

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

Submission No: 1908

Submission By: Bicycle Industries Australia

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Mr Jim McDonald MP, Member for Lockyer
Chair
State Development, Infrastructure and Works Committee

7 April 2026

Dear Mr McDonald,

RE: Transport and Other Legislation (Managing Emobility Use and protecting Our Communities) Amendment 2026

Bicycle Industries Australia (BIA) supports actions to address the issues associated with the access to and use of poor-quality e-bikes and unroadworthy motorbikes masquerading as e-bikes in Queensland and across Australia.

BIA clearly understands the impact that both the availability and use of the product is having on communities, and which the Parliamentary Inquiry into emobility safety is attempting to address.

We are supportive of many of the recommendations that have been accepted by the Queensland Government but are extremely concerned that key recommendations will negatively impact Queenslanders, many of whom are considered vulnerable, without significantly impacting key issues that the Inquiry was designed to address.

The industry's primary concern is that the draft laws most significant impact will be on safe, legal e-bike use despite the fact *that all the evidence presented to the inquiry was that compliant devices were not the problem.*

The current bill will –

- Force Queenslanders to ride on roads as the shared path network will not be practical or safe with a 10kmh limit
- Reduce access to transport solutions for many vulnerable members of the community through licencing requirements.
- Impose greater workload on Queensland police without providing further resources
- Reduce the capacity of e-bikes to provide a legitimate transport solution for many Queenslanders
- Place a significant financial burden on local governments forced to sign and manage shared paths and e-bike parking, and
- Continue to allow the sale of high-powered, high-speed e-bikes and hi-speed after-market kits to any age through the loophole which is 'for private property use only'.

The BIA is supportive of markings on e-bikes sold for private land use only but are concerned that the recommendations still allow for the sale of high powered, high speed non road legal bikes through current supply channels that have shown that they have not ensured safe and legal product is sold to consumers.

Bicycle Industries Australia is seeking both clarification and urgent changes to the bill to ensure that it addresses these issues, without the unintended consequences for safe and legitimate users. Specifically, we ask that:

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- **All e-bikes that feature assisted speeds over 25kmh** must be treated as motorcycles, even if sold ‘for private use only’ including strict sales controls.
- **A clear and targeted approach to the sale** of e-bikes and after-market kits ‘for private land use only’
- **Dropping all licensing, speed limits and age bans for legal e-bikes** – they are an unreasonable imposition, un-supported by any evidence presented at the inquiry and are unnecessary if illegal devices are removed from sale.
- **Investment in the active transport infrastructure Queenslanders need** – as no additional funding has been committed for this purpose despite the Parliamentary Inquiry’s recommendation.

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

Yours sincerely



Peter Bourke
General Manager
Bicycle Industries Australia



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Bicycle Industries Australia

Bicycle Industries Australia (BIA) is an independent not-for-profit incorporated membership organisation representing bicycle industry importers, manufacturers, retailers and suppliers. Affiliated with peak industry organisations around the world, BIA is leading the development of the industry in Australia.

For over 50 years the BIA has operated to support bicycle importers, manufacturers and distributors and in 2014 it incorporated the activities of the Retail Cycle Traders Association to expand its focus to include bicycle retail.

Through its leadership and expertise the BIA has held key positions on Standards Australia committee CS-110, Auto Skills Australia, PWC Skills for Australia's IRC, AUSMASA (The mining and automotive skills alliance), along with the Australian Bicycle Council and Cycling and Walking Australia and New Zealand.

A key criterion for BIA membership, is that all members must commit to promoting only the safe and legal use of their products.

The BIA has been involved in and lobbying for the management of safe and compliant e-bikes since 2012, supporting the then federal Parliamentary Secretary for Transport, the Hon Catherine King to introduce EN15194 into the Australian Design Rules.

E-bikes are fantastic

The committee was presented with overwhelming information that we as a nation benefit significantly from the growth in the use of safe and compliant e-bikes.

The benefits of e-bikes are being reinforced through the current cost of living crisis, with many families benefiting from the ability to undertake their transport tasks utilising e-bikes as a cost-effective substitute to reduce the requirement for a primary or secondary motor vehicle.

Switching trips to e-bikes and other e-devices can significantly reduce household spending on transport, as around 50% of all trips in metropolitan areas are just 5km or less, and 50% of trips in regional cities are just 4.5km or less, distances easily covered by e-mobility devices.

Encouraging this transition to active and sustainable transport, even replacing the primary or secondary motor vehicle should be encouraged and supported by the QLD Government.

The benefits of this transition are achieved when it is via the use of safe and compliant bikes – not unroadworthy motorbikes masquerading as e-bikes.

Key federal issues

It has been well documented that low power, electrically assisted bicycles have been regulated since 2012 by the federal government through the introduction of EN15194. The standard was then adopted through the National Road Regulations and applied to road regulations in Queensland.

Contributing to the current concerns regarding unroadworthy motorbikes confused as e-bikes, in 2021 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 Australian market.¹ source

Since that regulatory change, there has been a significant growth in the number of brands importing and selling these products, many utilising the ‘loophole’ that the device sold is ‘for use on private land use only’.

Over the past 12 months in Queensland, at least five children have died in crashes involving non-road legal devices, while many pedestrians report feeling unsafe on footpaths.

The state Government cannot directly manage federal import and sales control, and we support utilising influence to manage the regulations relating to the control of import and sales of legal and non-road legal e-bikes.

¹ 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.

Infrastructure

To get Australians riding bikes, the critical factor to improve outcomes for the state government is to prioritise moving people and freight over moving private motor vehicles.

The previous Queensland Government released a budget in 2024 of \$315million for active transport over 4 years. In announcing this budget, the Government highlighted a return of between \$5 and \$13 for every dollar invested.

The amount announced was less than 0.9% of the Qld 4-year transport infrastructure budget of \$37.4billion.

Queensland Transport and Main Roads identified that ‘It’s not only cheaper than using a car but it’s much better for your health and we think Queenslanders deserve world class active transport facilities.’

Queensland Governments have for many years identified the benefits of active travel but failed to invest.

If the Government is serious about improving outcomes in regard to e-scooters, e-bikes and other mobility options, it must prioritise and invest appropriately.

Key issues with the recommendations and Government response

Conversion/aftermarket kits

The growth in the import and use of conversion kits has been significant across Queensland. A majority of these are higher power and would not meet either road regulation requirements, nor standards relating to battery safety.

Many of the analogue bikes that these motors are attached to do not feature the safety requirements which would allow the use of kits in a safe and acceptable manner.

The current mandatory Australian standard for bicycles is AS/NZS1927:1998.

This mandatory Australian bicycle standard is over 27 years old and does not feature up-to-date safety requirements.

It is widely acknowledged that the current standard is not of an appropriate level and has been updated twice (updated 2010 and amended in 2014) through Standards Australia prior to the ACCC commencing a review in 2016. The ACCC is yet to adopt an updated mandatory standard.

Therefore, many riders are fitting motors that feature higher power and speed level motors to bikes that likely do not meet the required standards for frame strength or braking strength.

Due to the lack of safety or control of the bicycle frame and braking system, the fitting of a higher-powered motor, even for private property use would not be considered safe.

The Queensland Government's draft legislation, while focusing on high power or high-speed complete e-bikes, has failed to acknowledge the impact of conversation kits and should also extend the e-bike management activities to include a greater focus on the sale of these kits.

The current bill does infer preventing the use of aftermarket kits, as modified e-bikes cannot be evaluated as meeting EN15194, but it does not address the future issues associated with dangerous and overpowered e-bike conversion kits through their sale via retail channels.

Access to overpowered conversion kits must also be controlled as part of the measures vital to improve safety for consumers in Queensland

Sale of products not classified as either an e-bike or motorbike

Recommendation 12 from the committee identifies that all e-bikes that do not meet the definition of a compliant e-bike must be defined as a motorbike;

- riders must hold an appropriate class of driver licence, such as a motorcycle licence
- device must be sold by a licensed motor trader
- devices must be registered, and therefore meet Australian Design Standards, have a vehicle identification number (VIN), and be covered by Compulsory Third Party insurance
- devices must only be ridden on roads, and are prohibited from being ridden on footpaths and bike paths
- riders must wear a motorcycle helmet that complies with appropriate product safety standards.

The Industry is supportive of this approach but seeks clarification on the treatment of products sold for private land use only. These fall outside the definition of both an e-bike and motorbike.

By introducing a new framework for prohibited bikes under the TORUM Act, non-road legal bikes are still available for sale under the guise they are for 'private land use only'. This aligns with current sales practices of several e-bike businesses, with full knowledge consumers continue to use them on public lands, paths and roads.

To ensure the provision of safe product to the market, products whether road legal or sold for use on private property use only (usually unregistrable), must be subject to the same sales controls.

The sale of non-compliant product for use on private land use only' has been utilised as a 'loophole' for the sale of overpowered or over-speed products for a number of years and will continue un-abated.

The private use only 'loophole' also allows for the sale of poor-quality products including sub-standard batteries and poor-quality mechanical items including brakes or frame strength.

We are supportive of markings on all private use only e-bikes, but sales controls must also contribute to consumer access to safe products in all areas.

The failure of the Government to address this will result in continued access to unsafe overpowered and over-speed products.

Standards

The committee identified and recommended the implementation of EN15194 as the minimum standard for all compliant e-bikes in Qld.

The industry supports the adoption of EN15194, requiring all compliant e-bikes to meet the minimum standard.

The adoption of EN15194 aligns road regulations with import regulations through the Road Vehicle Standards Act (Australian Design Rules).

This process will effectively ensure that the import, sale and use of e-bikes are aligned under EN15194.

The import regulations requiring EN15194 were implemented on 19th December 2025, and all e-bikes since that time are required to meet the standard (to be imported as an e-bike).

It would be BIA's expectation that all Queensland retailers would be able to move stock not meeting or labelled to EN15194 within a 12 month sell through period.

Our concern relates to current product already owned by consumers.

Since 2021, there has been no requirement for brands to meet EN15194. As a direct result, a number of e-bike models may not be labelled appropriately.

The implementation phase must include a transition process to allow these bikes to be assessed against determined criteria – allowing for appropriate assessment and labelling/marketing to be applied.

Individual bikes cannot be certified due to both economic reasons and testing protocols required. The Govt must allow an interim assessment process, which is both cost effective, efficient and does not punish those who have already bought safe and legal product.

It is the recommendation of the BIA that the Queensland Government utilise the network of qualified and experienced e-bike retailers in an approved evaluation process.

Riders of e-bikes are required to hold at least a Queensland C-Class license

QLD Gov Response -

Riders will also be required to hold a valid driver licence, including interstate and overseas licences, to demonstrate basic road rule knowledge. This approach supports tourism by allowing visitors to use e-bikes and PMDs while ensuring safety.

We strongly disagree with this provision of the draft legislation.

The requirement for a car license implies that a car is the primary goal for all Queenslanders for transport around the state. At a time when less Australians are applying for a car license and many are considering the cost-of-living implications of car ownership, this process is forcing residents and visitors alike to apply for a license that poorly reflects the activity they will be undertaking. The C-Class license also lasts a maximum of three years, forcing consumers to continue to re-apply and undertake the test, many of whom have no intention or even ability to secure a full driving license.

A key figure that supports our position that licensing is not appropriate for inclusion in the legislation (these statistics are from Victoria, and we consider they will be similar for QLD).

- In 2001 the number of 18-23 yr olds with a license was 75% – this number dropped to 62% in 2017²
 - o The key reasons cited for not gaining a license – financial, anxiety and access to alternative modes (ride share and public transport).

There are a number of key sectors of the community that will be negatively impacted by the introduction of licensing requirements that the Government should consider are likely to be negatively impacted.

They are the most vulnerable in the community and visitors who access ridesharing e-bikes across Qld. They include;

- Those with a disability that cannot obtain a license
- Those that have given up their license due to age
- Those that cannot gain a license due to a medical condition
- Those that have not obtained a license due to learning difficulties
- Those that have chosen not to obtain a license due to socio-economic factors
- International participants in various national and international events including in the next 12 months:
 - o UCI Oceania Championships - Toowoomba
 - o UCI Oceania Championships – Cairns
 - o Crankworx - Cairns

² Delbosc, A. Delay or forgo? A closer look at youth driver licensing trends in the United States and Australia. *Transportation* **44**, 919–926 (2017)

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- UCI Para-Cycling World Championships
- Those under 16 that use their e-bikes to travel to work
- International students without a license (especially those not covered by the Recognition Status Scheme)
- International visitors without an English language license.

We strongly suggest that prior to the implementation of age or license restrictions, the government undertake a regulatory impact review of a license requirement to ride an e-Bike in Qld.

We believe that the number of exemptions, the cost and the negative impact on many communities would reduce support for a licensing requirement.

The Bill must be amended

The Bill must be amended so it targets non-compliant and unsafe devices without punishing the thousands of Queenslanders doing the right thing.

We are calling for –

1. **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 e-bikes. They will cause incidents 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.
2. **Close the sales loophole for ‘use on private property only’** – which will continue to allow unscrupulous manufacturers and retailers to sell dangerous illegal devices to Queensland families. The illegal devices currently being sold are not “farm vehicles.”
3. **Investment in the infrastructure Queensland needs** – so we do not lose the benefits of the active transport and e-mobility revolutions. There is not one additional dollar being allocated in this bill to new transport infrastructure.
4. **Transition period and assessment process for current e-bikes** – so we do not lose the benefits of the active transport and e-mobility revolutions already underway.