

# Transport and Other Legislation (Managing E-mobility Use and Protecting Our Communities) Amendment Bill 2026

**Submission No:** 1599

**Submission By:** Bicycle Queensland

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**This Bill will make Queensland the hardest place  
in the world to ride a safe, legal e-bike**

**And it still won't fix the problem**

Transport and Other Legislation (Managing E-mobility Use and Protecting  
Our Communities) Amendment Bill 2026

**Submission by Bicycle Queensland**

Mr Jim McDonald  
Chair, State Development, Infrastructure and Works Committee  
Queensland Parliament  
Cnr of George and Alice Streets, Brisbane QLD 4000  
7 April 2026

Dear Jim,

Bicycle Queensland understands the serious safety issues created by dangerous, illegal electric motorbikes and has been calling on the government to act since 2024. We support the proposed measures to seize and otherwise prevent the use of these illegal devices.

That said, we are extremely concerned about the draft legislation. This draft law cracks down on safe, legal e-bike use despite the fact *that all of the evidence presented to the inquiry was that compliant devices are not the problem.*

If this Bill is passed in its current form –

- Queensland will become the world’s **hardest place to ride a safe, legal e-bike**;
- Almost all the **230,000 safe, legal e-bikes on which Queenslanders have spent more than \$920 million will become illegal** to use even on roads - without compensation
- **Police resources will be diverted to chasing older people riding safe, legal e-bikes**
- The **illegal devices will remain on sale** because unscrupulous retailers will still be allowed to sell high-powered, high-speed devices “for private property use only.”

Bicycle Queensland seeks urgent changes to the Bill including –

1. A **clear and workable e-bike definition** – that covers the 200,000+ safe, legal e-bikes Queenslanders own now;
2. **Dropping all licensing, speed limits and age bans for legal e-bikes** – they are unreasonable, backed by no evidence, and unnecessary if we get rid of illegal devices;
3. **Investment in the active transport infrastructure Queensland needs** – as not one additional dollar has been committed to this, despite the Parliamentary Inquiry’s clear recommendation.

We look forward to providing in-person evidence to the committee.

Yours sincerely,



Dr Matthew Burke  
Chief Executive Officer  
Bicycle Queensland



Honourable Rachel Nolan  
Chair  
Bicycle Queensland

## 1) Bicycle Queensland represents tens of thousands of active bicycle riders

Every week in Queensland, 792,000 Queenslanders ride a bike for recreation or transport.<sup>1</sup> In this fuel crisis, more Queenslanders are riding each day – thousands on safe, legal e-bikes.<sup>2</sup>

Bicycle Queensland is the peak representative body for bicycle users. We have over **12,000 members, more than 40,000 actively engaged supporters** and a network of community-based Bicycle User Groups in South East Queensland and in **every Queensland regional city**.

In developing this submission, Bicycle Queensland conducted extensive consultation with Bicycle User Groups (BUGs) across Queensland, including:

- A face-to-face workshop with seven metropolitan BUGs
- An online forum with regional BUG representatives

The feedback was clear: our members support strong enforcement against illegal high-powered devices; but they are deeply concerned that the bill punishes the wrong people — those who ride safe, legal e-bikes.

## 2) The problem started when the Morrison Government allowed imports of non-compliant e-bikes in 2021

Low power, electrically assisted bicycles began appearing in Australia in the late 1990s and have been well regulated since 2012. In that year, the Federal Government adopted EN15194, a European standard which limits e-bikes to low power and low speed, as the basis for the Australian Design Rule. Queensland applied the same principle, writing wattage and speed limits for e-bikes into the road rules from 2012.<sup>3</sup>

The current problem began in 2021 when, with Barnaby Joyce as Transport Minister, the Morrison Government - for reasons which remain unclear - disconnected the import standard from EN15194. This change led to a flood of dangerous, high powered electric motorbikes illegal for use on Queensland roads and paths into the Queensland market.<sup>4</sup>

These devices have been sold by unscrupulous retailers to thousands of Queenslanders, including children, causing deaths and injuries. In the past year, at least five children have

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<sup>1</sup> Department of Transport and Main Roads <https://www.tmr.qld.gov.au/travel-and-transport/cycling/participation-and-encouragement-resources/bike-riding-participation-and-encouragement-research>

<sup>2</sup> The bicycle industry estimates that since 2017, 230,000 compliant e-bikes have been sold to Queenslanders. At an average cost of \$4,000, that's \$920 million of safe, legal e-bikes that were compliant with Queensland law when they were purchased.

<sup>3</sup> Department of Transport and Main Roads, Queensland's e-mobility legislative framework: written brief to the State Development, Infrastructure and Works Committee Inquiry into e-mobility safety and use in Queensland [https://documents.parliament.qld.gov.au/com/SDIWC-1AF9/IQ-3C82/Departmental brief by Transport and Main Roads - 30 May 2025.pdf](https://documents.parliament.qld.gov.au/com/SDIWC-1AF9/IQ-3C82/Departmental%20brief%20by%20Transport%20and%20Main%20Roads%20-%2030%20May%202025.pdf)

<sup>4</sup> Recent lobbying including from the Queensland Transport Minister, Brent Mickelberg, led the current Federal Government in November 2025 to announce some tightening of import restrictions. While change is welcome, neither Bicycle Queensland nor Bicycle Industries Australia (the industry expert body with whom we partner) are confident that the changes currently proposed will stop the import of high powered devices which are illegal to use on Queensland roads and paths. For that reason, these devices will remain Queensland's problem.

died in crashes involving illegal devices in Queensland, while many pedestrians report feeling unsafe on footpaths.

### **3) Bicycle Queensland has been seeking action from government since 2024**

Bicycle Queensland became aware of the issue of dangerous non-compliant e-bikes (properly described as e-motorcycles) creating a hazard for road users, other cyclists and pedestrians when members on the Gold Coast raised concern in late 2024.

We immediately spoke up – becoming one of the first public voices calling for strong enforcement on illegal e-mobility devices. In late 2024, we asked industry figure Graham “Skroo” Turner (99 Bikes / Pedal Group) to speak about the issue at Parliament House and in early 2025 we released a position statement on the illegal devices<sup>5</sup>, that the incoming Minister, Hon Brent Mickelberg, supported in a letter of 29 April 2025<sup>6</sup>.

For more than a year, Bicycle Queensland was calling for –

- Reintroduction of import restrictions on high powered e-bikes
- Point of sale restrictions
- Public education – on what’s legal and what’s not
- A recall of high-speed devices to restrict their speed to EN15194 limits

In late 2025, Bicycle Queensland expanded efforts, collaborating in a road safety alliance including the RACQ, Qld Walks, the Motor Traders Assoc of Qld and the Royal College of Surgeons calling for police resourcing and measures to get illegal devices off streets and paths.<sup>7</sup>

We have been disappointed that it took more than a year for a systematic police response to commence - Operation X-Ray Surety began only in November 2025<sup>9</sup> and that public education efforts have been limited.

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<sup>5</sup> <https://bq.org.au/advocacy-statement/-highpoweredebikes>

<sup>6</sup> <https://bq.org.au/wp-content/uploads/2025/04/Minister-Mickelberg.pdf>

<sup>7</sup> <https://bq.org.au/news/joint-press-conference-calls-for-immediate-action-on-illegal-e-motorbikes/>

<sup>8</sup> <https://bq.org.au/news/transport-coalition-emobility/>

<sup>9</sup> Queensland Government media release 27 January 2026 <https://statements.qld.gov.au/statements/104385>

#### 4) The committee was clearly advised that legal e-bikes were not the problem

In mid-March 2025, the Queensland Government announced an *Inquiry into e-mobility safety and use* in Queensland. Bicycle Queensland welcomed the inquiry<sup>10</sup> and provided a detailed submission.<sup>11</sup>

The committee received over 1,200 submissions, broadly fitting into three categories –

1. Individuals and some medical groups who expressed concern about the safety elements of e-mobility and called for their **restriction, including on footpaths**<sup>12</sup>
2. Bike riders and transport experts including Bicycle Queensland, Bicycle Industries Australia, BUGs and the RACQ<sup>13</sup> who argued **a distinction needed to be drawn between illegal electric motorbikes and safe, legal e-bikes**
3. Retailers of non-compliant bikes who argued that the **current laws around e-bikes were too tough** and called for laws to facilitate higher powered devices<sup>14</sup>

Critically, the Department of Transport and Main Roads (DTMR) provided a briefing note<sup>15</sup> advising – in line with clear information on its website<sup>16</sup> - that Queensland has an existing clear distinction between legal and illegal e-bikes and that legal e-bikes were not the problem.

Appearing before the committee, Deputy Director General Geoff Magoffin said –

*“The department is not aware of any significant safety issues with legal e-bike use; however, we are very concerned about the increasing use of illegal devices”.*<sup>17</sup>

Backing this up, RACQ Head of Public Policy Dr Michael Kane said -

*“there is no real problem with e-bikes and we should not be getting caught up with legal e-bikes.”*<sup>18</sup>

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<sup>10</sup> <https://bq.org.au/news/bicycle-queensland-welcomes-state-inquiry-into-e-mobility-safety/>

<sup>11</sup> Bicycle Queensland submission to the e-mobility inquiry [https://bq.org.au/wp-content/uploads/2025/06/Bicycle-Queensland\\_-E-Mobility-Parliamentary-Inquiry-Submission\\_20.06.2025.pdf](https://bq.org.au/wp-content/uploads/2025/06/Bicycle-Queensland_-E-Mobility-Parliamentary-Inquiry-Submission_20.06.2025.pdf)

<sup>12</sup> Many submitters concerned about footpath safety were concerned primarily with scooters. Notably the RACQ also called for full face helmets for scooter riders: RACQ submission - <https://www.racq.com.au/-/media/project/racqgroup/racq/pdf/advocacy/racq-e-mobility-inquiry-submission-20-june-2025---final.pdf?rev=4f888170f85048acbb26c21080693f28&hash=C75E555F6BA7BB58F92EBF566E1108A1>

<sup>13</sup> RACQ calls for urgent action on illegal e-mobility devices <https://www.racq.com.au/news/advocacy/racq-calls-for-urgent-action-on-illegal-emobility-devices>

<sup>14</sup> <https://documents.parliament.qld.gov.au/com/SDIWC-1AF9/IQ-3C82/submissions/00001040.pdf>, p2.

<sup>15</sup> [https://documents.parliament.qld.gov.au/com/SDIWC-1AF9/IQ-3C82/Departmental brief by Transport and Main Roads - 30 May 2025.pdf](https://documents.parliament.qld.gov.au/com/SDIWC-1AF9/IQ-3C82/Departmental%20brief%20by%20Transport%20and%20Main%20Roads%20-%2030%20May%202025.pdf)

<sup>16</sup> <https://www.qld.gov.au/transport/safety/rules/wheeled-devices/electric-bicycle-rules>

<sup>17</sup> “E-bike crackdown might have serious unintended consequences for tourism” Felicity Caldwell, Brisbane Times 24 March 2026 <https://www.brisbanetimes.com.au/politics/queensland/e-bike-crackdown-might-have-serious-unintended-consequences-for-tourism-20260324-p5ttxf.html>

<sup>18</sup> Hansard, Dr Michael Kane, Parliamentary Inquiry hearing

### **Explainer: legal e-bikes, illegal electric motorbikes and the role of unscrupulous retailers**

EN15194 is the international standard for e-bikes. Put simply, to meet EN15194, a bike must meet 3 main conditions –

1. The motor can only operate without pedalling at up to 6kph (walk mode for pushing)
2. Power output of 250 watts of maximum continuous rated power
3. Motor cuts out at 25kph

Compliant bikes also have battery standards and are generally fitted with a manufacturer's compliance sticker. Requiring less physical effort than "analogue" bikes, e-bikes are widely used by older people keeping active, people with disabilities and those who live in hilly areas.

Current Queensland road rules don't use the words "EN15194 " but specify the three conditions.

While clear enough, Bicycle Queensland understands that police have been reluctant to try and distinguish between legal and illegal bikes (which *can* look similar, though simple checks generally reveal the differences) and DTMR have experienced challenges securing successful prosecutions.

That's because some retailers are selling non-compliant bikes but telling buyers –

- The bike is legal but if you press a button on the handlebars (the "police button"), it can be throttle controlled above 6kph
- The bike has a 500 watt or higher motor with software limited it to 250, but they'll provide a code or upgrade to switch off the software
- The bike is legal for "private property use only"

That unscrupulous behaviour is fuelling a market in high-powered, high-speed bikes which Pedal Group estimate to be worth \$100 million. It has prompted the government to propose a definition change from reflecting the 3 conditions of EN15194 to specify EN15194 itself – noting that throttle-controlled bikes with a "police button" or high-powered motors – will never meet the standard.

## **5) The committee made a fundamental error in recommending a crackdown on safe, legal e-bike users**

In February 2026, after nearly a year of evidence and deliberation – and at least four fatalities of children on illegal devices– the committee report was released. Its 28 recommendations included:

- Government recognition "that compliant e-mobility devices used safely and responsibly, form a viable and valuable component of the transport system"
- Infrastructure investment
- A change in the legal e-bike definition to specify EN15194
- A requirement that any device that has motor power above 25kph and does not meet EN15194 should be classed as a motor vehicle to be sold only by licensed motor traders
- New seizure powers for police, and
- Public education

Critically, despite receiving no evidence of issues with safe, legal e-bikes, the majority report recommended strict restrictions for all e-bike users including an unsafe 10kph limit on footpaths,<sup>19</sup> mandatory licence-holding for riders, and a ban on riders under 16.

## **6) Without consultation, the government decided to go even further**

Less than a month later, the government introduced legislation to Parliament. The Bill overrides DTMR's advice that compliant e-bikes are not the problem and varies from the committee report in three critical ways -

It extends the 10kph speed limit from just footpaths to now encompass footpaths, shared paths and potentially any path except "dedicated bicycle lanes and cycleways from which pedestrians are expressly prohibited."<sup>2021</sup> This includes almost all Queensland bikeways, rail trails, green bridges and other purpose-built cycling infrastructure, worth billions of dollars.<sup>22 23</sup>

It mandates a new e-bike definition, not EN15194 (as the committee recommended) but EN15194 2017:A1, a newer standard which only came into effect in Europe in August 2025<sup>24</sup>. More than 90% of the 230,000 legal e-bikes sold in Queensland since 2017 are not compliant with the new standard. Remarkably, the impact of this provision on existing safe, legal e-bikes, is change was neither mentioned by the government nor disclosed to the Parliament in the Bill's explanatory notes.

At the same time, the Bill rejects the committee's recommendation (Recommendation 12) that non-compliant devices with a top speed of more than 25km/h be sold only by licensed motor traders. As a result, it leaves the loophole in which high speed devices are sold "for private property use only" wide open.

## **7) This Bill makes will make Queensland the worst place in the world for e-bikes, but still won't fix the problem**

**If passed, Queensland will become the hardest place in the world to ride a safe, legal e-bike.** The Bill will:

- Make the vast majority of the 200,000+<sup>25</sup> currently legal e-bikes illegal, even on roads, because they don't meet the EN15194 2017:A1 standard or don't have a compliance marking, and open their riders to a \$6,676 penalty if they continue to ride them;

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<sup>19</sup> The Department of Transport and Main Roads published guidance for shared paths includes that bicycles become unstable and unsafe and speeds below 11kph  
[https://www.tmr.qld.gov.au/\\_/media/busind/techstdpubs/cycling/speed-management-on-shared-paths.pdf](https://www.tmr.qld.gov.au/_/media/busind/techstdpubs/cycling/speed-management-on-shared-paths.pdf)

<sup>20</sup> Footpaths are not defined in Queensland legislation.

<sup>21</sup> Explanatory notes to the Bill p9 <https://www.legislation.qld.gov.au/view/pdf/bill.first.exp/bill-2026-014>

<sup>22</sup> The Bill does indicate that local governments may choose to sign alternative speed limits on their paths but provides no guidance as to appropriate speed limits or funding for this exercise

<sup>23</sup> In committee hearings on 2 April 2026, DTMR Deputy Director General Andrew Mahon, when specifically asked, did not rule out the application of speed limits to rail trails

<sup>24</sup> <https://standards.iteh.ai/catalog/standards/cen/abca92c1-32b2-4404-a51b-c5639d04d7d7/en-15194-2017a1-2023>

<sup>25</sup> Industry estimate op cit

- Render hundreds of kilometres of shared paths, bike paths and rail trails which have been built for cycling unusable for safe, legal e-bike riders due to the dangerously low 10km/h limit, thus pushing those riders onto higher-risk on-road environments;
- Exclude older Queenslanders and people with disabilities who cannot obtain any form of driver's licence;
- Remove safe, legal e-bike options for children riding to school;
- Particularly harm vulnerable neighbourhoods where more than 30% of households do not have a licence-holder and where e-bikes are used by workers to get to manufacturing, warehouse and logistics jobs; and,
- Destroy or severely harm businesses that rely on safe, legal e-bikes including retailers, tourism operators, food delivery businesses and e-mobility hire operators.

Because the Bill will do all of that without the obvious solution – a straight out ban on the sale of non-compliant devices, and enforcement measures to get the existing ones off the streets quickly – it will task police with the responsibility to chase older people and people with disabilities on legal e-bikes *without actually fixing the problem*.

## 8) The Bill must be amended

The Bill must be amended so it targets illegal devices without punishing the thousands of Queenslanders doing the right thing.

We are calling for three changes –

1. A **clear and workable e-bike definition** – that doesn't retrospectively make 200,000+ compliant bikes illegal.

While BQ appreciates the merits of compliance markings to provide clear guidance to police and remove the grey area hampering prosecutions, it is completely unacceptable for the government to retrospectively make the existing compliant e-bike fleet illegal - and to offer no compensation.

BQ seeks a workable definition which includes the established AS and EN15194 standards (to cover the existing safe, legal bike fleet) and a clear, no-cost pathway to compliance to allow people who have a safe, legal e-bike without a permanent marking from the manufacturer to remain street-legal.

2. **Dropping all licensing, speed limits and age bans for legal e-bikes** – they are an unreasonable imposition on the families, older people and people with disabilities who are most likely to use safe, legal e-bikes. They will cause crashes both through low-speed crashes caused by loss of control, or by forcing riders into on-road traffic. There is not and has never been any evidence to support them.
3. **Investment in the infrastructure Queensland needs** – so we don't lose the benefits of the active transport and e-mobility revolutions. There is not one additional dollar allocated to new transport infrastructure in this bill.