, including youthful offender facilities); Montana (H.B. 121, 69th Leg., Reg. Sess. (Mont. 2025) (enacted)); North Dakota (H.B. 1144, 69th Leg. Assemb., 2025-2026 Reg. Sess. (N.D. 2025) (enacted)); South Carolina (H.B. 4025, 126th Assemb. 1st Reg. Sess. (S.C. 2025) (enacted) (annual budget appropriations bill)); South Dakota (H.B. 1259, 100th Leg. Assemb., 2025 Reg. Sess. (S.D. 2025) (enacted)); Texas (S.B. 8, 89th Leg., 2nd Extraordinary Sess. (Tex. 2025) (enacted)); Utah (H.B. 269, 66th Leg., 2025 Gen. Assemb. (Utah 2025) (enacted)); West Virginia (S.B. 456, 87th Leg., 1st Reg. Sess. (W. Va. 2025) (enacted)); Wyoming (S.F. 62, 68th Leg. (Wyo. 2025) (enacted); H.B. 72, 68th Leg. (Wyo. 2025) (enacted)). Although Oklahoma also passed a law in 2025, we omit it from our 2025 tally because the new law only applies to adult correctional facilities. S.B. 418, 60th Leg., 1st Reg. Sess. (Okla. 2025) (enacted).

<sup>73</sup> Idaho (IDAHO CODE § 33-6703 (2024)); Mississippi (S.B. 2753, 2024 Reg. Sess. (Miss. 2024) (enacted)); North Dakota (H.B. 1473, 68th Leg. Assemb., 2023 Reg. Sess. (N.D. 2023) (enacted)); South Carolina (H.B. 4025, 126th Assemb. 1st Reg. Sess. (S.C. 2025) (enacted)). South Carolina's law is tied to their annual state budget and must be renewed each year.; Utah (H.B. 257, 65th Leg., 2024 Gen. Assemb. (Utah 2024) (enacted)).

<sup>74</sup> HERMAN & FLORES, *supra* note 6.

**Table 5. States with express restrictions on transgender bathroom access**

STATE	YOUTH IMPACTED
Alabama	10,800
Arkansas	7,200
Florida	42,800
Georgia	24,600
Idaho	5,300
Iowa	7,700
Kentucky	10,600
Louisiana	9,600
Mississippi	6,400
Montana†	2,500
North Dakota	1,400
Ohio	26,100
Oklahoma	9,900
South Carolina	11,300
South Dakota	2,400
Tennessee	15,600
Texas	71,200
Utah	9,800
Virginia‡	18,200
West Virginia	3,800
Wyoming	1,400
<b>Total: 21 states</b>	<b>298,600</b>

Note: †Currently enjoined by a court order; ‡State has an administrative policy restricting bathroom access

Bathroom and facilities bans have been challenged in six states, including Florida, Idaho, Montana, Oklahoma, South Carolina, and Tennessee.<sup>75</sup> Only one state, Montana, is under an injunction preventing enforcement of its bathroom ban.<sup>76</sup> All other state bans remain enforceable, meaning that 296,100 transgender youth aged 13-17 reside in a state with an enforceable ban.

<sup>75</sup> Florida (Women in Struggle v. Bain, 2023 U.S. Dist. LEXIS 180454 (Fla. Middle Dist. Ct. 2023)); Idaho (Roe v. Critchfield, 2023 U.S. Dist. LEXIS 140737 (Idaho Cir. Ct. 2023)); Montana (See Perkins v. Mont., No. DV-25-282 (Mont. 4th J. Dist. Ct. May 16, 2025) (<https://www.aclu.org/cases/perkins-et-al-v-state?document=Opinion-and-Order-Granting-Plaintiffs-Motion-for-Preliminary-Injunction>) (preliminarily enjoining H.B. 121)); Oklahoma (Bridge v. Oklahoma State Dep’t. of Educ., 5:22-cv-00787-JD (Okla. W. Dist. Ct. 2022), *dismissed* by Bridge v. Independent Sch. Dist. No. 40, 2024 U.S. Dist. LEXIS 51286 (Okla. W. Dist. Ct. 2024), *appeal pending*); South Carolina (Doe v. South Carolina, 2025 U.S. App. LEXIS 20849 (4th Cir. 2025)); Tennessee (The lawsuit in Tennessee was ultimately unsuccessful. D.H. v. Williamson Cnty. Bd. of Educ., 2023 U.S. Dist. Lexis 172738 (Tenn. Middle Dist. Ct. 2023). D.H. v. Williamson Cnty. Bd. of Educ., 2024 U.S. Dist. Lexis 158653 (Tenn. Middle Dist. Ct. 2024)).

<sup>76</sup> See Perkins v. Mont., *supra* note 75; Reagor v. Montana, DV-23-1245 (Mont. 4th J. Dist. Ct. June 25, 2024) (<https://www.aclumontana.org/cases/dandelion-cloverdale-et-al-vs-austin-knudsen-et-al/>) (permanently enjoining S.B. 458).

## Sex-Definition Laws

Additionally, 17 states have laws or policies that define “sex” within state statutes as assigned sex at birth.<sup>77</sup> Although these state laws and policies do not explicitly force transgender youth to use bathrooms or other facilities based on their assigned sex, they could nonetheless be enforced in such a manner or otherwise result in transgender youth being denied access.<sup>78</sup> Therefore, we consider them implicit bans. Fifteen states have enacted “sex” definition laws: Alabama, Idaho, Iowa, Kansas, Mississippi, Montana, North Carolina, North Dakota, Ohio, Oklahoma, Tennessee, Texas, Utah, West Virginia, and Wyoming.<sup>79</sup> Two additional states—Indiana and Nebraska—have not enacted sex-definition statutes, but have executive orders defining “sex.”<sup>80</sup> In total, 221,700 transgender youth live in a state with a sex-definition law or executive order.<sup>81</sup> This is nearly one third (31%) of transgender youth aged 13-17 in the U.S.<sup>82</sup> See Table 6.

All but four states with sex-definition laws—Indiana, Kansas, Nebraska, and North Carolina—have also enacted express bathroom bans. Approximately 49,800 transgender youth live in these four states.<sup>83</sup>

Eight states adopted sex-definition laws or policies in 2025—Alabama, Indiana, Iowa, North Carolina, Ohio, Texas, West Virginia, and Wyoming—where an estimated 158,700 transgender youth reside.<sup>84</sup>

**Table 6. Sex-definition laws**

STATES WITH SEX-DEFINITION LAWS (IMPLICIT BANS)	YOUTH IMPACTED
Alabama	10,800
Idaho	5,300
Indiana‡	15,900
Iowa	7,700
Kansas	7,300

<sup>77</sup> See generally, *Regulating Gender to Allow Discrimination*, MOVEMENT ADVANCEMENT PROJECT, [https://www.lgbtmap.org/equality-maps/nondiscrimination/defining\\_sex](https://www.lgbtmap.org/equality-maps/nondiscrimination/defining_sex) (last visited Jan. 3, 2025).

<sup>78</sup> See Eleanor Klibanoff, *Texas Just Defined Man and Woman. Here’s Why That Matters.*, TEX. TRIBUNE (May 29, 2025, 5:00 AM), <https://www.texastribune.org/2025/05/29/texas-trans-sex-definition-state-documents-impact/>.

<sup>79</sup> Alabama (Ala. Code § 1-1-1 (LexisNexis 2025)); Idaho (H.B. 421, 67th Leg., 2nd Reg. Sess. (Idaho 2024) (enacted)); Iowa (IOWA CODE § 4.1A (2025)); Kansas (KAN. STAT. ANN. § 77-207 (2023)); Mississippi (MISS. CODE ANN. § 1-3-83 (2024)); Montana (MONT. CODE ANN. § 1-1-201 (2023)); North Carolina (N.C. GEN. STAT. § 12-3.3 (2025)); North Dakota (H.B. 1474, 68th Leg. Assemb., 2023 Reg. Sess. (N.D. 2023) (enacted)); Ohio (OHIO REV. CODE ANN. § 9.05 (LexisNexis 2025)); Oklahoma (H.B. 1449, 59th Legis., 2nd Reg. Sess. (Okla. 2023) (enacted); see also Exec. Order 2023-20 (Okla. 2023) (<https://www.sos.ok.gov/documents/executive/2079.pdf>); Tennessee (TENN. CODE ANN. § 1-3-105 (2025)); Texas (TEX. GOV’T CODE ANN. § 311.005 (2025)); Utah (UTAH CODE ANN. § 68-3-12.5 (LexisNexis 2025)); West Virginia (W. VA. CODE ANN. § 5-32-3 (LexisNexis 2025)); and Wyoming (WYO. STAT. ANN. § 8-1-110 (2025)). Louisiana also has a law defining sex but applies only to statutes governing restrooms and changing rooms. To avoid double counting, this law is included in the express bathroom ban section only. See H.B. 608, 2024 Reg. Sess. (La. 2024) (enacted).

<sup>80</sup> Indiana (Respecting the Biological Dichotomy Between Men and Women as A Fundamental and Deeply Rooted Legal Principle Embedded in Indiana Law, Exec. Order 25-36 (Ind. 2025) (<https://www.in.gov/gov/files/EO-25-36.pdf>)); Nebraska (Establishing a Women’s Bill of Rights, Exec. Order 23-16 (Neb. 2023) (<https://governor.nebraska.gov/sites/default/files/doc/press/EO%20No.%202023-16%20-%20Establishing%20a%20Women%27s%20Bill%20of%20Rights.pdf>)).

<sup>81</sup> HERMAN & FLORES, *supra* note 6.

<sup>82</sup> *Id.*

<sup>83</sup> HERMAN & FLORES, *supra* note 6.

<sup>84</sup> Alabama (S.B. 79, 2025 Sess. (Ala. 2025) (enacted)); Indiana (Respecting the Biological Dichotomy Between Men and Women as A Fundamental and Deeply Rooted Legal Principle Embedded in Indiana Law, *supra* note 80); Iowa (S.F. 418, 91st Gen. Assemb., 2025 Reg. Sess. (Iowa 2025) (enacted)); North Carolina (H.B. 805, 2025 Reg. Sess. (N.C. 2025) (enacted)); Ohio (H.B. 96, 136th Gen. Assemb., 2025-2026 Reg. Sess. (Ohio 2025) (enacted)); Texas (H.B. 229, 2025 Leg., 89th Reg. Sess. (Tex. 2025) (enacted)); West Virginia (S.B. 456, 87th Leg., 1st Reg. Sess. (W. Va. 2025) (enacted)); Wyoming (H.B. 32, 68th Leg., 2025 Gen. Sess. (Wyo. 2025) (enacted)); *id.*

STATES WITH SEX-DEFINITION LAWS (IMPLICIT BANS)	YOUTH IMPACTED
Mississippi	6,400
Montana†	2,500
Nebraska‡	4,800
North Carolina	21,800
North Dakota	1,400
Ohio	26,100
Oklahoma‡	9,900
Tennessee	15,600
Texas	71,200
Utah	9,800
West Virginia	3,800
Wyoming	1,400
<b>Total: 17 states</b>	<b>221,700</b>

Note: †Currently enjoined by a court order; ‡State has an executive order defining “sex”

As of December 2025, only Montana’s sex-definition law has been challenged in court and invalidated.<sup>85</sup> This means that 219,200 transgender youth aged 13-17 reside in one of 16 states with an enforceable sex-definition law or policy.

A total of 348,400 transgender youth now live in one of 25 states where a law, executive order, or administrative policy has been enacted that either explicitly or implicitly restricts their access to bathrooms and other facilities.<sup>86</sup> This is about 48% of transgender youth aged 13-17.<sup>87</sup>

## Federal Landscape on Bathroom Access

President Trump’s executive orders on “gender ideology” and transgender sports participation both address sex-separated spaces.<sup>88</sup> Relying on these executive orders, the administration has implemented a government-wide policy prohibiting transgender individuals from using bathrooms in federal facilities that do not align with their sex assigned at birth, initiated at least one investigation of a recipient of federal funding that had adopted transgender-inclusive bathroom policies, and demanded that universities adopt policies excluding transgender women from women’s bathrooms as a condition of

<sup>85</sup> Reagor v. Montana, *supra* note 76.

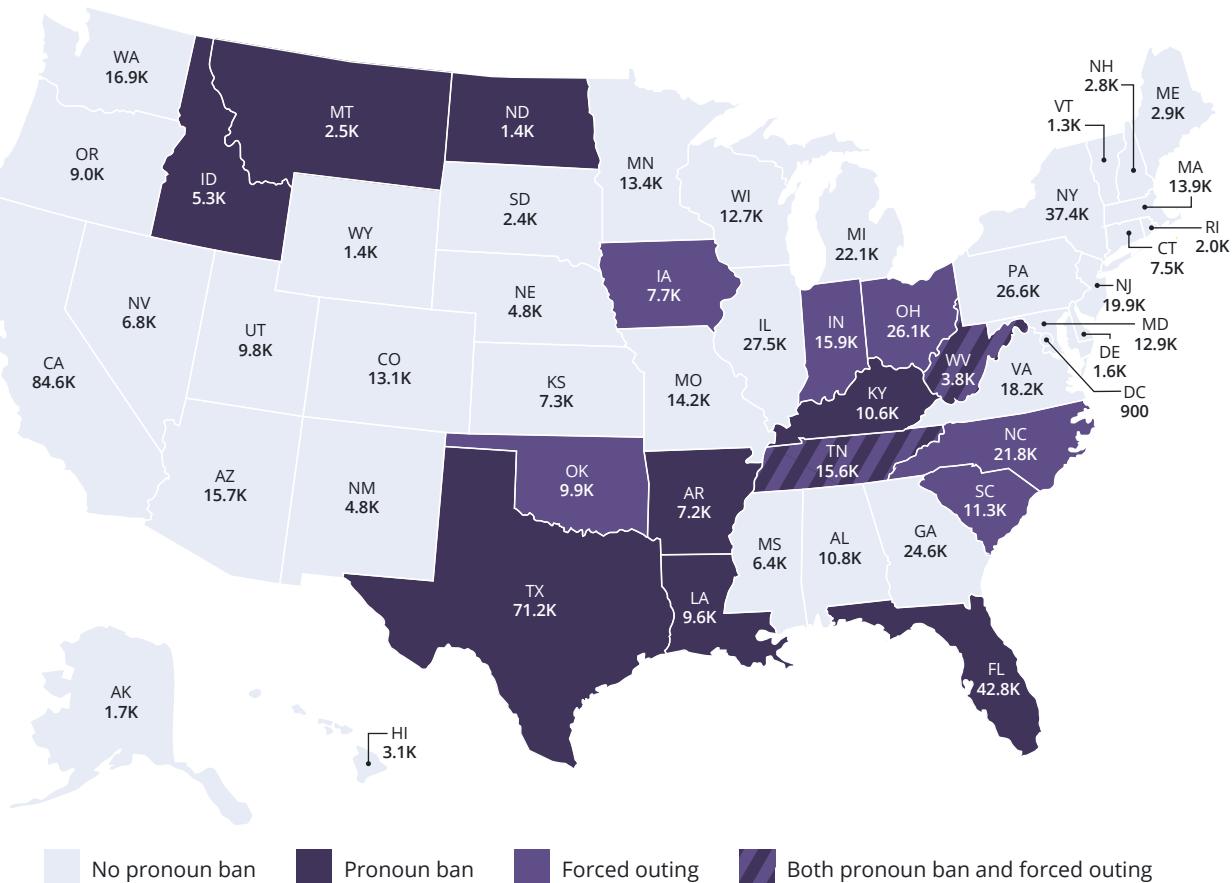
<sup>86</sup> HERMAN & FLORES, *supra* note 6.

<sup>87</sup> *Id.*

<sup>88</sup> See, e.g., Defending Women from Gender Ideology Extremism and Restoring Biological Truth to the Federal Government, *supra* note 39, § 4(d) (“Agencies shall effectuate this policy by taking appropriate action to ensure that intimate spaces designated for women, girls, or females (or for men, boys, or males) are designated by sex and not identity.”); Keeping Men Out of Women’s Sports, 90 Fed. Reg. at 9279 § 3.

future grant eligibility.<sup>89</sup> At least one lawsuit has been filed challenging the administration's attempts to restrict bathroom access for federal employees.<sup>90</sup>

## BANS ON GENDER-AFFIRMING PRONOUNS



## What are Gender-Affirming Pronouns?

Gender pronouns—such as he, she, and they—are used when referring to individuals in the third person.<sup>91</sup> For many transgender youth, choosing a pronoun that aligns with their gender identity is a component of

<sup>89</sup> See, e.g. Memorandum from Charles Ezell, Acting Director of U.S. Office of Personnel Management, to Heads and Acting Heads of Departments and Agencies, Initial Guidance Regarding President Trump's Executive Order Defending Women (Jan. 29, 2025) (<https://www.opm.gov/media/yvh1r3i/opp-memo-initial-guidance-regarding-trump-executive-order-defending-women-1-29-2025-final.pdf>); Press Release, U.S. Dep't. Educ., U.S. Department of Education's Office for Civil Rights Finds Denver Public Schools Violated Title IX (Aug. 28, 2025) (<https://www.ed.gov/about/news/press-release/us-department-of-education-civil-rights-finds-denver-public-schools-violated-title-ix>); see also Memorandum from Pamela Bondi, U.S. Att'y. Gen., to All Recipients of Federal Funding, Guidance for Recipients of Federal Funding Regarding Unlawful Discrimination (July 29, 2025) (<https://www.justice.gov/ag/media/1409486/dl>); Press Release, Brown Univ., Agreement with Federal Government to Restore Brown Research Funding, Resolve Compliance Reviews (July 30, 2025) (<https://www.brown.edu/news/2025-07-30/brown-united-states-resolution-agreement>); UNIV. CAL. PROPOSED RESOLUTION AGREEMENT BETWEEN THE UNITED STATES OF AMERICA AND UCLA § 32, [https://ucop.edu/communications/\\_files/confidential-rule-408-communication-ucla-08-08-25.pdf](https://ucop.edu/communications/_files/confidential-rule-408-communication-ucla-08-08-25.pdf) (last visited Jan. 4, 2025).

<sup>90</sup> See *Withrow v. U.S.A.*, No. 1:25-cv-04073 (D.C. Dist. Nov. 20, 2025).

<sup>91</sup> N.Y.C. DEP'T SOC. SERVS., GENDER PRONOUNS, <https://www.nyc.gov/assets/hra/downloads/pdf/services/lgbtqi/Gender%20Pronouns%20final%20draft%2010.23.17.pdf> (last visited Jan. 4, 2025); see also Laural Wamsley, *A Guide to Gender Identity Terms*, NPR (June 2, 2021), <https://www.npr.org/2021/06/02/996319297/gender-identity-pronouns-expression-guide-lgbtq>.

social transition, which is the process "...by which transgender children or adolescents adopt the name, pronouns, and gender expression, such as clothing and haircuts, that match their gender identity."<sup>92</sup>

One form of law targeting pronoun use empowers teachers and other state employees to refuse to use affirming pronouns.<sup>93</sup> Florida's law prohibits using a pronoun in a public primary or secondary school other than the one typically associated with a person's assigned sex at birth.<sup>94</sup> Another type of anti-pronoun law, sometimes called a "forced outing" law, requires that teachers or other school staff notify a parent if a student tells them they want to use a pronoun that does not match their assigned sex at birth.<sup>95</sup>

In this section, we include laws that restrict the use of gender-affirming pronouns in schools or other facilities and laws that require school staff to notify parents about their child's transgender identity, regardless of whether the parent asks for that information.<sup>96</sup>

## State Bans or Restrictions on Gender-Affirming Pronouns

Ten states have enacted laws that may prohibit a young person from using gender-affirming pronouns or impose prohibitive limits or restrictions on their use in schools and other public facilities. These states are Arkansas, Florida, Idaho, Kentucky, Louisiana, Montana, North Dakota, Tennessee, Texas, and West

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<sup>92</sup> *Study Finds That Early Social Transition For Transgender Youth Results In Good Mental Health Outcomes, But Unaccepting School Environments May Lead To Greater Risk Of Suicidality*, FENWAY HEALTH (July 21, 2021), <https://fenwayhealth.org/study-finds-that-early-social-transition-for-transgender-youth-results-in-good-mental-health-outcomes-but-unaccepting-school-environments-may-lead-to-greater-risk-of-suicidality/>.

<sup>93</sup> See ARK. CODE ANN. § 6-1-108 (2023); HB 3120, 59th Leg., 2nd Reg. Sess. (Okla. 2024) (proposed but not enacted).

<sup>94</sup> H.B. 1069, 2023 Leg., 125th Reg. Sess. (Fla. 2023) (enacted).

<sup>95</sup> *Forced Outing of Transgender Youth in Schools*, MOVEMENT ADVANCEMENT PROJECT, [https://www.lgbtmap.org/equality-maps/youth/forced\\_outing](https://www.lgbtmap.org/equality-maps/youth/forced_outing) (last visited Jan. 4, 2025).

<sup>96</sup> Our previous report included Alabama, Nebraska, Oklahoma, and Utah under this section. Because this year we include only laws that explicitly restrict pronoun usage or require that parents be informed of their child's request to use a different pronoun, these states were not included for this analysis. See ALA. CODE § 26-26-5 (LexisNexis 2022) (stating that staff cannot withhold information from parents regarding their child's transgender identity but does not explicitly require staff to inform parents without parental request); Establishing a Women's Bill of Rights, *supra* note 80 (we determined it is unlikely to affect pronouns); Exec. Order 2023-31 (Okla. 2023), <https://www.sos.ok.gov/documents/executive/2092.pdf> (states that state agencies cannot mandate people to disclose their pronouns); UTAH CODE ANN. § 53E-9-205 (LexisNexis 2023) (staff cannot make changes to pronouns on student records without parental permission but does not explicitly require staff to disclose information to parents).

Virginia.<sup>97</sup> We estimate that 170,000 transgender youth aged 13-17 now live in states with restrictions on pronoun use.<sup>98</sup> This is nearly one quarter (24%) of transgender youth aged 13-17 in the U.S.<sup>99</sup> See Table 7.

Five of these states—Montana, North Dakota, Tennessee, Texas, and West Virginia—enacted a law in 2025.<sup>100</sup> Montana, North Dakota, and Tennessee expanded existing restrictions on pronoun use.<sup>101</sup> Two of these states—Texas and West Virginia—enacted new restrictions on pronoun use in 2025. We estimate that 94,500 transgender youth live in a state that expanded an existing pronoun restriction or enacted a new one in 2025.<sup>102</sup>

**Table 7. States with restrictions on the use of pronouns in schools and other facilities**

STATE	YOUTH IMPACTED
Arkansas	7,200
Florida	42,800
Idaho	5,300
Kentucky	10,600
Louisiana	9,600

<sup>97</sup> Arkansas (ARK. CODE ANN. § 6-1-108 (2023) (prohibits school staff from addressing students with a pronoun that is inconsistent with the student's biological sex unless the parents have given written consent; employees and students cannot be disciplined for refusing to use another person's pronoun that is inconsistent with that person's biological sex). See also Exec. Order to Eliminate Woke Anti-Women Words From State Government and Respect Women (Ark. 2023) ([https://governor.arkansas.gov/executive\\_orders/executive-order-to-eliminate-woke-anti-women-words-from-state-government-and-respect-women/](https://governor.arkansas.gov/executive_orders/executive-order-to-eliminate-woke-anti-women-words-from-state-government-and-respect-women/)); Florida (H.B. 1069, 2023 Leg., 125th Reg. Sess. (Fla. 2023) (enacted) (school staff cannot be required to use another person's pronoun if that pronoun is inconsistent with their sex assigned at birth). This bill states that “it is false to ascribe to a person a pronoun that does not correspond to such person's sex.”); Idaho (IDAHO CODE § 67-5909B (2024) (school staff and students cannot be disciplined for refusing to use a person's pronoun if that pronoun is inconsistent with the person's sex; school staff cannot refer to students with a pronoun that is inconsistent with the student's sex assigned at birth unless the student's parent has given written permission); see also Ryan Suppe, *Idaho Gov. Brad Little Signs Bill to Ban Compelled Pronoun Use*, IDAHO CAP. SUN (Apr. 9, 2024), <https://idahocapitalsun.com/2024/04/09/idaho-gov-brad-littlesigns-bill-to-ban-compelled-pronoun-use/>); Kentucky (S.B. 150, Gen. Assemb., 2023 Reg. Sess. (Ky. 2023) (enacted) (prohibiting the Kentucky Board of Education or Department of Education from recommending or requiring policies for using a student's pronouns where those pronouns are inconsistent with the student's sex; school districts cannot require students and staff to use a student's pronouns where those pronouns are inconsistent with the student's sex); Louisiana (LA. STAT. ANN. § 17:2125 (2024) (students and school staff cannot be disciplined for refusing to use a person's pronouns that are inconsistent with that person's sex; parents can seek corrective action against staff who refer to their child with pronouns that are inconsistent with the student's sex)); Montana (H.B. 400, 2025 Leg., 69th Reg. Sess. (Mont. 2025) (enacted) (students and school staff cannot be disciplined for refusing to use a person's pronoun where that pronoun is inconsistent with the person's sex). Montana's bill banning gender-affirming care for minors also includes a provision preventing the facilitation of “social transition” on state property. MONT. CODE ANN. § 50-4-1004 (2023)); North Dakota (N.D. CENT. CODE § 15.1-06-21 (2025) (prohibits school districts, schools, and teachers from adopting policies regarding pronouns)); Tennessee (H.B. 1269/SB 466, 113th Gen. Assemb., Reg. Sess. (Tenn. 2023) (enacted) (school staff cannot be punished for not using a student's pronoun if that pronoun is inconsistent with the student's sex); H.B. 1270/SB 937, 114th Gen. Assemb., 2025-2026 Reg. Sess. (Tenn. 2025) (enacted) (cannot subject students or staff to adverse actions for using a person's pronoun which is inconsistent with their sex; staff cannot address a student by pronouns that differ from the student's sex assigned at birth unless the student's parents have provided written consent). Tennessee's laws include a shield from civil liability for refusing to use a pronoun); Texas (TEX. EDUC. CODE ANN. § 11.401 (2025) (requires that school boards adopt policies to prohibit employees from assisting a student within the district with “social transition,” which can include the adoption of different pronouns)); West Virginia (S.B. 474, 87th Leg., 2025 Reg. Sess. (W. Va. 2025) (enacted) (school staff cannot be subject to adverse action for refusing to use a student's pronoun where that pronoun is inconsistent with the student's sex)).

<sup>98</sup> HERMAN & FLORES, *supra* note 6.

<sup>99</sup> *Id.*

<sup>100</sup> Montana (H.B. 400, 2025 Leg., 69th Reg. Sess. (Mont. 2025) (enacted)); North Dakota (N.D. CENT. CODE § 15.1-06-21 (2025)); Tennessee (H.B. 1270/SB 937, 114th Gen. Assemb., 2025-2026 Reg. Sess. (Tenn. 2025) (enacted)); Texas (TEX. EDUC. CODE ANN. § 11.401 (2025)); West Virginia (S.B. 474, 87th Leg., 2025 Reg. Sess. (W. Va. 2025) (enacted)); HERMAN & FLORES, *supra* note 6.

<sup>101</sup> Montana (MONT. CODE ANN. § 50-4-1004 (2023)); North Dakota (H.B. 1144, 69 Leg. Sess., 2025 Reg. Sess. (N.D. 2025)); Tennessee (H.B. 1269/SB 466, 113th Gen. Assemb., Reg. Sess. (Tenn. 2023) (enacted)).

<sup>102</sup> HERMAN & FLORES, *supra* note 6.

STATE	YOUTH IMPACTED
Montana	2,500
North Dakota	1,400
Tennessee	15,600
Texas	71,200
West Virginia	3,800
<b>Total: 10 states</b>	<b>170,000</b>

Florida's law has been challenged in court.<sup>103</sup> However, none of these laws are currently blocked by courts. In some states, lawsuits have been filed by teachers, parents, and other students who oppose policies in their school districts requiring the use of gender-affirming pronouns.<sup>104</sup> These cases do not bear directly on the laws enacted in these 10 states.

## “Forced Outing” or Mandatory Pronoun Disclosure Laws

Another form of law that may restrict the ability to use affirming pronouns establishes a right for a parent to know about a young person's change in pronouns. These laws, sometimes called “forced outing” laws, require school staff and other state employees to disclose a student's transgender status or gender exploration to parents.<sup>105</sup> Seven states have adopted laws that require schools to notify parents when their child requests to use a pronoun that differs from their sex at birth. These states are Indiana, Iowa, North Carolina, Ohio, South Carolina, Tennessee, and West Virginia.<sup>106</sup> One additional state, Oklahoma, has administrative regulations requiring the notification of parents.<sup>107</sup> A total of 112,100 transgender

<sup>103</sup> Wood v. Florida Dep't. of Educ., 2024 U.S. Dist. LEXIS 158224 (Fla. N. Dist. Ct. 2024); see also Madeline Will, *Florida Teachers Sue Over State Law Restricting Their Pronoun Use*, EDUC. WEEK. (Dec. 18, 2023), <https://www.edweek.org/policy-politics/florida-teachers-sue-over-state-law-restricting-their-pronoun-use/2023/12>.

<sup>104</sup> See, e.g., Kluge v. Brownsburg Cmtys. Sch. Co., 150 F.4th 792 (7th Cir. 2025); Vlaming v. West Point Sch. Bd., 302 Va. 504 (Va. 2023); see also Parents Defending Educ. v. Olentangy Local Sch. Dist. Bd. of Educ., 158 F.4th 732 (6th Cir. 2025) (finding that punishing students for using another student's “biological pronouns” was an infringement of free speech).

<sup>105</sup> Laws requiring or promoting parental notification or participation in pronoun use operate in various ways. Some laws, such as Nevada's, are part of state requirements to support transgender youth. See NEV. ADMIN. CODE § 388.880 (2018). Our tally is limited to laws and policies which require disclosure to parents when a public employee is notified by a minor of a gender identity or pronouns that don't correspond to sex assigned at birth. For further discussion of the various types of “forced outing” laws, see *Forced Outing of Transgender Youth in Schools*, MOVEMENT ADVANCEMENT PROJECT, *supra* note 95.

<sup>106</sup> Indiana (IND. CODE. ANN. § 20-33-7.5-2 (LexisNexis 2023) (school staff must notify parents if a student requests change to their pronouns)); Iowa (IOWA CODE § 279.78 (2025) (staff must report to parents if student requests to be addressed by a different pronoun than the one matching their sex at birth)); North Carolina (N.C. GEN. STAT. § 115C-76.45 (2023) (school districts must adopt policies to notify parents before changes are made to student's pronoun usage)); Ohio (OHIO REV. CODE ANN. § 3313.473 (LexisNexis 2025) (school districts must adopt policies requiring prompt notification of changes to child's wellbeing, including requests by student to identify as a gender that doesn't align with student's biological sex)); South Carolina (S.C. CODE ANN. § 59-32-36 (2024) (schools must notify parents in writing if student asserts a gender identity that is inconsistent with their sex or if the student requests to be addressed with a different pronoun than the one aligning with their sex at birth)); Tennessee (TENN. CODE ANN. § 49-6-315 (2024) (school must notify parents if student requests to be addressed with a pronoun different than the one aligning with their sex at birth)); West Virginia (W. VA. CODE ANN. § 18-5-29 (LexisNexis 2025) (school must notify parents if student requests to be addressed with a pronoun different than the one aligning with their sex at birth)).

<sup>107</sup> Oklahoma (OKLA. ADMIN. CODE § 210:10-2-2 (2024); OKLA. ADMIN. CODE § 210:10-2-3 (2024)).

youth live in one of eight states with a mandatory parental notification law or policy.<sup>108</sup> This is about 16% of transgender youth aged 13-17 in the U.S.<sup>109</sup> See Table 8.

Ohio and West Virginia enacted their laws in 2025. There are 29,900 transgender youth aged 13-17 living in those two states.<sup>110</sup>

**Table 8. "Forced outing" laws**

STATE	YOUTH IMPACTED
Indiana	15,900
Iowa	7,700
North Carolina	21,800
Ohio	26,100
Oklahoma‡	9,900
South Carolina	11,300
Tennessee	15,600
West Virginia	3,800
<b>Total: 8 states</b>	<b>112,100</b>

Note: ‡State has an administrative "forced outing" policy

Iowa's "forced outing" law has been challenged in court but has not been blocked from enforcement.<sup>111</sup>

Tennessee and West Virginia have enacted both types of law or policy: pronoun restrictions and "forced outing" laws. There are 19,400 transgender youth ages 13-17 living in these two states.<sup>112</sup>

In total, 262,700 transgender youth (36% of transgender youth aged 13-17) live in one of 16 states that either restricts pronoun use or requires parental notification when a change to pronouns is requested, or both.<sup>113</sup>

## Federal Landscape on Pronoun Use

As described above, the federal government made broad-ranging attempts in 2025 to prevent the expression of transgender identity by federal employees, on federal properties, and in any program

<sup>108</sup> HERMAN & FLORES, *supra* note 6. For the purposes of this analysis, we only include states that mandate disclosure. At least three other states require disclosure upon request of parents. See e.g. Alabama (ALA. CODE. § 26-26-5 (LexisNexis 2025)); Kentucky (Ky. Rev. STAT. ANN. § 158.91 (LexisNexis 2025)); North Dakota (N.D. CENT. CODE § 15.1-06-21 (2025)). A total of 22,800 transgender youth aged 13-17 reside in these three states.

<sup>109</sup> HERMAN & FLORES, *supra* note 6.

<sup>110</sup> Ohio (OHIO REV. CODE ANN. § 3313.473 (LexisNexis 2025)); West Virginia (W. VA. CODE ANN. § 18-5-29 (LexisNexis 2025)); HERMAN & FLORES, *supra* note 6.

<sup>111</sup> See Iowa Safe Schs. v. Reynolds, 788 F. Supp. 3d 969 (Ia. S.D. Ct. 2025) (enjoining other parts of the law but leaving parental notification enforceable).

<sup>112</sup> HERMAN & FLORES, *supra* note 6.

<sup>113</sup> *Id.*

or service funded using federal money. Relying on the president's executive orders,<sup>114</sup> the federal government also took steps to limit the use of gender-affirming pronouns. For example, federal employees were instructed to remove gender pronouns from their email signatures.<sup>115</sup> Although we did not document federal policies specifically targeting gender pronoun use by transgender youth, any regulatory or enforcement actions directed at funding recipients could prohibit or restrict the use of gender-affirming pronouns to the extent permitted by the administration's interpretation of applicable laws.

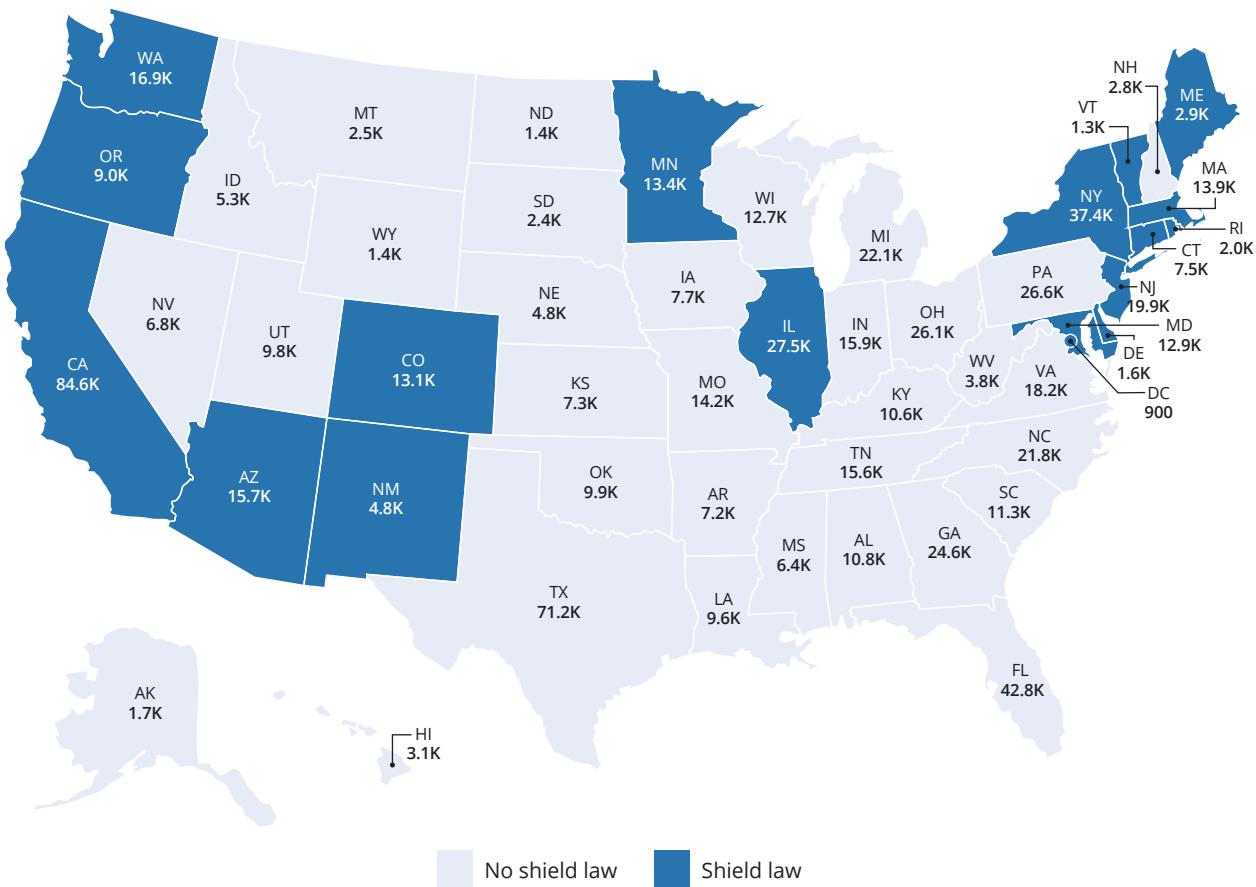
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<sup>114</sup> See, e.g., Defending Women from Gender Ideology Extremism and Restoring Biological Truth to the Federal Government, *supra* note 39; Ending Radical and Wasteful Government DEI Programs and Preferencing, Exec. Order 14141, 90 Fed. Reg. 8339 (Jan. 29, 2025).

<sup>115</sup> Selina Wang et al., *Federal Employees Told to Remove Pronouns From Email Signatures by End of Day*, ABC News (Jan. 31, 2025), <https://abcnews.go.com/US/federal-employees-told-remove-pronouns-email-signatures-end/story?id=118310483>; see also Charles Ezell, *supra* note 89.

## LAWS THAT SUPPORT TRANSGENDER YOUTH

### GENDER-AFFIRMING CARE “SHIELD” LAWS



### What are “Shield” Laws?

Gender-affirming care “shield” laws protect doctors and parents who prescribed or sought access to gender-affirming medical care for transgender youth, particularly in states that have laws restricting access to such care (see Gender-affirming Care Bans earlier this report).

The specifics of these laws and policies vary from state to state, but there are some common key provisions.<sup>116</sup> Many laws and policies prohibit courts and law enforcement from participating in another state’s enforcement actions against gender-affirming care providers, and prohibit providers and insurers from releasing medical records related to gender-affirming care in connection with enforcement actions.<sup>117</sup> Many also protect parents who seek care for their children within the state.<sup>118</sup> Some states prohibit insurers and licensing entities in the state from taking adverse action against physicians seeking

<sup>116</sup> *Shield Laws for Reproductive and Gender-Affirming Health Care: A State Law Guide*, UCLA CTR. ON REPRODUCTIVE HEALTH, L. & POL., *supra* note 5.

<sup>117</sup> See, e.g., S.B. 107, 2021-2022 Reg. Sess. (Cal. 2022) (enacted); S.B. 2475B, 2023-2024 Reg. Sess. (N.Y. 2023) (enacted).

<sup>118</sup> *Id.*

to practice medicine in the state based on out-of-state determinations.<sup>119</sup> For example, if a physician lost their license for providing gender-affirming care in a state that bans the practice, a state with a “shield” law cannot deny state licensure on the basis of the outcome of that out-of-state proceeding. Additionally, some states’ “shield” laws restrict or prohibit the sharing of data related to gender-affirming care.<sup>120</sup>

## State “Shield” Laws

Seventeen states and the District of Columbia have “shield” laws or policies that support access to gender-affirming care for youth. These jurisdictions are Arizona, California, Colorado, Connecticut, Delaware, Illinois, Maine, Maryland, Massachusetts, Minnesota, New Jersey, New Mexico, New York, Oregon, Rhode Island, Vermont, Washington, and D.C.<sup>121</sup> In fourteen states and D.C., state legislatures have enacted statutes that protect access to care.<sup>122</sup> In four states—Arizona, Delaware, Maryland, and Minnesota—governors have extended protections through executive orders.<sup>123</sup> Maryland and Minnesota have both a statutory “shield” law and an executive order.<sup>124</sup> An estimated 285,300 transgender youth live

<sup>119</sup> See, e.g., H.B. 5090, 192nd Gen. Ct. (Mass. 2022) (enacted); H.B. 2002, 82nd Leg. Assemb., 2023 Reg. Sess. (Or. 2023) (enacted).

<sup>120</sup> See, e.g., CAL. CIV. CODE § 56.108 (Deering 2025); CAL. CIV. CODE § 56.109 (Deering 2025).

<sup>121</sup> Arizona (Ensuring Access to Medically Gender-Affirming Healthcare, Exec. Order 2023-12 (June 27, 2023) ([https://azgovernor.gov/sites/default/files/executive\\_order\\_2023-12.pdf](https://azgovernor.gov/sites/default/files/executive_order_2023-12.pdf))); California (S.B. 345, 2023-2024 Reg. Sess. (Cal. 2023) (enacted); A.B. 1707, 2023-2024 Reg. Sess. (Cal. 2023) (enacted); S.B. 107, 2021-2022 Reg. Sess. (Cal. 2022) (enacted); A.B. 2091, 2021-2022 Reg. Sess. (Cal. 2022) (enacted); S.B. 497, 2025-2026 Reg. Sess. (Cal. 2025) (enacted); S.B. 352, 2023-2024 Reg. Sess. (Cal. 2023) (enacted)); Colorado (S.B. 23-188, 2023 Reg. Sess. (Colo. 2023) (enacted); COLO. REV. STAT. § 12-30-121 (2023); S.B. 129, 75th Gen. Assemb., 1st Reg. Sess. (Colo. 2025) (enacted)); Connecticut (H.B. 7287, 2025 Gen. Assemb. (Conn. 2025) (enacted)); Delaware (Del. Exec. Order 11 (June 20, 2025), (<https://governor.delaware.gov/wp-content/uploads/sites/219/2025/06/EO-11-signed.pdf>)); Illinois (735 ILL. COMP. STAT. § 40/28-11 (LexisNexis 2025); 725 ILL. COMP. STAT. § 225/6 (LexisNexis 2023); 735 ILL. COMP. STAT. § 40/28-20 (LexisNexis 2023); 625 ILL. COMP. STAT. § 5/2-130 (LexisNexis 2024)); Maine (L.D. 227, 131st Leg., 2023-2024 Reg. Sess. (Me. 2024) (enacted)); Maryland (S.B. 859, 2023 Reg. Sess. (Md. 2023) (enacted); Protecting the Right to Seek Gender-Affirming Treatment in Maryland, Exec. Order 01.01.2023.08 (June 5, 2023) ([https://governor.maryland.gov/Lists/ExecutiveOrders/Attachments/11/EO\\_01.01.2023.08\\_accessible.pdf](https://governor.maryland.gov/Lists/ExecutiveOrders/Attachments/11/EO_01.01.2023.08_accessible.pdf))); Massachusetts (S.B. 2543, 194th Gen. Ct., 2025-2026 Reg. Sess. (Mass. 2025) (enacted) (provisions requiring that businesses handling medical data install proper safeguards to protect data effective July 1, 2026); H.B. 5090, 192nd Gen. Ct., 2021-2022 Reg. Sess. (Mass. 2022) (enacted)); Minnesota (Protecting and Supporting the Rights of Minnesota’s LGBTQIA+ Community Members to Seek and Receive Gender Affirming Health Care Services, Minn. Exec. Order No. 23-03 (March 8, 2023) ([https://mn.gov/governor/assets/EO%202023-03%20Signed%20and%20filed\\_tcm1055-568332.pdf](https://mn.gov/governor/assets/EO%202023-03%20Signed%20and%20filed_tcm1055-568332.pdf)); H.F. 366, 93rd Leg., 2023-2024 Reg. Sess. (Minn. 2023) (enacted); H.F. 146, 93rd Leg., 2023-2024 Reg. Sess. (Minn. 2023) (enacted)); New Jersey (N.J. Exec. Order No. 326 (Apr. 4, 2023) (<https://www.nj.gov/infobank/eo/056murphy/pdf/EO-326.pdf>)); New Mexico (S.B. 13, 2023 Reg. Sess. (N.M. 2023) (enacted)); New York (S.B. 2475B, 2023-2024 Gen. Assemb. (N.Y. 2023) (enacted); S.B. S9077A, 2021-2022 Gen. Assemb. (N.Y. 2022) (enacted); S.B. 1066B, 2023-2024 Gen. Assemb. (N.Y. 2023) (enacted); S.B. 8508, 2023-2024 Gen. Assemb. (N.Y. 2024) (enacted); S.B. 4007-C, 2023-2024 Gen. Assemb. (N.Y. 2023) (enacted); S.B. 4914A, 2025-2026 Gen. Assemb. (N.Y. 2025) (enacted)); Oregon (H.B. 2002, 2023 Reg. Sess. (Or. 2023) (enacted)); Rhode Island (H.B. 7577, 2024 Reg. Sess. (R.I. 2024) (enacted)); Vermont (H.B. 89, 2023-2024 Sess. (Vt. 2023) (enacted); S.B. 28, 2025-2026 Reg. Sess. (Vt. 2025) (enacted); S.B. 37, 2023-2024 Sess. (Vt. 2023) (enacted)); Washington (H.B. 1469, 2023-2024 Reg. Sess. (Wash. 2023) (enacted); S.B. 5632, 2025-2026 Reg. Sess. (Wash. 2025) (enacted); H.B. 1340, 2023-2024 Reg. Sess. (Wash. 2023) (enacted)); D.C. (B. 808, Council Period 24 (D.C. 2022) (enacted); 70 D.C. Reg. 593 (Jan. 2023) (enacted)). Nevada has a law protecting consumer health information that applies to information about gender affirming care. See Nev. REV. STAT. § 603A.500; Nev. REV. STAT. § 603A.430(1)(a)(7). Because our counts only include “shield” laws protecting from adverse government action, Nevada is excluded from our counts.

<sup>122</sup> *Id.*; MOVEMENT ADVANCEMENT PROJECT, HEALTHCARE LAWS & POLICIES: “SHIELD” OR “REFUGE” LAWS PROTECTING ACCESS TO TRANSGENDER HEALTHCARE 3 (2025), <https://www.lgbtmap.org/img/maps/citations-trans-shield-laws.pdf>.

<sup>123</sup> Arizona (Ensuring Access to Medically Gender-Affirming Healthcare, Exec. Order 2023-12 (June 27, 2023) ([https://azgovernor.gov/sites/default/files/executive\\_order\\_2023-12.pdf](https://azgovernor.gov/sites/default/files/executive_order_2023-12.pdf))); Delaware (Del. Exec. Order 11 (June 20, 2025), (<https://governor.delaware.gov/wp-content/uploads/sites/219/2025/06/EO-11-signed.pdf>)); Maryland (S.B. 859, 2023 Reg. Sess. (Md. 2023) (enacted); Protecting the Right to Seek Gender-Affirming Treatment in Maryland, Exec. Order 01.01.2023.08 (June 5, 2023) ([https://governor.maryland.gov/Lists/ExecutiveOrders/Attachments/11/EO\\_01.01.2023.08\\_accessible.pdf](https://governor.maryland.gov/Lists/ExecutiveOrders/Attachments/11/EO_01.01.2023.08_accessible.pdf))); Minnesota (Protecting and Supporting the Rights of Minnesota’s LGBTQIA+ Community Members to Seek and Receive Gender Affirming Health Care Services, Minn. Exec. Order No. 23-03 (March 8, 2023) ([https://mn.gov/governor/assets/EO%202023-03%20Signed%20and%20filed\\_tcm1055-568332.pdf](https://mn.gov/governor/assets/EO%202023-03%20Signed%20and%20filed_tcm1055-568332.pdf))).

<sup>124</sup> Maryland (S.B. 859, 2023 Reg. Sess. (Md. 2023) (enacted); Protecting the Right to Seek Gender-Affirming Treatment in Maryland, Exec. Order 01.01.2023.08 (June 5, 2023) (<https://governor.maryland.gov/Lists/ExecutiveOrders/Attachments/>)).

in areas with “shield” laws or executive orders.<sup>125</sup> This is more than a third (39%) of transgender youth in the U.S.<sup>126</sup> See Table 9.

Eight states expanded or enacted new “shield” laws and policies in 2025: California, Colorado, Connecticut, Delaware, Massachusetts, New York, Vermont, and Washington.<sup>127</sup> Six states—California, Colorado, Massachusetts, New York, Vermont, and Washington—expanded existing “shield” laws.<sup>128</sup> Delaware and Connecticut passed new “shield” laws or policies.<sup>129</sup> An estimated 176,300 transgender youth reside in these eight states.<sup>130</sup>

**Table 9. States with “shield” laws protecting providers or patients seeking gender-affirming care**

STATES WITH LAWS	YOUTH IMPACTED
Arizona‡	15,700
California	84,600
Colorado	13,100
Connecticut	7,500
Delaware‡	1,600
Illinois	27,500
Maine	2,900
Maryland‡	12,900
Massachusetts	13,900
Minnesota	13,400
New Jersey‡	19,900
New Mexico	4,800
New York	37,400

<sup>125</sup> [EO\\_01.01.2023.08\\_accessible.pdf](https://mn.gov/governor/assets/EO%202023-03%20Signed%20and%20filed_tcm1055-568332.pdf)); Minnesota (Protecting and Supporting the Rights of Minnesota’s LGBTQIA+ Community Members to Seek and Receive Gender Affirming Health Care Services, Minn. Exec. Order No. 23-03 (March 8, 2023) ([https://mn.gov/governor/assets/EO%202023-03%20Signed%20and%20filed\\_tcm1055-568332.pdf](https://mn.gov/governor/assets/EO%202023-03%20Signed%20and%20filed_tcm1055-568332.pdf)); H.F. 366, 93rd Leg., 2023-2024 Reg. Sess. (Minn. 2023) (enacted); H.F. 146, 93rd Leg., 2023-2024 Reg. Sess. (Minn. 2023) (enacted)).

<sup>126</sup> HERMAN & FLORES, *supra* note 6.

<sup>127</sup> *Id.*

<sup>128</sup> California (S.B. 497, 2025-2026 Leg., Reg. Sess. (Cal. 2025) (enacted)); Colorado (S.B. 129, 75th Gen. Assemb., 1st Reg. Sess. (Colo. 2025) (enacted)); Connecticut (H.B. 7287, 2025 Gen. Assemb. (Conn. 2025) (enacted)); Delaware (Protecting Gender-Affirming Care in Delaware, Exec. Order No. 11, *supra* note 122); Massachusetts (S.B. 2543, 194th Gen. Ct., 2025-2026 Reg. Sess. (Mass. 2025) (enacted)); New York (S.B. 4914A, 2025-2026 Gen. Assemb. (N.Y. 2025) (enacted)); Vermont (S.B. 28, 2025 Gen. Assemb., Reg. Sess. (Vt. 2025) (enacted)); Washington (S.B. 5632, 2025-2026 Reg. Sess. (Wash. 2025) (enacted)).

<sup>129</sup> California (S.B. 345, 2023-2024 Reg. Sess. (Cal. 2023) (enacted); A.B. 1707, 2023-2024 Reg. Sess. (Cal. 2023) (enacted); S.B. 107, 2021-2022 Reg. Sess. (Cal. 2022) (enacted); A.B. 2091, 2021-2022 Reg. Sess. (Cal. 2022) (enacted); S.B. 352, 2023-2024 Reg. Sess. (Cal. 2023) (enacted)); Colorado (S.B. 23-188, 2023 Reg. Sess. (Colo. 2023) (enacted); Colo. REV. STAT. § 12-30-121 (2023)); Massachusetts (H.B. 5090, 192nd Gen. Ct., 2021-2022 Reg. Sess. (Mass. 2022) (enacted)); New York (New York (S.B. 2475B, 2023-2024 Gen. Assemb. (N.Y. 2023) (enacted); S.B. S9077A, 2021-2022 Gen. Assemb. (N.Y. 2022) (enacted); S.B. 1066B, 2023-2024 Gen. Assemb. (N.Y. 2023) (enacted); S.B. 8508, 2023-2024 Gen. Assemb. (N.Y. 2024) (enacted); S.B. 4007-C, 2023-2024 Gen. Assemb. (N.Y. 2023) (enacted)); Vermont (H.B. 89, 2023-2024 Sess. (Vt. 2023) (enacted); S.B. 37, 2023-2024 Sess. (Vt. 2023) (enacted)); Washington (H.B. 1469, 2023-2024 Reg. Sess. (Wash. 2023) (enacted); H.B. 1340, 2023-2024 Reg. Sess. (Wash. 2023) (enacted)).

<sup>130</sup> HERMAN & FLORES, *supra* note 6.

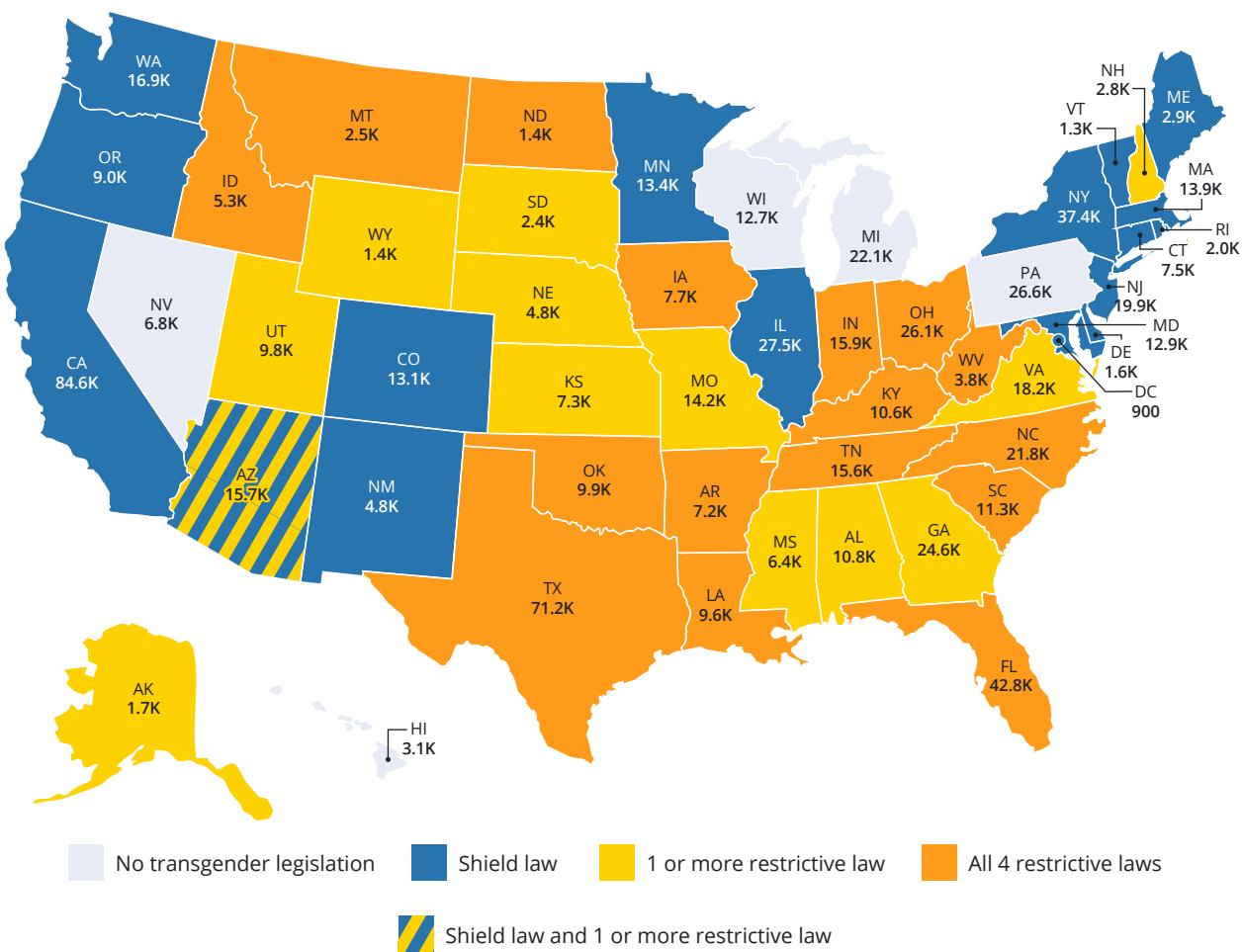
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STATES WITH LAWS	YOUTH IMPACTED
Oregon	9,000
Rhode Island	2,000
Vermont	1,300
Washington	16,900
D.C.	900
<b>Total: 18 jurisdictions</b>	<b>285,300</b>

Note: #State has an executive order providing "shield" protections.

## NATIONAL LANDSCAPE

An estimated 382,800 transgender youth aged 13-17—more than half of all transgender youth in the U.S. (53%)—live in one of 29 states with at least one type of restrictive law or policy discussed in this report.<sup>131</sup> Approximately 262,700 transgender youth aged 13-17 (36%) live in one of 16 states that has enacted all four types of restrictive laws or policies discussed in this report.<sup>132</sup> See Table 10.



<sup>131</sup> HERMAN & FLORES, *supra* note 6; the states with at least one restrictive law are: Alabama, Alaska, Arizona, Arkansas, Florida, Georgia, Idaho, Indiana, Iowa, Kansas, Kentucky, Louisiana, Mississippi, Missouri, Montana, Nebraska, New Hampshire, North Carolina, North Dakota, Ohio, Oklahoma, South Carolina, South Dakota, Tennessee, Texas, Utah, Virginia, West Virginia, and Wyoming. The states with all four types of restrictive laws are: Arkansas, Florida, Idaho, Indiana, Iowa, Kentucky, Louisiana, Montana, North Carolina, Ohio, Oklahoma, South Carolina, Tennessee, Texas, and West Virginia. See Appendix 1 for a full list of states and enacted laws considered in this report.

<sup>132</sup> HERMAN & FLORES, *supra* note 6.

**Table 10. Population living in a state with all four types of anti-transgender legislation**

STATE	POPULATION
Arkansas	7,200
Florida†	42,800
Idaho	5,300
Indiana	15,900
Iowa	7,700
Kentucky	10,600
Louisiana	9,600
Montana†	2,500
North Carolina	21,800
North Dakota	1,400
Ohio	26,100
Oklahoma	9,900
South Carolina	11,300
Tennessee	15,600
Texas	71,200
West Virginia	3,800
<b>Total: 16 states</b>	<b>262,700</b>

Note: †At least one law or policy currently unenforceable

## RESTRICTIVE LAWS AND POLICIES ENACTED IN 2025

Twenty-four states passed at least one of the four types of restrictive laws or policies in 2025. An estimated 329,200 transgender youth (46%) live in one of these 24 states.<sup>133</sup> See Table 11.

**Table 11. States that enacted at least one of four restrictive laws and policies in 2025**

STATES	YOUTH IMPACTED
Alabama	10,800
Arizona	15,700
Arkansas	7,200
Florida	42,800
Georgia	24,600
Idaho	5,300
Indiana	15,900
Iowa	7,700

<sup>133</sup> *Id.*

STATES	YOUTH IMPACTED
Kansas	7,300
Kentucky	10,600
Mississippi	6,400
Montana	2,500
Nebraska	4,800
New Hampshire	2,800
North Carolina	21,800
North Dakota	1,400
Ohio	26,100
South Carolina	11,300
South Dakota	2,400
Texas	71,200
Tennessee	15,600
Utah	9,800
West Virginia	3,800
Wyoming	1,400
<b>Total: 24 states</b>	<b>329,200</b>

## RESTRICTIVE LAWS AND POLICIES BY REGION

Transgender youth in specific regions of the country are more likely to live in a state with at least one of the four types of restrictive law or policy.<sup>134</sup> Approximately 95% of transgender youth in the South and half (51%) of transgender youth in the Midwest live in states with at least one of these laws or policies.<sup>135</sup> Transgender youth in the Northeast are the least likely to live in a state where one of these restrictive laws or policies has been enacted.<sup>136</sup> The vast majority of transgender youth living in a state with at least one restrictive law or policy live in either the South (263,800) or the Midwest (79,800), while only 36,400 transgender youth in the West and 2,800 in the Northeast reside in a state with a restriction.<sup>137</sup> See Tables 12a and 12b.

<sup>134</sup> A full list of the categorization of states into regions can be found in Herman & Flores, *supra* note 6, at 10-14.

<sup>135</sup> HERMAN & FLORES, *supra* note 6.

<sup>136</sup> Only one state in the Northeast, New Hampshire, has enacted the type of anti-transgender laws tracked in this report: bans on gender affirming care (N.H. REV. STAT. ANN. § 332-M:3 (LexisNexis 2026); N.H. REV. STAT. ANN. § 332-N:2 (LexisNexis 2026); H.B. 712, 169th Leg. Sess. (N.H. 2025) (enacted); H.B. 377, 169th Leg. Sess. (N.H. 2025) (enacted)) and sports (N.H. REV. STAT. ANN. § 193:41 (LexisNexis 2025)).

<sup>137</sup> HERMAN & FLORES, *supra* note 6.

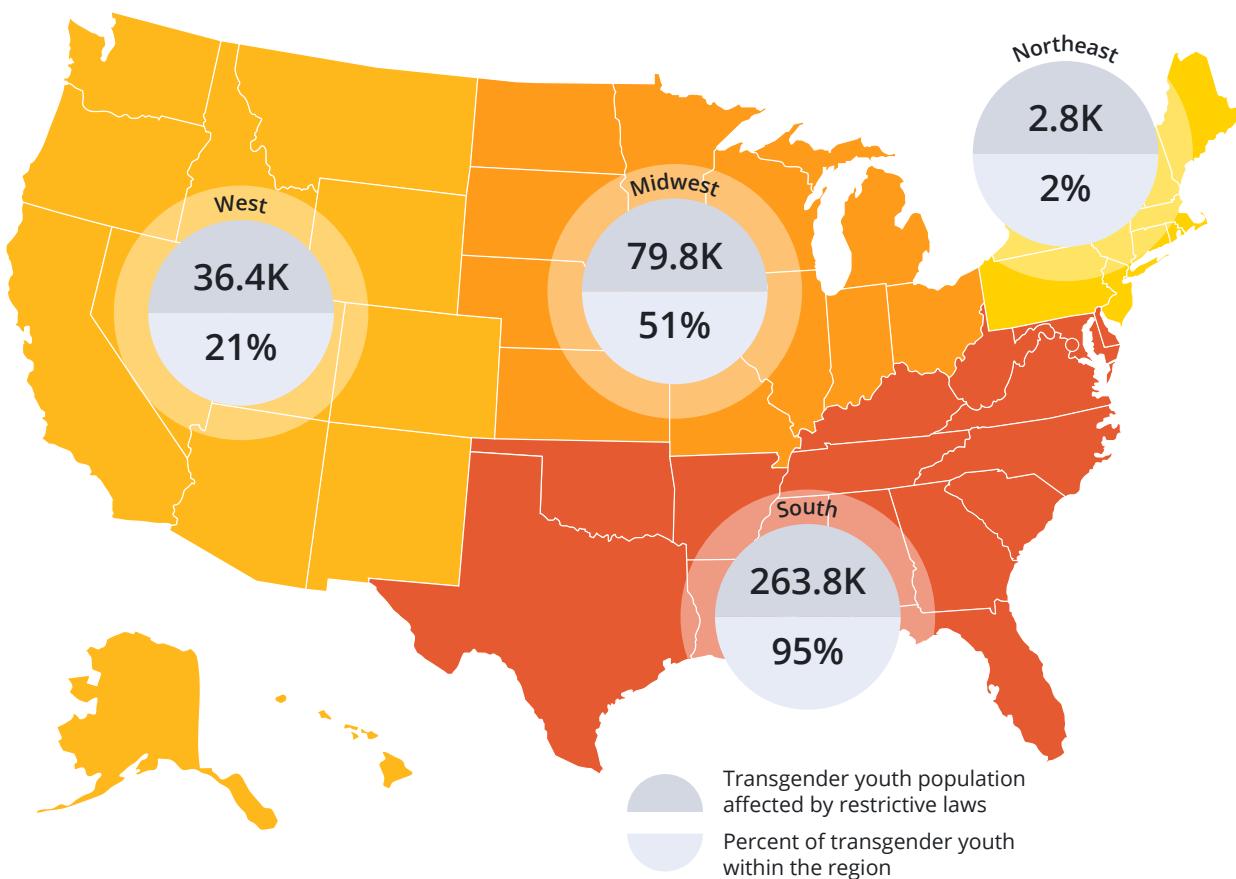


Table 12a. Transgender youth aged 13-17 living in a state with at least one restrictive law or policy, by region

Region	State Count	Total Population	Population Affected	Percent of Total Within Region
Northeast	1	114,300	2,800	2.4%
South*	14	279,200	263,800	94.5%
Midwest	8	155,500	79,800	51.3%
West	6	174,700	36,400	20.8%

Note: \*Includes D.C.

Table 12b. Transgender youth aged 13-17 living in a state without any of the four restrictive laws or policies, by region

Region	State Count	Total Population	Population Affected	Percent of Total Within Region
Northeast	8	114,300	111,500	97.6%
South*	3	279,200	15,400	5.5%
Midwest	4	155,500	75,700	48.7%
West	7	174,700	138,300	79.2%

Note: \*Includes D.C.

An estimated 285,300 transgender youth aged 13-17 live in 17 states and D.C. that have “shield” laws protecting access to gender-affirming care.<sup>138</sup> More than 80% of transgender youth in the West live in a state with a “shield” law.<sup>139</sup> In the Northeast, about three-quarters (74%) live in a state with a “shield” law.<sup>140</sup> See Tables 13a and 13b.

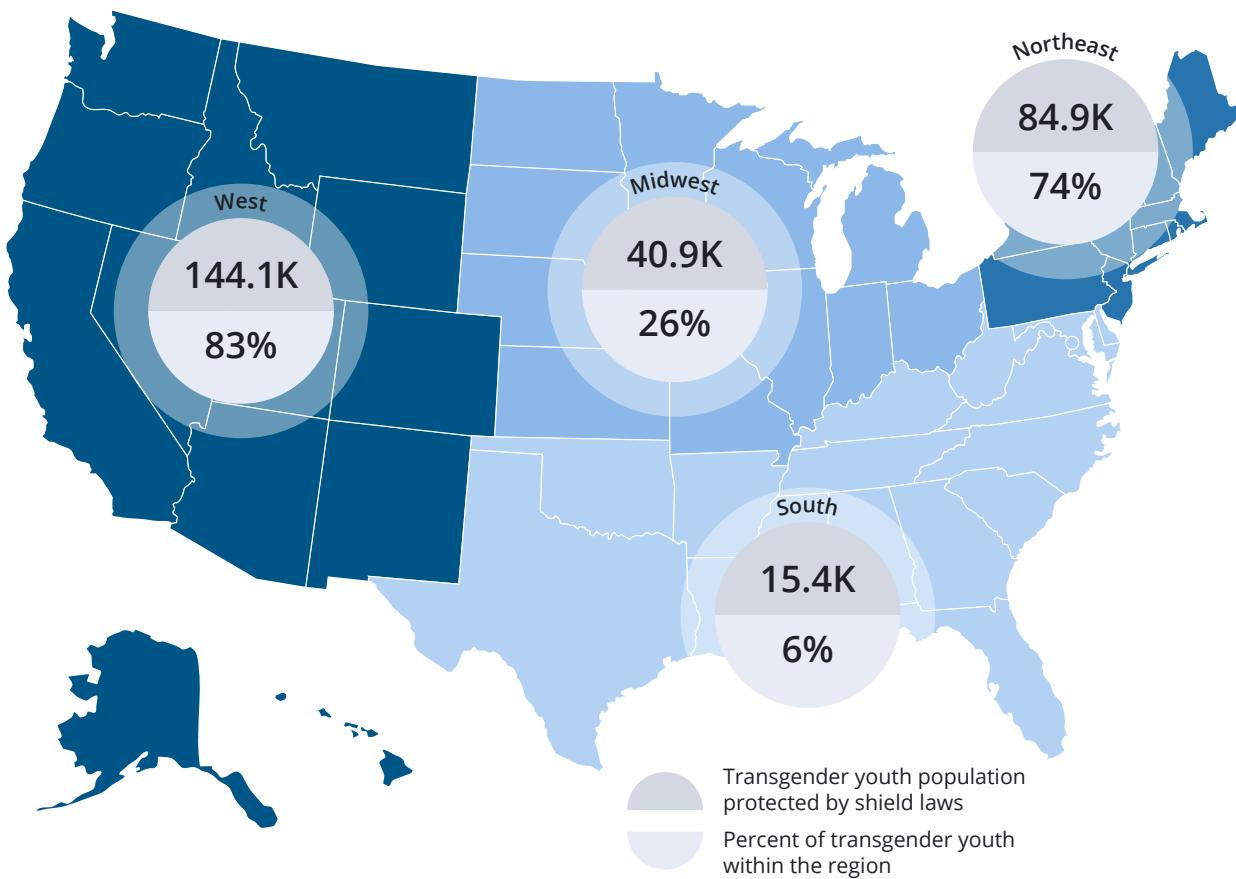


Table 13a. Population living in a state with “shield” laws, by region

Region	State Count	Total Population	Population with “Shield” Laws	Percent of Total Within Region
Northeast	7	114,300	84,900	74.3%
South*	3	279,200	15,400	5.5%
Midwest	2	155,500	40,900	26.3%
West	6	174,700	144,100	82.5%

Note: \*Includes D.C.

<sup>138</sup> HERMAN & FLORES, *supra* note 6.

<sup>139</sup> *Id.*

<sup>140</sup> *Id.*

**Table 13b. Population living in a state without “shield” laws, by region**

REGION	STATE COUNT	TOTAL POPULATION	POPULATION WITHOUT “SHIELD” LAWS	PERCENT OF TOTAL WITHIN REGION
Northeast	2	114,300	29,400	25.7%
South*	14	279,200	263,800	94.5%
Midwest	10	155,500	114,600	73.7%
West	7	174,700	30,600	17.5%

Note: \*Includes D.C.

Only one state, Arizona, has both protective and restrictive legislation. Arizona has a “shield” law, a gender-affirming surgery ban, a restriction on Medicaid funds for gender-affirming care, and a sports ban. A total of 15,700 transgender youth reside in this state.<sup>141</sup>

<sup>141</sup> *Id.*

## CONCLUSION

A substantial number of state laws and policies have been enacted that impact transgender youth. An estimated 382,800 transgender youth aged 13-17—53% of transgender youth in the U.S.—live in one of 29 states that restricts their access to healthcare, sports, public bathrooms and facilities, or affirming gender pronouns, including 262,700 (36%) that live in states with all four types of restrictions. At the same time, 285,300 transgender youth aged 13-17 (39%) live in states with a law supporting access to gender-affirming care via “shield” laws. At the end of the 2025 legislative session, this study finds that more than half of transgender youth in the U.S. lived in a state with at least one restrictive law or policy.

## METHODOLOGY

Relevant legislation, regulations, and executive orders were identified through a combination of legal research using LexisNexis and Westlaw, and publicly available resources, including state legislative websites, searches of public Legiscan documents, and legislative and policy tracking by the Movement Advancement Project, the American Civil Liberties Union, and [translegislation.com](https://translegislation.com). Authors used LexisNexis and Westlaw to identify and/or confirm statutory information and relevant case law developments. Our legislative tracking was updated through December 31, 2025.

Estimates of the number of transgender youth aged 13-17 in each state come from the report *How Many Adults and Youth Identify as Transgender in the United States*.<sup>142</sup> Estimates were rounded to the nearest ten.

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<sup>142</sup> HERMAN & FLORES, *supra* note 6.

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RESEARCH THAT MATTERS



## APPENDIX

### LAWS CONSIDERED, BY STATE

STATE	POPULATION	GAC RESTRICTIONS	SPORTS BANS	BATHROOM RESTRICTIONS	PRONOUN BANS/ "FORCED OUTING"	"SHIELD" LAWS
Alabama	10,800	ALA. CODE § 26-26-4 (LexisNexis 2022)	ALA. CODE § 16-1-52 (LexisNexis 2023)	ALA. CODE § 16-1-54 (LexisNexis 2022)  ALA. CODE § 41-1-93 (LexisNexis 2024)  ALA. CODE § 1-1-1 (Lexis Nexis 2025)		
Alaska	1,700		ALASKA ADMIN. CODE tit. 4 § 06.115 (2023)			
Arizona	15,700	ARIZ. REV. STAT. § 32-3230 (LexisNexis 2023)  ARIZ. ADMIN. CODE § 9-22-205 (2025)	ARIZ. REV. STAT. § 15-120.02 (LexisNexis 2022)			Ensuring Access to Medically Gender-Affirming Healthcare, Exec. Order 2023-12 (June 27, 2023)
Arkansas	7,200	ARK. CODE ANN. § 20-9-1502 (2021)  ARK. CODE ANN. § 16-114-402 (2025)  ARK. CODE ANN. § 16-114-403 (2025)	ARK. CODE ANN. § 6-1-107 (2021)	S.B. 486, 95th Gen. Assemb., 2025 Reg. Sess. (Ark. 2025)  ARK. CODE. ANN. § 6-21-120 (2025)	ARK. CODE ANN. § 6-1-108 (2023)	
California	84,600					A.B. 2091, 2021-2022 Reg. Sess. (Cal. 2022)  SB 107, 2021-2022 Reg. Sess. (Cal. 2022)  A.B. 1707, 2023-2024 Reg. Sess. (Cal. 2023)  S.B. 345, 2023-2024 Reg. Sess. (Cal. 2023)  S.B. 352, 2023-2024 Reg. Sess. (Cal. 2023)  S.B. 497, 2025-2026 Reg. Sess. (Cal. 2025)

STATE	POPULATION	GAC RESTRICTIONS	SPORTS BANS	BATHROOM RESTRICTIONS	PRONOUN BANS/ "FORCED OUTING"	"SHIELD" LAWS
Colorado	13,100					S.B. 23-188, 2023 Reg. Sess. (Colo. 2023) COLO. REV. STAT. § 12-30-121 (2023) S.B. 129, 75th Gen. Assemb., 1st Reg. Sess. (Colo. 2025)
Connecticut	7,500					H.B. 7287, 2025 Gen. Assemb. (Conn. 2025)
Delaware	1,600					Del. Exec. Order 11 (June 20, 2025)
District of Columbia	900					B. 808, Council Period 24 (D.C. 2022) 70 D.C. Reg. 593 (Jan. 2023)
Florida	42,800	FLA. ADMIN. CODE ANN. r. 64B8-9.019 (2023) FLA. STAT. § 456.52 (2023) FLA. ADMIN. CODE 59G-1.050 (2025)	FLA. STAT. ANN. § 1006.205 (LexisNexis 2023)	FLA. STAT. ANN. § 553.865 (LexisNexis 2024)	H.B. 1069, 2023 Leg., 125th Reg. Sess. (Fla. 2023)	
Georgia	24,600	GA. CODE ANN. § 31-7-3.5 (2023)	GA. CODE ANN. § 20-2-315 (2025)	GA. CODE ANN. § 20-2-315 (2025)		
Idaho	24,600	IDAHO CODE § 18-1506C (2024) IDAHO CODE § 18-8901 (2024)	IDAHO CODE § 33-6203 (2020)	IDAHO CODE §§ 33-6703 (2024) IDAHO CODE § 67-9802 (2025) H.B. 421, 67th Leg., 2nd Reg. Sess. (Idaho 2024)	IDAHO CODE § 67-5909B (2024)	
Illinois	27,500					725 ILL. COMP. STAT. § 225/6 (LexisNexis 2023) 625 ILL. COMP. STAT. § 5/2-130 (LexisNexis 2024) 735 ILL. COMP. STAT. § 40/28-20 (LexisNexis 2023) 735 ILL. COMP. STAT. § 40/28-11 (LexisNexis 2025)

STATE	POPULATION	GAC RESTRICTIONS	SPORTS BANS	BATHROOM RESTRICTIONS	PRONOUN BANS/ "FORCED OUTING"	"SHIELD" LAWS
Indiana	15,900	IND. CODE ANN. § 25-1-22-13 (LexisNexis 2023)	IND. CODE ANN. § 20-33-13-4 (LexisNexis 2022)	Respecting the Biological Dichotomy Between Men and Women as A Fundamental and Deeply Rooted Legal Principle Embedded in Indiana Law, Exec. Order. 25-36 (Ind. 2025)	IND. CODE. ANN. § 20-33-7.5-2 (LexisNexis 2023)	
Iowa	7,700	IOWA CODE § 147.164 (2023) IOWA CODE § 249a.14 (2025)	IOWA CODE § 261I.2 (2022)	IOWA CODE § 216.9A (2023) IOWA CODE § 280.33 (2025) IOWA CODE § 4.1A (2025)	IOWA CODE § 279.78 (2025)	
Kansas	7,300	S.B. 63, 91st Leg., 2025 Reg. Sess. (Kan. 2025)	KAN. STAT. ANN. § 60-5603 (2023))	KAN. STAT. ANN. § 77-207 (2025)		
Kentucky	10,600	Ky. REV. STAT. ANN. § 311.372 (LexisNexis 2023) Ky. REV. STAT. ANN. § 2025.53 (LexisNexis 2025)	Ky. REV. STAT. ANN. § 156.070 (LexisNexis 2025) H.B. 48, Gen. Assemb., 2025 Reg. Sess. (Ky. 2025) S.B. 120, Gen. Assemb., 2025 Reg. Sess. (Ky. 2025) S.B. 3, Gen. Assemb., 2025 Reg. Sess. (Ky. 2025)	Ky. REV. STAT. ANN. §158.189 (LexisNexis 2023)	S.B. 150, Gen. Assemb., 2023 Reg. Sess. (Ky. 2023)	
Louisiana	9,600	LA. STAT. ANN. § 40:1098.2 (2024)	LA. STAT. ANN. § 4:444 (2022))	H.B. 608, 2024 Reg. Sess. (La. 2024)	LA. STAT. ANN. § 17:2125 (2024)	
Maine	2,900					L.D. 227, 131st Leg., 2023-2024 Reg. Sess. (Me. 2024)
Maryland	12,900					S.B. 859, 2023 Reg. Sess. (Md. 2023) Protecting the Right to Seek Gender-Affirming Treatment in Maryland, Exec. Order 01.01.2023.08 (June 5, 2023)

STATE	POPULATION	GAC RESTRICTIONS	SPORTS BANS	BATHROOM RESTRICTIONS	PRONOUN BANS/ "FORCED OUTING"	"SHIELD" LAWS
Massachusetts	13,900					H.B. 5090, 192nd Gen. Ct., 2021-2022 Reg. Sess. (Mass. 2022) S.B. 2543, 194th Gen. Ct., 2025-2026 Reg. Sess. (Mass. 2025)
Minnesota	13,400					Protecting and Supporting the Rights of Minnesota's LGBTQIA+ Community Members to Seek and Receive Gender Affirming Health Care Services, Minn. Exec. Order No. 23-03 (March 8, 2023) H.F. 366, 93rd Leg., 2023-2024 Reg. Sess. (Minn. 2023) H.F. 146, 93rd Leg., 2023-2024 Reg. Sess. (Minn. 2023)
Mississippi	6,400	MISS. CODE ANN. § 41-141-5 (2023) MISS. CODE ANN. § 41-141-7 (2023)	MISS. CODE ANN. § 37-97-1 (2021)	H.B. 188, 2025 Reg. Sess. (Miss. 2025) S.B. 2753, 2024 Reg. Sess. (Miss. 2024) MISS. CODE ANN. § 1-3-83 (2024)		
Missouri	14,200	Mo. REV. STAT. § 191.1720 (2023) Mo. REV. STAT. § 208.152 (2025) MoHEALTH NET, PHYSICIAN MANUAL (2025)	Mo. REV. STAT. § 163.048 (2023)			

STATE	POPULATION	GAC RESTRICTIONS	SPORTS BANS	BATHROOM RESTRICTIONS	PRONOUN BANS/ "FORCED OUTING"	"SHIELD" LAWS
Montana	2,500	MONT. CODE ANN. § 50-4-1004 (2023)	MONT. CODE ANN. § 20-7-1306 (2023)  MONT. CODE ANN. § 49-2-307 (2025)	H.B. 121, 69th Leg., Reg. Sess. (Mont. 2025)  H.B. 400, 2025 Leg., 69th Reg. Sess. (Mont. 2025)  MONT. CODE ANN. § 1-1-201 (2023)  MONT. CODE ANN. § 50-4-1004 (2023)		
Nebraska	4,800	NEB. REV. STAT. ANN. § 71-7306 (LexisNexis 2023)  471 NEB. ADMIN. CODE § 18-001 (2024)	NEB. REV. STAT. ANN. § 79-3804 (LexisNexis 2025)	Establishing a Women's Bill of Rights, Exec. Order 23-16 (Neb. 2023)		
New Hampshire	2,800	N.H. REV. STAT. ANN. § 332-M:3 (LexisNexis 2026)  N.H. REV. STAT. ANN. § 332-N:2 (LexisNexis 2026)	N.H. REV. STAT. ANN. § 193:41 (LexisNexis 2025)			
New Jersey	19,900					N.J. Exec. Order No. 326 (April 4, 2023)
New Mexico	4,800					S.B. 13, 2023 Reg. Sess. (N.M. 2023)

STATE	POPULATION	GAC RESTRICTIONS	SPORTS BANS	BATHROOM RESTRICTIONS	PRONOUN BANS/ "FORCED OUTING"	"SHIELD" LAWS
New York	37,400					<p>S.B. S9077A, 2021-2022 Gen. Assemb. (N.Y. 2022)</p> <p>S.B. 1066B, 2023-2024 Gen. Assemb. (N.Y. 2023)</p> <p>S.B. 2475B, 2023-2024 Gen. Assemb. (N.Y. 2023)</p> <p>S.B. 4007-C, 2023-2024 Gen. Assemb. (N.Y. 2023)</p> <p>S.B. 8508, 2023-2024 Gen. Assemb. (N.Y. 2024)</p> <p>S.B. 4914A, 2025-2026 Gen. Assemb. (N.Y. 2025)</p>
North Carolina	21,800	N.C. GEN. STAT. § 90-21.151 (2023) N.C. Gen. Stat § 143C-6-5.6 (2025)	N.C. GEN. STAT. § 115C-407.59 (2023)	N.C. GEN. STAT. § 12-3.3 (2025)	H.B. 805, 2025 Reg. Sess. (N.C. 2025) N.C. GEN. STAT. § 115C-76.45 (2023)	
North Dakota	1,400	N.D. CENT. CODE § 12.1-36.1-02 (2023)	N.D. CENT. CODE. § 15.1-39-02 (2023)	H.B. 1473, 68th Leg. Assemb., 2023 Reg. Sess. (N.D. 2023) H.B. 1474, 68th Leg. Assemb., 2023 Reg. Sess. (N.D. 2023) N.D. CENT. CODE § 15.1-06-21 (2025)	N.D. CENT. CODE § 15.1-06-21 (2025) H.B. 1522, 68th Leg. Assemb., 2023 Reg. Sess. (N.D. 2023) H.B. 1144, 69th Leg. Sess., 2025 Reg. Sess. (N.D. 2025)	
Ohio	26,100	OHIO REV. CODE ANN. § 3129.02 (2024) OHIO REV. CODE ANN. § 3129.06 (LexisNexis 2024) OHIO ADMIN. CODE 3701-59-06 (2024) OHIO ADMIN. CODE 3701-83-60 (2024) OHIO ADMIN. CODE § 5160-2-03 (2022) Exec. Order No. 2024-01D (2024)	OHIO REV. CODE ANN. § 3313.5320 (LexisNexis 2024)	OHIO REV. CODE ANN. § 3319.90 (LexisNexis 2025) OHIO REV. CODE ANN. § 9.05 (LexisNexis 2025)	OHIO REV. CODE ANN. § 3313.473 (LexisNexis 2025)	

STATE	POPULATION	GAC RESTRICTIONS	SPORTS BANS	BATHROOM RESTRICTIONS	PRONOUN BANS/ "FORCED OUTING"	"SHIELD" LAWS
Oklahoma	9,900	OKLA. STAT. tit. 63, § 2607.1 (2023)	OKLA. STAT. tit. 70, § 27-106 (2022)	OKLA. STAT. tit. 70, § 1-125 (2023) H.B. 1449, 59th Legis., 2nd Reg. Sess. (Okla. 2023) Exec. Order 2023-20 (Okla. 2023)	OKLA. ADMIN. CODE § 210:10-2-2 (2024) OKLA. ADMIN. CODE § 210:10-2-3 (2024)	
Oregon	9,000					H.B. 2002, 2023 Reg. Sess. (Or. 2023)
Rhode Island	2,000					H.B. 7577, 2024 Reg. Sess. (R.I. 2024)
South Carolina	11,300	S.C. CODE ANN. § 44-42-320 (2024) S.C. CODE ANN. § 44-42-340 (2024) S.C. DEP'T HEALTH & HUM. SERVS., PHYSICANS SERVICES PROVIDER MANUAL (2025)	S.C. CODE ANN. § 59-1-500 (2022)	H.B. 4025, 126th Assemb. 1st Reg. Sess. (S.C. 2025)	S.C. CODE ANN. § 59-32-36 (2024)	
South Dakota	2,400	S.D. CODIFIED LAWS § 34-24-34 (2023)	S.D. CODIFIED LAWS § 13-67-1 (2022)	H.B. 1259, 100th Leg. Assemb., 2025 Reg. Sess. (S.D. 2025)		
Tennessee	15,600	TENN. CODE ANN. § 68-33-103 (2023) TENN. CODE ANN. § 68-33-104 (2023) TENN. COMP. R. & REGS. 1200-13-13-.10 (2023)	TENN. CODE ANN. § 49-6-310 (2022) TENN. CODE. ANN. § 49-50-805 (2023)	H.B. 1233, 112th Gen. Assemb., 2021-2022 Leg. Sess. (Tenn. 2021) TENN. CODE ANN. § 1-3-105 (2025)	H.B. 1269/SB 466, 113th Gen. Assemb., Reg. Sess. (Tenn. 2023) H.B. 1270/SB 937, 114th Gen. Assemb., 2025-2026 Reg. Sess. (Tenn. 2025) TENN. CODE ANN. § 49-6-315 (2024)	
Texas	71,200	TEX. HEALTH & SAFETY CODE ANN. § 161.702 (2023) TEXAS HEALTH & HUM. SERVS., TEXAS MEDICAID PROVIDER PROCEDURES MANUAL: SECTION 1: PROVIDER ENROLLMENT & RESPONSIBILITIES (2022)	TEX. EDUC. CODE ANN. § 51.980 (2023)	TEX. GOV'T CODE. ANN. § 3002.051 (2025) TEX. GOV'T CODE ANN. § 311.005 (2025)	TEX. EDUC. CODE ANN. § 11.401 (2025)	

STATE	POPULATION	GAC RESTRICTIONS	SPORTS BANS	BATHROOM RESTRICTIONS	PRONOUN BANS/ "FORCED OUTING"	"SHIELD" LAWS
Utah	9,800	UTAH CODE ANN. § 58-67-502 (LexisNexis 2025)	UTAH CODE ANN. § 53G-6-902 (LexisNexis 2022)  UTAH CODE ANN. § 53G-6-1004 (LexisNexis 2025)	H.B. 257, 65th Leg., 2024 Gen. Assemb. (Utah 2024)  H.B. 269, 66th Leg., 2025 Gen. Assemb. (Utah 2025)  UTAH CODE ANN. § 68-3-12.5 (LexisNexis 2025)		
Vermont	1,300					H.B. 89, 2023-2024 Sess. (Vt. 2023)  S.B. 28, 2025-2026 Reg. Sess. (Vt. 2025)  S.B. 37, 2023-2024 Sess. (Vt. 2023)
Virginia	18,200		VA. CODE ANN. 22.1-23.3 (2020)  VA DEP'T EDUC., MODEL POLICIES ON ENSURING PRIVACY, DIGNITY, AND RESPECT FOR ALL STUDENTS AND PARENTS IN VIRGINIA'S PUBLIC SCHOOLS (2023)	VA. CODE ANN. 22.1-23.3 (2020)  VA DEP'T EDUC., MODEL POLICIES ON ENSURING PRIVACY, DIGNITY, AND RESPECT FOR ALL STUDENTS AND PARENTS IN VIRGINIA'S PUBLIC SCHOOLS (2023)		
Washington	16,900					H.B. 1469, 2023-2024 Reg. Sess. (Wash. 2023)  H.B. 1340, 2023-2024 Reg. Sess. (Wash. 2023)  S.B. 5632, 2025-2026 Reg. Sess. (Wash. 2025)

STATE	POPULATION	GAC RESTRICTIONS	SPORTS BANS	BATHROOM RESTRICTIONS	PRONOUN BANS/ "FORCED OUTING"	"SHIELD" LAWS
West Virginia	3,800	W. VA. CODE ANN. § 30-3-20 (LexisNexis 2025) W. VA. CODE ANN. § 30-14-17 (LexisNexis 2025) W. VA. CODE ANN. § 30-3E-20 (LexisNexis 2025) W. VA. CODE ANN. § 30-7-15f (LexisNexis 2025) W. VA. DEP'T HUM. SERVS., BMS PROVIDER MANUAL: 519.16 SURGICAL PROCEDURES (2023)	W. VA. CODE ANN. § 18-2-25d (LexisNexis 2021)	S.B. 456, 87th Leg., 1st Reg. Sess. (W. Va. 2025) W. VA. CODE ANN. § 5-32-3 (LexisNexis 2025)	S.B. 474, 87th Leg., 2025 Reg. Sess. (W. Va. 2025) W. VA. CODE ANN. § 18-5-29 (LexisNexis 2025)	
Wyoming	1,400	WYO. STAT. ANN. § 35-4-1001 (2024)	WYO. STAT. ANN. § 21-25-102 (2023)	WYO. STAT. ANN. § 21-3-137 (2025) H.B. 72, 68th Leg., 2025 Gen. Sess. (Wyo. 2025) WYO. STAT. ANN. § 8-1-110 (2025)		