

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

Submission No: 1937

Submission By: Brisbane West Bicycle User Group

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A serious threat to safe active transport in Queensland

As a grassroots group representing people who ride and want to ride more in the western suburbs of Brisbane, we are well aware of the serious safety issues that have arisen on our pathways and streets with the emergence of new e-mobility technology, in particular electric minibikes/dirt bikes and high power, high speed e-scooters.

We support legislation to curb their proliferation and use, and the danger this presents to their users and particularly other users of our bikeways.

However, our community is distressed by the drastic overreach this legislation represents in targeting the long term and safe use of legal Electric Pedal Assisted Bicycles (EPACs) by people of all ages and abilities.

The western suburbs of Brisbane is a hilly area, and we have seen over the past decade since the solid definition of and consistent sale of compliant EPACs a significant number of people make use of these affordable, convenient and safe bicycle options. Cargo bikes are growing in popularity on the school and shop run, and retirees are enjoying physical activity and connection on our bike paths and streets adding to their quality of life.

These people are not activists or advocates, but they have come to us shocked that in trying to deal with the problem of dangerous, non-compliant devices supplied and used recklessly in the community whilst their safe and legal mode of transport is being targeted, and for many of them, they are being criminalised.

If this bill passes, **Queensland will become the hardest place on earth to ride a safe, legal, pedal assisted electric bicycle.**

EPACs are Bicycles. Current regulations make that clear, and the proposed changes are **unnecessary, unworkable and unreasonable.**

There are 4 specific areas of this bill that will be **catastrophic** for the ongoing use and growth of active transport and emobility in Queensland, in direct contradiction with Recommendation 1 of the inquiry report that recognises the importance of emobility and its safe, compliant use.

1. Overly restrictive definition of a compliant EPAC
2. Drivers licence requirements for EPAC riders
3. 16 year age minimum for EPAC riders
4. 10kph mandatory speed limit on all footpaths and shared paths for EPAC riders

These laws will act as a deterrent to safe, efficient active travel and encourage more driving. Already there have been more than 80 deaths on Queensland roads in 2026.

More driving leads to more crashes. Restricting use of safe, legal, low speed EPACs will take away a safer alternative for people, particularly youths, currently using non-compliant and unsafe electric devices such as motorbikes and e-scooters.

Overly restrictive definition of a compliant

Section 353B Prescribed standard states:

Clause 63	Replacement of s 353B (Power-assisted bicycles—Act, sch 4, definition <i>power-assisted bicycle</i>)	16
	Section 353B—	17
	<i>omit, insert—</i>	18
	353B Prescribed standard—Act, sch 4, definition <i>EPAC standard</i>	19
	For the Act, schedule 4, definition <i>EPAC standard</i> , the standard prescribed is the standard titled ‘EN 15194:2017+A1 Cycles – Electrically power assisted cycles – EPAC Bicycles’, published by the European Committee for Standardization.	20
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The EN15194:2017+A1 standard is the most recently adopted standard for EPACs in the European Union. Its primary addition to the previous EN15194 standard is to ensure anti-tampering protection.

95% of current EPACs in use in Queensland are non-compliant under this standard.

However, the bicycle industry estimates more than 230,000 compliant EPACs have been sold in Queensland since 2017 under the previous EN15194:2017 standard. Many more would have been purchased prior to that under the EN15194 standard that has been notionally the standard in Queensland since 2012.

Further, the strict definition of these devices may **critically disadvantage people with disabilities** who are unable to pedal by foot, or ride a two wheel bicycle, or any number of modifications that need to be **protected** from threats of seizure and impoundment.

Our Demand: This amendment be removed from the legislation and a more workable definition considered by an appropriate committee in consultation with the bicycle industry and disability and mobility providers to ensure the core principles are covered:

- Power limit (250W max continuous)
- Speed limit (25kph under assistance)
- Primarily human powered (pedal, hand crank)
- Limits unable to be switched off (no off road mode)

Drivers licence requirements for EPAC riders

More than 1 in 5 Queenslanders over the age of 16 do not have a drivers licence or learners permit. There are many reasons why this may be the case. **Banning people from riding an EPAC for not holding a drivers licence does not hold weight.**

A drivers licence has medical standards defined by Austroads consistent with being able to control a 1500kg vehicle safely at a speed of up to 110km/h. To equate the competence and capability required for that with riding a 25kg EPAC with a top assisted speed of 25kph simply doesn't pass the pub test.

The committee report failed to adequately justify this requirement, and the subsequent legislation results in immediate criminalisation of thousands of Queenslanders who safely, responsibly use legal, compliant EPACs on a daily basis.

The committee report and evidence in the inquiry **failed to identify compliant EPACs as a significant contributor to hospital admissions, fatalities, or incidents with other road users.**

This legislative requirement is not reasonable, justified or compatible with basic human rights regarding freedom of independent movement and use of our public streets and pathways.

The cost of implementing EPAC rule testing into the PrepL testing process is unnecessary, and does not capture the millions of existing drivers licence holders.

There are other, better more effective ways of educating the public, if the Queensland Government has the patience and willingness to invest in it.

It's like dealing with gun crime by requiring water pistol owners to hold a fire arms license.

16 year age minimum for EPAC riders

While we understand the natural instinct to protect children from harm, the prohibition for people under 16 from using safe, low speed, compliant Electric Pedal Assisted Bicycles (EPACs) **unreasonably restricts responsible young people enjoying the freedom of independent transport.**

The primary use for EPACs for children under 16 is as a vehicle to get to and from school and extra curricular activities. Most students who use these bikes have been riding with their parents, who make sound decisions about their capability to use an EPAC.

These devices **do not travel faster than regular bicycles** but they reduce the effort required. These devices **require physical** exertion through pedalling, and **have been proven to hold health benefits over not riding at all**. This holds significant benefits particularly for high school students who:

- **Typically have longer travel to school (>5km)**
- **Carry heavier and more items than primary school students**
- **Wear formal uniforms that are impractical for physical activity**

Prohibiting the use of EPACs for children will:

- Reduce activity levels at a population level for children
- Increase car use around schools
- Increase congestion
- Increase risk of injury – cars being the single biggest cause of injury and death for children 0-14 years of age.

Our Demand: Delete all reference to “electrically power-assisted cycle” in proposed section 78B:

Clause 34	Insertion of new ss 78B–78D	1
	After section 78A—	2
	<i>insert—</i>	3
	78B Riding electrically power-assisted cycle or personal mobility device without valid licence prohibited	4
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	(1) A person must not ride an electrically power-assisted cycle or personal mobility device on a road, on a road-related area or in a public place unless the person—	7
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	(a) is at least 16 years; and	11
	(b) holds either—	12
	(i) a valid Queensland driver licence; or	13
	(ii) a valid non-Queensland driver licence.	14
	Maximum penalty—30 penalty units.	15
	(2) In this section—	16
	<i>valid</i> , in relation to a Queensland driver licence or non-Queensland driver licence, means—	17
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	(a) the licence has not expired; and	19
	(b) the licence has not been cancelled or suspended; and	20
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	(c) the person in whose name the licence is issued is not disqualified from holding or obtaining a driver licence in this or another jurisdiction.	22
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Safe, legal, low speed EPACs are bicycles, and riding a bicycle should be a protected right for people of all ages, regardless of licensing.

10kph mandatory speed limit on footpaths and shared paths

The inclusion of this requirement in the legislation beggars belief, because it goes **specifically against well-researched and evidence-based guidance from the Department of Transport and Main Roads** in regards to **managing speed on shared paths**.

This evidence was tabled at the first briefing regarding this bill (2nd April 2026), and it was questioned whether maintaining 10kph was a “skill issue”, or whether the findings were still relevant given the advent of “emobility”.

EPACs have been around close to 2 decades and, crucially, they are **two wheel vehicles with the same physical forces and balance issues as regular bicycles**, so the findings regarding balance difficulties still apply.

If the requirement to travel at less than 10km/h was only for a short distance, then skill could be considered a minor factor, but that’s not the case.

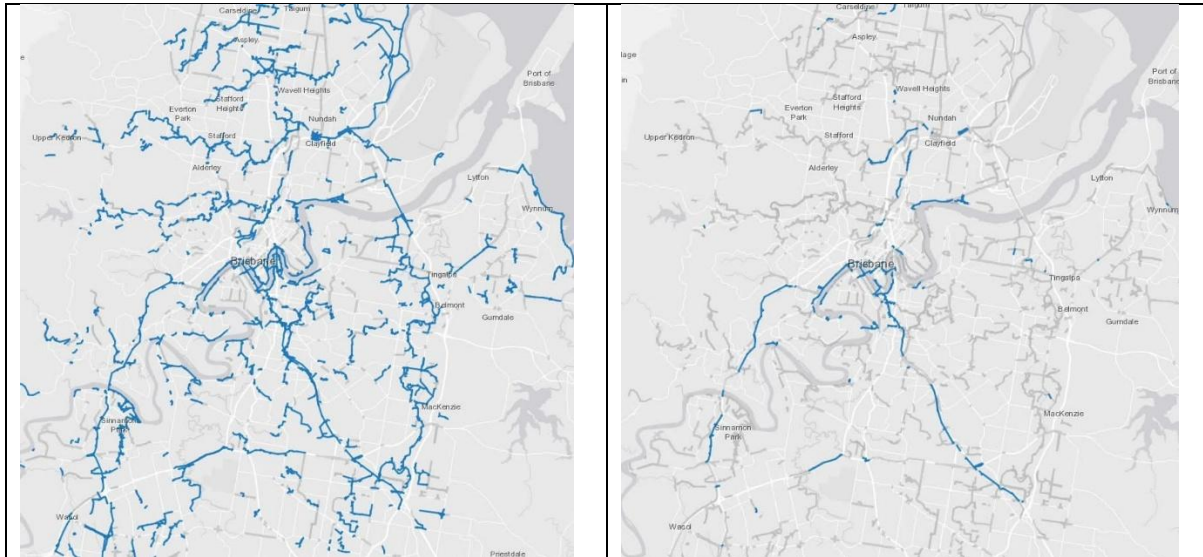
This law will apply to 90% of bike infrastructure built specifically for the use of bicycles across Queensland in the past 25 years.

In Brisbane City Council area alone, of all separated bicycle infrastructure facilities built (542km), **489km of that is shared path**.¹

Row Labels	Length (km)	Percentage
BICYCLE PATH	35.35746972	6.52%
CYCLE TRACK	2.553876072	0.47%
SEPARATED PATHWAY	15.30910071	2.82%
SHARED PATHWAY	488.9339451	90.18%
Grand Total	542.1543916	100.00%

This includes infrastructure such as the Bulimba Creek **Bikeway**, the Jindalee Creek **Bikeway**, the Ithaca Creek **Bikeway**, the Centenary **Bikeway**. The clue is in the name.

¹ [Bikeway sections | Brisbane City Council - Open Spatial Data Website](#)



Map 1: Current Brisbane City Council mapping of off road separated cycling infrastructure including shared paths.²

Map 2: Off road separated cycling infrastructure excluding shared paths – the new network for EPAC riders.³

The Centenary Bikeway in the West BUG area is a key example. From Roxwell Road in Carole Park, to Kokoda Street in Darra, a length of 6.3km, the entire cycleway is shared path. If forced to travel at 10km/h rather than a comfortable 23km/h **this would add 29 minutes to a journey.**

Maintaining a speed below the natural momentum of a bicycle (15km/h) requires extensive engagement of the body's core muscles to keep balance and control. We challenge anyone to try a plank for 30 minutes. The more relevant issue is that EPACs and bicycles are primarily for everyday travel trips, not athletic training.

As the Department of Transport and Main Roads guidelines on managing speed on shared paths also indicated, bicycles can operate at a speed of 15-25kph in the presence of pedestrians with no negative safety outcomes.⁴

There is no justification for this speed restriction on EPACs.

Further, a specific restriction that does not apply to regular bicycles simply creates more confusion and more speed differential, complicating safe movement of all people.

² [Bikeway sections | Brisbane City Council - Open Spatial Data Website](#)

³ [Bikeway sections | Brisbane City Council – No shared paths - Open Spatial Data Website](#)

⁴ https://www.tmr.qld.gov.au/_/media/busind/techstdpubs/cycling/speed-management-on-shared-paths.pdf?rev=d2925223f28c48df9d38158c7140ae42&sc_lang=en&extension=pdf&size=866131&hash=71340E5C2E4B1C1014947DD9BBF4BB25

When setting speed limits on roads, traffic engineers use the principle of identifying what the speed limit should be **in good driving conditions**. They do not set the speed limit as the MINIMUM that's appropriate in **the worst driving conditions**.

When the 12km/h shared path speed limit was introduced for PMDs it was **largely ignored and sporadically policed**. Behaviour has not changed. Although **complaints of PMD speeding have increased**. When you set a speed limit too low that it is impossible to comply with, and not worth enforcing, it's a bad limit.

The other consideration must be the significant penalties that apply to bicycle riders when caught speeding. They are in line with motorist fines. That is:

Description of offence	Legislation	Fine
Exceeding the speed limit by less than 11km/h	<i>Queensland Road Rules—Section 20</i>	\$333
Exceeding the speed limit by at least 11 km/h but not more than 20km/h	<i>Queensland Road Rules—Section 20</i>	\$500
Exceeding the speed limit by more than 20km/h but not more than 30km/h	<i>Queensland Road Rules—Section 20</i>	\$751
Exceeding the speed limit by more than 30km/h but not more than 40km/h	<i>Queensland Road Rules—Section 20</i>	\$1,251

Putting this in perspective, an EPAC rider travelling at 23km/h on an empty shared path if apprehended by police would be fined \$500.

A driver of a Ford Ranger travelling at 60km/h through a school zone (40km/h) would receive the same fine.



EPAC riders on empty shared path – vehicle driving through school zone – same risk? Same fines?

This is not equitable or reasonable.

Electric Pedal Assist Bicycles are bicycles and the same rules should apply to them on footpaths and shared paths.

Our demand: Delete section 24D:

24D Speed limit for electrically power-assisted cycles on crossings or particular paths	26
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(1) The speed limit applying to the rider of an electrically power-assisted cycle is—	28
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(a) for a rider riding across a road using a crossing on the road—10km/h; or	30
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(b) for a rider riding on a length of bicycle path, footpath, separated footpath or shared path	32
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Authorised by the Parliamentary Counsel

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[s 55]

to which a path speed limit sign or speed limit path marking applies—the speed limit applying under section 24B; or	1
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(c) for a rider riding on a length of footpath or shared path to which no path speed limit sign or speed limit path marking applies—10km/h.	4
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(2) Subsection (1)(a), (b) or (c) applies to a rider of a electrically power-assisted cycle despite a higher speed limit that would otherwise apply to the rider under this part.	8
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Existing laws that apply to bicycles in all these situations are adequate for safe, legal, low speed EPACs as defined in the legislation.

Final thoughts

The committee and the drafters of this legislation have **badly let down the people of Queensland** with this overly restrictive approach to and criminalising of **safe, legal, electric pedal assisted bicycle users** who have happily gone about their business for over 20 years **without causing issue**.

These recommendations targeting all emobility as a blanket has **ignored evidence and advice from its own Department, numerous expert groups, and countless stakeholders**.

If this bill passes unchanged **thousands of Queenslanders will be criminalised overnight for behaviour that is demonstrably safe and responsible**.

Thousands of Queenslanders will be denied safe, independent mobility in their communities. The opportunity to participate in society, to engage socially.

It must be remembered that in most cases, serious injuries and fatalities involving bicycles and EPACs are the result of errors by motorists, and conflicts due to lack of separated infrastructure. **These laws do not address that risk**, and the government should be doing more to invest in safe, separated infrastructure to **prevent** collisions, rather than laws and policing to punish offenders.

And finally, amid a cost of living and fuel crisis, **this bill will force people back into cars, and further cause financial strain to Queensland families**.

We urge all members of this committee to change this bill to make these amendments to this bill as we have described.

Author

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