
SENATE COMMITTEE ON TRANSPORTATION

Senator Dave Cortese, Chair

2025 - 2026 Regular

Bill No:	AB 2595	Hearing Date:	6/23/2026
Author:	Papan		
Version:	6/15/2026 Amended		
Urgency:	No	Fiscal:	No
Consultant:	Isabelle LaSalle		

SUBJECT: San Mateo Electric Bicycle Safety Pilot Program

DIGEST: This bill establishes an electric bicycle (e-bike) enforcement pilot program in the County of San Mateo allowing the county or local authorities to prohibit a person under 12 years of age from operating a class 1 or class 2 electric bicycle until January 1, 2031.

ANALYSIS:

Existing law:

- 1) Defines an e-bike as a bicycle equipped with fully operational pedals and an electric motor that is not physically capable of exceeding 750 watts of power. (Vehicle Code (VEH) 312.5)
- 2) Defines a class 1 e-bike as a bicycle equipped with a motor that provides assistance only when the rider is pedaling, that is not capable of exclusively propelling the bicycle, that ceases to provide assistance when the bicycle reaches the speed of 20 miles per hour (mph), and is not capable of providing assistance to reach speeds greater than 20 miles per hour. (VEH 312.5)
- 3) Defines a class 2 e-bike as a bicycle equipped with a motor that may be used exclusively to propel the bicycle, and that is not capable of providing assistance when the bicycle reaches the speed of 20 mph. (VEH 312.5)
- 4) Defines a class 3 e-bike as a bicycle equipped with a motor that provides assistance only when the rider is pedaling, that is not capable of exclusively propelling the bicycle, and that ceases to provide assistance when the bicycle reaches the speed of 28 mph. (VEH 312.5)

- 5) Prohibits a person from tampering with or modifying an e-bike to change the speed capability of the bicycle unless the modification keeps within the existing speed allowances of an e-bike. (VEH 24016)
- 6) Prohibits a person from selling a product, device or application that can modify the speed capability of an e-bike such that it no longer meets the definition of an e-bike. (VEH 24016)
- 7) Authorizes a peace officer to impound a vehicle that does not meet the definition of an electric bicycle and is both powered by an electric motor capable of exclusively propelling the vehicle in excess of 20 mph on a highway and is being operated without a license to operate that vehicle, or a person operating a vehicle that is a class 2 e-bike and is not 16 years of age. (VEH 22651.08)
- 8) Authorizes a local authority in San Diego or San Diego County in incorporated areas to prohibit a person under the age of 12 from riding an e-bike. (VEH 21214.7)
- 9) Authorizes a local authority in Marin County or Marin County in incorporated areas to prohibit a person under the age of 16 from riding a class 2 e-bike and to require all users of a class-2 electric bicycle to wear a helmet. (VEH 21214.5)

This bill:

- 1) Authorizes a local authority within the County of San Mateo, or the County of San Mateo in unincorporated areas, to, by ordinance or resolution, prohibit a person under 12 years of age from operating a class 1 or class 2 e-bike.
- 2) Requires the local authority or County of San Mateo to administer a public information campaign for at least 30 days prior to the enactment of the ordinance or resolution including public announcements in major media outlets.
- 3) Requires the local authority or County to only issue warning notices for the first 60 days after passage of the ordinance or resolution. After 60 days, requires the violation of the infraction of these ordinances or resolutions to be punishable by a fine of \$25 or completion of the California Highway Patrol (CHP) electric bicycle safety and training program.
- 4) Requires, if such an ordinance or resolution is adopted, San Mateo County to submit a report to the Legislature by January 1, 2030, that includes:

- a) The total number of traffic stops initiated for violations;
- b) The result of the traffic stops, including whether a warning or citation was issued, property was seized, or an arrest was made;
- c) The number of times a person was stopped for allegedly operating a class 1 or class 2 electric bicycle while under the age of 12 but was found to be over the age limit;
- d) A description of any warning or violation citation issued;
- e) If an arrest or stop was made, the offense cited by the officer for the arrest and the perceived race or ethnicity, gender, and approximate age of the person stopped, based on the observation of the initiating peace officer;
- f) The actions taken by a peace officer during a traffic stop including:
 - i) Whether the officer asked for consent to search the person and if consent was provided;
 - ii) Whether the officer searched the person or their property and the basis for any search and the type of contraband or evidence discovered;
 - iii) Whether the officer seized any property and, if so the type of property that was seized and the basis for seizing it;
 - iv) The number of times a person opted to complete, and did complete, the training course in lieu of paying the fine; and,
 - v) The number of times that a person under 12 years of age was operating an electric bicycle and was involved in a crash that resulted in a permanent, serious injury or a fatality in the six months prior to the adoption of the ordinance or resolution, the cause of the crash, and the class of the electric bicycle that was being operated at the time of the crash, as well as the same information in the time after the adoption of the ordinance or resolution.

COMMENTS:

- 1) *Purpose of the bill.* According to the author, “AB 2595 will authorize San Mateo County and its local jurisdictions to enact a local ordinance to prohibit a person under 12 years of age from riding a class 1 or class 2 electric bicycle. I

represent an area that has been devastated by two tragic incidents related to electric bicycles, resulting in the loss of a teenager and a young child. My constituents have made it clear that they are desperate to enact local rules similar to what previous legislation has authorized other counties to do. This bill will allow San Mateo County to confront urgent e-bike safety issues directly and enact locally tailored solutions to address safety concerns and prevent future tragedies in the community.”

- 2) *What’s an e-bike?* Electric bicycles, or e-bikes, typically look similar to regular bicycles but include an electric motor and battery. In California, e-bikes must be equipped with fully operable pedals and an electric motor that does not exceed 750 watts of power. E-bikes fall into the following classifications based on their technical specifications:
- a) Class 1 provide assistance only while being pedaled and only at speeds under 20 mph.
 - b) Class 2 provide power assistance up to 20 mph, but have a throttle that allows the rider to engage the motor without pedaling.
 - c) Class 3 provide assistance only while being pedaled at speeds under 28 mph. Class 3 e-bikes may only be ridden by people who are 16 years old or older. All class 3 riders must wear a helmet.

A device that is capable of going faster than 20 mph using a throttle alone, or faster than 28 mph with pedal assist, is not an e-bike under California law.

- 3) *Benefits of e-bikes.* Shifting trips from personal vehicles to active transportation is a key strategy for achieving the state’s environmental goals. E-bikes are an increasingly popular tool to reduce car travel, particularly given that more than half of all trips in the United States are under three miles. Research indicates that even modest use can have significant impacts—for example, riding a bicycle once per day can reduce an individual’s transportation emissions by up to 67%, and surveys show many e-bike users purchase them as a substitute for a car. Evidence also shows that e-bikes are used by a diverse range of individuals, including children, older adults, and people with disabilities who may be unable to drive or use a conventional bicycle. In addition to expanding mobility, e-bikes present an opportunity to address persistent transportation challenges, including vehicle traffic injuries and fatalities, transportation-related emissions, and roadway congestion.

- 4) *Growing concerns with e-bikes and other devices.* Californians have seen a surge of news coverage in recent years about the dangers of e-bikes. Additionally, many places where conventional bicycles were common have experienced a proliferation of e-bikes, such as schools, coastal communities, and bike trails. The rapid growth in the visibility of faster devices has resulted in a swift backlash against e-bikes across the country, including calls for increased restrictions and, in some cases, bans. However, many of the reported incidents may not have involved a legal e-bike.

The Mineta Transportation Institute (MTI) at San Jose State University released a report commissioned by the California Legislature titled: *Exploring Electric Bicycle Safety Performance Data and Policy Options for California*. The report found, “many devices marketed in California as electric bicycles have much higher motor power and/or faster motor-assisted speed than the law allows. While nobody knows how many of these illegal electric bicycles are on the road, the percentage might be quite high. Counts of electric two-wheelers parked at a dozen northern California middle and high schools found that almost 90% may not meet the standards for legal electric bicycles. Some of these devices have as much as eight times more power than legal limits.”

In April of this year, California Attorney General Rob Bonta along with Bay Area District Attorneys issued a consumer alert to manufacturers, retailers, consumers, and parents stating that, “two-wheeled vehicles that go over 28 miles per hour with pedal assistance or 20 miles per hour with throttle assistance are not e-bikes — under California law, they are mopeds or motorcycles and require additional licensing and age requirements to operate and sell. Importantly, modifying an e-bike to exceed the speed or power limits mentioned above is dangerous, may transform the e-bike into a motorcycle or moped under California law, and may be a crime if riders do not have appropriate licenses.”¹ In response, Amazon announced it will no longer allow sales of certain e-bike-like devices in California that can go faster than state speed limits.²

- 5) *Snapshot of crash data for kids on e-bikes.* A 2026 study from the University of California, San Diego titled *E-Bike Orthopaedic Injuries Amongst Pediatric and Adolescent Patients at a Level 1 Trauma Center* found that injuries in San Diego among e-bike riders under 18 rose by 300% from 2019 to 2023.³

¹ [Too Fast, Too Furious: Attorney General Bonta, California District Attorneys Issue Consumer Alert on E-Bike Safety, Legal Requirements | State of California - Department of Justice - Office of the Attorney General](#)

² [Amazon says it won't sell e-bikes in California that exceed state speed limits amid rise in deadly crashes - ABC7 San Francisco](#)

³ [E-bike injuries among youth surge over 300% as micromobility market expand - AAOS 2026 Annual Meeting Press Kit](#)

Researchers conducted a retrospective review of 338 e-bike and traditional bicycle trauma activations at a pediatric Level I trauma center in San Diego between 2017 and 2023. Patients were categorized by mode of transportation, and researchers evaluated demographic characteristics, injury mechanisms, helmet use, intensive care unit admissions, and socioeconomic factors. The study found that compared with traditional bicycle riders, e-bike riders were more likely to sustain extremity injuries and fractures, and patients tended to be older and from more socioeconomically advantaged backgrounds. In contrast, riders involved in traditional bicycle crashes were less likely to wear helmets and more likely to suffer head injuries. These findings suggest that while traditional bicycle crashes continue to pose significant risks for head trauma, the rapid growth of e-bike use among youth is contributing to an increasing number of serious orthopedic injuries. It is unclear to what extent, if any, the study differentiated legal e-bikes, and illegal, overpowered devices.

The MTI study reported that, “[m]ost people involved in electric bicycle incidents are adults, although some local data points to particularly high rates of children in crashes. Also, the medical experts we interviewed are concerned older adults are more likely than children or younger adults to suffer serious medical consequences from crashes. In the national NEISS [National Electronic Injury Surveillance System] dataset, seniors had the highest rates of both hospitalizations and head injuries.”⁴ Of the nine devices MTI studied with NEISS data, patients with e-bike-related injuries had the oldest median age (34) and second lowest share of patients who were minors (20%).

- 6) *San Diego County pilot.* There are two ongoing legislatively authorized pilots with age prohibitions for people allowed to ride e-bikes. AB 2234 (Boerner, Chapter 823, Statutes of 2024) authorized cities within San Diego County and the county of San Diego to prohibit a person under the age of 12 from riding a class 1 or 2 electric bicycle. AB 1778 (Connolly, Chapter 1005, Statutes of 2024) authorized cities in Marin and the county of Marin to prohibit persons under 16 from riding a class 2 electric bicycle and require everyone riding a class 2 electric bicycle to wear a helmet. This bill mirrors the provisions of the San Diego County pilot program.

At least six cities in San Diego County have utilized the pilot program to prohibit the use of e-bikes by children under 12 years old. For example, the City of Carlsbad’s ordinance took effect on March 26, 2026, starting with a 60-day warning period.⁵ Per AB 2234 (Boerner, 2024), a violation is an infraction punishable by a fine of \$25, but a child can take CHP’s online e-bike safety

⁴ [Exploring Electric Bicycle Safety Performance Data and Policy Options for California](#)

⁵ City of Carlsbad Ordinance NO. CS-509 [639071050624900000](#)

course to waive the citation. AB 2234 took effect in 2025, requires a report be submitted to the Legislature on January 1, 2028, evaluating program, and sunsets the authorization on January 1, 2029. The committee may wish to consider whether it is premature to expand the pilot program before the results of the existing programs are released.

- 7) *This bill brings San Diego County's pilot to San Mateo County.* Under this bill, San Mateo County and the cities within the county would be able to pass ordinances mirroring those in San Diego County setting a 12-year-old age requirement for riding an e-bike. Current state law already prohibits anyone under the age of 16 from operating a class 3 e-bike, but sets no age restriction on class 1 or class 2 e-bikes. Each local jurisdiction would need to pass an ordinance or resolution to impose the new age restriction. This bill would require local authorities that pass e-bike age restrictions before the release of the San Diego Electric Bicycle Safety Pilot Program report to hold a public meeting on the results of the report 90 days after its release. If a local authority adopts an ordinance after the release of the report, the ordinance must include a consideration of San Diego County's report.
- 8) *Implementation challenges.* While the pilot program provides local flexibility, it may raise implementation challenges. San Mateo County has 20 incorporated cities, each of which may, or may not, adopt an e-bike ordinance under this bill—in addition to a county ordinance affecting unincorporated county areas. Many of these cities have porous borders and a bicyclist could easily pass through three or more cities on one ride, particularly on an e-bike which is well suited for longer distances. It is possible that the cities in San Mateo County will take a piecemeal approach to passing ordinances authorized under this bill, as has been done in San Diego County. In this case, a child riding a class 1 e-bike could legally be riding in one city and then, minutes later, face citation in another city. Furthermore, an e-bike rider traveling from adjacent Santa Clara or San Francisco Counties may be unaware of differing local ordinances and thus cited.
- 9) *Reporting requirements.* This bill requires San Mateo County to submit a report to the Legislature by January 1, 2030, on implementation and enforcement activities. The report must include the number and outcomes of related traffic stops, details on warnings, citations, arrests, and property seizures, demographic information on individuals stopped, and data on searches conducted during enforcement actions. It must also report the number of individuals who completed a training course in lieu of paying a fine and evaluate safety impacts by comparing crashes involving operators under age 12 before and after

implementation, including crash causes and the class of electric bicycle involved.

RELATED/PREVIOUS LEGISLATION:

AB 2234 (Boerner, Chapter 823, Statutes of 2024) – Authorized cities within San Diego County and the county of San Diego to prohibit a person under the age of 12 from riding a class 1 or 2 electric bicycle.

AB 1778 (Connolly, Chapter 1005, Statutes of 2024) – Authorized cities in Marin and the county of Marin to prohibit persons under 16 from riding a class 2 electric bicycle and require everyone riding a class 2 electric bicycle to wear a helmet.

SB 1167 (Blakespear, 2026) – Revises the definitions of e-bikes, motor-driven cycles, and mopeds, and updates labeling and disclosure requirements for manufacturers and sellers of these devices. It also expands prohibitions on false advertising related to e-bikes. The bill additionally establishes new operational and safety requirements, as specified, expands reckless driving provisions to include bicycles, and imposes additional reporting requirements on law enforcement. *This bill is currently in the Assembly Transportation Committee.*

AB 2346 (Wilson, 2026) – Establishes new speed restrictions for certain ages of e-bike riders and locations. Requires e-bikes to be equipped with speedometers and lights, and imposes new disclosure requirements on manufacturers and sellers, with civil penalties for violations. It also authorizes local jurisdictions to set speed limits on bicycle paths and trails. *This bill is currently in the Senate Transportation Committee.*

AB 1569 (Davies, 2026) – Requires, on or before March 1, 2028, the State Department of Education, in consultation with CHP, to develop a standardized e-bike safety and training program for pupils in grades 7 to 12, and would encourage local educational agencies and parent organizations to offer training demonstrations to pupils and parents. *This bill is currently in the Senate Transportation Committee.*

AB 875 (Muratsuchi, Chapter 168, Statutes of 2025) – This bill authorized a peace officer to either impound a bicycle with an electric motor capable of going speeds greater than what is permitted by an e-bike or a class 3 e-bike if the person operating it is under the age of 16.

SB 381 (Min, Chapter 869, Statutes of 2023) – This bill required MTI at San Jose State University, in consultation with relevant stakeholders, to conduct a study on electric bicycles and the safety of riders and pedestrians by January 1, 2026.

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

POSITIONS: (Communicated to the committee before noon on Wednesday, June 17, 2026.)

SUPPORT:

California Medical Association (CMA)
California Orthopedic Association
City Council Member, City of San Carlos
City of Foster City
City of Redwood City
City of San Bruno
City of San Mateo
City/County Association of Governments of San Mateo County

OPPOSITION:

Streets for All

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