

**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

2 April 2026

Dear Jim,

Bicycle Queensland clearly understands the serious safety issues created by dangerous, illegal electric motorbikes and has been calling on the government to take action since well before this committee was established.

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**;
- Safe, legal **e-bike riders will be forced off bikeways built for cycling** and onto dangerous on-road environments;
- **Police resources will be diverted to chasing older people riding 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 an unreasonable imposition, supported by absolutely no evidence, and are unnecessary if we get rid of the 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 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.¹ Thousands ride a safe, legal e-bike every day.²

Bicycle Queensland is the peak representative body for those bicycle users. We have **12,000 members, more than 40,000 actively engaged supporters** and a network of community-based Bicycle User Groups across 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 legal e-bikes as a great transport option for daily commuting and to support mobility including amongst older riders. They 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 EN19154, a European standard which limits e-bikes to low power, low speed devices 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 2012.³

The current problem began in 2021 when 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.⁴

¹ 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>

² The bicycle industry estimates that since 2017, 230,000 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.

³ 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

⁴ 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,

These devices have been sold by unscrupulous retailers to thousands of Queenslanders, including children, causing deaths and injuries. In the past 12 months in Queensland, at least five children have died in crashes involving illegal devices, 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 the Gold Coast BUG 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 a major public function at Parliament House and in early 2025 we released a position statement on the illegal devices⁵, that the incoming Minister, the Hon. Brent Mickelberg, supported in a letter of 29 April 2025⁶.

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
- Police enforcement, with resourcing to do so

Since late 2025, Bicycle Queensland has collaborated in a road safety alliance including the RACQ, Qld Walks, the Motor Trades Assoc of Qld and the Royal College of Surgeons calling for police resourcing and measures to get illegal devices off streets and paths.⁷⁸

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 2025⁹; that public education efforts have been limited and that government is only now considering point of sale restrictions.

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.

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

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

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

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

⁹ 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 inquiry¹⁰ and provided a detailed submission.¹¹

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**¹²
2. Bike riders and transport experts including Bicycle Queensland, Bicycle Industries Australia, BUGs and the RACQ¹³ 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 hard** and that change needed to be made to facilitate high-powered, high-speed devices.¹⁴

Critically, the Department of Transport and Main Roads (DTMR) provided a briefing note¹⁵ and in-person evidence to the committee advising – in line with clear information on its website¹⁶ - 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”.*¹⁷

Backing this up, RACQ’s Dr Michael Kane said -

“there is no real problem with e-bikes and we should not be

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

¹¹ 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

¹² 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>

¹³ 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>

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

¹⁵ [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)

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

¹⁷ “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>

getting caught up with legal e-bikes.”¹⁸

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 getting on and for pushing)
2. Max motor power of 250 watts
3. The motor cuts out at 25kph (so they *can* be ridden faster but it’s hard because e-bikes are heavy)

Compliant bikes also have battery standards and are generally fitted with a manufacturer’s compliance sticker.

Current Queensland road rules don’t use the words “EN15194 “ but do reflect the key elements - 6kph without pedalling, 250 watt max, motor cuts out at 25kph.

While clear enough, Bicycle Queensland understands that police are having trouble distinguishing between legal and illegal bikes (which *can* look similar) and DTMR are experiencing challenges securing successful prosecutions.

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

1. The bike is legal but if you press a button on the handlebars (the “police button”), it can be throttle controlled over 6kph
2. The bike has a 500 watt or higher motor with software limiting it to 250, but they'll provide a code or upgrade to switch off the software
3. The bike is legal for "private property only”

That unscrupulous behaviour is fuelling a market in high powered, high speed bikes which Pedal Group, sellers of compliant devices, 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 – are unable to 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 – as well as ongoing crashes involving illegal devices – the committee released its report. It had 28 recommendations, including:

- Government recognition “that compliant e-mobility devices used safely and responsibly, form a viable and valuable component of the transport system”;
- Infrastructure investment;
- The adoption of EN15194 with mandatory labelling for non-compliant devices;

¹⁸ Hansard, Dr Michael Kane, Parliamentary Inquiry hearing

- The classification of any device that does not meet EN15194 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 legal e-bikes, the majority report recommended strict restrictions for all e-bike users including an unsafe 10kph limit on footpaths,¹⁹ 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 after the committee’s report, without any consultation on the proposed measures and over-riding its own Transport Department’s advice that legal e-bikes were not the problem, the government introduced legislation to the Parliament. The government accepted most (not all) of the committee’s recommendations but in critical ways went further.

It extended 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.”²⁰ This includes almost all Queensland bikeways, rail trails, green bridges and other purpose-built cycling infrastructure; a multi-billion dollar government investment.

It mandated a new e-bike definition, not EN15194 (as the committee recommended) but EN15194 2017:A1, a newer standard only mandated in Europe in August 2023²¹. New standard bikes only began trickling into Australia from August 2023. More than 90% of 230,000 legal e-bikes sold in Queensland since 2017 are not compliant, including many for sale in bike shops today, are not compliant.

At the same time, the Bill appears to reject the committee’s recommendation that non-compliant devices only be available for sale through licensed motor traders. They instead are only restricting sales of legal e-bikes to children under 16. The loophole for “private property only” sales will remain – which means so too will the problem.

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:

¹⁹ 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

²⁰ Explanatory notes to the Bill p9 <https://www.legislation.qld.gov.au/view/pdf/bill.first.exp/bill-2026-014>

²¹ <https://standards.iteh.ai/catalog/standards/cen/abca92c1-32b2-4404-a51b-c5639d04d7d7/en-15194-2017a1-2023>

- Make the vast majority of the 200,000+²² 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;
- Render thousands of kilometres of shared paths, bike paths and rail trails (mostly built for bikes) unusable for e-bike riders due to the dangerously low 10km/h limit, and, 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 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: i) retailers; ii) tourism operators; iii) food delivery businesses; and iv) e-mobility hire operators.

Because the Bill will do all of that without the obvious solution – a straight out ban on non-compliant devices and ways to get them off the streets quickly – it will leave 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 230,000 compliant bikes illegal. There is no benefit in making tens of thousands of Queenslanders' safe, compliant e-bikes retrospectively illegal by only adopting EN15194 2017: A1. The government must amend the Bill to apply the established standards AS or EN15194 (to cover legacy safe, legal e-bikes bikes). We need both this definition **and a clear pathway to compliance**.

BQ appreciates the need for compliance markings so as to provide clear guidance for police and remove the grey area hampering prosecutions. But relying solely on those provided by manufacturers, at point of sale, does not and will not work. A pathway for safe, legal e-bike owners to secure post-sale compliance markings acceptable under law should be simple and free.

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 e-bikes. They will cause crashes both through low-speed

²² Industry estimate op cit

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.