
CONSENT

Bill No: AB 1149
Author: Davies (R)
Amended: 5/22/25 in Senate
Vote: 21

SENATE TRANSPORTATION COMMITTEE: 13-0, 6/10/25
AYES: Cortese, Strickland, Arreguín, Blakespear, Cervantes, Dahle, Grayson,
Limón, Menjivar, Richardson, Seyarto, Umberg, Valladares
NO VOTE RECORDED: Archuleta, Gonzalez

ASSEMBLY FLOOR: 73-0, 4/21/25 (Consent) - See last page for vote

SUBJECT: Driver's licenses

SOURCE: Author

DIGEST: This bill exempts a person who possesses a digital driver's license under the Department of Motor Vehicles' (DMV's) mobile Driver's License (mDL) pilot program from the prohibition that a person may not have more than one driver's license in their possession.

ANALYSIS:

Existing law:

- 1) Establishes the voluntary mDL pilot program until June 30, 2026 and permits up to 5% of license holders to have an mDL during the course of the pilot program. (Vehicle Code (VEH) § 13020)
- 2) Provides that a participant in the mDL program shall not be required to use an mDL rather than a physical driver's license for the purpose of identity verification, nor shall their participation in the pilot program preclude their use of a physical driver's license under any circumstances. (VEH § 13020)

- 3) Specifies that participants in the mDL pilot shall receive both a physical and, if requested, an immutable and unique driver's license or identification card. (VEH § 13020)
- 4) Prohibits the possession of more than one driver's license. (VEH §12511)

This bill allows participants in DMV's mDL pilot program to possess more than one driver's license by exempting them from the existing requirement that a person may only possess one driver's license.

Comments

- 1) *Purpose of the bill.* According to the author, "California's mobile driver's license (mDL) pilot program provides a convenient and voluntary option for Californians to verify their identity. An mDL can be stored on a person's phone and used at TSA airport security checks and convenience stores. More than 1 million Californians have signed up for the pilot program. Unfortunately, program participants risk violating the Vehicle Code's prohibition on possessing more than one driver's license. Individuals cited for this infraction who remain enrolled in the program could face a \$234 ticket. This may discourage program participation. AB 1149 will exempt the mDL pilot program from this Vehicle Code infraction."
- 2) *Mobile Driver's License pilot program.* The mDL pilot program, or digital driver's license program, was created through AB 149 (Committee on Budget, Chapter 81, Statutes of 2021) to be administered by DMV. The purpose of the pilot is to evaluate the use of optional mobile or digital alternatives to driver's licenses and identification cards. Participants can store their mDL digitally on their smartphones using the CA DMV Wallet app, Apple Wallet, or Google Wallet. Subsequent trailer bill language expanded the mDL pilot program participants from 0.5% to 5% of licensed drivers in SB 125 (Committee on Budget and Fiscal Review, Chapter 54, Statutes of 2023).

California is one of 15 states that offer digital licenses that can be accepted by Transportation Security Administration (TSA) agents at airport security checkpoints. According to DMV, "the mDL offers a quick and secure identity-check at airports, without handing over your phone. Speed through TSA airport security checkpoints at Los Angeles, San Francisco, San Jose, and Sacramento International Airports with more California TSA locations coming online soon." The mDL also allows participants to control the information shared

when purchasing adult beverages, easily use web applications that require age verification, and apply for a disabled person placard, among other uses.

According to the TSA, “Digital IDs such as mobile driver’s licenses are more secure than physical credentials, which can be counterfeit or fraudulent. Digital IDs are also more private because you only share the information TSA needs to verify your identity - nothing more. The acceptance of digital IDs has the potential to modernize checkpoint screening procedures and technologies to better serve the aviation security ecosystem, reduce points of contact for passengers, and pave the way for a more seamless travel experience.”

- 3) *Two driver’s licenses.* California law technically prohibits a person from having in their possession more than one driver’s license. However, it is unlikely that clarification pertaining to driver’s license quantity is actually necessary for the continued operation of the mDL program. For example, DMV already directs participants to continue to carry their physical driver’s license or state-issued ID card because some law enforcement, state government agencies, and businesses are not yet accepting the mDL. Furthermore, in order to enroll in the pilot, a driver must submit a scan of the front and back of their driver’s license. These provisions inherently suggest that participants are not only permitted to have both a physical driver’s license and mDL, but are actually required to have both. Lastly, the TSA mandates that for participants of mDL programs, “all passengers must still carry an acceptable compliant physical ID for verification.”
- 4) *Report is on the way.* Per the mDL pilot’s authorizing legislation, DMV must submit a report to the Legislature no later than July 1, 2026 on the pilot program. The report must include recommended subsequent actions and lessons learned, among other things. DMV anticipates that the report will include recommendations for any needed legislation to continue the pilot.

Related/Prior Legislation

SB 125 (Committee on Budget and Fiscal Review, Chapter 54, Statutes of 2023) – Expanded the cap on mDL pilot program participants from 0.5% to 5% of licensed drivers.

AB 149 (Committee on Budget, Chapter 81, Statutes of 2021) – Established the mDL pilot program.

SB 2594 (Deddeh, Chapter 1509, Statutes of 1988) – Prohibited a person from possessing more than one driver's license.

FISCAL EFFECT: Appropriation: No Fiscal Com.: No Local: No

SUPPORT: (Verified 6/11/25)

None received

OPPOSITION: (Verified 6/11/25)

None received

ASSEMBLY FLOOR: 73-0, 4/21/25

AYES: Addis, Aguiar-Curry, Ahrens, Alanis, Alvarez, Arambula, Ávila Farías, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Castillo, Chen, Connolly, Davies, DeMaio, Dixon, Elhawary, Ellis, Flora, Fong, Gabriel, Garcia, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Kalra, Krell, Lackey, Lee, Lowenthal, Macedo, McKinnor, Muratsuchi, Nguyen, Ortega, Pacheco, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ransom, Celeste Rodriguez, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo, Solache, Soria, Stefani, Ta, Tangipa, Wallis, Ward, Wicks, Wilson, Zbur, Rivas

NO VOTE RECORDED: Gallagher, Papan, Ramos, Schultz, Sharp-Collins, Valencia

Prepared by: Isabelle LaSalle / TRANS. / (916) 651-4121
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***** END *****