

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

**Submission No:** 1925

**Submission By:** Queensland Transport Academic Community

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9 April 2026

Committee Secretary  
State Development, Infrastructure and Works Committee  
Parliament House  
George Street  
Brisbane QLD 4000

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

Dear Secretary,

We are writing as a collective representing the Queensland transport academic community of scholars that research active transport including micromobility, e-scooters, and e-bikes. As a group we have worked extensively across our country to fully understand the impact of wide-ranging e-mobility device types have on our communities to ensure safety for all while providing Australians with sustainable, accessible, and convenient transport options that provide personal freedom. We share the concerns of the government around e-mobility injuries and fatalities, pedestrian safety, road rules understanding/enforcement challenges, illegal devices, and illegal behaviour by young riders. However, we have several research informed concerns with the proposed bill in that the legislation if passed will not achieve the desired aims and will disproportionately disadvantage many e-mobility device users who do ride safely and legally often in replacement of cars.

- 1. Creating new legislation alone will not produce compliance with road rules.** Many of the behaviours that have led to injuries and fatalities on e-mobility devices are already illegal (e.g., speeding, illegal devices). In response to the road rules changes from the 2022 Transport Operations (Road Use Management—Road Rules) and Other Legislation Amendment Regulation, The University of Queensland conducted a two-year evaluation of the new laws via a large-scale observational study in Brisbane (Lieske et al, 2025). We found that compliance with speeding, helmet use, and riding location did not change after the rule change. The greatest influence in producing road rules compliance was separation of pedestrians and riders with a bike lane and to greater degree with a separated cycle track.

Generally, there is little evidence that legislation alone will stop incidents and risky behaviours as Jenkins et al. (2022, p. 32) found in their review of 107 published research studies that "...accidents, violations, and injuries appear to be similar when comparing pedal assisted e-bikes (PAEB) to traditional bicycle users." For new road rules to produce compliance they will have to be complemented by comprehensive statewide signage installation on all footpaths, shared paths, and cycling paths, mandated education at the points of sale, and large scale and ongoing public awareness campaign for both residents and tourists.

Further, a study conducted by the University of the Sunshine Coast found the lack of clarity and confusion about the rules both in communication and on-street signage, were common among riders and represented a key factor in contributing to non-compliance. The University of the Sunshine Coast survey of 461 Queensland e-scooter riders found that although two-thirds of riders could correctly identify where they were permitted to ride, 64% reported confusion when making this decision in real-world settings. Nearly half (49%) of riders who ignored speed limits attributed it to confusion over location-specific limits when riding in a real-world setting.

The University of the Sunshine Coast study suggests that situational risk perception at the point of decision consistently outweighs considerations of legality for many riders (Mehranfar & Jones, 2025). The majority ride without a helmet, citing inconvenience in hot weather (44%) and hygiene concerns (43%). Most riders reported speeding when they personally judged it to be safe, with the most common justification being that there were few people around (36.5%). The most common

reason for riding under the influence of alcohol was the absence of an alternative transport option (58%). Riders also showed a tendency to choose perceived safer routes even when prohibited, with 20% to 30% deliberately selecting illegal routes to avoid being hit by other riders or colliding with pedestrians and objects. Notably, enforcement is infrequently reported by riders as a reason for compliance with road rules, with 19% of riders reported not wearing a helmet because they believed they would not be caught, 13% not caught speeding, and 13% not caught drink riding.

2. **E-mobility use and regulation is not homogenous.** Amendments to e-mobility regulation in Queensland have been applied uniformly across a highly diverse range of devices (i.e., pedelecs, speed pedelecs, low powered e-scooters, high powered e-scooters). Grouping different e-bikes classes and personal mobility device types that vary greatly on speed and power treats fundamentally different device categories as equivalent. This problem continues in the framing of many of the proposed changes, where recommendations group devices as “e-mobility” eg “*That the Queensland Government continue to recognise that compliant e-mobility devices...*” [Recommendation 1, etc] and “*That the Queensland Government amend legislation to provide that e-bikes and PMDs...*” [R13, etc]. The downstream consequences of this framing appear throughout the recommendations, producing rules that are simultaneously justified for one device type and contested for another.

Research on e-scooter riding in Queensland consistently shows that meaningful regulation requires distinguishing at minimum between high-powered private devices, compliant low-powered private devices, and shared fleet devices (Mehranfar & Jones, 2025). These categories differ substantially in regulatory control, speed capability, rider experience, crash risk, and the populations, and their riding behaviours, who use them (Mehranfar & Jones 2025). Applying identical rules across all categories produces outcomes that are either ineffective for high-risk devices or disproportionately restrictive for compliant low-risk ones.

3. **Legal EN-15194 compliant e-bikes (pedelecs) pose no more of a safety risk to users or pedestrians than conventional bikes.** A clear differentiation between these devices and high-speed, high-powered devices (such as speed pedelecs and e-motorcycles) must be made in new legislation and the supporting rationale must be clear. No existing research has demonstrated that compliant e-bikes pose a public health concern as the power is akin to what a fit cyclist can produce on their own. Indeed, research from Denmark has shown the opposite: adult riders of compliant e-bikes are more likely to self-report compliance with road rules and knowledge of the rules compared to those riding conventional bikes (Moller et al., 2026).
4. **Compliant e-bikes (pedelecs) are great for our communities.** Decades of research overwhelmingly demonstrates that compliant pedelecs provide overarching community benefits in increasing uptake of active transport for all leading to wide-ranging benefits to communities generally and for the users. Benefits include reductions in carbon emissions, reduced traffic congestion, meeting physical activity recommendations, increasing physical fitness, improved physical and mental health and much more (e.g., Bourne et al., 2018; McQueen et al., 2020). These benefits are even more impactful to those with disabilities, elderly, delivery drivers and more. Queensland’s hot and humid climate and hilly terrain dissuade people to cycle, making pedelecs exceptionally important in our state (Bean et al., 2021). The benefits of safe pedelecs are especially beneficial to Queensland’s regional communities where public transport is limited or non-existent. Research has clearly shown pedelecs can improve mental and physical health, happiness and overall sense of well-being while reducing carbon emissions in regional communities (e.g., Anderson et al., 2022; McQueen et al., 2020). Further, the tourism benefit is real, as shared e-bikes unlock our cities and lead to increased and dispersed visitor spending, improved visitor experiences and destination image for both users and non-users (Buning et al., 2023).
5. **Compliant e-bikes (pedelecs) and non-compliant devices are vastly different.** The vast majority of injury and media reporting does not distinguish between compliant pedelecs and non-compliant devices and instead lumps together all devices as an “e-bike”. Devices that are high powered (over 250w), throttle powered, and capable of power assisted speeds above 25km/h are not the same as compliant pedelecs. There is no evidence globally that clearly links the recent rise in injuries or fatalities to the use of compliant pedelecs.

6. **Private and shared e-scooter riders vary dramatically in their patterns of compliance with road rules and must be regulated separately to legal EN-15194 compliant e-bikes.** For example, The University of Queensland research in Brisbane found that 79.63% of shared e-scooter riders wore helmets, whereas 93% of private e-scooters users wore helmets, and 97% of cyclists wore helmets (Lieske, et al, 2025). Further, generally the injury rates of private e-scooters based on use and ownership is unknown publicly.

Similarly, a University of the Sunshine Coast observational study conducted in the Brisbane CBD in December 2024 found significant behavioural differences between private and shared e-scooter riders. Private riders were more likely to wear a helmet correctly (94% private vs 47% shared,  $p < .001$ ) (Mehranfar, 2026). Among shared riders, 28% hung their helmet on the handlebar rather than wearing it, compared to just 1% of private riders, and in 24% of shared rider observations no helmet was visible at all, compared to just 2% of private riders. Shared riders were also more likely to carry a passenger (5.4% shared vs 0% private,  $p = .020$ ) and to ride in a group (16% shared vs 6% private,  $p = .029$ ).

7. **A 10 km/h speed limit on footpaths for bikes is not supported by research or design guidelines.** Riding a bicycle below 11 km/h is generally deemed unsafe as the bike becomes unstable and crashes become more likely (Department of Transport and Main Roads, 2020). It is worth noting that under current rules for personal mobility devices, the maximum speed limit on footpaths and shared paths (unless signed otherwise) is 12km/h (Department of Transport and Main Roads, 2024), which is merely 1km/h above the suggested lowest safety speed for bike riders.
8. **Footpaths and shared paths are not the same.** Unfortunately, in many of our suburbs, regional or remote areas, cyclists are forced onto footpaths, as the alternative is to share the road with cars traveling at high speeds (>80 km/h). The vast majority of the cycling network in Queensland is comprised of shared paths (approx. 90%), not high-quality paths that separate cyclists and pedestrians. This includes paths like the Story Bridge, The Brisbane Valley Rail Trail, and more. The Department of Transport and Main Roads states “There is no defensible justification for imposing regulatory speed limits on shared paths.” (2020, p. 7). We are also concerned that the law as written may classify intersection crossings as shared paths and require e-mobility device users to spend more time than necessary crossing. This would increase the users exposure to vehicular traffic and reduce their safety. Laws specifying cyclists and e-mobility riders must comply with a “minimum overtaking distance” to pedestrians and other path users and infrastructure design to protect both pedestrians and riders will be more effective in producing safety for all path users than speed limits.
9. **Licensing will create mobility injustice for diverse pedelecs and e-tricycles users like people with disabilities and medical conditions.** Licensing the use pedelecs including e-tricycles will have a negative impact on health, social, and economic wellbeing of many people with disabilities who use this form of mobility. Queenslanders with disabilities including Acquired Brain Injury, epilepsy, intellectual, cognitive, neurological disabilities and other medical conditions may use pedelecs to provide access and opportunities to participate in everyday life activities – like work, education, recreation and social inclusion (ABC, 2026). Jenkins et al (2022, p. 26) international review found that “e-bike use is increasing among specific populations, such as older adults and those with physical disabilities”. There are other reasons people use this form of mobility –medical, choice, ease/assistive support. Some people use pedelecs due to medical restrictions imposed on driving, this could be short- or long-term restrictions (ABC, 2026). Pedelecs also fill the gap in first and last mile of the travel journey – where fatigue, balance, distance, physical (gradient/slope geography) and natural environmental conditions (wind) etc can be a real barrier to mobility and accessing transport (Jenkins, 2022; Leger et al., 2019).

These forms of e-mobility are enabling, providing independence in mobility due to the adaptive and assistive technology – importantly bridging the gap that prevents use of conventional bikes. MacArthur et al., (2014) found that pedelecs users with physical limitations or disabilities used a variety of e-bike styles to enable them to ride comfortably, facilitating independent mobility in their community. Likewise, Leger et al., (2019) found that older adults used pedelecs for various reasons: to cycle long distances; in difficult routes in certain weather conditions (wind); and to help them remain socially and physically engaged. Pedelecs are a form of personal transportation / mobility that not only support greater independence in mobility for range of people like people with disabilities and medical conditions, but they are also environmental-friendly, age-friendly, barrier-free, healthy.

**Recommendations:**


1. Any new road rules must be complemented by comprehensive statewide signage installation on all footpaths, shared paths, and cycling paths, mandated education at the points of sale, and large scale and ongoing public awareness campaign for both residents and tourists to be effective.
2. A clear differentiation between pedelecs, speed pedelecs, e-motorcycles, low powered e-scooters, high powered e-scooters must be made in new legislation. EN-15194 compliant pedelecs must be excluded from the reforms.
3. Speed limits for footpaths, if imposed, must be clearly distinguished from shared paths.
4. Reject recommendation 13 - the requirement of learners' level licences due to the negative impacts on diverse pedelec users (people with disabilities and medical conditions, older people, tourists, etc.). Instead, we urge the government to work with diverse users of pedelecs such as people with disabilities, people with medical conditions and older people and others to identify needs and better policy and programs to support pedelec use.

Yours sincerely,

**The Queensland Transport Academic Community**



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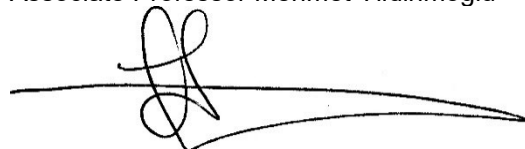
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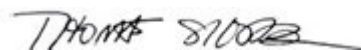
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