

# Active Travel Strategy and Action Plan



## Active Travel Strategy and Action Plan

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# 1. Introduction

Fife Council has recently published its updated Local Transport Strategy (LTS)<sup>1</sup>, which sets out the Council's vision and priorities for transport to 2033.

The LTS commits Fife Council to “develop an Active Travel Strategy, including a plan for a Fife-wide walking, wheeling and cycling network”. This document contains the Active Travel Strategy and accompanying Action Plan (ATSAP).

Active travel refers to people-powered transport: walking, wheeling (such as wheelchairs, scooters, prams and buggies) and cycling.

The ATSAP sets out a long-term vision for improving active travel opportunities across Fife. This includes a high-quality network of routes that enable people to walk, wheel and cycle more easily and safely within and between Fife's communities; building on the existing active travel network. The network is complemented by recommendations for practical support and initiatives to help and encourage people to make more use of new or improved infrastructure.

Within this document:

- Section 2 provides the context for active travel in Fife and the development of this ATSAP;
- Section 3 develops the vision for the strategy and its objectives;
- Section 4 provides the strategy;
- Section 5 lists recommended actions;
- Section 6 provides a monitoring and evaluation framework.



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<sup>1</sup> [https://www.fife.gov.uk/\\_data/assets/pdf\\_file/0020/450155/Local-Transport-Strategy-for-Fife-2023-2033.pdf](https://www.fife.gov.uk/_data/assets/pdf_file/0020/450155/Local-Transport-Strategy-for-Fife-2023-2033.pdf)



## 2. Active travel in Fife

### 2.1 The benefits of active travel

Enabling and encouraging increased rates of walking, wheeling and cycling can improve social inclusion, health and wellbeing, reduce the adverse impacts of transport on the environment, and promote economic growth.

Recent research by Sustrans has estimated that just in Dunfermline, walking, wheeling and cycling generated nearly £40million of economic benefit for individuals and the region (this includes a contribution of £34.5million from walking and wheeling alone, highlighting the importance of these modes)<sup>2</sup>.

The scale and nature of benefits that can be realised will be dependent on issues affecting different communities, but will include:

Social inclusion	Low cost, inclusive transport	Active modes, and in particular walking, are the most inclusive travel choices: most people can walk, at least for short journeys, and many can cycle. They are relatively low-cost options
	Improved access to goods/ services	Minor improvements to active travel facilities can often provide significantly increased access to local facilities, and the goods/services they provide <sup>3</sup>  Particular benefits can be achieved for people that do not have access to a car and/or have a low income
	Reduced isolation	People that are able to walk, wheel or cycle are significantly more likely to interact with neighbours and friends <sup>4</sup> , so reducing social isolation
Better health	Increased physical activity	Active travel is proven to significantly improve physical activity levels, contributing to a variety of positive health outcomes <sup>5</sup> . Benefits can be realised easily by many people because walking, wheeling and cycling can be accommodated into many people's daily routines
	Improved mental wellbeing	Being active is proven to be beneficial to most people's mental health and wellbeing <sup>6</sup> , in addition to physical health, and active travel is an effective way to be more active for many people
Sustainable transport	Less pollution	Use of active travel modes is virtually emission free at the point of use, and can contribute to efforts to reduce emissions of particulates, nitrogen dioxide and other pollutants that are harmful to health
	Reduced carbon emissions	Use of active travel modes results in almost no carbon emissions at the point of use, and are the most sustainable transport choices

<sup>2</sup> <https://www.sustrans.org.uk/the-walking-and-cycling-index/dunfermline-walking-and-cycling-index>

<sup>3</sup> <https://www.sustrans.org.uk/media/3690/3690.pdf>

<sup>4</sup> <https://ajph.aphapublications.org/doi/full/10.2105/AJPH.93.9.1546>

<sup>5</sup> <https://www.sustrans.org.uk/media/4471/4471.pdf>

<sup>6</sup> <https://www.sustrans.org.uk/media/4464/4464.pdf>

	Reduced noise and road danger	Use of active travel modes instead of motorised transport helps promote safer and more attractive communities, including through reduced traffic noise and less road danger
Economic growth	Increased local retail spend	People travelling by active modes commonly spend more in local shops than those that use other modes; although they may typically spend less per visit, this is more than offset by an increased number of visits <sup>7</sup>
	Improved access to customers and staff	Good facilities for active travel can help many businesses access more customers, and also to expand the pool of labour that is available to them
	More leisure/tourism	Walking and cycling are key parts of many tourists' activities, and of local people's leisure activities <sup>8</sup> ; both are important to many businesses

### Case Study – Kelty to Cowdenbeath Active Travel Corridor

During 2024, the Kelty to Cowdenbeath active travel corridor has connected two communities with many trip generators, including schools, shops, transport links, community centres, leisure centres and outdoor spaces, and connecting directly to the nearby Lochore Meadows Country Park. This has made it easier for residents to walk, wheel or cycle for functional and recreational journeys.

Community feedback has been very positive: *"I wanted to thank you on behalf of Cardenden Community Council and myself as a cyclist for the fabulous new dual use path along the A909 (Kelty Junction/Lumphinnans to Kelty). The surface is fabulous and so safe. It's a regular route for many, as it provides an excellent link to Lochore Meadows and to paths that link to Blairadam. An added bonus is that it links to a similar new path from the beginning of Lumphinnans".*

<sup>7</sup> <https://content.tfl.gov.uk/walking-cycling-economic-benefits-summary-pack.pdf>

<sup>8</sup> [https://www.urbantransportgroup.org/system/files/general-docs/The%20Case%20for%20Active%20Travel\\_0.pdf](https://www.urbantransportgroup.org/system/files/general-docs/The%20Case%20for%20Active%20Travel_0.pdf)

## 2.2 Policy and objectives

The ATS is a key plank of delivery of Fife's new Local Transport Strategy (LTS). The priorities stated in the LTS are:

**1 Fair access to daily activities:** Access to work, education, healthcare and leisure is crucial for our wellbeing and our economy. We will provide opportunities for all by focussing on walking, cycling, wheeling and public transport; supporting town centres; and integrating transport with the built environment.

*Outcomes: Opportunities for all; inclusive growth and jobs; reduces inequalities; helps deliver inclusive growth; improves our health and wellbeing*

**2 Safe and secure travel for all:** Our transport network should be accessible and safe for all members of the community. We will focus on improving safety, security and access for all protected characteristics, especially disabled people and all genders.

*Outcomes: Opportunities for all; community-led services; reduces inequalities; improves our health and wellbeing*

**3 Just transition to net zero:** Fife Council declared a climate emergency in September 2019 and has committed to a just transition to net zero by 2045. We will provide leadership in working with others to decarbonise the transport sector by encouraging sustainable travel and facilitating the rollout of zero emission vehicles.

*Outcomes: Thriving places; takes climate action*

**4 Transport network resilience:** Safe and effective operation of our transport network is crucial to keeping Fife moving. We will focus on proactive maintenance and resilience in the face of supply chain disruption and extreme weather caused by climate change.

*Outcomes: Inclusive growth and jobs; takes climate action; helps deliver inclusive economic growth*

## 2.3 The relevance of active travel

Encouraging and enabling more walking, wheeling and cycling in Fife can contribute to each of the four priorities of the LTS:

### 1 Improve fair access to daily activities

Active travel provides the most inclusive transport modes. Most people can walk or wheel for at least short journeys, and many people can ride a bike (though over half of households in Fife do not have access to a bike, and in many of those that do not every resident will have access to a suitable machine<sup>9</sup>). Walking, wheeling and cycling are virtually free at the point of use (though the cost of accessing appropriate wheelchairs, bikes and associated equipment can be a significant barrier for some people).



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<sup>9</sup> <https://www.transport.gov.scot/media/53404/tatis-2021-la-tables.xlsx> Table LA8

Active modes, and especially walking and wheeling, are most appropriate for shorter journeys. Most journeys are short: in Scotland over 1 in 6 of all journeys are less than 1km long, and over half are less than 5km<sup>10</sup>. In Fife, half of all journeys are less than 3km long<sup>11</sup>.

Mobility impairments can be a barrier to active travel, but provision of improved facilities can make active travel more accessible to everyone of all abilities.

Active travel is also an essential component of most public transport journeys. By improving links to bus and rail stops and stations, improved facilities for people walking, wheeling and cycling can improve fair and sustainable access to a wide range of destinations.

*More people walking, wheeling and cycling in Fife can improve fair access to daily activities for many people.*

### 2 Deliver safe and secure travel for all

In 2022, 40 pedestrians and 13 cyclists were killed or seriously injured on Fife's roads<sup>12</sup>. Over half of adults in Scotland feel that the roads are currently too busy to be safe for people cycling<sup>13</sup>.

Improving facilities for people travelling actively can help increase segregation between them and motor vehicles, reducing the risk of harm. Moreover, there is a clear link between increased rates of active travel and reduced risk per journey: for example, between 1980 and 2005, the Netherlands saw a 45% increase in cycling but a 58% decrease in cyclist fatalities<sup>14</sup>, helped by a virtuous circle of better infrastructure and increased driver awareness.

Many people, particularly women and the youngest and oldest in society, are prevented or discouraged from taking part in a full range of activities because of personal security concerns. Increasing the numbers of people walking, wheeling and cycling is one of the best ways to improve natural surveillance, helping others to feel safer. Another virtuous circle is therefore created.

*More people walking, wheeling and cycling in Fife can make roads, streets and public spaces safer and more secure.*



### 3 Support a just transition to net zero

Walking, wheeling and cycling offer the lowest carbon travel choices, being virtually emissions free at the point of use. Active travel therefore provides an opportunity to support the transition to net zero whilst retaining many people's access to goods and services.

The use of active modes offers further environmental benefits in comparison with other transport choices, contributing almost nothing to air and noise pollution, and reducing the need for valuable space within communities and town centres to be taken up by parked vehicles.

*More people walking, wheeling and cycling in Fife can support a just transition to net zero.*

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<sup>10</sup> <https://www.transport.gov.scot/media/53402/tatis-2021-travel-diary.xlsx> Table TD4

<sup>11</sup> <https://www.transport.gov.scot/publication/transport-and-travel-in-scotland-2021> Table LA19

<sup>12</sup> <https://www.transport.gov.scot/media/3rfowqus/view-reported-road-casualties-scotland-2022-full-pdf-version-including-datasets.pdf> Table 39a

<sup>13</sup> <https://www.cycling.scot/mediaLibrary/other/english/Cycling-Attitudes-and-Behaviours-Report-Wave-4-2022.pdf>

<sup>14</sup> [https://ecf.com/files/wp-content/uploads/ECF\\_FACTSHEET4\\_V3\\_cterree\\_SafetyNumb.pdf](https://ecf.com/files/wp-content/uploads/ECF_FACTSHEET4_V3_cterree_SafetyNumb.pdf)



### 4 Support transport network resilience

Enabling more journeys to be undertaken by walking, wheeling and cycling will reduce reliance on longer-distance and motorised modes, which are typically more likely to be disrupted in the event of an incident or bad weather.

*More people walking, wheeling and cycling in Fife can support efforts to improve transport network resilience.*

Based on the evidence set out above, priorities 1, 2 and 3 of the LTS are considered to be core outcomes that the ATSAP should seek to deliver, because of the clear contribution that increasing rates of active travel can have on them. Priority 4 is considered to be of secondary importance to the ATSAP, because the causal link is less strong.

## 2.4 Barriers to active travel

The merits of increasing active travel rates have been identified, so the ATSAP should be developed from an understanding of what needs to change in order to encourage and enable more people to walk, wheel and cycle more often.

Amongst the factors that the ATSAP can reasonably influence, the most commonly reported barriers to active travel are:

- Concerns about road safety (cycling in traffic, crossing roads, etc);
- Concerns for personal security;
- Poor quality, unattractive and/or inaccessible routes;
- The cost of owning and maintaining a bike;
- Lack of awareness of infrastructure and support services; and
- Some people do not think that walking, wheeling or cycling are lifestyle activities that they wish to be associated with<sup>15</sup>.

It is therefore appropriate for the ATSAP to have a large focus on improving infrastructure that can help people travelling actively feel and be safe, but infrastructure alone is not sufficient to maximise active travel's potential.

As recognised in research for Transport Scotland, increasing active travel rates for a target individual or locations requires:

- *"The right infrastructure (footways and cycle routes that are of good quality and connect the right places, along with associated infrastructure, such as cycle parking);*
- *The right information, so that people know what routes and opportunities to travel actively are available to them;*
- *The right enablers of change so that people who feel unable to travel actively can try it (access to bikes, cycle training, led walks, etc.); and*
- *The right attitudes, so that more people perceive active travel options as attractive and relevant to their journey choices or leisure time activities."*<sup>16</sup>

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<sup>15</sup> Adapted from <https://www.transport.gov.scot/publication/active-travel-strategies-guidance-for-completion/interventions-to-address-common-barriers-to-active-travel> and <https://www.transport.gov.scot/media/53403/tatis-2021-social-survey.xlsx> Table 26a

<sup>16</sup> <https://www.transport.gov.scot/media/10302/tp-active-travel-policy-implementation-review-october-2016.pdf>

### Case Study – Behaviour Change Walking Challenge

In May 2024, Fife Council's Active Communities team organised a walking challenge for participants to walk or wheel the distance of Fife's Pilgrim Way (70 miles), either by following the route exactly or by covering the distance in and around their local community. The aim was to encourage people to walk or wheel every day for one month. A total of 262 people participated, either individually or as part of a team, walking or wheeling a combined 9,815 miles (the equivalent of covering Fife's Pilgrim Way 140 times). 70% of participants said they had increased their daily walking or wheeling, 90% felt it had a positive effect on their mental health and wellbeing, and 97% said they would continue to walk or wheel every day. Additionally, the following quotes from participants were noted:

- *"It helped me to refocus my attention and give myself time to go out and walk"*
- *"I enjoyed seeing new places to walk and being outdoors"*
- *"It gave us more motivation to get out and about"*
- *"It encouraged me to take a break when I wouldn't normally have taken one"*

## 2.5 Change is possible

Evidence from other countries shows that it is possible to achieve significant increases in rates of walking, wheeling and cycling, whilst maintaining and enhancing attractive, vibrant and economically successful communities.

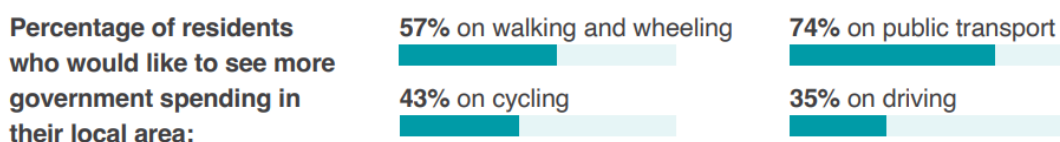
For example, the Netherlands had a very car-orientated travel policy between the 1950s and 70s but then shifted to a focus on promoting bicycle use due to safety concerns. Subsequently, the Netherlands saw a 45% increase in distance travelled by bicycles between 1980 and 2005<sup>17</sup>.

Whilst large urban areas saw much of that growth in active travel uptake, change does not need to be confined to cities. For example, the Dutch province of Zeeland (with a population a little larger than Fife's at 380,000, but a population density of 216 people/km<sup>2</sup>, below Fife's of 283) realised a 42% growth in cycling between 2010 and 2018, to an average level of more than 3km cycled per day for every resident.

Improving facilities for walking and cycling enjoy broad popular support. In national surveys, more than half of members of the public say they support increased spending on facilities for pedestrians and cyclists, a much higher proportion than support increased spending on roads and other provision for drivers<sup>18</sup>.

The recent Dunfermline Walking and Cycling index<sup>19</sup> shows that Dunfermline residents are supportive of investment in active travel:

### Residents want more funding for walking, wheeling, cycling and public transport



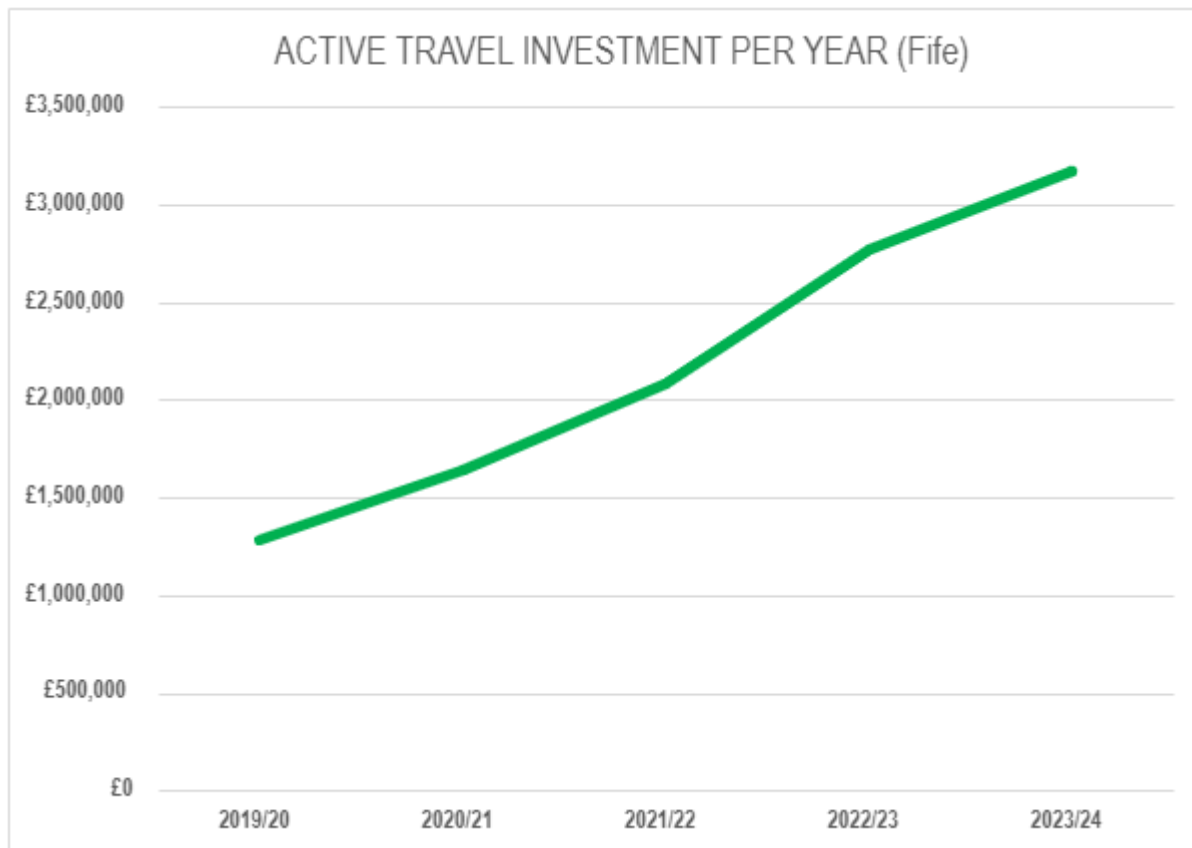
<sup>17</sup> Cycling in the Netherlands. (2007). Available at: [https://bicycleinfrastructuremanuals.com/wp-content/uploads/2019/02/Cycling\\_in\\_the\\_Netherlands\\_Netherlands.pdf](https://bicycleinfrastructuremanuals.com/wp-content/uploads/2019/02/Cycling_in_the_Netherlands_Netherlands.pdf).

<sup>18</sup> <https://www.sustrans.org.uk/media/10527/sustrans-2021-walking-and-cycling-index-aggregated-report.pdf>

<sup>19</sup> <https://www.sustrans.org.uk/media/13312/walking-and-cycling-index-2023-dunfermline.pdf>

## 2.6 Active travel investment

Fife Council has been investing to improve facilities and support mechanisms for people walking, wheeling and cycling. The figure below shows how investment by Fife Council on active travel has increased year-on-year. Please note that approximately 97% of investment during the past 3 years has been through grant funding attracted to the Council specifically for active travel and behaviour change measures.



### Case Study – Active Travel in Dunfermline

The City of Dunfermline lies 15 miles north of Edinburgh and is recognised as one of the fastest growing cities in western Europe. The cycling routes to Edinburgh are enjoyed by many as a daily commute across the Forth Road Bridge with its iconic views of the UNESCO Forth Bridge World Heritage Site. The city is also on the east coast Land's End to John O'Groats route.

Dunfermline also acts as a 'hub' to many surrounding village communities, and there are opportunities to develop high-quality walking, wheeling, and cycling infrastructure to support local journeys, commuter journeys, and the growing cycling tourism market.

The publication of the Scottish Government's Cycling Framework for Active Travel – A Plan for Everyday Cycling, published in April 2023, and the Fife Council Local Transport Strategy 2023- 2033, approved at Executive Committee in November 2023, has inspired the Dunfermline cycling community to work together to develop local plans that will inform and improve cycling infrastructure. In parallel with improving infrastructure, they will seek to change behaviour to encourage a higher number of journeys to be made by walking, wheeling, and cycling.

Cycling Innovation Alliance (CIA) membership represents a range of cycling disciplines, including Dunfermline Cycling Club, Fife and Kinross CTC, Meedies Mountain Bike Club, Dunfermline Cycle Speedway, Cycling Without Age, Carnegie Cyclones, Fife Council Active Communities, Fife College Active Students Group, Fife Council Locality team, Fife Council Transport, and Dunfermline and West Fife Cycling Group.

The group has 6 main goals:

1. Encourage more people to adopt cycling as a mode of transport and leisure activity;
2. 'Be a better cyclist' – Create and facilitate training and development structures to improve skills and performance for fitness and fun, benefitting all;
3. Develop and support coaches to progress through the various levels in disciplines of their interest;
4. Increase participation and development of less represented groups;
5. Facilitate high-quality cycle events to provide opportunities for advocates, demonstrating how it can help the cycling and wider community;
6. Attract and retain volunteers to increase the amount of people engaged with developing cycling, by riding and supporting development activities.

Since the group's inception in 2023, they have:

- Developed local priorities from Fife's Local Transport Strategy, including various programs designed to encourage more people to cycle, from led rides to structured cycling programmes for children;
- Created a score card from Dunfermline's Walking and Cycling Index highlighting improvements for cycling in Dunfermline, aiding in measuring the impact of the group;
- Defined and developed a Nature Corridor Orbital route that promotes connectivity between places whilst enjoying greenspaces; and
- Worked with partners to promote the NHS 5 Ways to Wellbeing and develop a cycle tourism proposal with VisitScotland.

### 3. Vision, objectives and target

Fife's ATSAP is developed from a clear logic map:

<b>ATSAP actions</b>	<p>Fife Council and its partners will invest in measures to:</p> <ul style="list-style-type: none"> <li>▪ Provide high quality and well-maintained routes for walking, wheeling and cycling within and between communities</li> <li>▪ Improve integration of active travel with other modes</li> <li>▪ Encourage more people to walk, wheel and cycle</li> <li>▪ Enable more people to walk, wheel and cycle</li> </ul>
<b>In order to contribute to:</b>	
<b>ATSAP objectives</b>	<p>Overcome the main barriers to active travel in Fife:</p> <ul style="list-style-type: none"> <li>▪ Real and perceived road safety and personal security risks</li> <li>▪ Active travel routes that are unattractive, incoherent or are not accessible to everyone</li> <li>▪ Many people do not know of active travel routes that may be available for their journeys</li> <li>▪ Many people do not have access to bikes, training, or other support to enable them to walk, wheel or cycle</li> <li>▪ Social norms lead many people to favour other travel choices</li> </ul>
<b>In order to contribute to:</b>	
<b>ATSAP vision</b>	MORE PEOPLE ARE ENABLED TO WALK, WHEEL AND CYCLE MORE OFTEN FOR FUNCTIONAL AND RECREATIONAL JOURNEYS IN FIFE
<b>In order to contribute to:</b>	
<b>Fife's objectives for transport</b>	<ul style="list-style-type: none"> <li>▪ Improve fair access to daily activities</li> <li>▪ Deliver safe and secure travel for all</li> <li>▪ Support a just transition to net zero</li> <li>▪ <i>Support transport network resilience</i></li> </ul>

The target for change delivered by the ATSAP is the same as the relevant target set in the LTS:

Increase the proportion of trips that are walked, wheeled or cycled to 30% by 2033, from a baseline of 23% in 2019.



## 4. Active Travel Strategy

As outlined in section 3, the ATSAP will invest in measures to:

- Provide high quality and well-maintained routes for walking, wheeling and cycling within and between communities
- Improve integration of active travel with other modes
- Encourage more people to walk, wheel and cycle
- Enable more people to walk, wheel and cycle

This section outlines the strategic approach to delivery of these outcomes.



### 4.1 Active travel network

Fife Council aspires to create a high-quality active travel network.

The network will be formed of strategic routes (where demand for active travel is highest) and local routes, which between them and the existing National Cycle Network, connect all of Fife's communities. Improvements to neighbourhood links, such as local streets and paths, will also be required in many places, but these are not shown as part of this network, given its strategic nature.

The network is indicative at this stage; a particular route may not necessarily be on the exact alignment shown. More detailed work will be needed to determine exact routes and appropriate infrastructure for each route.

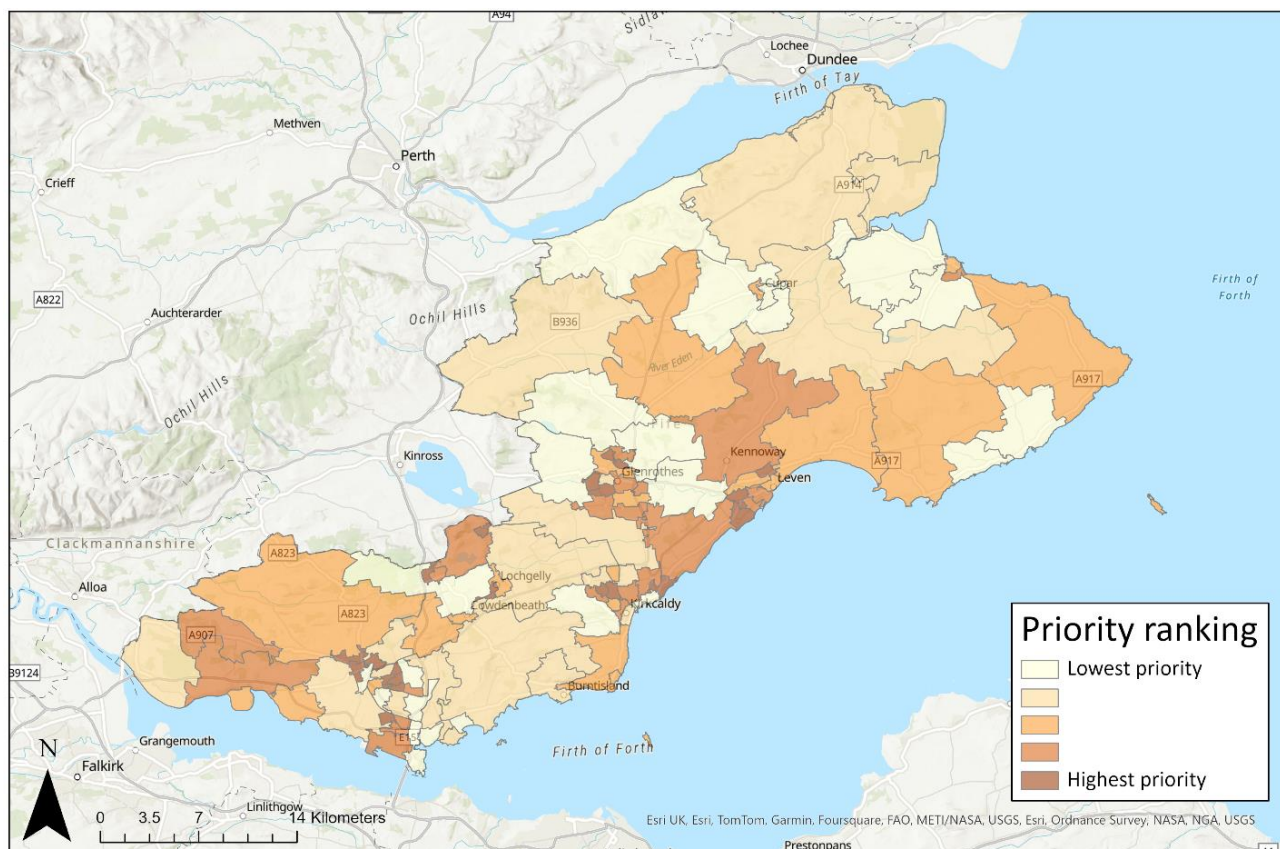
The network plan is shown in Appendix A. The routes which make up the network are likely to be of different standards, depending on anticipated usage and whether they are in urban or rural areas. Six standards have been identified and are indicative of what might be appropriate in different locations, though the exact design for any individual part of the network will be considered later. The standards are developed from those recommended best practice guidance, especially in [Cycling by Design](#) and the [National Roads Development Guide](#) and are shown in Appendix B.

It is recognised that not all of the network can be delivered at once, and that choices will need to be made about which routes should be improved first. These choices are based on the objectives for the ATSAP, which suggest that, in general, higher priority for delivery of active travel routes should be provided to:

- Those parts of Fife that have higher population density, active travel's contribution to the just transition to net zero carbon emissions largely arises from its potential to elicit mode switch from car, which primarily comes where there is potential to change short car trips to active travel, which itself is correlated with population density; and
- Those parts of Fife in which community deprivation is higher, as improving facilities in these areas is most likely to provide benefit in providing fair access to daily services.

When combining these two factors (with equal weighting), and comparing parts of Fife at an Intermediate Zone level, priority areas for delivery are as shown in Figure 1.

**Figure 1. Fife Strategic Active Travel Network: prioritisation of delivery**



However, this map will not be the only determinant of prioritisation of active travel schemes. In addition, Fife Council will prioritise the delivery of specific active travel routes responding to aspirations including those of Community Action Plans (CAPs)<sup>20</sup>, Local Place Plans<sup>21</sup> (LPPs), Area Transport Plans (ATPs)<sup>22</sup> and local community groups to:

- Improve safety at specific problem locations;
- Provide high quality active travel routes to/from rail and bus stations, so that active travel can play its part to improve access to public transport;
- Address transport poverty, by enabling active travel in those parts of Fife where transport options are limited; and

<sup>20</sup> Community Action Plans set out a clear vision for a community with priorities supported by local people, a timeline for achieving them, and options for implementation. They are often used to facilitate collaboration between local groups and to guide investment and funding applications. In Scotland, CAPs generally sit within an area's Community Planning Partnership and Local Outcomes Improvement Plan, and are also known as Locality Plans under the Community Empowerment (Scotland) Act (2015). These plans can address various themes or focus on specific issues, such as active travel.

<sup>21</sup> Local Place Plans have been introduced by the Scottish Government across Scotland to encourage communities to be active participants in planning for their futures. Local Place Plans are community-led plans setting out proposals for the development and use of land, including active travel. They set out the aspirations of community groups for their areas. They have a role in helping those responsible for planning for Fife's future to work and plan with local communities, to improve lives and create better places. Local Place Plans registered in Fife can be viewed at [www.fife.gov.uk/LPPregister](http://www.fife.gov.uk/LPPregister). Many new Local Place Plans are anticipated to be registered in Fife in 2024.

<sup>22</sup> Area Transport Plans are being developed by Fife Council for each area in Fife. The plans cover all forms of transport including active travel and use in depth consultation to gather views of the people who live and work in each area. These plans set out the aspirations for that area from a community perspective. More information can be found at [Local Area Transport Plans | Fife Council](http://www.fife.gov.uk/LocalAreaTransportPlans)

- Adopt a pragmatic approach to delivery of active travel schemes, with flexibility to respond to specific needs as they arise, including for example the potential to provide links to new developments or to complete good value missing links within existing networks.



In addition, barriers in the current active travel network will be assessed and improvements made to improve the accessibility of the network. This will include improving surfacing, gradients and widths on existing paths to improve accessibility.

The process for agreeing projects will involve local councillors in each of the seven areas in Fife. Once yearly funding has been allocated to active travel meetings will be held with all councillors on an area basis. During these meetings the infrastructure project to be taken forward in that area that year will be discussed and agreed with councillors. The projects will come from the three avenues detailed above:

- The prioritisation system
- Community projects (from CAPs, LPPs and ATPs)
- Barrier removal

## 4.2 Supporting measures

Whilst the provision of new and upgraded infrastructure is critical to supporting an increase in active travel, this must be supplemented by appropriate measures to support cultural and behavioural change by all transport users. Fife Council needs everyone's support to help deliver a culture where active and sustainable travel is normal.

Given the size of Fife, the population within it and the wide range of individual circumstances, behaviours and attitudes, it cannot be expected to encourage every person living, working or travelling in Fife to travel actively for every journey, all of the time. However, evidence from many projects delivered across Scotland and the UK shows that appropriate, well-targeted measures can encourage a significant proportion of a target population to change travel behaviour.

A range of approaches will be required; appropriate to the needs and preferences of different target groups, and delivered using the right messages, at the right time, and through mechanisms that people are exposed to and trust. No one message will appeal to everyone and sometimes the same individual will respond to different messages at different times. Ongoing work will be needed to ensure that behaviours are sustained over time.

Fife Council is already working to influence travel choices for those living and working in Fife by promoting active travel. One example is working with pupils to develop school travel plans, this encourages behaviour change at an early age and influences the rest of the family, promoting active travel to a larger audience. In May 2024, 70% of primary schools and 18% of secondary schools in Fife had an up-to-date Travel Plan.

### 4.2.1 Prioritising delivery

The decisions about where to focus efforts on providing supporting measures should be guided by the priorities for implementation of active travel routes described in section 4.1; in general, this is in the more densely populated communities, and in communities experiencing higher deprivation. Furthermore, delivering initiatives and programmes alongside the completion of new or improved infrastructure will ensure that the benefits of the investment are maximised.



The exact balance of measures to be delivered in any given community will depend on a range of factors, including:

- The availability of high-quality active travel routes (encouraging change is easier when there is an attractive option to promote);
- The particular demographics and needs of local communities;
- Local priorities as identified in CAPs, LPPs and ARPs;
- Other ongoing/planned activity to promote active/sustainable travel or for other complementary outcomes (such as public health promotion, access to employment, environmental initiatives);
- Existing capacity (of Fife Council, its partners, stakeholders and within local communities) to promote and/or deliver interventions;
- Availability of funding to assist delivery.



The SEStran People & Place active travel behaviour change programme also sets priorities for delivery of measures, focussed on three key themes:

- Schools and Young People: tailored support packages for schools, nurseries and youth groups;
- Workplaces: tailored support packages for employers (including further education facilities);
- Accessibility and Inclusion: measures to support people that are often excluded from walking, wheeling and/or cycling, making active travel options more accessible and enjoyable for everyone.

Fife Council, as a SEStran constituent authority, will work with SEStran to deliver programmes and initiatives aligned with these priorities.

In the 2022-2023 academic year, 2,117 pupils completed Bikeability level 1, 1062 pupils completed Bikeability level 2, and 36 pupils completed Bikeability level 3.

### 4.2.2 Community-focussed activities

There is already a huge wealth of activity underway to build upon, through programmes and initiatives currently delivered or being planned by Fife Council and a range of third-sector delivery partners. Supporting measures will complement and build upon these local and regional initiatives and programmes; there will be useful insight and lessons learned that can be used to inform delivery of future work.

Fife Council will work to support community capacity where it already exists but prioritise its own efforts in the areas where there is no community action, focussing especially on more deprived communities.

#### Case Study – Pittenweem-Anstruther Joint Shared Use Path Group

In 2014, local enthusiasts, primarily from the Anstruther Community Council, called a meeting to seek volunteers interested in developing cycle paths in the Anstruther area. This initiative followed the Mouchel Report, promoted by Fife Council, which assessed the feasibility of a coastal cycle path from Kirkcaldy to the Tay Road Bridge. The report included routes through Anstruther and Cellardyke, incorporating existing cycle paths and new proposals. The meeting resulted in the formation of a small Working Group, which became a subgroup of the Community Council.

The first public consultation, held in 2015, gathered feedback and established a list of priorities. Since then, two miles of shared use path have been constructed, stretching from Kilrenny through Cellardyke to Dreelside Park in the west. The initial constructions were on Fife Council-owned land, making acquisition

relatively straightforward. For other areas, after initial meetings with landowners and tenants, Fife Council's Estates and Legal Departments handled the acquisition and payments.

The Working Group secured funding for this work, enabling match-funding from Sustrans and Fife Council. They obtained grants from various bodies, raised money themselves, and organized Dr Bike and Bike Swap sessions to provide free repairs and bikes to those who could not afford them. Group members also participated in Bikeability sessions for P6 and P7 pupils. In partnership with Fife Council, the Community Council has created a list of Small Works to be undertaken around the town, including signage, dropped kerbs, and cycle stands.

A further consultation was held in October/November 2021. This cross-border event with Pittenweem Community Council led to the creation of a Memorandum of Understanding. Consequently, a Joint Shared Use Path Working Group was established with its own Terms of Reference. The routes for new shared use paths have been agreed upon.

The range of measures recommended within this strategy are based on the main categories of influence identified in section 2.4; information, enablers of change, and encouragement to change. These are summarised below, and more detailed actions are contained in the Action Plan. Measures will need to be refined as more detailed planning work is undertaken to determine the scope and target groups of specific initiatives.

### 4.2.2.1 Information

Increasing active travel requires:

*"The right information, so that people know what routes and opportunities to travel actively are available to them"*

In broad terms, this will include a combination of measures to:

- Improve and widely-disseminate printed and web-based information on active travel opportunities;
- Create up to date mapping of active travel routes and associated infrastructure (such as locations of cycle parking);
- Improve route signage and wayfinding, to ensure that routes are easily identifiable and easy to navigate.

### 4.2.2.2 Enabling change

Increasing active travel requires:

*"The right enablers of change so that people who feel unable to travel actively can try it (access to bikes, cycle training, led walks)"*

In broad terms, this will include a combination of measures to:

- Provide affordable access to bikes and associated equipment (lights, locks, helmets) to individuals and businesses for whom cost is a barrier (to include a range of types of cycles such as conventional, adapted, e-bikes, cargo bikes);
- Expand the provision of cycle training for children in primary schools;
- Expand the provision of adult cycle training in communities;
- Expand the provision of cycle parking and storage at key destinations and, where required, near people's homes;
- Continue to support local activities being delivered to provide bike maintenance, repair and security services;



- Provide confidence-building sessions (such as led cycle rides, led walks, buddying) to support people to use the infrastructure, improving familiarisation and confidence.

### 4.2.2.3 Encouraging change

Increasing active travel requires:

*"The right attitudes, so that more people perceive active travel options as attractive and relevant to their journey choices or leisure time activities"*

In broad terms, this will include a combination of measures to:

- Undertake promotional campaign activities, including collaboration on delivery with partners such as health promotion teams, using a broad range of media to reach out into target communities;
- Support primary and secondary schools to develop or update their School Travel Plan; to promote active travel to pupils, parents/carers and staff;
- Support and build upon existing initiatives being delivered by workplaces/key trip attractors, to promote active travel to staff and visitors;
- Deliver community events (either bespoke events or alongside other planned events) in a range of locations to provide engaging activities (such as family rides and walks, bike maintenance, repair and security marking, activities for children, provision of printed maps and information).

### 4.2.3 Maximising potential for change

The previous section provided an overview of supporting measures focussed on local communities, schools and workplaces. Furthermore, there are actions that Fife Council will lead on to maximise the value of the investment made, and to expand capacity to deliver an increase in active travel:

- **Ensure provision of active travel infrastructure within new developments:** Fife Council as Planning Authority will ensure proposed developments are provided with adequate active travel infrastructure to mitigate adverse impacts of the proposed development, by condition or legal agreement. Planning applications must be dealt with on their own merits. The provision of active travel infrastructure is a material consideration in the determination of a planning application, but it requires to be read in conjunction with all the other relevant policies and strategies set out in National Planning Framework 4 (NPF4)<sup>23</sup> and the development plan, together with any other relevant and related material considerations. The complete assessment of the proposal will be made by the Planning Case Officer in due course.
- **Improve maintenance of active travel infrastructure:** Active travel routes will be maintained (including being gritted, cleared, vegetation and litter removed, drainage issues resolved, and cleaning and repair of signage) to ensure that they are available, safe and pleasant to use all year round. Fife Council will prioritise winter maintenance according to the priorities of the LTS. There will be a presumption that any new active travel routes will be constructed to an adoptable standard.

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<sup>23</sup> NPF4 has a strong emphasis on sustainable travel. It includes the creation of a walking, cycling and wheeling network across Scotland as a national development; the national spatial strategy encourages development which is accessed by sustainable travel; and policy 13 on sustainable transport seeks to 'encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably'. The next version of the Fife Local Development Plan will promote a place-based approach to consider how to reduce car dominance and is expected to prioritise locations for future development that can be accessed by sustainable modes.

- **Continue the work of the Active Travel Working Group (ATWG):** Fife Council established the ATWG at the outset of work to develop the ATSAP. This is a cross-functional group that brings together representatives from different Fife Council departments, with some third-sector representation. The group's purpose is to ensure broad support for the ATSAP from within Fife Council. Going forward, the ATWG will define its Terms of Reference and members will work together to develop and implement initiatives; delivering better integration of planning and delivery of active travel improvements.
- **Establish an active travel forum:** There are already strong community interest in active travel in some parts of Fife. Establishing a forum would bring together community members, organisations, and businesses to collaborate on promoting active travel. The forum could identify community needs, develop and implement active travel initiatives, and advocate for policies and infrastructure that support active travel. Fife Council will lead on facilitating the forum and alongside this, deliver community wealth building support for those communities in Fife who are less engaged in active travel issues.

Active travel data collection in Fife is ongoing with investment in and upgrade of existing permanent active travel counters and development of new sites to monitor active travel behaviour; making best use of new technology and collation facilities to support additional investment and assist with monitoring. Between July 2023 and July 2024, Fife Council collected data from two pedestrian, six pedestrian and cycle, and 53 cycle counters, gathering data on the number of pedestrians or cyclists who pass the counters. Fife Council also gathers data on traffic volume and speeds to help inform active travel routes.

During the planning of the new Dunfermline Learning Campus active travel routes were planned to link the site into the existing network in Duloch Park and beyond. These routes have been provided and allow staff and students the opportunity to travel actively to the campus, the new routes joining into the existing routes to expand the network.



## 5. Action Plan

The actions to deliver the strategy are set out below. Following the guidance of the LTS, these are suggested for approximately the next 10 years. It is recognised that improving all active travel routes in Fife is likely to take longer than this, but that revisions to this strategy and action plan will be required in order to respond to changing requirements.

The key for timeframe delivery is:

- Short: within approximately 1 year
- Medium: within approximately 2-4 years
- Long: within approximately 5-10 years

Reference	Action	Timeframe
<b>Action 1</b>	Continue delivery of infrastructure schemes in development	Short
<b>Action 2</b>	Engage with partners and ATWG members to determine medium term funding potential for delivery of infrastructure and of supporting measures, ensuring that internal services and external partners work together to maximise funding potential	Short
<b>Action 3</b>	Engage in the development of Area Transport Plans, Local Place Plans and Community Action Plans to determine which top priority schemes are to be delivered first in each area of Fife, in accordance with the ATSAP prioritisation guidance	Short
<b>Action 4</b>	Audit, plan and commence concept/detailed designs for priority infrastructure schemes to progress to construction in years 2-4	Short
<b>Action 5</b>	Identify the requirements of the SEStran People & Place transition year for 2024/25 and determine how it will influence Fife's priorities for supporting measures	Short
<b>Action 6</b>	Update online mapping of active travel routes	Short/Ongoing
<b>Action 7</b>	Work to promote active travel in Fife through promotional campaigns and activities, based on the updated online mapping	Short/Ongoing
<b>Action 8</b>	Collate information on community capacity in each of the seven areas of Fife to be able to deliver active travel initiatives	Short
<b>Action 9</b>	Review and amend approaches to development planning to ensure that potential for funding active travel infrastructure and supporting measures is maximised	Short
<b>Action 10</b>	Agree the Terms of Reference for the ATWG to ensure it supports the delivery of this action plan	Short
<b>Action 11</b>	Establish and agree the Terms of Reference for Fife's Active Travel Forum	Short

Reference	Action	Timeframe
<b>Action 12</b>	Establish Fife Council's protocols for winter maintenance of active travel routes and for ensuring all new routes are constructed to an adoptable standard	Short
<b>Action 13</b>	Develop/update Travel Plans for all primary schools in Fife	Short/Medium
<b>Action 14</b>	Maintain the existing automatic active travel counters and data collection system	Short
<b>Action 15</b>	Renew the automatic active travel data collection system to maintain data collection after the 2G/3G mobile network switch off	Medium
<b>Action 16</b>	Delivery of the top priority infrastructure schemes, and promote them to their target communities	Medium
<b>Action 17</b>	Develop concept/detailed designs for priority schemes to progress to construction in long term	Medium
<b>Action 18</b>	Establish a comprehensive access to bikes (and associated equipment) scheme in at least the higher-priority (higher population density and higher deprivation) areas of Fife	Medium
<b>Action 19</b>	Establish a comprehensive cycle training programme for school pupils scheme in at least the higher-priority (higher population density and higher deprivation) areas of Fife	Medium
<b>Action 20</b>	Continue to work to promote active travel in Fife through promotional campaigns and activities, based on the updated online mapping	Medium/Ongoing
<b>Action 21</b>	Deliver community wealth building support to those communities in Fife that are less engaged in active travel promotion by providing cycle training for adults and children, affordable access to bikes and associated equipment, confidence building sessions and other support as appropriate to those communities	Medium
<b>Action 22</b>	Determine the improvements that are needed to signage and wayfinding to deliver comprehensive provision on active travel routes across Fife	Medium
<b>Action 23</b>	Develop/update Travel Plans for all secondary schools in Fife	Medium
<b>Action 24</b>	Develop/update Travel Plans for all Council-operated nurseries in Fife	Medium
<b>Action 25</b>	Engage with major workplaces/key trip attractors to encourage them to develop/update Travel Plans	Medium
<b>Action 26</b>	Establish a comprehensive cycle training programme for school pupils in all areas of Fife	Long
<b>Action 27</b>	Deliver comprehensive signage and wayfinding on active travel routes across Fife	Long

Reference	Action	Timeframe
<b>Action 28</b>	Deliver all active travel infrastructure improvement schemes in the priority areas of Fife	Long
<b>Action 29</b>	Develop concept/detailed designs for second priority schemes to progress to construction in long term	Long

## 5.1 Delivery risks

There are risks to the delivery of these actions, which Fife Council and partners should monitor and mitigate.

The primary risk relates to lack of resource: of funding for delivery of actions and of capacity of staff resource to develop and manage that delivery. Fife Council are recommended to engage closely with potential funders and strongly make the case both within the Council and to partner organisations to seek a strong and reliable funding stream.

Other key risks are:

- Delays or uncertainties to other programmes (including the development of the People and Place active travel behaviour change projects and the Area Transport Plans) delaying progress on actions;
- Lack of funding/resource to effectively maintain active travel infrastructure to a high standard, and to sustain supporting measures projects;
- Competing priorities for available funding;
- Technical delivery challenges (such as competing priorities for road space between different modes, land acquisition (including landowner engagement, legal considerations), utilities constraints, legal processes to introduce Traffic Regulation Orders (TROs));
- Inconsistent levels of community capacity for delivering actions leading to inefficient delivery;
- Community capacity to support change being generally greater in more affluent areas, leading to action being inadvertently focussed in areas that are not the highest priority for intervention.



## 6. Monitoring & Evaluation Framework

This section provides a framework to monitor and evaluate the effectiveness of the Fife ATSAP in meeting its objectives.

This framework is intended:

- To enable continuous improvement in project delivery processes;
- To demonstrate the value for money (or lack thereof) of each intervention to learn lessons for future delivery of active travel projects in Fife;
- To demonstrate the value of projects and their outcomes to funders and key local decision makers and the residents of Fife; and
- Determine how completely the strategy's objectives have been met.

Evaluation is required of processes, outputs and outcomes. Evidence to support the evaluation should be quantitative where possible, but qualitative evidence will be needed to support this.

Project planning should typically anticipate around 10% of funding to be used for evaluations, which should span at least 3 years post-intervention in order to get a reasonably robust assessment of the effectiveness and cost-effectiveness of interventions.

### 6.1 Indicators and data requirements

Indicators are important monitoring tools that enable progress to be measured against the set objectives. There are four basic types of indicators: input indicators, output indicators, process indicators and outcome indicators, which each have varying data requirements. The four types are introduced below.

- Input and output indicators: resource and monetary input (e.g. expenditure, staff time spent etc) and actions taken, i.e. what has been delivered to promote active travel. In the main, this will be routinely collected by Fife Council and delivery partners, as part of project delivery, though as preparation of this strategy has shown, collation of this information is often challenging.
- Process indicators: quality and effect. Process data will help measure how well the relevant activities are being implemented and received by the target audiences. Monitoring of process indicators will enable continuous improvement in project delivery processes.
- Outcome indicators: what has been achieved (e.g. travel behaviour change) and impact on the overarching policy objectives. In part, outcome information can be collected from surveys of users of specific projects (users of a new path, school children targeted for a behavioural change campaign, etc), but these are rarely sufficient, as travel behavioural choices are often influenced by a range of initiatives, as well as external factors, whilst knowledge of use of other modes is needed if the mode share target for active travel, as established by the LTS, is to be monitored.

Additionally, it is desirable to understand how active travel can and does help contribute to a range of wider impacts, such as improved health and community cohesion, so that the full range of effects and benefits can be captured.

The next section provides the recommended monitoring framework for the strategy. This is grouped according to three sub-categories, described in turn below:

- Mechanisms to gather data on the performance of individual projects that are seeking to promote active travel in Fife;
- Mechanisms to gather contextual information on travel and related issues, to understand how travel patterns are changing more generally; and

- Mechanisms to gather data on the overall outcomes of work to promote active travel, which investigation of the individual components would otherwise miss.

## 6.2 Monitoring and evaluation

### 6.2.1 Project-specific data

The following information should be sought in relation to each project promoting active travel in Fife.

Input data, including:

- Financial expenditure (including source, and whether revenue or capital);
- Input of time by paid staff and/or volunteers; and
- Any other inputs, including support from other organisations.

Output data: details of how much, of what, was delivered. Examples include:

- Number of campaign adverts posted or leaflets distributed;
- Number of events carried out and approximate number of people attending;
- Number of km of improved active travel routes; and
- Increase in housing within a ten-minute cycle of local services.

Process data: information about the delivery of the project, primarily to ensure that relevant lessons are learned for future project delivery. Examples include:

- Qualitative feedback from users about the improvements;
- Local stakeholders' feedback about the appropriateness of the investment made; and
- Delivery staff's views on how delivery could have been improved.

Outcome data: how people's travel patterns have changed. Examples include:

- Number of additional active/sustainable journeys made, or number of extra km walked/wheeled/ cycled;
- Whether these are new journeys or, if replacements for existing journeys, what mode those existing journeys was by;
- What benefit the individual has noticed as a result of changing their travel habits (feeling fitter, better able to access services, etc);
- Whether initial changes in travel habits have been sustained over time; and
- What reasons initiated, and sustained, the change.

Contextual data: a good range of contextual data is available from published national and regional datasets.



### 6.2.2 Wider transport change and support for active travel

The data listed above will provide good evidence of the effectiveness of specific active travel investments. But they do not provide reliable information about wider travel choices, or how changes in travel patterns affect different socio-demographic groups.

To achieve this, new data collection will be required, using the mechanisms outlined below. These could be combined with Fife Council's annual delivery and monitoring plan for the LTS.

### **Stakeholder support**

It is recommended that local business, community and stakeholder support for the ATSAP is regularly assessed, as an indicator to monitor wider impacts of work to promote active travel. This can be measured through discussion in focus groups and/or through undertaking interviews or surveys of their attitudes towards relevant initiatives and continued investment in sustainable travel.

### **Members of the public: quantitative research**

To fully assess the effectiveness of the ATSAP and assess progress towards the achievement of the target for active travel mode share, more detailed information on travel choices and people's attitudes towards different modes is required. Baseline and longitudinal data could be collected through regular quantitative research assessing:

- Modes of travel used;
- Recent changes in modes used, and the reasons for this;
- Attitudes towards different modes of transport;
- Awareness and effectiveness of efforts to encourage uptake of active travel choices; and
- Barriers to future change.

In order to provide reasonable robustness across various socio-demographic characteristics, a sample size of a few hundred responses would be required in each of the areas of Fife.

### **Members of the public: qualitative research**

The qualitative research will provide a valuable dataset to enable Fife Council and its partners deliver more effective interventions to promote active travel outcomes. But it will not be enough to fully understand individuals' barriers to change and their views on current activity to encourage change.

To do this requires qualitative research, which can probe these issues in detail. We recommend regular focus groups are held, at least one in each area of Fife, to which a cross-section of the population is brought together to discuss issues relating to active travel, the effectiveness of on-going projects, and to help to design future interventions in order to make them most effective.

They can also explore how active travel is helping (or not) to contribute to the objectives of the ATSAP.

## Appendix A. Strategic active travel network

The active travel network for Fife is shown on the pages below. An interactive version of the network, which enables viewing at larger scale, is available [here](#).

### Legend

● Nodes

#### Proposed Active Travel Network

— Local Rural

— Local Urban

— Strategic Rural

— Strategic Urban

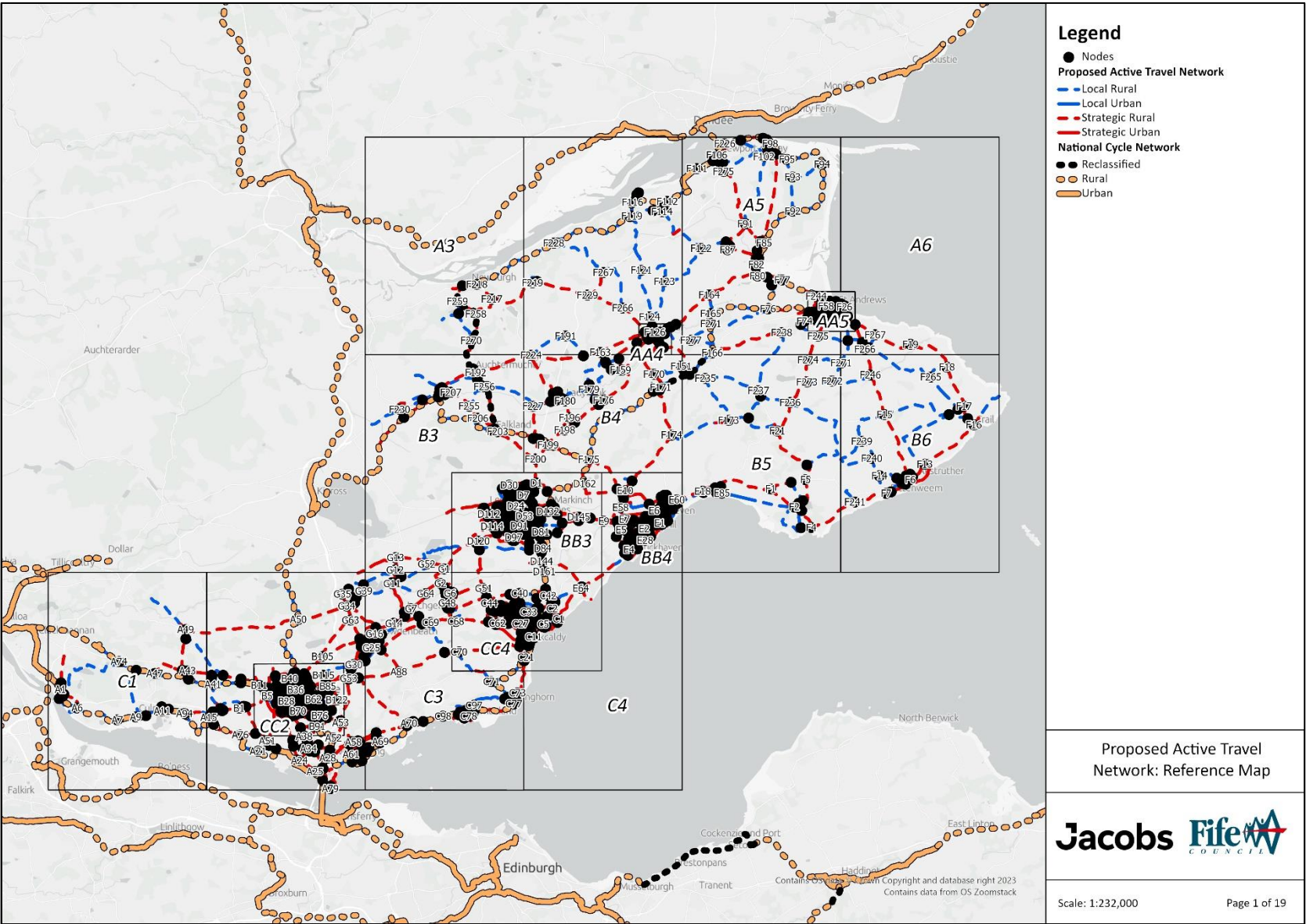
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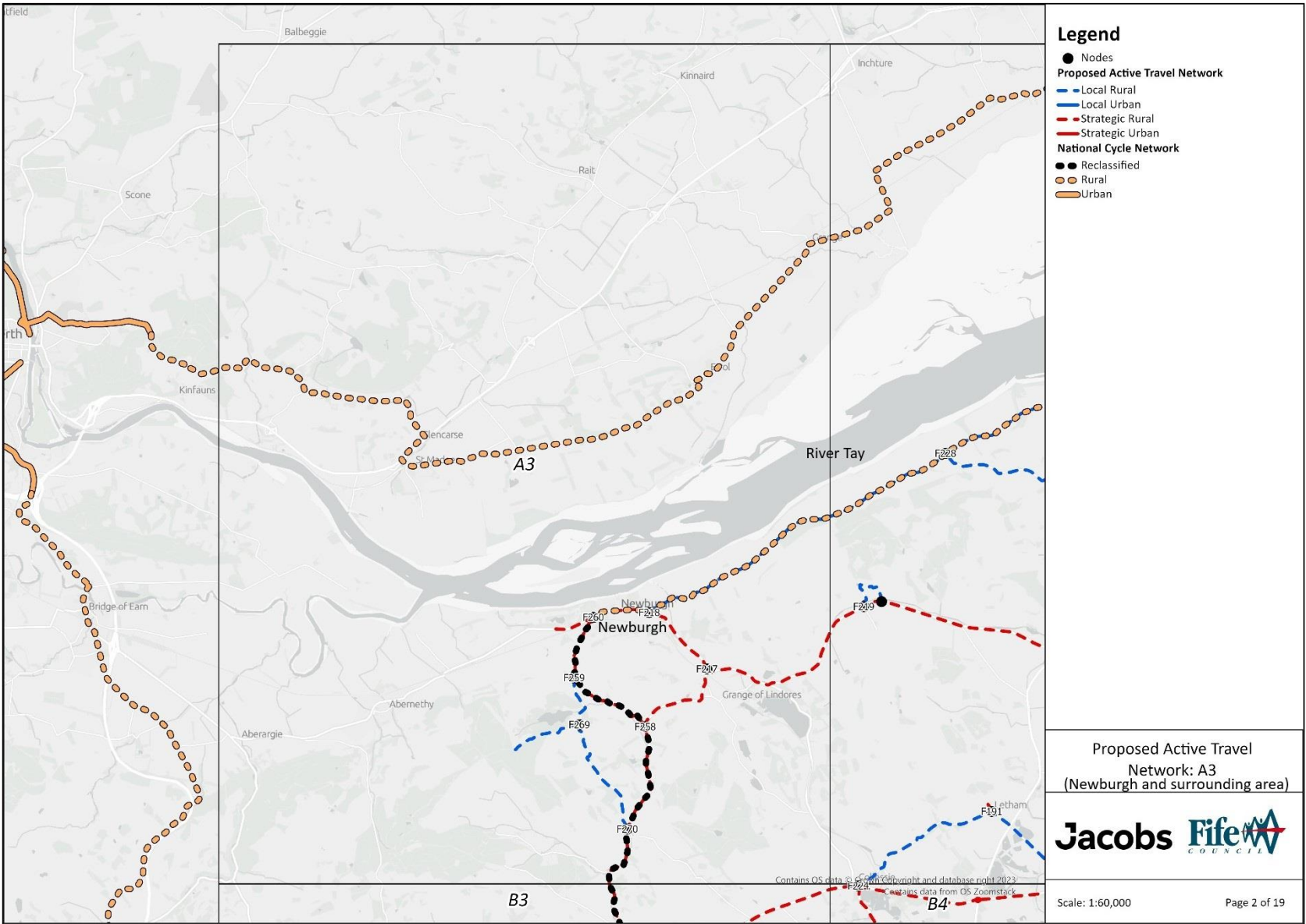
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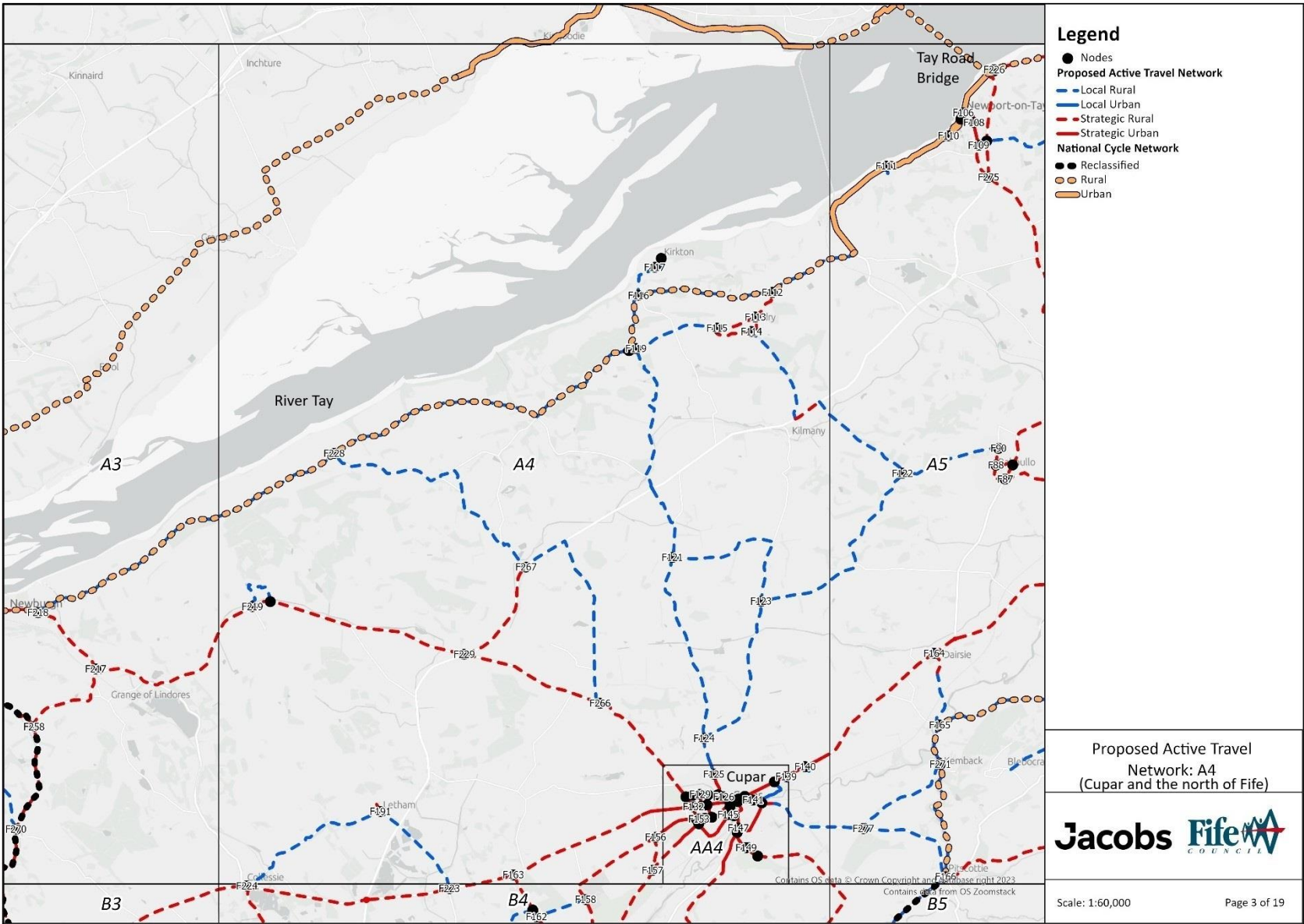
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Active Travel Strategy and Action Plan

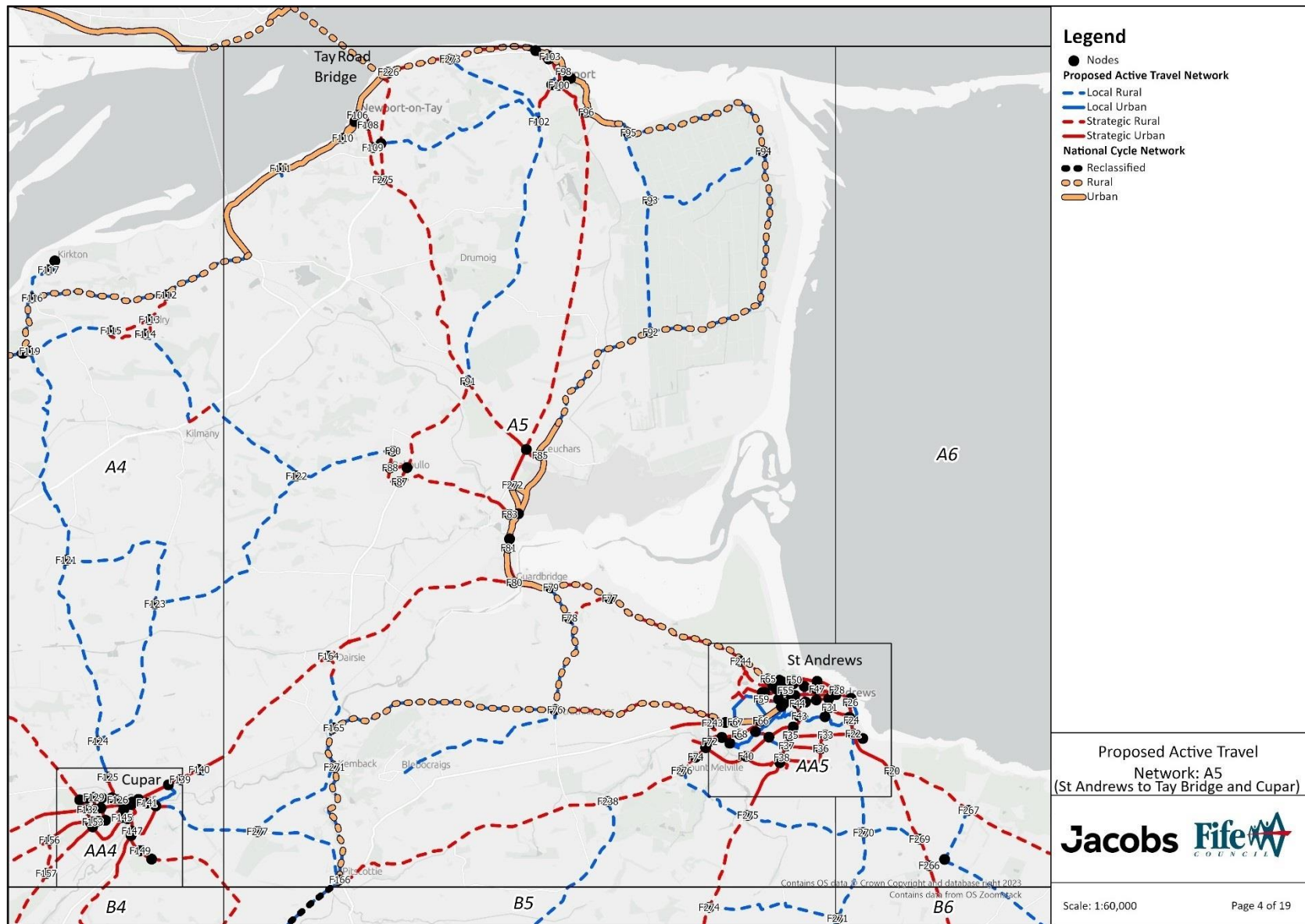




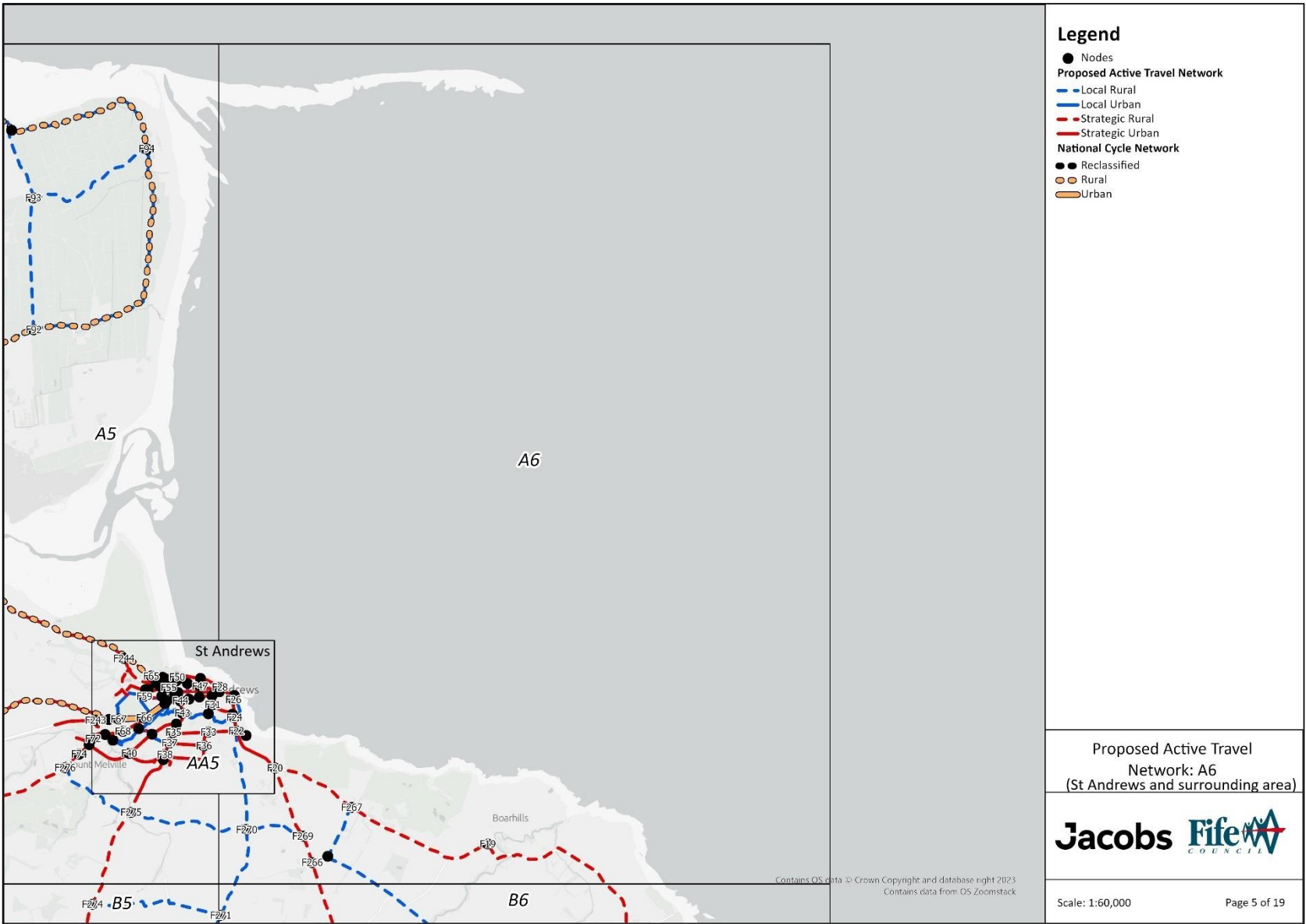




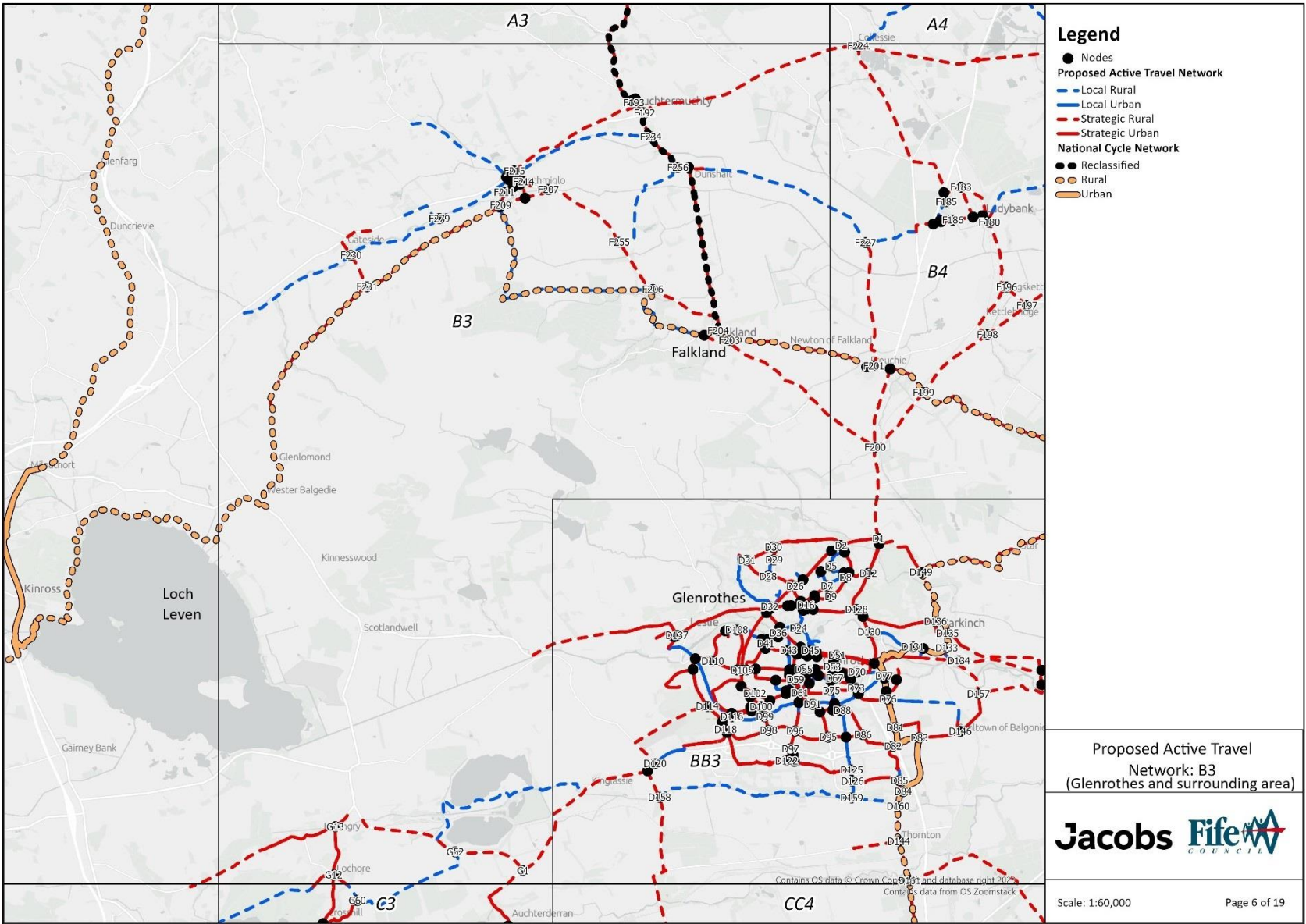
## Active Travel Strategy and Action Plan





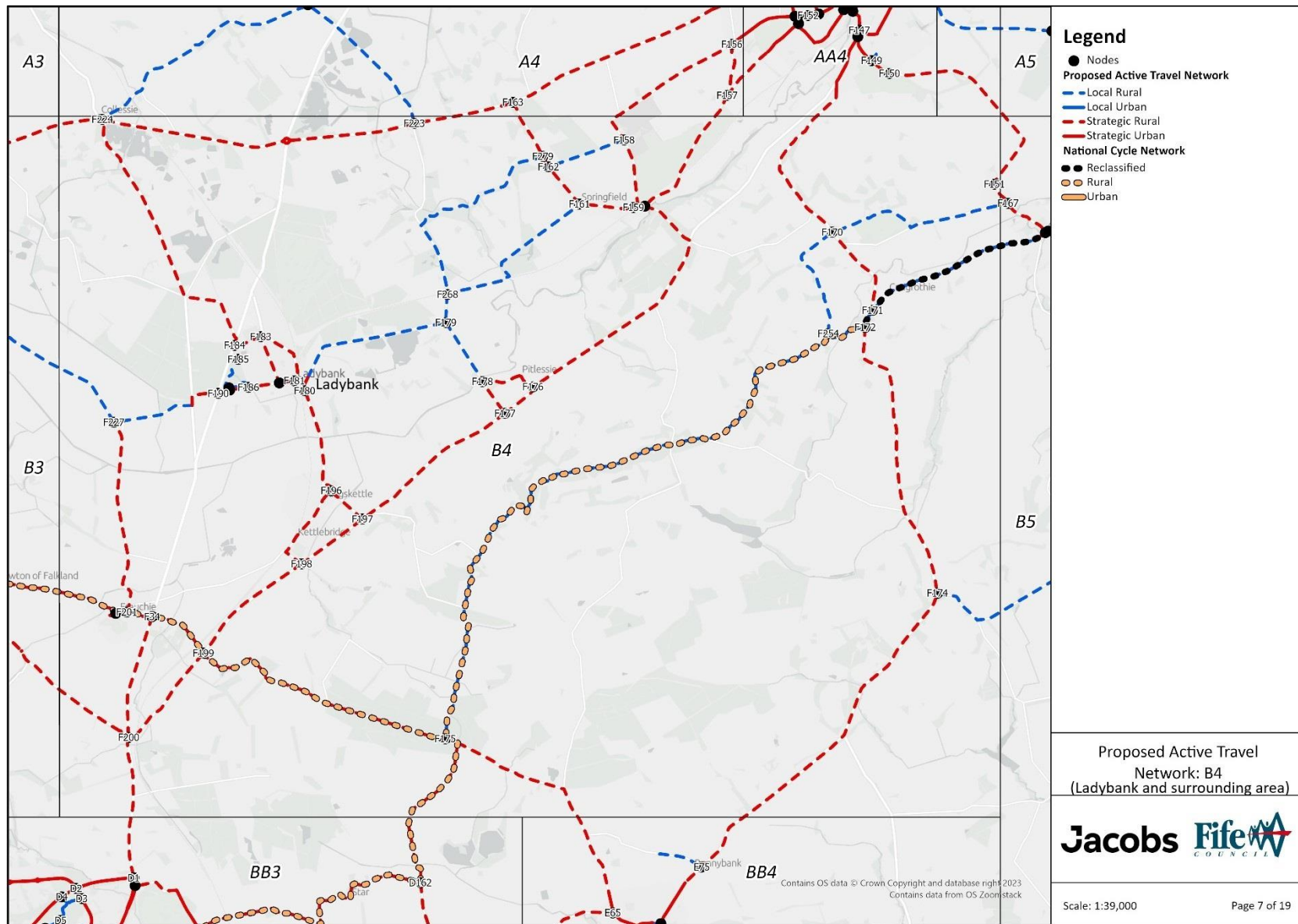


Active Travel Strategy and Action Plan

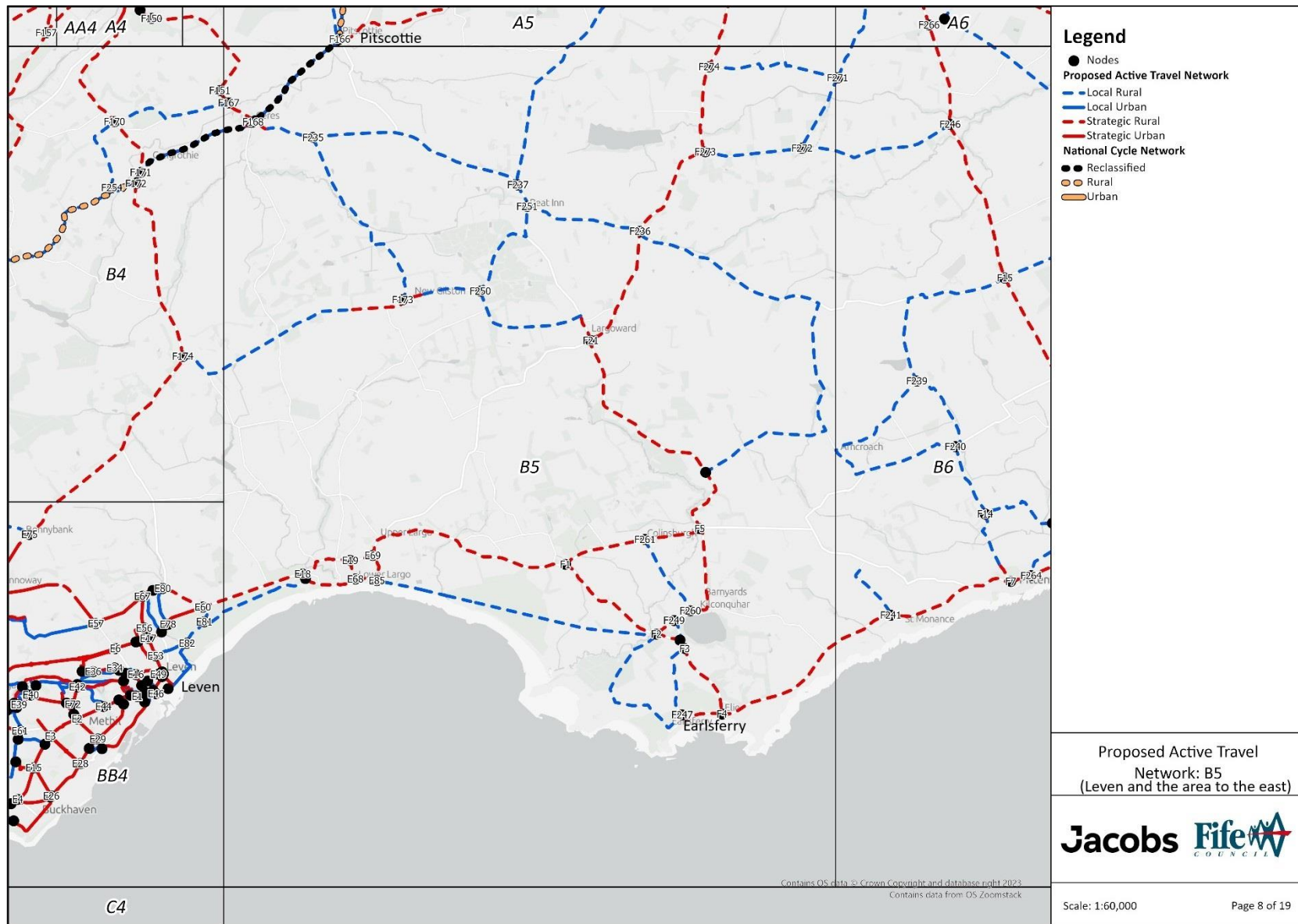




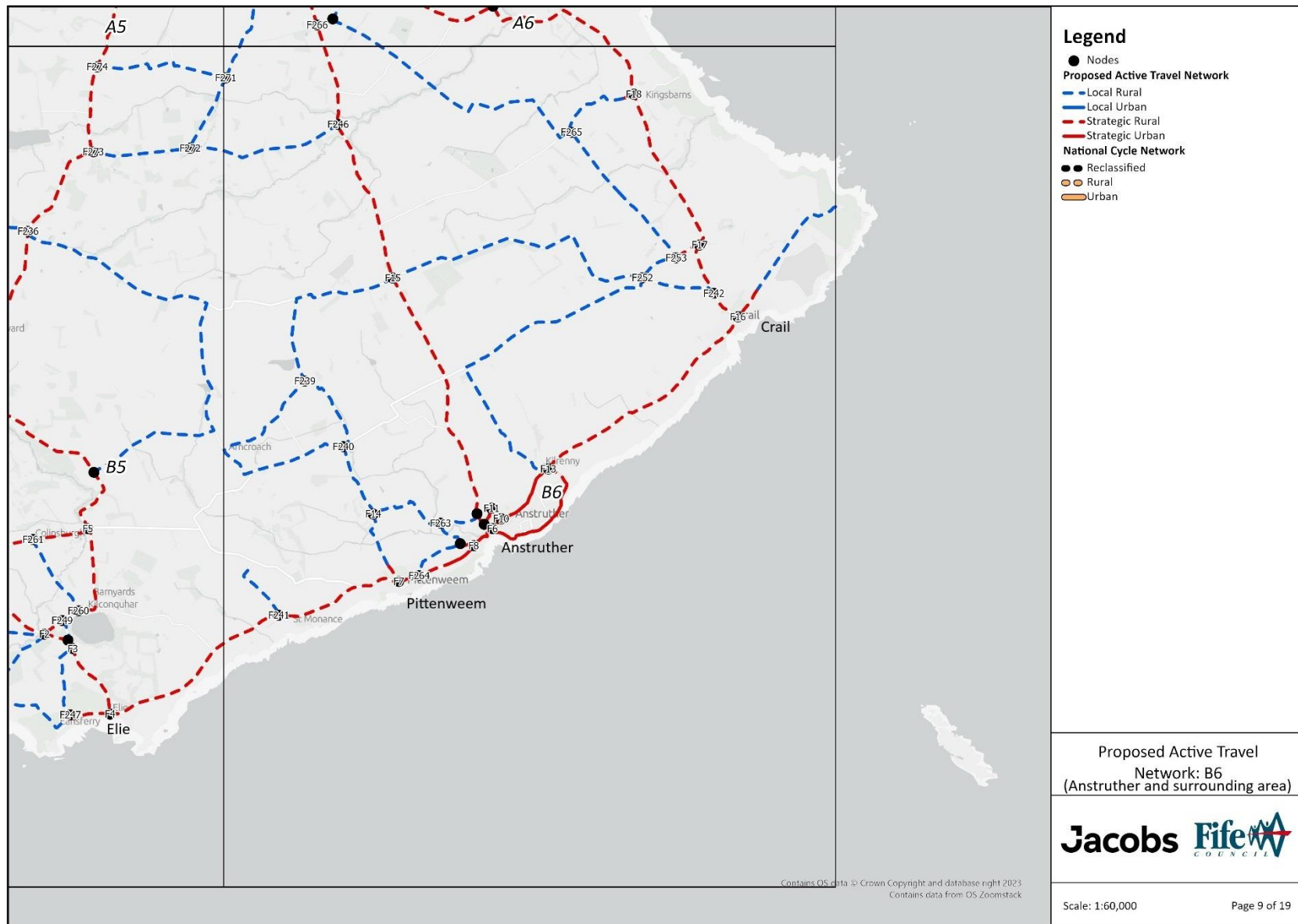
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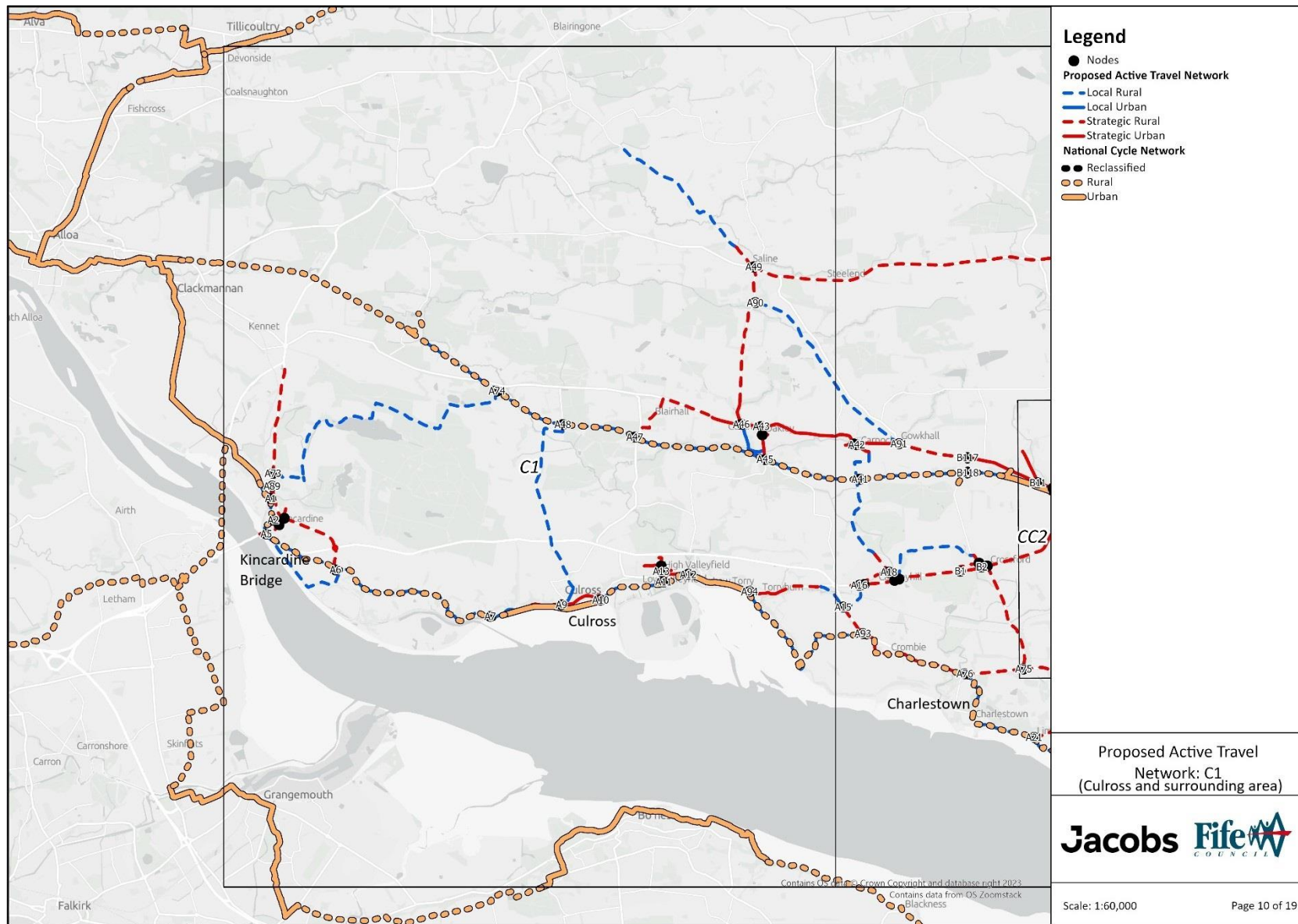


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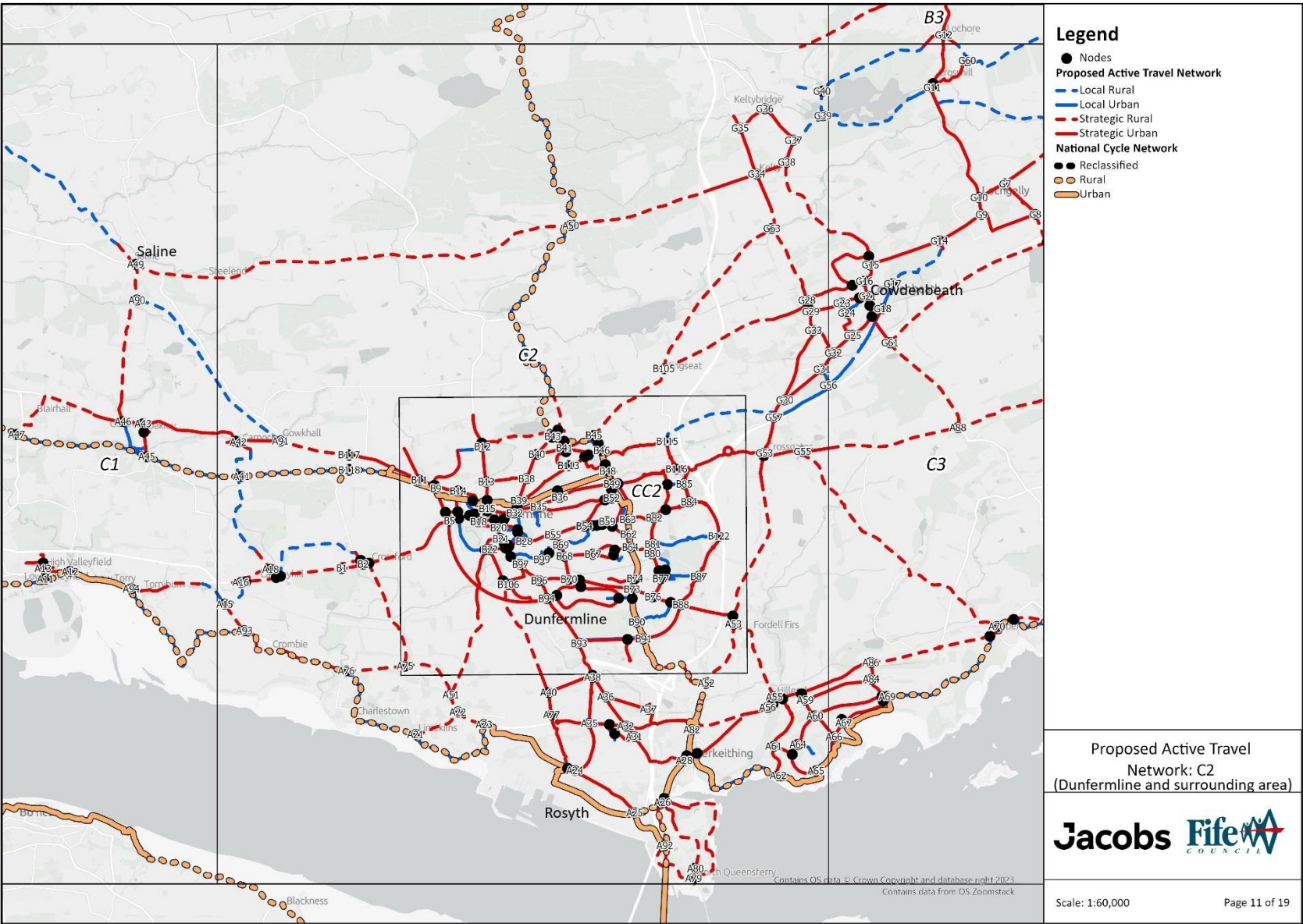




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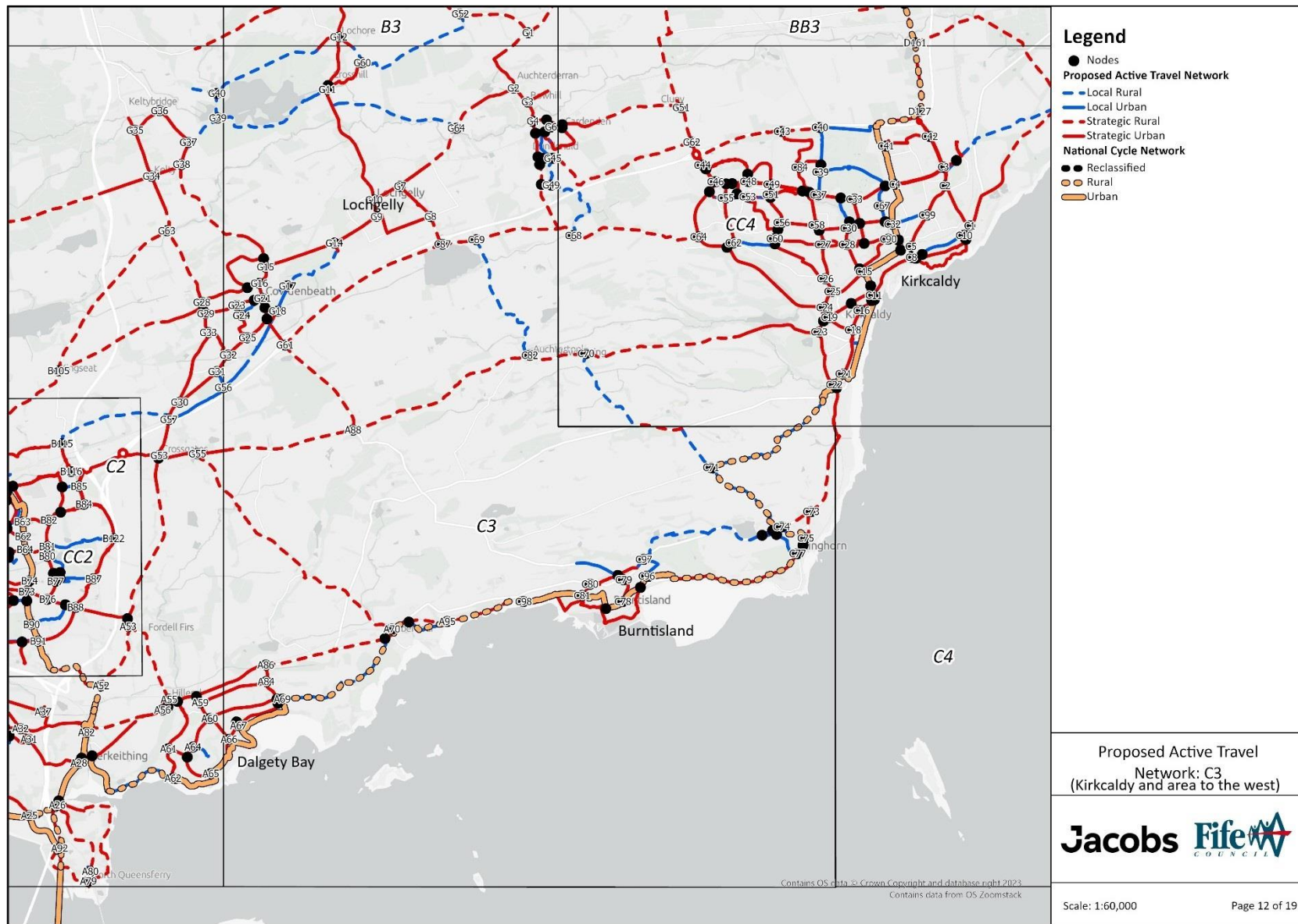


Active Travel Strategy and Action Plan

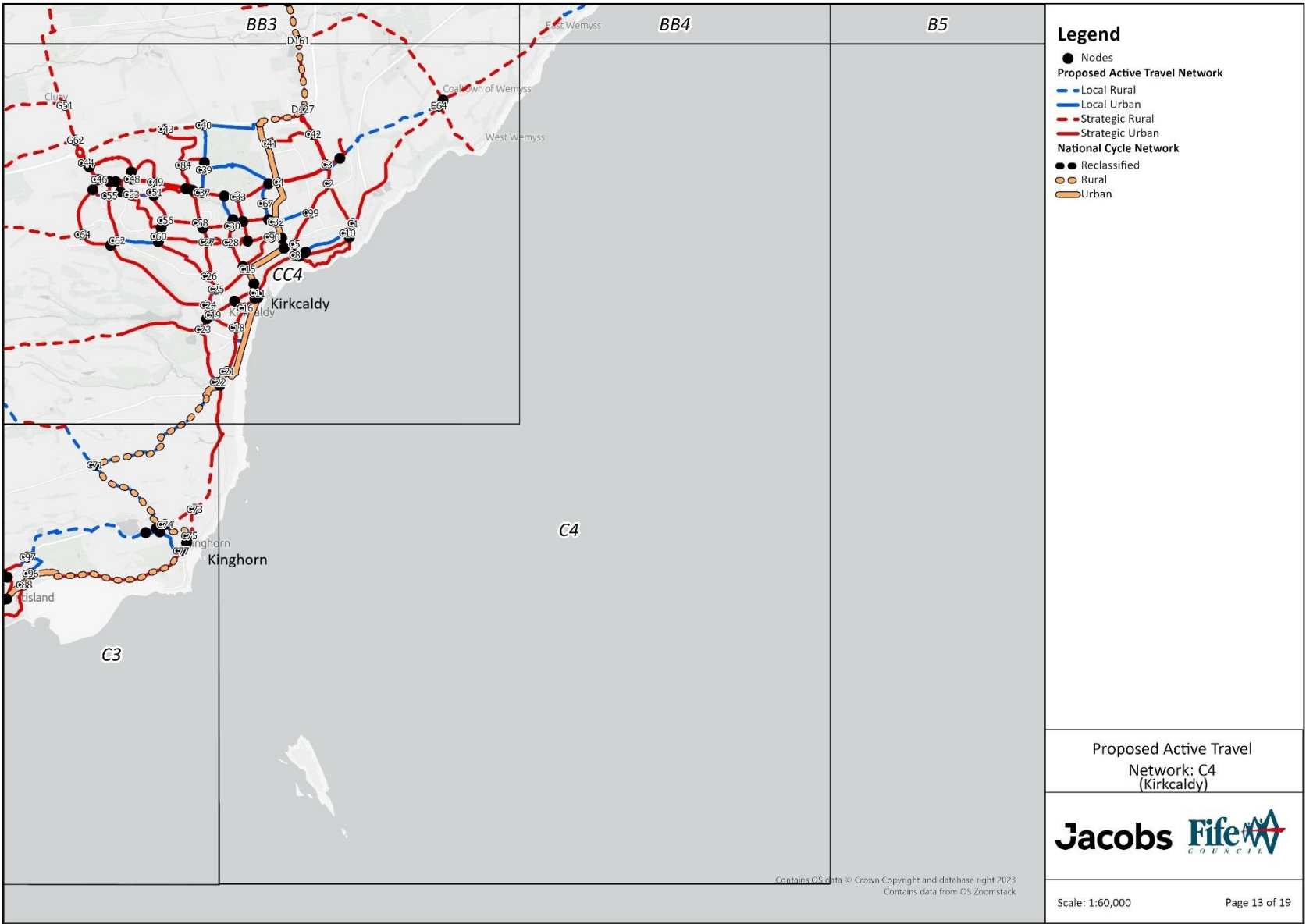




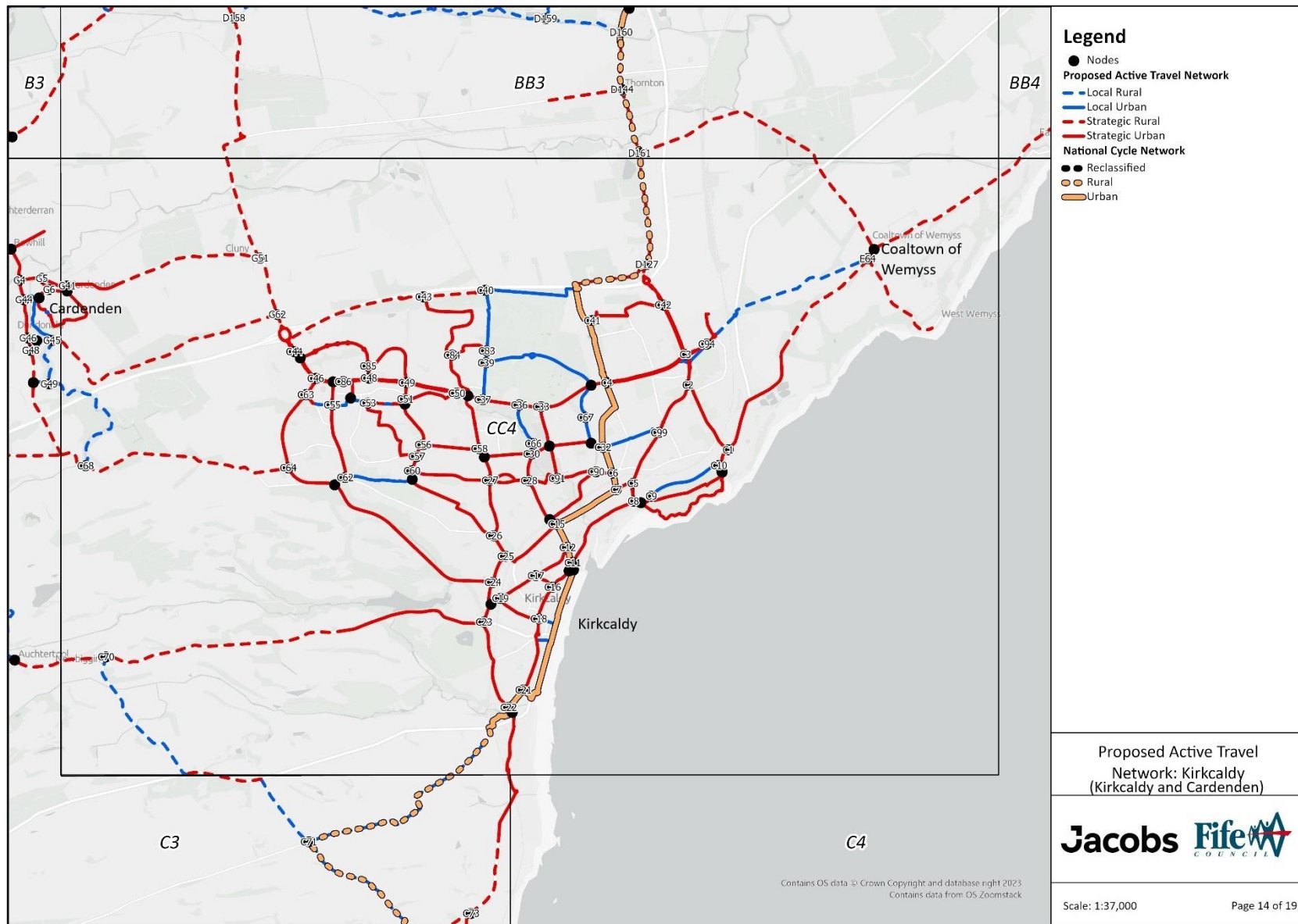
## Active Travel Strategy and Action Plan



Active Travel Strategy and Action Plan

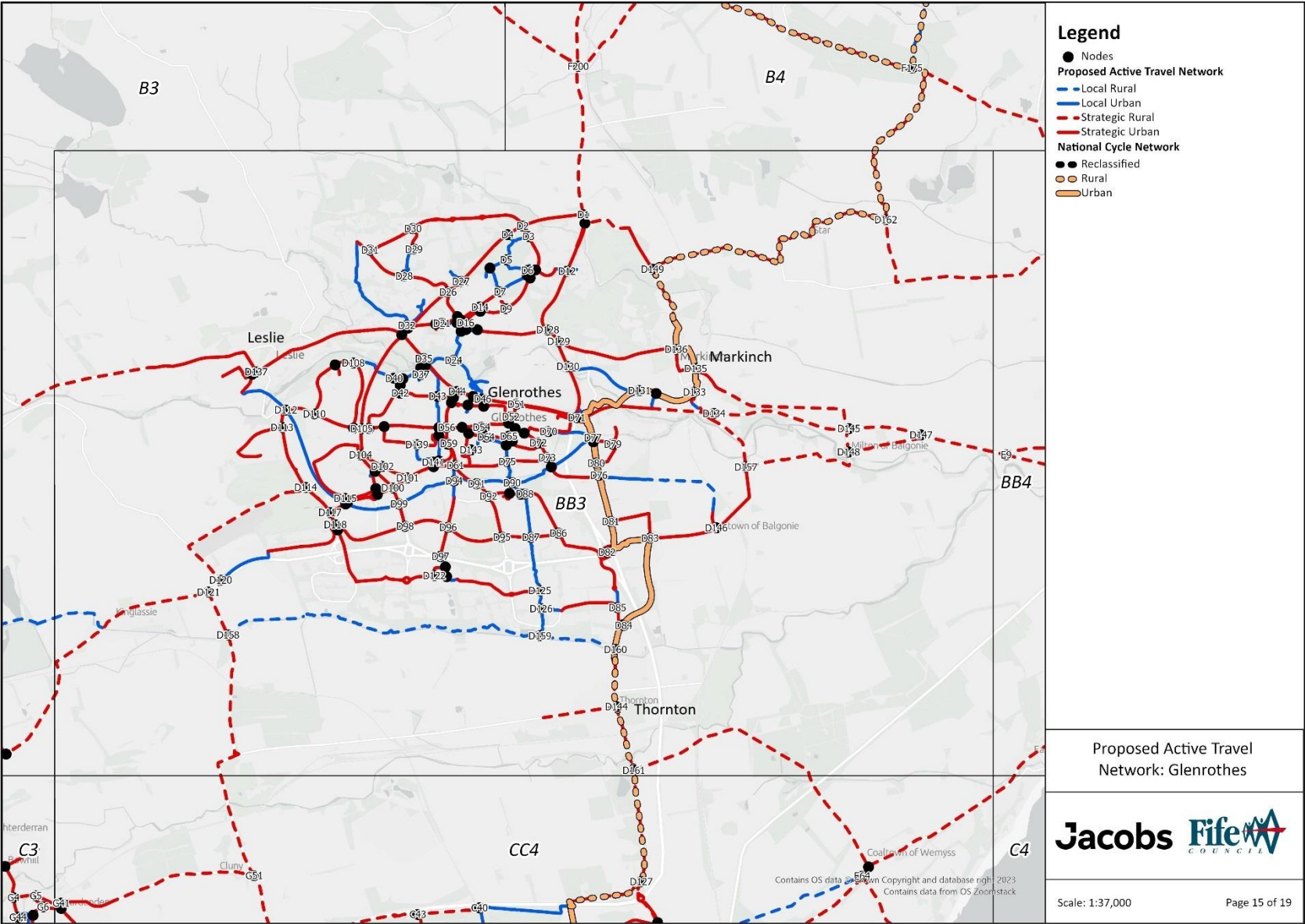


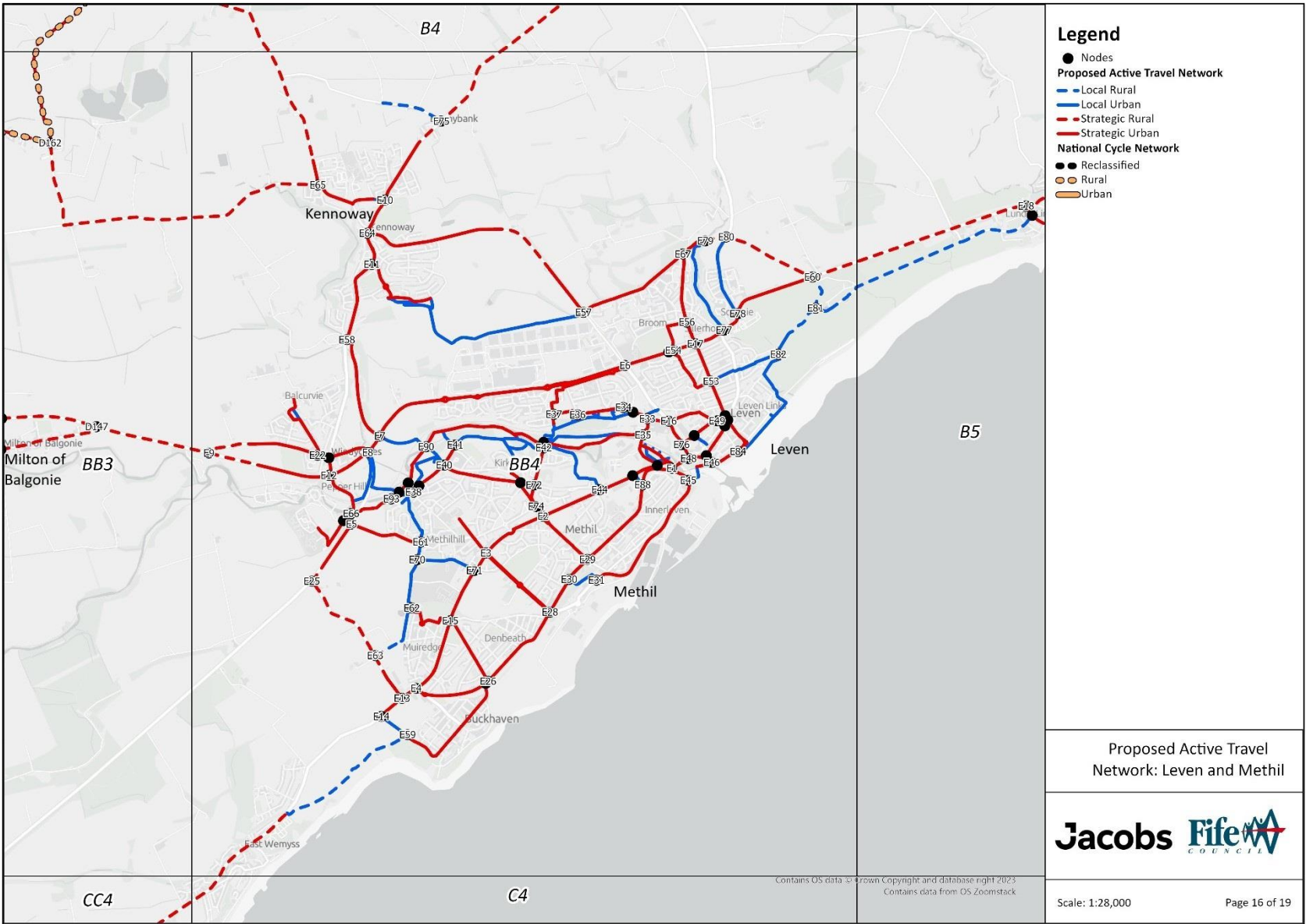
## Active Travel Strategy and Action Plan





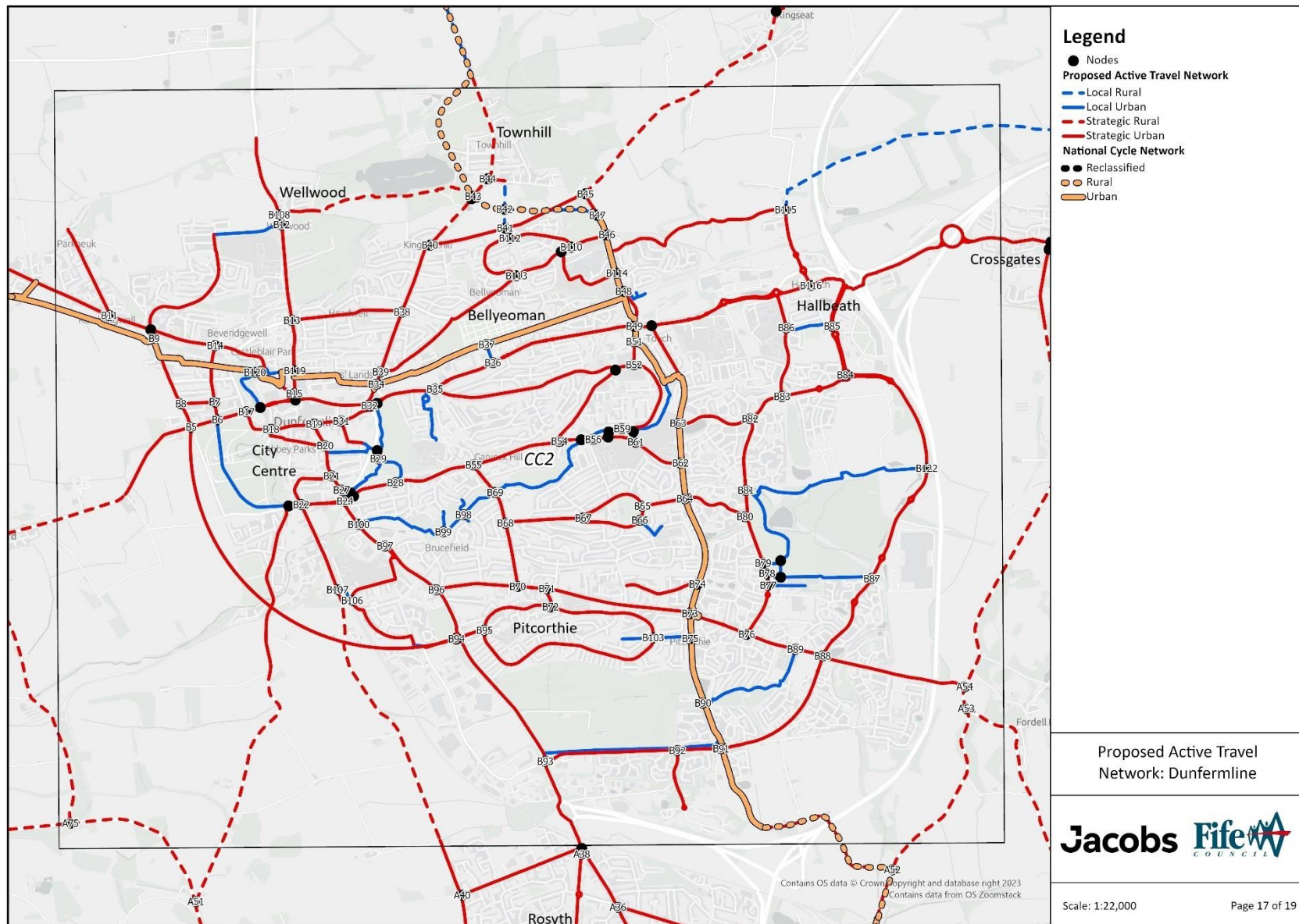
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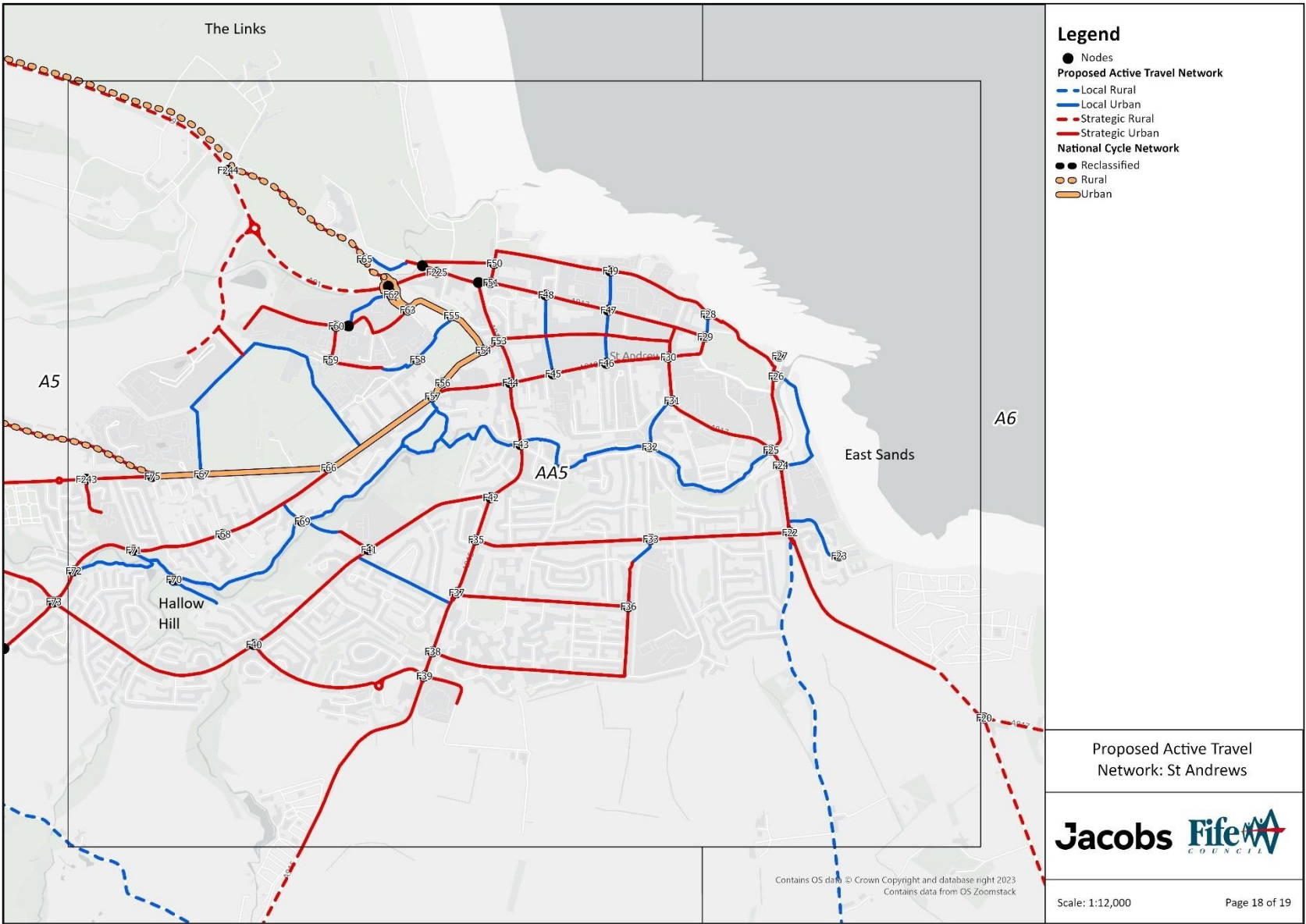




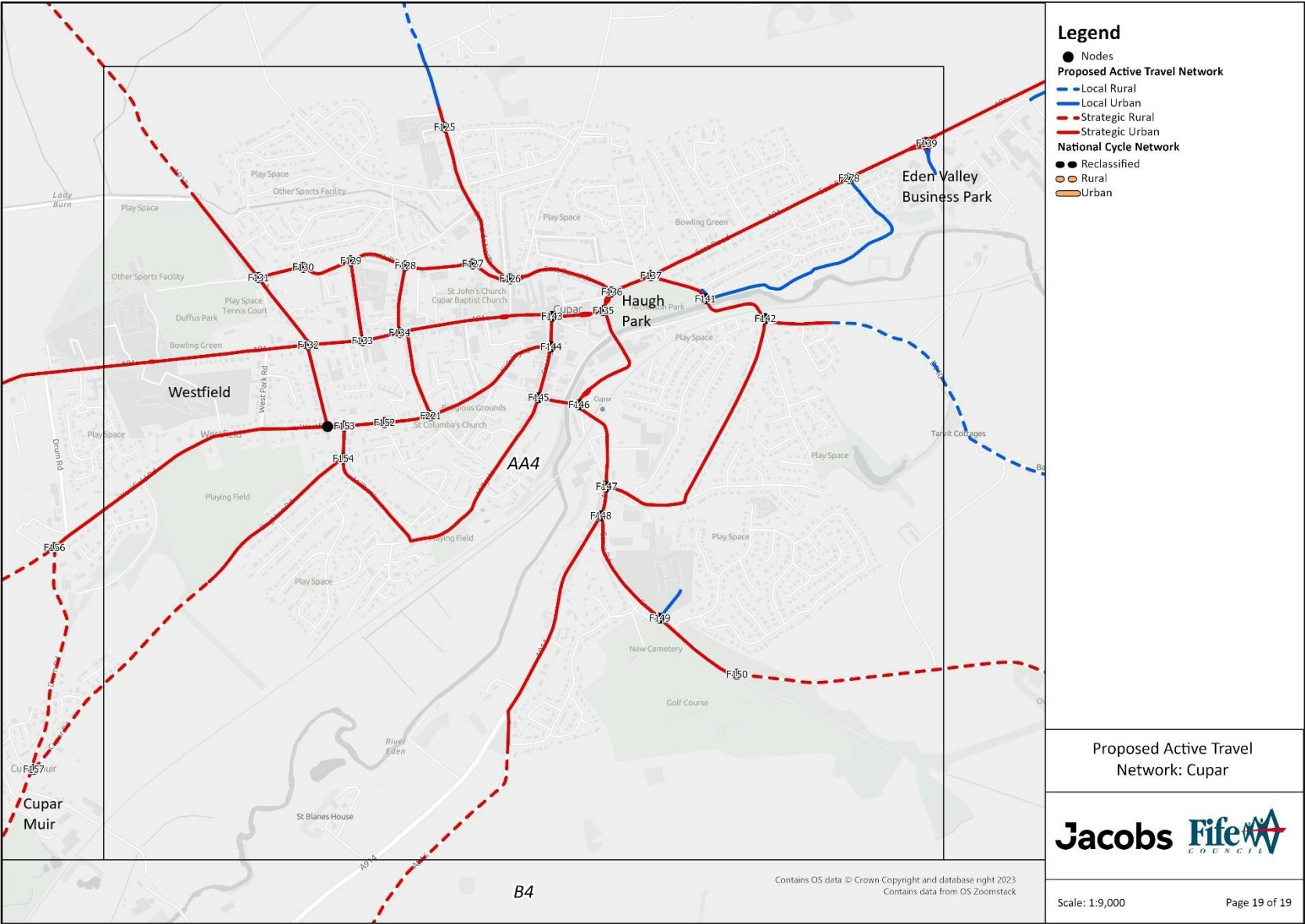


## Active Travel Strategy and Action Plan





Active Travel Strategy and Action Plan





## Appendix B. Indicative active travel network standards

The routes which make up Fife's strategic active travel network are likely to be of different standards, depending on anticipated usage and whether they are in urban or rural areas. The following six standards are indicative of what might be appropriate in different locations and are used in the network plan presented in Appendix A, though the exact design for any individual part of the network will be considered later. The standards are developed from those recommended best practice guidance, especially in [Cycling by Design](#) and the [National Roads Development Guide](#).

It is important to note that the active travel network is at a strategic level only, and there are no set standards for core paths or off-road rural leisure paths managed by partners. Other active travel routes managed by Fife Council are subject to the National Roads Development Guide criteria.

### Network standard 1: NCN Urban

#### Typical applications:

Parts of the National Cycle Network that are in urban areas, including small towns

#### Typical treatments:

Paths next to roads and which have cycle tracks separated from footways, or

Paths next to roads which are shared use for people walking, wheeling and cycling, or

Paths remote from roads which are shared use for people walking, wheeling and cycling

### Network standard 3: Strategic Urban

#### Typical applications:

Higher demand regional routes in urban areas, including small towns

#### Typical treatments:

Paths next to roads and which have cycle tracks separated from footways, or

Paths next to roads which are shared use for people walking, wheeling and cycling, or

Paths remote from roads which are shared use for people walking, wheeling and cycling

### Network standard 5: Local Urban

#### Typical applications:

Connections between the strategic network and key local facilities within urban areas, including small towns

#### Typical treatments:

Paths next to roads which are shared use for people walking, wheeling and cycling, or

High quality footways and slow traffic speeds so that cyclists can share roadspace with traffic more safely

### Network standard 2: NCN Rural

#### Typical applications:

Parts of the National Cycle Network that are in villages and rural areas

#### Typical treatments:

Paths next to roads which are shared use for people walking, wheeling and cycling, or

Paths remote from roads which are shared use for people walking, wheeling and cycling

### Network standard 4: Strategic Rural

#### Typical applications:

Higher demand regional routes connecting towns and city across Fife

#### Typical treatments:

Paths next to roads which are shared use for people walking, wheeling and cycling, or

Paths remote from roads which are shared use for people walking, wheeling and cycling

### Network standard 6: Local Rural

#### Typical applications:

Routes that might be primarily used for leisure purposes

#### Typical treatments:

Paths next to roads which are shared use for people walking, wheeling and cycling, or

Quiet rural roads with slow traffic speeds so that cyclists and pedestrians can share roadspace with traffic more safely

## Appendix C. Engagement summary report

Stakeholder and public views have been important to the development of the ATSAP. This section provides a summary of those activities and the key findings.

### Objectives of engagement

The purpose of engagement was multi-fold, intended to:

- Inform stakeholders and members of the public of proposals for the ATSAP; its purpose, the process of developing the network, and the benefits of doing so;
- Ensure that a broad range of types of people from all parts of Fife were able to engage, reflecting different preferences and needs;
- Build awareness, understanding of and support for Fife's active travel ambitions (long-term vision and short-/medium-term priorities);
- Encourage people to provide their views on the network proposals, specifically relating to:
  - The overall level of ambition for the network;
  - The proposed routes presented;
  - Perceived network gaps/missing links/suggestions for alternative routeing.

### Summary of engagement activities

A broad range of activities was delivered to encourage stakeholders and local people to provide feedback on the draft proposals. A comprehensive stakeholder mapping exercise was undertaken to define the key stakeholders and the most appropriate mechanisms to engage with them. The main engagement exercise launched on 11<sup>th</sup> January 2024 and ran for a period of just over six weeks, until 25<sup>th</sup> February 2024.

Supporting communications activities were led by Fife Council to widely promote the opportunity to participate in the engagement exercise, including a [landing page](#) on Fife Council's website (with signpost to the main StoryMap), press releases and adverts in The Courier, Dunfermline Press and Johnstone Press, radio advertising and social media content.

Engagement comprised both online and in-person activities:

- An [ArcGIS StoryMap](#) with a feedback survey to capture general views on the draft network, gather demographic data from respondents, and for respondents to leave location-specific comments (not publicly-viewable) on an interactive map;
- Nine in-person public events in community venues across Fife (Mercat Shopping Centre, Kirkcaldy, Kingdom Shopping Centre, Glenrothes, Cowdenbeath Leisure Centre, Kingsgate Shopping Centre, Dunfermline, Cupar Rail Station, Inverkeithing Rail Station, Kincardine Library, Together Levenmouth Hub and The Larick Centre, Tayport). A total of 562 individual comments were received through the public events;
- Written briefings for all Fife elected members;
- MS Teams meetings with key stakeholder organisations, with briefing packs provided;
- Two separate webinar sessions to which stakeholder organisations were invited, with briefing packs provided;



- Three separate webinar sessions to which Community Councils were invited (for North East Fife, South West Fife, Dunfermline and Cowdenbeath, and Kirkcaldy, Glenrothes and Levenmouth council areas);
- Direct emails to all other stakeholders to promote the main public StoryMap, to encourage them to respond directly and to ask them to promote it amongst their networks.

A full list of the external stakeholder organisations who actively engaged in the development of the ATSAP (through meetings/webinars/online survey/written email submissions) is provided below:

- Stagecoach;
- ScotRail;
- Network Rail;
- Greener Kirkcaldy;
- Fife Community Climate Action Network;
- Transition St Andrews;
- Sustainable Cupar;
- Fife Countryside Trust;
- Disabilities Fife;
- Fife Centre for Equalities;
- Fife Forum;
- Fife Environmental Partnership
- NHS Fife;
- Cupar Now;
- Federation of Small Businesses;
- Community Councils;
- Ore Valley Housing Association;
- Sustrans;
- Cycling Scotland;
- Bus Users Scotland;
- Fife College.

### Key findings from engagement

Views on the ATSAP and draft active travel network have been received from a broad range of stakeholders and local people from across Fife, and reflect a diversity of opinions relating to active travel. Overall, there is broad support, however, concerns were expressed regarding the overall deliverability of the network, largely around the cost implications of building out the network as well as the timescales for realising change.

It was recognised that the network would help to address various barriers to active travel and promote an uptake in walking, wheeling and cycling. As well as infrastructure improvements, feedback highlighted the importance of supporting measures, such as better signage, improved printed and online information, improved maintenance, and the need for cultural changes; this includes work to change motorists' views and behaviours.

In summary, the engagement process identified strong support for the ATSAP and the active travel network, and, whilst there was a broad range of views, the level of ambition of the network is considered an appropriate mid-point between desires for more or less action.

Many specific suggestions for changes to the network were made; these all have been considered by the project team and appropriate amendments are reflected in the final version.

### **Stakeholder engagement summary**

All stakeholders welcome the development of the ATSAP and support the network's principles and level of aspiration. The density of strategic and local routes was considered appropriate, with comments largely relating to views on specific links rather than the network as a whole.

The integration between active travel and public transport, particularly in the more rural areas, was considered fundamental; to improve accessibility to public transport and enable people to make multi-modal journeys (recognising that not everyone is able to walk, wheel or cycle for their full journey).

Stakeholders noted the need for culture change and system change to accompany investment in the network. Supporting measures to encourage and enable change were considered important, as was increased support to build local community capacity to deliver initiatives, recognising the grassroots action that is ongoing in many of Fife's communities to deliver active travel projects.

Improved maintenance (of existing and new/improved infrastructure) was a commonly reported theme across stakeholder discussions; replicated by feedback received through public engagement.

### **Online survey summary**

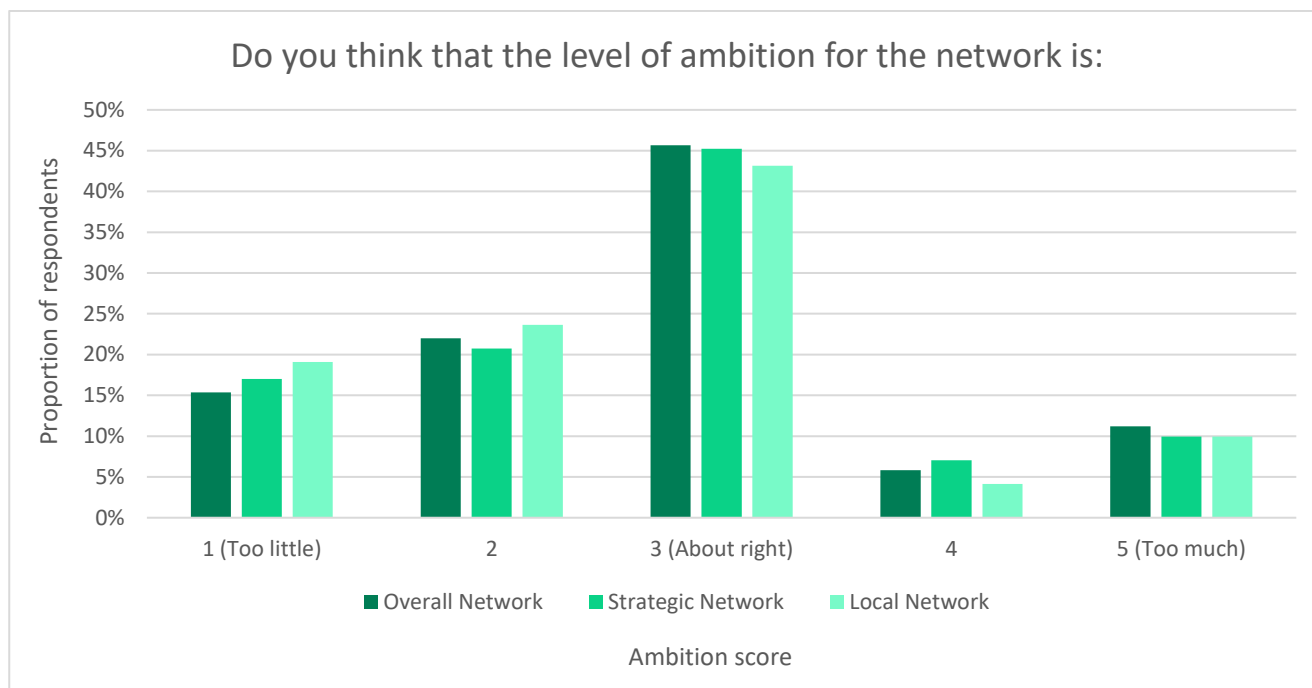
The main survey received 242 responses, of which 94% of responses were from an individual. A total of 404 individual requests for network changes on the map were made. Every request for network changes was reviewed by Jacobs and by members of Fife Council and a final action was decided on for each comment. The actions were then incorporated into the final network.

There was a nearly even split of male and female respondents with less than 1% of respondents identifying as trans or non-binary. Regarding age, 39% of respondents are aged between 45 and 64, 30% are over the age of 65, whereas just 10% of respondents are aged under 34. Ninety-one per cent of respondents state their ethnicity as White.

Seventy-seven per cent of respondents reported that they do not have a disability, health condition, or illness. Six per cent of respondents have a physical impairment, 7% of respondents have a long-term health condition, and 4% have a neurodivergent condition.

Forty per cent of responses were from residents of North East Fife, followed next by 14%, 11% and 10% from Kirkcaldy, Levenmouth and South West Fife areas respectively.

When asked about the overall ambition of the network, 48% of respondents said it is 'about right'; 39% of respondents said it is not ambitious enough and 18% of respondents said the network is too ambitious.



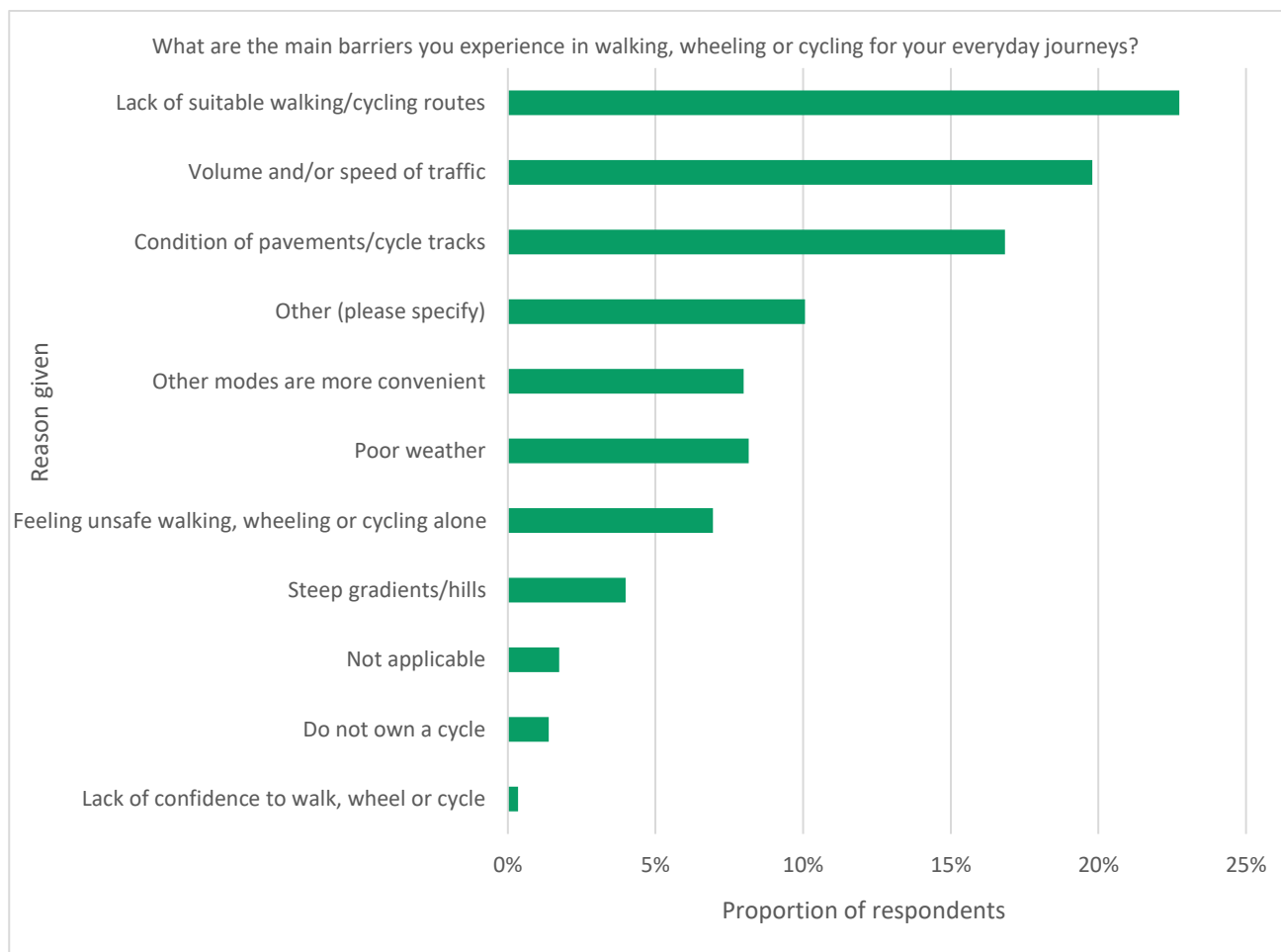
When respondents were asked to justify their responses, a range of themes were mentioned. For those who felt the network is not ambitious enough, respondents mentioned the importance of active travel routes being direct, maintenance issues, integration to public transport, and broader safety concerns. Those who felt that the network is too ambitious brought up concerns over maintenance issues, the cost of implementing the plan, the practicality and feasibility of the network and cultural issues. Amongst those who consider the ambition of the network is about right, there was general support for the need for more active travel infrastructure and the importance of prioritising safety for all users.

When asked about what measures would be useful in supporting people to make use of new or improved infrastructure, respondents most commonly selected measures that related to improved information provision. The measure that scored most highly was:

- Consistent, coherent signage along active travel routes (18% of respondents);
- Printed and web-based maps showing active travel routes and associated information (12%);
- System for reporting/requesting improvements on active travel routes (12%); and
- Up to date, comprehensive information on active travel on Fife Council's website (and intranet for internal staff) (9%).

When asked about barriers to active travel for their everyday journeys, 23% of respondents cited a lack of suitable walking/cycling routes. Other factors frequently mentioned by respondents were the volume and/or speed of traffic and the condition of pavements/cycle tracks. This suggests that improved cycle infrastructure is likely to influence residents' active travel behaviours.

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The survey also asked about perception of safety when walking, wheeling, or cycling in Fife. In relation to road safety, 48% of respondents feel very unsafe or somewhat unsafe and just 10% of respondents feel very safe. This further strengthens the argument for high quality active travel infrastructure that improves safety for all users.

In relation to personal safety, 62% of respondents feel somewhat safe or very safe.



## Appendix D. Impact Assessments

### D.1 Strategic Environmental Assessment

This ATSAP is a component part of Fife's Local Transport Strategy (LTS). It shares its objectives with the LTS and actions to improve active travel infrastructure and supporting measures are defined in the LTS. The Strategic Environmental Assessment of the LTS is therefore relevant to the ATSAP and is available at [www.fife.gov.uk/\\_data/assets/pdf\\_file/0015/450150/Appendix-B-Strategic-Environmental-Assessment-Environmental-Report.pdf](http://www.fife.gov.uk/_data/assets/pdf_file/0015/450150/Appendix-B-Strategic-Environmental-Assessment-Environmental-Report.pdf). Fife Council is currently developing a Post Adoption Statement to reflect final changes to the LTS.

The environmental impacts of each measure recommended by this ATSAP will need to be assessed as development work is undertaken, most particularly for potential improvements to active travel infrastructure where land take may be required.

### D.2 Equality Impact Assessment

#### Introduction

As this ATSAP is a component part of Fife's LTS, the full Equality Impact Assessment (EqIA) of the LTS is therefore relevant and is available at [www.fife.gov.uk/\\_data/assets/pdf\\_file/0019/450154/LTS-Equality-Impact-Statement-Aug-24.pdf](http://www.fife.gov.uk/_data/assets/pdf_file/0019/450154/LTS-Equality-Impact-Statement-Aug-24.pdf).

An assessment of all Action Plan actions within the Active Travel Strategy (as detailed in section 5) has been undertaken according with the assessment methodology undertaken by Fife Council for the LTS EqIA, and is presented in the assessment table below.

#### Evidence base

Evidence has been gathered as part of the EqIA undertaken for the LTS, and supplemented by a variety of stakeholder engagement undertaken during the development of the ATSAP, including with groups with protected characteristics. For example, meetings have been conducted with equality groups, and through in-person public events and an online public consultation (which included demographic questions).

#### Assessment of impacts

Most actions benefit all protected characteristics equally and have a positive effect. Only groups which are specifically affected are scored. However, the specific impacts on protected groups of any individual action will need to be assessed as further work is undertaken, particularly in relation to the design of individual route schemes.

## Active Travel Strategy and Action Plan

		Protected Characteristics										Additional Assessment			Comments		
Reference	Proposed Action	Disabled People	Sexual Orientation	Women	Men	Transgender People	Race (including gypsy travellers)	Age (including older people aged 60+)	Children & Young People	Religion or Belief	Pregnancy & Maternity	Marriage and Civil Partnership	Looked after children & care leavers	Privacy (e.g. information security & data protection)		Economy	
Action 1	Continue delivery of infrastructure schemes in development	+		+			+	+	+		+					+	Improved active travel facilities will benefit all groups, but particularly those who rely on safe, accessible walking, wheeling and cycling infrastructure
Action 2	Engage with partners and ATWG members to determine medium term funding potential for delivery of infrastructure and of supporting measures, ensuring that internal services and external partners work together to maximise funding potential																Individuals with protected characteristics are not expected to be affected differently by this action
Action 3	Engage in the development of Area Transport Plans, Local Place Plans and Community Action Plans to determine which top priority schemes are to be delivered first in each area of Fife, in accordance with the ATSAP prioritisation guidance															+	Delivering active travel improvements in accordance with the ATSAP prioritisation guidance (i.e. targeting deprived communities and heavily populated areas) will reduce socio-economic disadvantage by providing fairer access to daily services
Action 4	Audit, plan and commence concept/detailed designs for priority	+		+			+	+	+		+					+	Improved active travel facilities will benefit all groups, but particularly

		Protected Characteristics										Additional Assessment				
Reference	Proposed Action	Disabled People	Sexual Orientation	Women	Men	Transgender People	Race (including gypsy travellers)	Age (including older people aged 60+)	Children & Young People	Religion or Belief	Pregnancy & Maternity	Marriage and Civil Partnership	Looked after children & care leavers	Privacy (e.g. information security & data protection)	Economy	Comments
	infrastructure schemes to progress to construction in years 2-4															those who rely on safe, accessible walking, wheeling and cycling infrastructure
Action 5	Work through the requirements of the SEStran People & Place transition year for 2024/25 and determine how it will influence Fife's priorities for supporting measures															Individuals with protected characteristics are not expected to be affected differently by this action
Action 6	Update online mapping of active travel routes															Individuals with protected characteristics are not expected to be affected differently by this action
Action 7	Work to promote active travel in Fife through promotional campaigns and activities, based on the updated online mapping	+		+			+	+	+		+				+	Promoting active travel can address low participation rates amongst disabled people, women (including maternity), ethnic minorities, and both young and older people, as well as reducing transport costs for low-income households
Action 8	Collate information on community capacity in each of the seven areas of Fife to be able to deliver active travel initiatives															Individuals with protected characteristics are not expected to be affected differently by this action

## Active Travel Strategy and Action Plan

		Protected Characteristics										Additional Assessment				
Reference	Proposed Action	Disabled People	Sexual Orientation	Women	Men	Transgender People	Race (including gypsy travellers)	Age (including older people aged 60+)	Children & Young People	Religion or Belief	Pregnancy & Maternity	Marriage and Civil Partnership	Looked after children & care leavers	Privacy (e.g. information security & data protection)	Economy	Comments
Action 9	Review and amend approaches to development planning to ensure that potential for funding active travel infrastructure and supporting measures is maximised															Individuals with protected characteristics are not expected to be affected differently by this action
Action 10	Agree the Terms of Reference for the ATWG to ensure it supports the delivery of this action plan															Individuals with protected characteristics are not expected to be affected differently by this action
Action 11	Establish and agree the Terms of Reference for Fife’s Active Travel Forum															Individuals with protected characteristics are not expected to be affected differently by this action
Action 12	Establish Fife Council’s protocols for winter maintenance of active travel routes and for ensuring all new routes are constructed to an adoptable standard	+						+								Well-maintained and even surfaces will ensure that people with mobility problems find active travel routes more accessible and inclusive
Action 13	Develop/update Travel Plans for all primary schools in Fife								+							Active travel can have positive physical health and mental wellbeing benefits for children, as well as providing greater independence and embedding



## Active Travel Strategy and Action Plan

		Protected Characteristics										Additional Assessment				
Reference	Proposed Action	Disabled People	Sexual Orientation	Women	Men	Transgender People	Race (including gypsy travellers)	Age (including older people aged 60+)	Children & Young People	Religion or Belief	Pregnancy & Maternity	Marriage and Civil Partnership	Looked after children & care leavers	Privacy (e.g. information security & data protection)	Economy	Comments
																positive travel behaviours from an early stage
Action 14	Maintain the existing automatic active travel counters and data collection system															Individuals with protected characteristics are not expected to be affected differently by this action
Action 15	Renew the automatic active travel data collection system to maintain data collection after the 2G/3G mobile network switch off															Individuals with protected characteristics are not expected to be affected differently by this action
Action 16	Delivery of the top priority infrastructure schemes, and promote them to their target communities	+		+			+	+	+		+				+	Improved active travel facilities will benefit all groups, but particularly those who rely on safe, accessible walking, wheeling and cycling infrastructure
Action 17	Develop concept/detailed designs for priority schemes to progress to construction in long term	+		+			+	+	+		+				+	Improved active travel facilities will benefit all groups, but particularly those who rely on safe, accessible walking, wheeling and cycling infrastructure
Action 18	Establish a comprehensive access to bikes (and associated equipment)	+													+	Access to bikes, including adapted cycles, will enable people in low-

		Protected Characteristics										Additional Assessment				
Reference	Proposed Action	Disabled People	Sexual Orientation	Women	Men	Transgender People	Race (including gypsy travellers)	Age (including older people aged 60+)	Children & Young People	Religion or Belief	Pregnancy & Maternity	Marriage and Civil Partnership	Looked after children & care leavers	Privacy (e.g. information security & data protection)	Economy	Comments
	scheme in at least the higher-priority (higher population density and higher deprivation) areas of Fife															income households and disabled individuals to use improved infrastructure
Action 19	Establish a comprehensive cycle training programme for school pupils scheme in at least the higher-priority (higher population density and higher deprivation) areas of Fife								+							Cycle training can enhance children's confidence by equipping them with the skills and knowledge to ride safely and independently
Action 20	Continue to work to promote active travel in Fife through promotional campaigns and activities, based on the updated online mapping	+		+			+	+	+		+				+	Promoting active travel can address low participation rates amongst disabled people, women (including maternity), ethnic minorities, and both young and older people, as well as reducing transport costs for low-income households
Action 21	Deliver community wealth building support to those communities in Fife that are less engaged in active travel promotion by providing cycle training for adults and children, affordable access to bikes and associated equipment, confidence building	+		+			+	+	+		+				+	Cycle training can boost cycling confidence and address low participation rates amongst disabled people, women (including maternity), ethnic minorities, and both young and older people. Providing affordable access to bikes will enable those in

## Active Travel Strategy and Action Plan

		Protected Characteristics										Additional Assessment				
Reference	Proposed Action	Disabled People	Sexual Orientation	Women	Men	Transgender People	Race (including gypsy travellers)	Age (including older people aged 60+)	Children & Young People	Religion or Belief	Pregnancy & Maternity	Marriage and Civil Partnership	Looked after children & care leavers	Privacy (e.g. information security & data protection)	Economy	Comments
	sessions and other support as appropriate to those communities															more deprived households to benefit from improved infrastructure
Action 22	Determine the improvements that are needed to signage and wayfinding to deliver comprehensive provision on active travel routes across Fife	+						+							+	Improved signage can benefit those at risk of digital exclusion, such as older people, disabled people, and low-income households
Action 23	Develop/update Travel Plans for all secondary schools in Fife								+							Active travel can have positive physical health and mental wellbeing benefits for young people, as well as providing greater independence and embedding positive travel behaviours from an early stage
Action 24	Develop/update Travel Plans for all Council-operated nurseries in Fife								+							Active travel can have positive physical health and mental wellbeing benefits for young children, as well as embedding positive travel behaviours from an early stage
Action 25	Encourage workplaces/key trip attractors to develop/update Travel Plans														+	Encouraging active travel can lower absenteeism, reduce the demand for parking infrastructure, and save businesses money

## Active Travel Strategy and Action Plan

		Protected Characteristics										Additional Assessment				
Reference	Proposed Action	Disabled People	Sexual Orientation	Women	Men	Transgender People	Race (including gypsy travellers)	Age (including older people aged 60+)	Children & Young People	Religion or Belief	Pregnancy & Maternity	Marriage and Civil Partnership	Looked after children & care leavers	Privacy (e.g. information security & data protection)	Economy	Comments
Action 26	Establish a comprehensive cycle training programme for school pupils in all areas of Fife								+							Cycle training can enhance children's confidence by equipping them with the skills and knowledge to ride safely and independently
Action 27	Deliver comprehensive signage and wayfinding on active travel routes across Fife	+						+							+	Improved signage can benefit those at risk of digital exclusion, such as older people, disabled people, and low-income households
Action 28	Deliver all active travel infrastructure improvement schemes in the priority areas of Fife	+		+			+	+	+		+				+	Improved active travel facilities will benefit all groups, but particularly those who rely on safe, accessible walking, wheeling and cycling infrastructure
Action 29	Develop concept/detailed designs for second priority schemes to progress to construction in long term	+		+			+	+	+		+				+	Improved active travel facilities will benefit all groups, but particularly those who rely on safe, accessible walking, wheeling and cycling infrastructure



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### Risks/impacts and mitigation

The vision for the ATSAP requires multi-year levels of effort and investment and will be subject to available funding, resources and capacity to deliver. It is therefore recognised that the benefits are not likely to be realised in the short or medium term. However, there are risks to fully realising the benefits over the long term, as outlined in the table below.

#### Potential risks to realising the benefits of the Active Travel Strategy and Action Plan

Risk	Mitigation
There is a lack of investment in delivering supporting measures alongside infrastructure improvements that will enable and encourage people to make use of new or improved routes. Without this, there is a risk that specific groups of people would potentially be excluded from being able to use the infrastructure, for example households on low incomes who are unable to afford a cycle, or older or disabled people who lack confidence to walk, wheel or cycle.	Fife Council will continue to work with partners and stakeholders to deliver good value supporting measures to maximise the value of the infrastructure investment.
The development of routes does not take cognisance of the recommended network standards set out by the ATSAP, as presented in Appendix B. Without this, there is a risk that specific groups of people, such as those with sensory impairments, would potentially be excluded from using the infrastructure, due to lack of ability or confidence.	Fife Council will review the network standards for specific routes as they move towards feasibility and design, taking cognisance of specific local constraints and circumstances.
There is a lack of integration between the active travel network and public transport network, through improved access to stops and stations. Without this, there is a risk that specific groups of people would be excluded from using the infrastructure to make multi-modal journeys, for example young people and older people who are more reliant on public transport.	Fife Council will continue to work with partners and stakeholders to ensure that integration with public transport infrastructure is considered within feasibility and design of specific routes.

There are also recognised potential risks/impacts for certain groups of people (primarily disabled, sensory impaired or older people) relating to specific aspects of route design (which are inherent in the ATSAP network standards), as outlined in the table below. Note that this is not intended to be a comprehensive list of risks/impacts, and further work will be required to assess these and other potential risks as schemes move towards implementation.

### Potential impacts associated with route infrastructure design

Risk	Mitigation
<b>Shared use infrastructure can cause conflicts between pedestrians and cyclists, which could disadvantage those with reduced sight, hearing or mobility.</b>	Although shared use paths offer a cost-effective solution in some locations where usage is expected to be modest or low, Fife Council takes a position of presumption against shared use paths or spaces in busy areas.
<b>The interaction between cycle tracks and bus stops can disadvantage people with sensory impairments by requiring them to cross the cycle lane when accessing bus stops.</b>	Fife Council will ensure that the future design process is considerate of existing best practice guidance and engage in ongoing dialogue with organisations representing disabled people to assess the impacts of any particular scheme.
<b>If parking is required to be removed or relocated to accommodate active travel infrastructure, this may require older people (who are more likely to have mobility problems) and disabled people to travel further or potentially decrease their access to services if reliant on a car for transport.</b>	Fife Council will ensure that the future design process is considerate of existing best practice guidance and engage in ongoing dialogue with members of the public and organisations representing disabled people to assess the impacts of any particular scheme.

### Conclusions and next steps

The EqIA undertaken as part of the LTS, and this subsequent assessment of Action Plan actions within the ATSAP, has demonstrated that the ATSAP will provide positive impacts for many groups of people across Fife. It has the potential to deliver broad-ranging benefits; enhancing access to services, facilities and opportunities, improving local communities and the environment, people's health and wellbeing, opportunities for independence, road safety and personal security.

However, there are some risks to realising these benefits; highlighting that efforts are needed to provide supporting measures to encourage and enable use of the infrastructure, that cognisance needs to be taken of the network standards within route design, and that the ATSAP must integrate with the public transport network to enable multi-modal journeys.

Potential impacts on specific groups (disabled, sensory impaired or older people) relating to the design of route infrastructure also need to be assessed as schemes are developed, in line with existing best practice guidance and informed by engagement with local people and stakeholders.

Fife Council will continue to work with partners and stakeholders to identify and mitigate these risks/impacts as active travel schemes are brought forward.

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