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Active Travel Framework Indicators

Updated baseline report

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Overview

The [Active Travel Framework](#) published in 2019 sets out the national ‘2030 Vision’ for active travel, whereby communities in Scotland are shaped around people, with walking and cycling the most popular choice for shorter everyday journeys. It also sets out a series of key indicators by which progress towards the 2030 vision will be measured. Following the publication of the framework, discussions with stakeholders revealed an appetite to further develop the proposed indicators. This resulted in the move from the initial 15 indicators as set out in the 2019 framework document to the proposed 27 indicators discussed in this report. The majority of the new indicators use the same or similar data sources as the previous ones. The updated list of indicators (see below) offers further detail by distinguishing by mode of travel and other characteristics of interest. (see [Annex A](#) for a complete breakdown of previous and new indicators).

The aims of this report are to present the new indicators and to update the evidence from the original [baseline data report \(2019\)](#) providing a narrative of changes between 2019 and now. For the refreshed indicators associated with the Active Travel Framework, this report will provide further detail of new data sources being included. The report is structured by outcome and the indicators have been grouped by topics to aid the narrative of associated data sources.

Similar to the 2019 baseline report, this report uses secondary data from a variety of sources. The extent and quality of existing data is variable across indicators. Where available, previous trends will be reported, and current gaps in data will be highlighted. Nine out of 27 indicators use data from the Scottish Household Survey. Due to methodology and sampling changes across the years, for this data source, only changes that are statistically significant at the 95% confidence level are described as differences in the text of this report, unless stated otherwise.

For the majority of data sources used in this report, 2020 and 2021 data will be excluded. This is because either there is no data available for those years or when available, due to the COVID-19 pandemic, data is not comparable to other years. Therefore, for the purposes of this report, the most recent data as of July 2026 (for most data sources this will be data referent to 2024) will be compared to pre-pandemic figures (i.e. 2019). Throughout the report there are different terminologies used in reference to sex and gender. For consistency across data sources, where an original dataset uses the term ‘sex’, this terminology is used, and where a dataset uses the term ‘gender’, this terminology will be used.

A full list of the data sources used to monitor each indicator is available in [Annex B](#).

Updated list of Indicators for Active Travel Framework

Outcome: Increase the Number of People Choosing Walking, Cycling and Wheeling in Scotland

1. Proportion of journeys under 2 miles by walking
2. Proportion of journeys under 5 miles by cycling
3. Aggregation/ trends of Active Travel counter data
4. Propensity to cycle
5. Proportion of journeys to school by walking and wheeling
6. Proportion of journeys to school by cycling
7. Frequency of walking and wheeling for pleasure/exercise
8. Frequency of cycling for pleasure/exercise

Outcome: High Quality Walking, Wheeling and Cycling Infrastructure is Available to Everyone

9. Km of traffic-free walking and cycling facilities
10. Evidence people are satisfied with the quality of walking infrastructure
11. Evidence people are satisfied with the quality of wheeling infrastructure
12. Evidence people are satisfied with the quality of cycling infrastructure
13. Urban households connected to cycling routes
14. Rural households connected to cycling routes

Outcome: Walking, Cycling and Wheeling is Safer for All

15. Walking and wheeling casualties by distance travelled
16. Cycling casualties by distance travelled
17. Perceived safety while walking in relation to traffic
18. Perceived safety while wheeling in relation to traffic
19. Perceived safety while walking and wheeling in relation to non traffic factors
20. Perceived safety while cycling in relation to traffic
21. Perceived safety while cycling in relation to non traffic factors

Outcome: Delivery of Walking, Cycling, and Wheeling is Promoted and Supported by a Range of Partners

22. Distribution of projects proposed through ATIF Tier 2 funding
23. Investment in Active Travel (TS & Delivery Partners)
24. Proportion of primary schools delivering on-road cycle training

Outcome: Walking, Cycling and Wheeling is Available to All

- 25. Household access to a bicycle (with focus on regional and socioeconomic variation)
- 26. Perception of urban areas' suitability for walking or wheeling
- 27. Perception of urban areas' suitability for cycling

Note: Transport Scotland is interested in exploring the possibility of developing further indicators related to additional barriers related to Active Travel.

Increase the Number of People Choosing Walking, Cycling and Wheeling in Scotland

This Active Travel Framework outcome consists of eight indicators covering the following key areas:

- Proportion of short everyday journeys by walking and cycling;
- Attitudes towards and propensity to walking, cycling, and wheeling;
- Proportion of journeys to school by walking, cycling, and wheeling;
- Frequency of walking, wheeling and cycling for pleasure or exercise; and
- Trends from Active Travel counter data.

Proportion of short everyday journeys

Data from the Scottish Household Survey presented in the [Transport and Travel in Scotland](#) publication, is used to monitor the progress of the proportion of everyday journeys. The agreed definition for a short journey is under two miles for walking and under five miles for cycling. The Scottish Household Survey collects data from those using wheelchairs and mobility scooters, however the sample size of these groups is too small and does not allow for robust analysis of wheeling.

Walking journeys under two miles

In 2024, 49.6% of journeys under two miles were undertaken on foot. Pre-pandemic, 48.8% of journeys under two miles done on foot. In 2023, 51.3% of total journeys under two miles were by walking (see Figure 1). Figures generally remain around the 50% mark throughout the years.

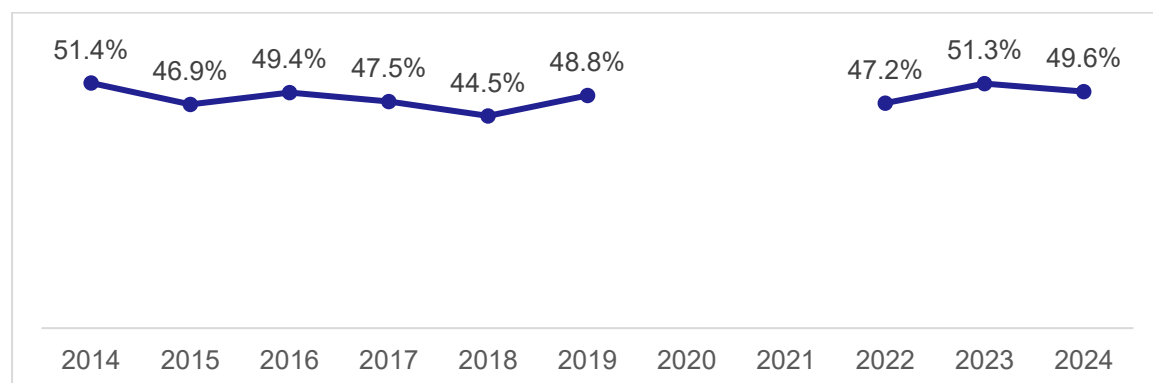


Figure 1. Percentage of total journeys under two miles by main mode of travel, walking (2014-2024)

Walking journeys under two miles by sex

Figure 2 demonstrates the proportion of people walking for journeys under two miles by sex. Over time, walking journeys under tow miles tend to be slightly higher for men than women. In 2024, 52% of males opted for walking a short journey, compared to 47% of females.

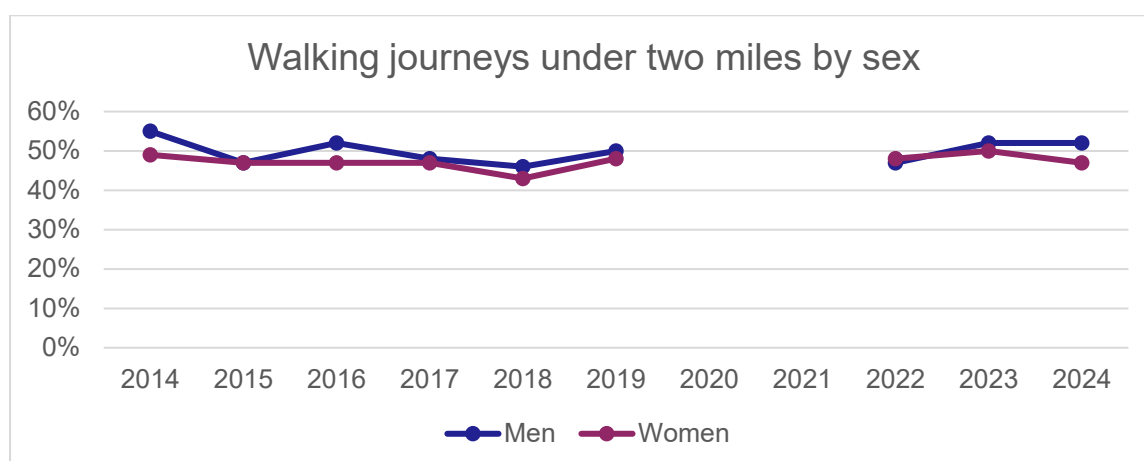


Figure 2. Percentage of total journeys under two miles by main mode of travel by sex, walking (2014-2024)

Walking journeys under two miles by age

Figure 3 shows walking journeys under two miles by age for 2019 and 2024. For both years, the 16-19 year old group tend to be the one that walks more for journeys under two miles. While those 80 and over are walking a lesser proportion of journeys under two miles than any other age group in both 2019 and 2024.

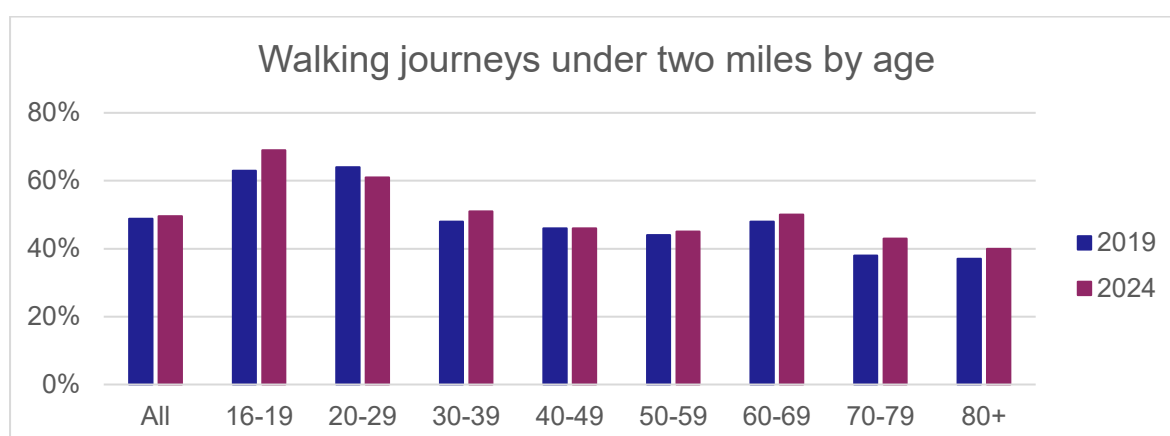


Figure 3. Percentage of total journeys under two miles by main mode of travel by age, walking (2019 and 2024)

Walking journeys under two miles by household income

Figure 4 shows the walking journeys under two miles by annual net household income. Those from the lower income background have the highest proportion of those undertaking journeys of under two miles on foot. Between 2019 and 2024, there has been an increase of those walking under two miles from those reporting an annual net household income of over £30,000 to £40,000 and over £60,000. Conversely, there was a decrease in the proportion of those walking under two miles for income groups between over £40,000 and £60,000.

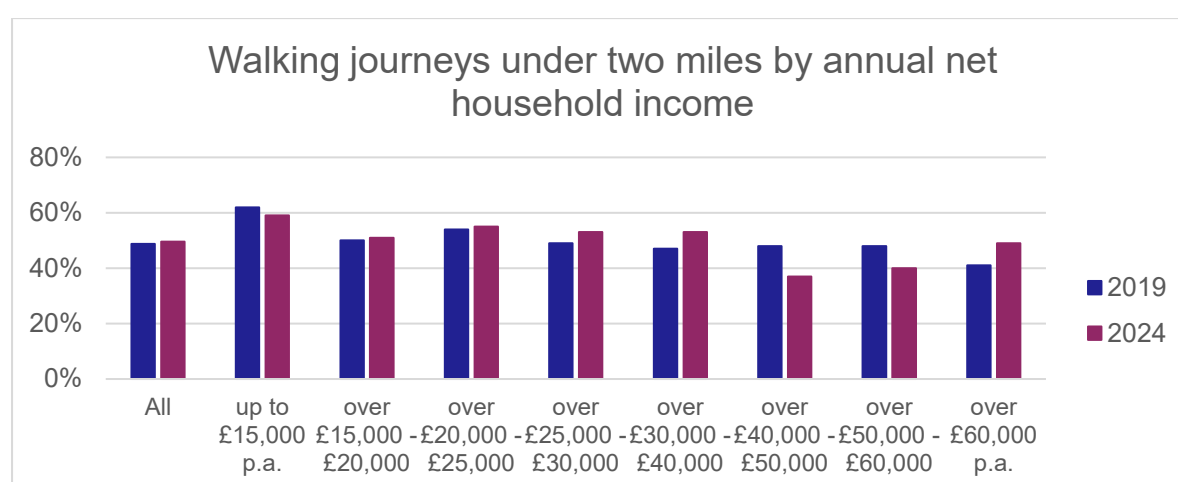


Figure 4. Percentage of total journeys under two miles by main mode of travel by income, walking (2019 and 2024) (incomes adjusted by inflation for 2024 equivalent values)

Cycling journeys under five miles

In 2024, 1.4% of journeys under five miles were done by bicycle. In 2019, 1.7% of journeys under five miles were by bicycle and there was a decrease from 2.1% in 2023 (see Figure 5). Over time, the figures have remained relatively stable though 2024 figure is lower than the previous two years.

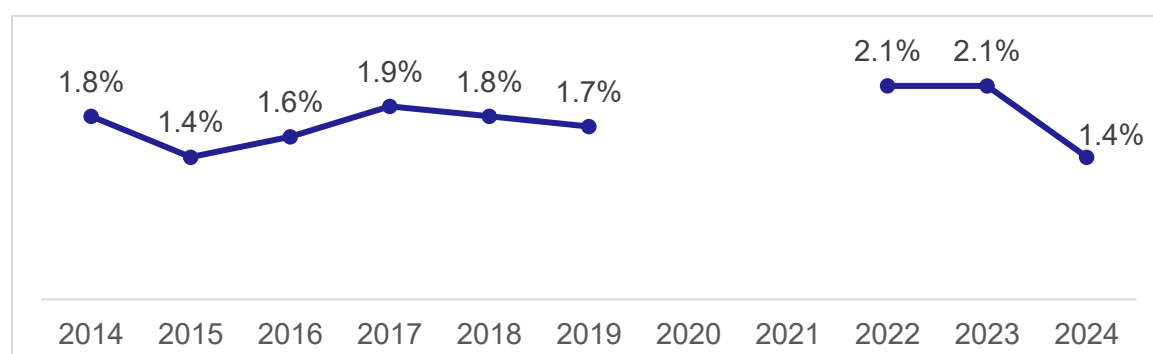


Figure 5. Percentage of total journeys under five miles by main mode of travel, cycling (2014-2024)

Cycling journeys under five miles by sex

In 2024, 2.1% men and 0.8% women undertook cycling journeys under five miles. Across all years, men are more likely to cycle for journeys of this distance than women (Figure 6).

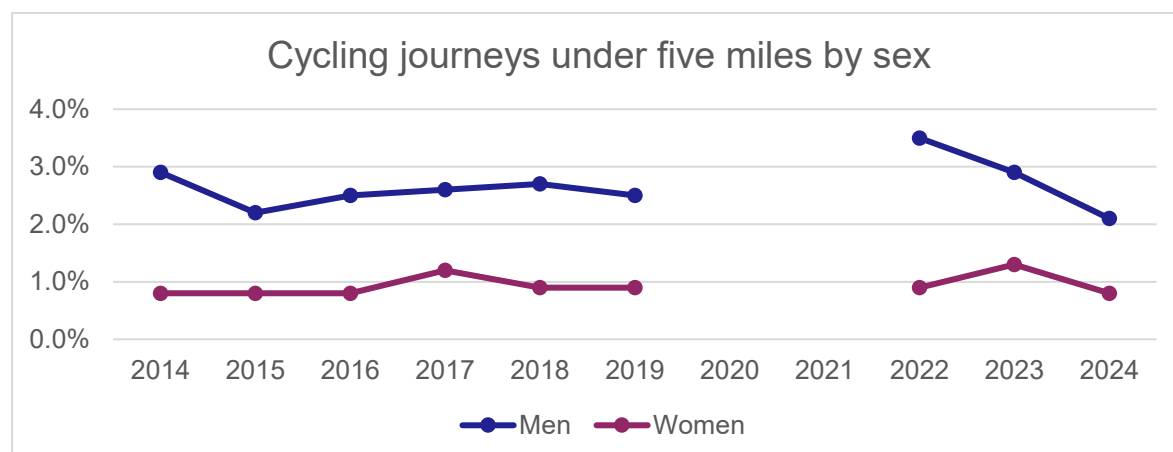


Figure 6. Percentage of total journeys under five miles by main mode of travel by sex, cycling (2014-2024)

Cycling journeys under five miles by age

In 2024, those aged 20 to 29 and 40 to 49 tend to be more likely to cycle for journeys under five miles (Figure 7). Pre-pandemic, those that tended to cycle more for journeys under five miles were in the 30 to 39 and 40 to 49 age groups. There has been a change between 2019 and 2024, younger individuals reported lower cycling under five miles, while for those in older age groups (excluding 80+) there was an increase. However, this is not a statistically significant change.

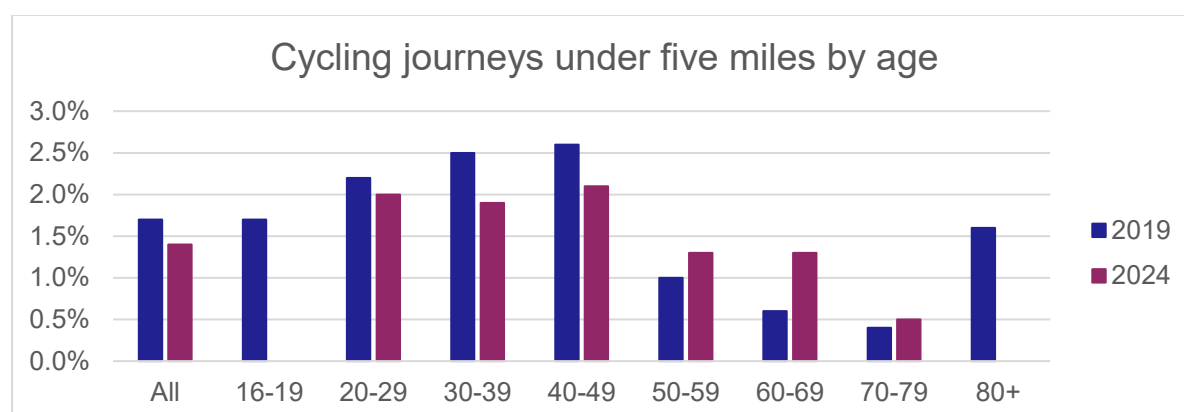


Figure 7. Percentage of total journeys under five miles by main mode of travel by age, cycling (2019 and 2024)

Cycling journeys under five miles by household income

Figure 8 shows cycling journeys under five miles by annual net household income for 2019 and 2024. For both years, those in the bracket over £15,000 to £20,000 reported the highest proportion of cycling journeys under five miles.

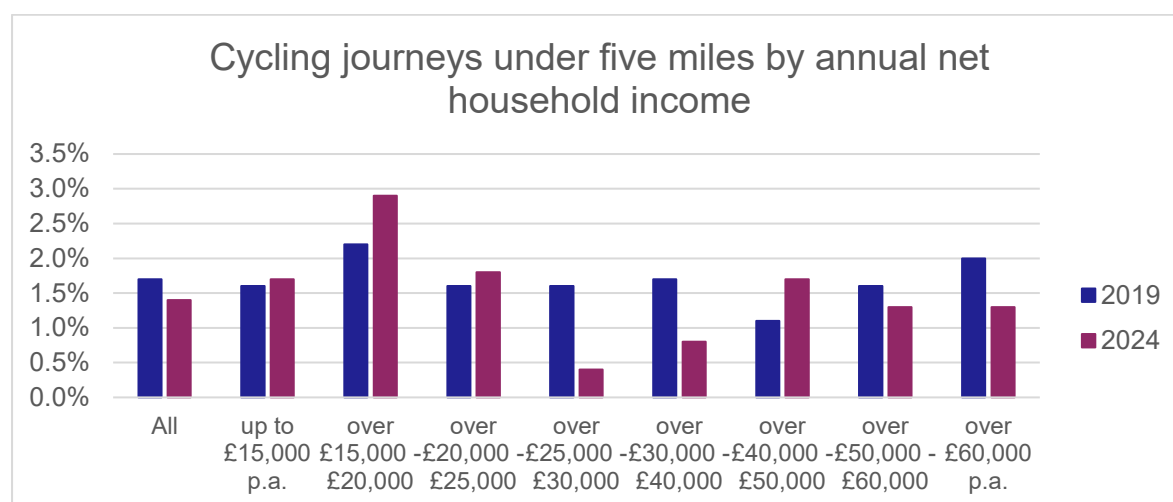


Figure 8. Percentage of total journeys under five miles by main mode of travel by income, cycling (2019 and 2024) (incomes adjusted for inflation to 2024 equivalent values)

Attitudes towards and propensity to walking, cycling and wheeling

When it comes mode choice of travel, the [Scottish Household Survey](#) provides data about reasons that discourage people from walking more than they do. Consistent with previous years, the majority of respondents did not identify any specific reasons for not walking more. Weather and health, or being unable to walk far remain the top two reasons listed by respondents – 16% and 18% respectively (see Figure 9).

A comparison between the most recent data and pre-pandemic figures (i.e. 2019) and 2024, shows that there has been an increase in both health and/or being unable to walk far (16% to 18%) and weather (13% to 16%) as reasons discouraging people from walking more.

Similar to earlier in the report, the Scottish Household Survey collects data from those using wheelchairs and mobility scooters, however the sample size of these groups is too small and does not allow for robust analysis of wheeling.

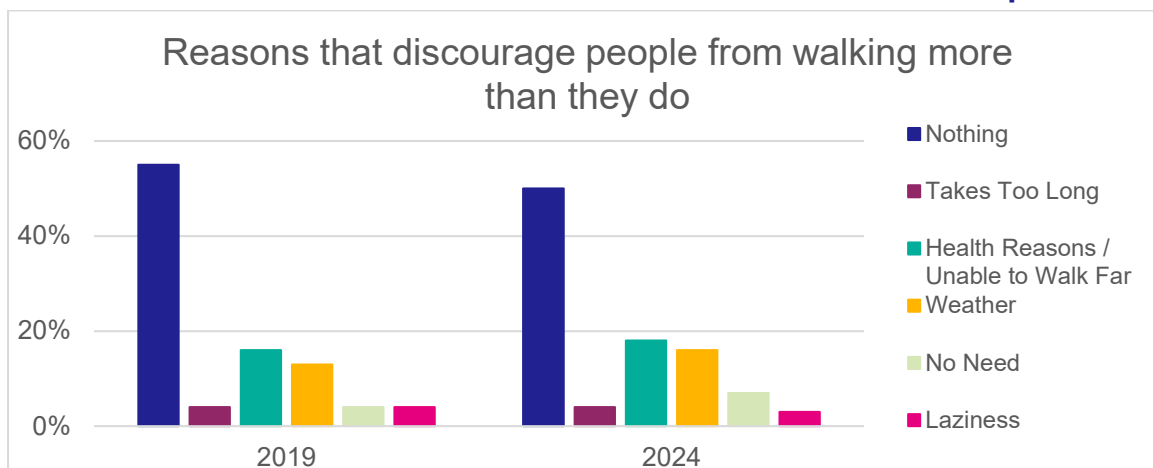


Figure 9. Reasons for not walking more than what they do (2019 and 2024)

Figure 10 reports on age differences across those that gave health or being unable to walk far as a barrier to walk more than they do. There is an increase of those reporting health or being unable to walk far as age increases for both 2019 and 2024.

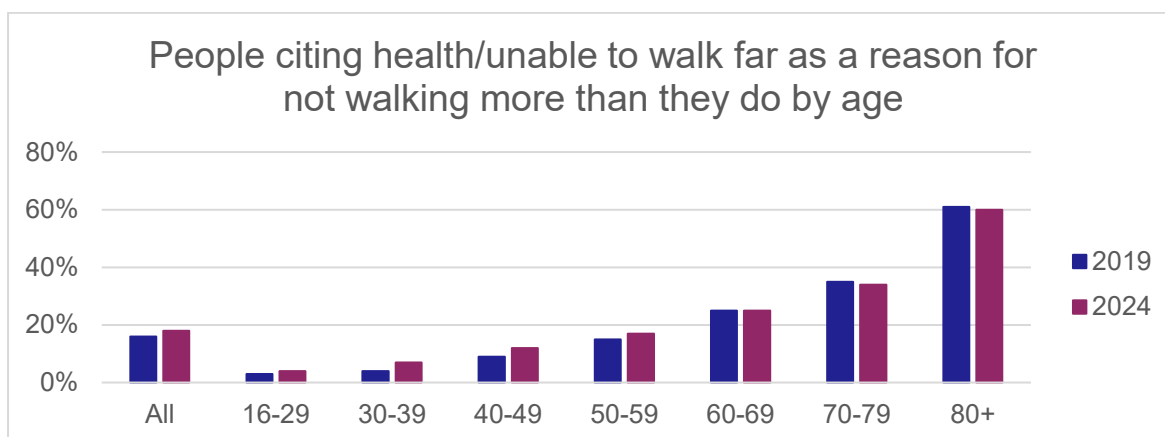


Figure 10. People citing health/ unable to walk far as a reason for not walking more than they do by age (2019 and 2024)

When it comes to annual household income, the pattern is opposite to age. As income increases, the reporting of the barrier of health or being unable to walk far decreases in both 2019 and 2024 (Figure 11).

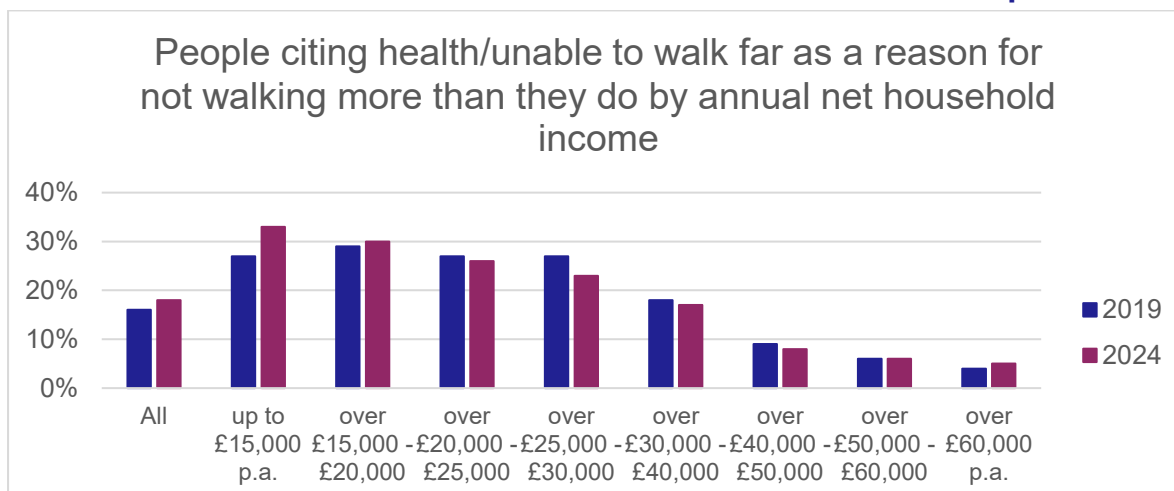


Figure 11. People citing health/ unable to walk far as a reasons for not walking more than they do by annual net household income (2019 and 2024) (incomes adjusted by inflation for 2024 equivalent values)

In order to understand propensity and attitudes towards walking, wheeling and cycling, it is useful to look at what travel method adults use when travelling to work. In 2024, the proportion of adults employed who were not working from home was 25% - higher than pre-pandemic in 2019. Of these, 66% usually travelled by car or van (either as a driver or passenger). Active travel (either walking or cycling) was the second most common mode of travel to work (14%) (see Figure 12).

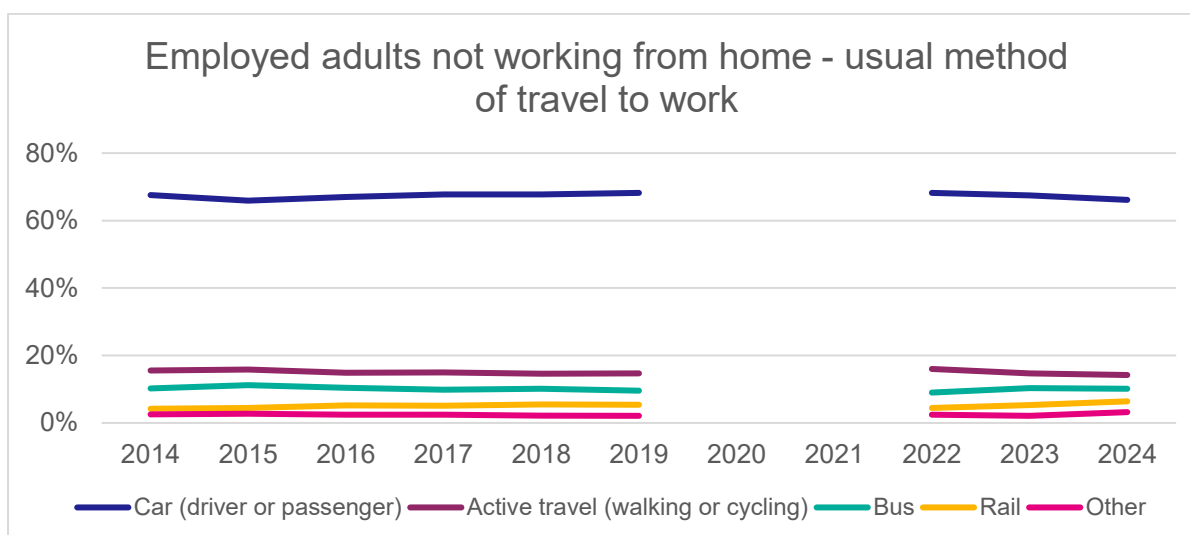


Figure 12. Employed adults not working from home – usual method of travel (2014 – 2024)

The [Scottish Household Survey](#) includes estimates for barriers experienced by individuals cycling to work. Pre-pandemic, the main barrier identified for cycling to work was distance (i.e. too far to cycle, 40%). This remained the main barrier in 2024 at 42%. Other barriers include: concerns about cycling in traffic (16%), poor weather (20%) and inconvenience (17%). Between 2019 and 2024, there was a decrease in people reporting concerns about cycling in traffic (21% to 16%).

When looking at reasons for not cycling to work by sex, there are similar patterns in both 2019 and 2024 (see Figure 13). Women were more likely than men to report not owning a bike, not being able to ride a bike and citing health or fitness concerns as barriers to cycling to work.

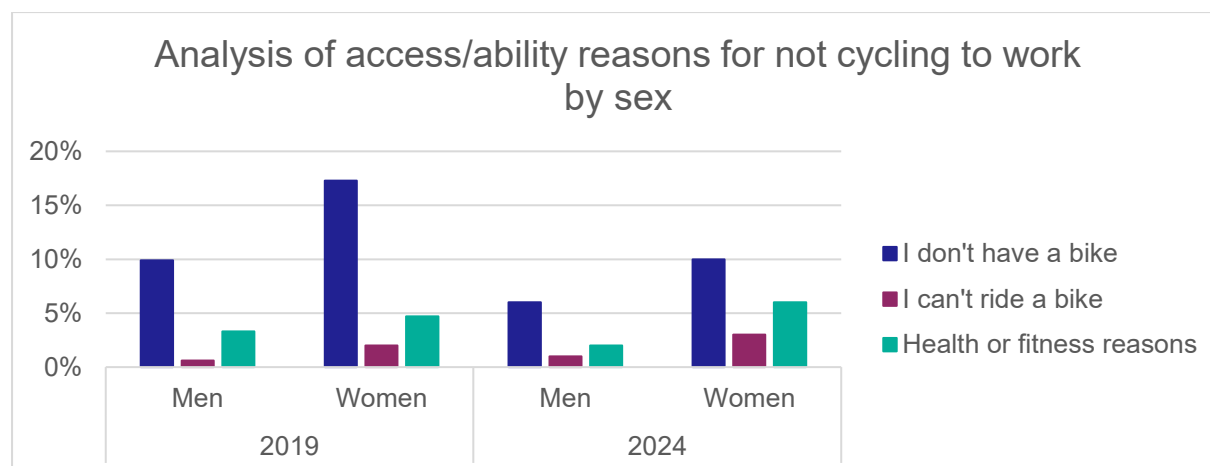


Figure 13. Analysis of access and ability to cycle to work by sex (2019 and 2024)

Walk Wheel Cycle Trust's [Walking and Cycling Index 2025](#) also publishes data from their survey on walking, wheeling and cycling in urban areas across the UK and Ireland. Of the 9,305 people aged 16 or over surveyed in Scotland, 59% walk at least five days a week. Similar to previous years, respondents reported walking or wheeling more often than using any other mode of transport. In addition, 15% of respondents reported cycling at least once a week. The index reports on gender differences - 21% of men reported cycling at least once a week and only 10% of women reported doing so.

The 2025 index reported on four main factors that would enhance the individuals' propensity to walk or wheel. The first one was the need to have better services and amenities within walking and wheeling distance. Similar to data presented in the baseline report, participants were in favour of creating nicer places on streets to stop and rest and were in favour of creating more 20-minute neighbourhoods with a variety of amenities and services within a 20-minute walk or wheel from their residence.

Participants highlighted the need for better integration between active travel and buses by increasing accessibility to and from bus stops (68%) and improved walking and wheeling crossing facilities near bus stops (73%). Additionally, improvements also included creating streets and neighbourhoods that are safe, welcoming and comfortable by improving pavements with less pavement parking (67%), wider pavements (71%) and better pavement accessibility (74%).

In terms of propensity to cycle, respondents highlighted that they would like more support to cycle by increased access to secure cycle parking at or near residence (56%), access to a bicycle (54%), and access to an electric bicycle (45%).

Proportion of journeys to school by walking, cycling and wheeling

Data from the [Hands Up Scotland Survey](#) is used to monitor the indicators related to journeys to school. This survey started in 2008, covers all 32 local authorities and is run every September by the Walk, Wheel and Cycle Trust (previously Sustrans). The coronavirus pandemic had a significant impact on travel to school data. Therefore, for the purposes of this report, time series data from 2020 and 2021 will not be presented. The comparison years will be pre-pandemic (2019) and 2025.

Main mode of travel to school (excluding nursery)

Similar to 2019 baseline report, walking continues to be the preferred way for pupils to travel to school (Figure 14). The proportion of other active modes used have been fairly stable over the past 10 years, with slight variations for children being driven to school and using the bus. Since 2022, there has been a decrease in the percentage of pupils walking to school and a slight increase of those taking the bus.

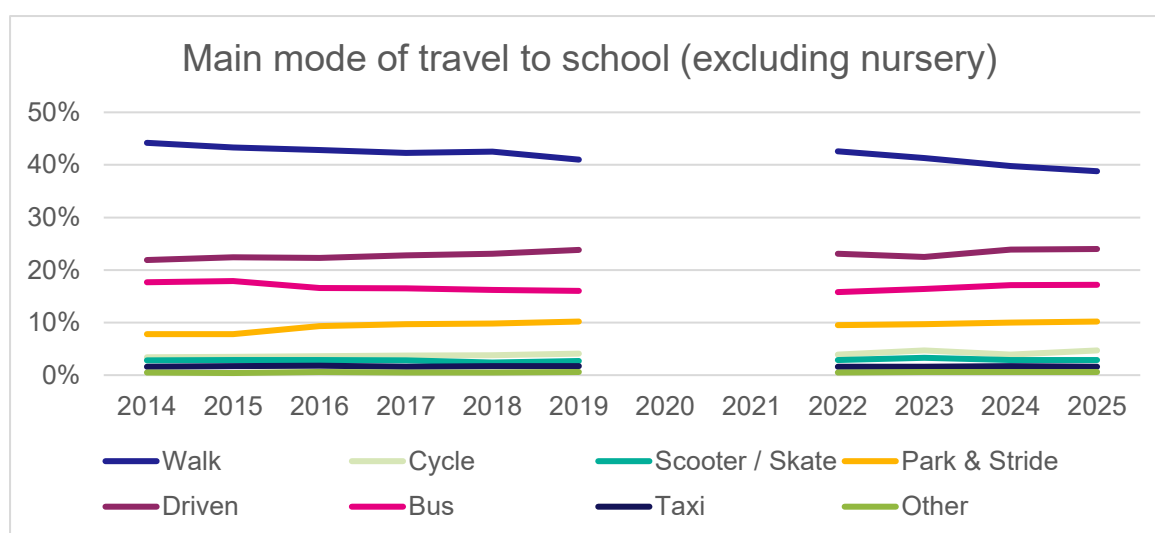


Figure 14. Main mode of travel to school (excluding nursery) (2014 - 2025)

Mode of travel by school type

When looking at primary and secondary schools, similar to the 2019 baseline report, walking remains the preferred mode of travel for both school groups though this figure has been decreasing in recent years. Figure 15 shows a comparison between primary and secondary school across all travel modes. When comparing 2025 with pre-pandemic data, figures for the main mode of travel to and from primary school are similar to 2019. For secondary school travel, figures for being driven and taking the bus are higher than pre-pandemic, while walking has decreased from 2019.

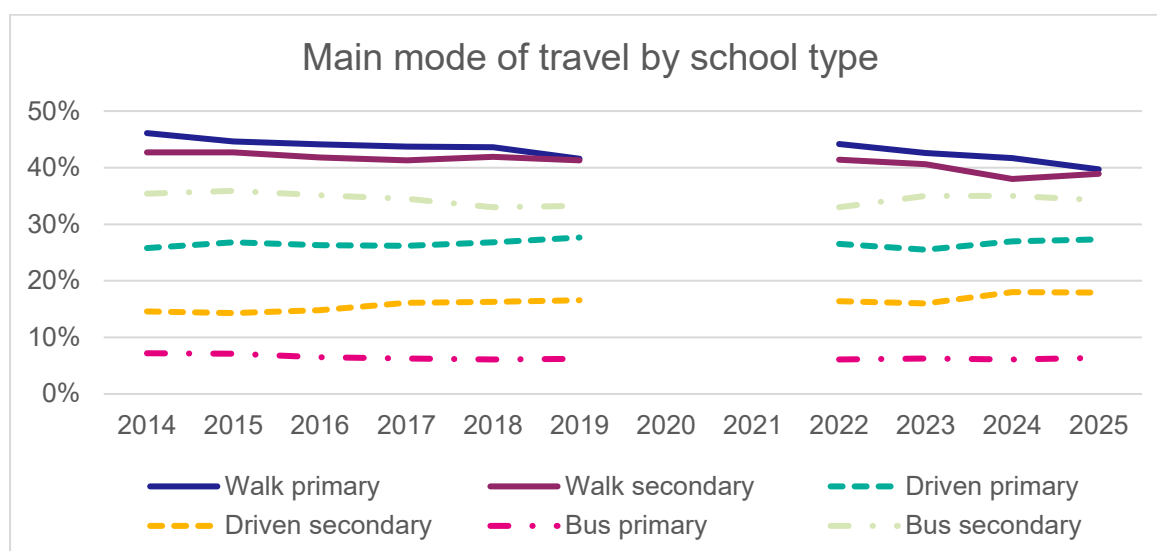


Figure 15. Main mode of travel by school type (2014-2025)

Mode of travel by year group

Figure 16 shows that for primary school pupils, walking increases and being driven decreases as they get older. Between 2019 and 2025, figures have remained stable across all travel modes.

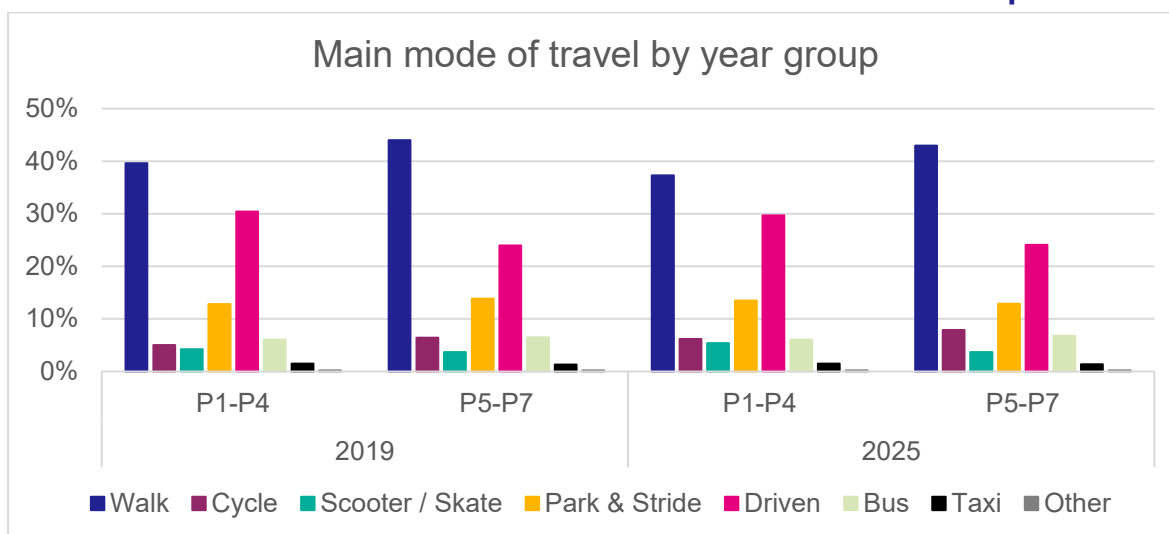


Figure 16. Main mode of travel to primary school by year group (2019 and 2025)

For secondary pupils, walking and taking the bus are shown to be the preferred ways of travelling to school in 2025 (Figure 17). When comparing 2025 with 2019 pre-pandemic, the figures are stable across the years.

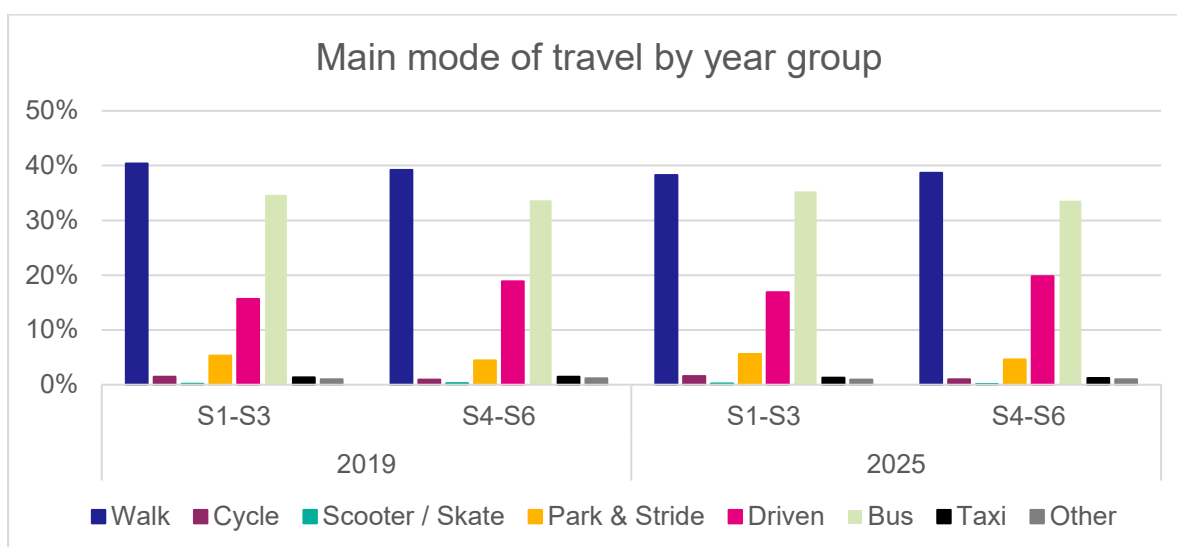


Figure 17. Main mode of travel to secondary school by year group (2019 and 2025)

For nurseries, Figure 18 shows that car journeys to nursery are the highest out of the main modes of travel. Between 2019 and 2025, there has been an increase in traveling by car and a slight decrease in walking.

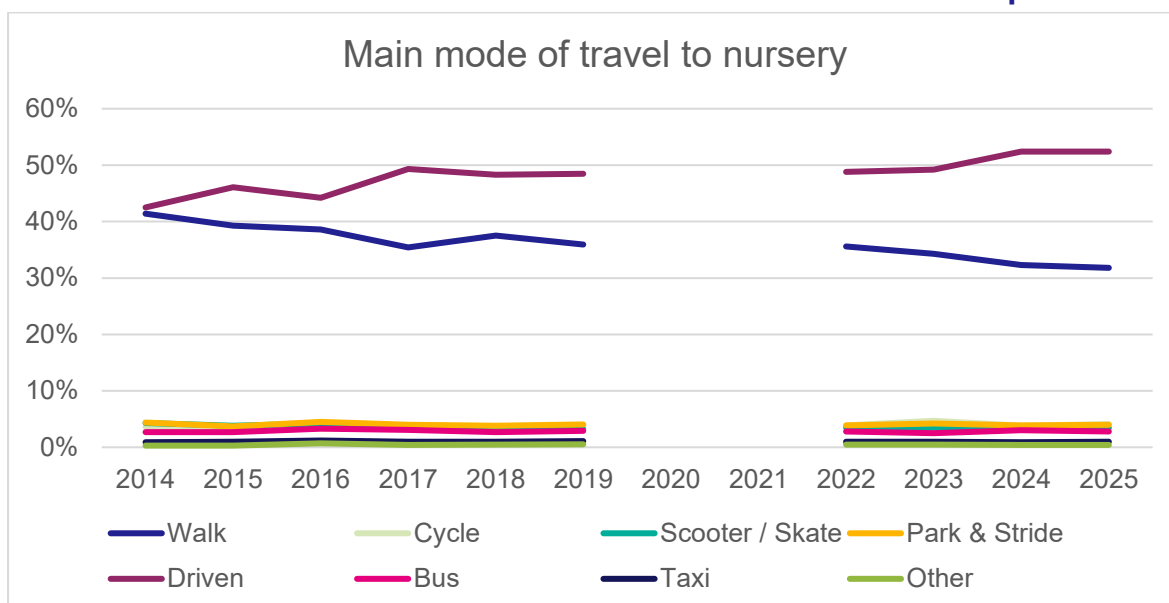


Figure 18. Main mode of travel nursery (2014-2025)

Main mode of travel to special educational needs schools

Children travelling to special educational needs schools are still mainly using private taxi or bus, which is similar to the 2019 baseline. Between 2025 and 2019, there has been a decrease in those using taxi and an increase in those travelling by bus (see Figure 19). Furthermore, there has been an increase in 2025 of those walking whilst being driven remained stable. For some of the travel modes, the sample size is too low to provide robust figures.

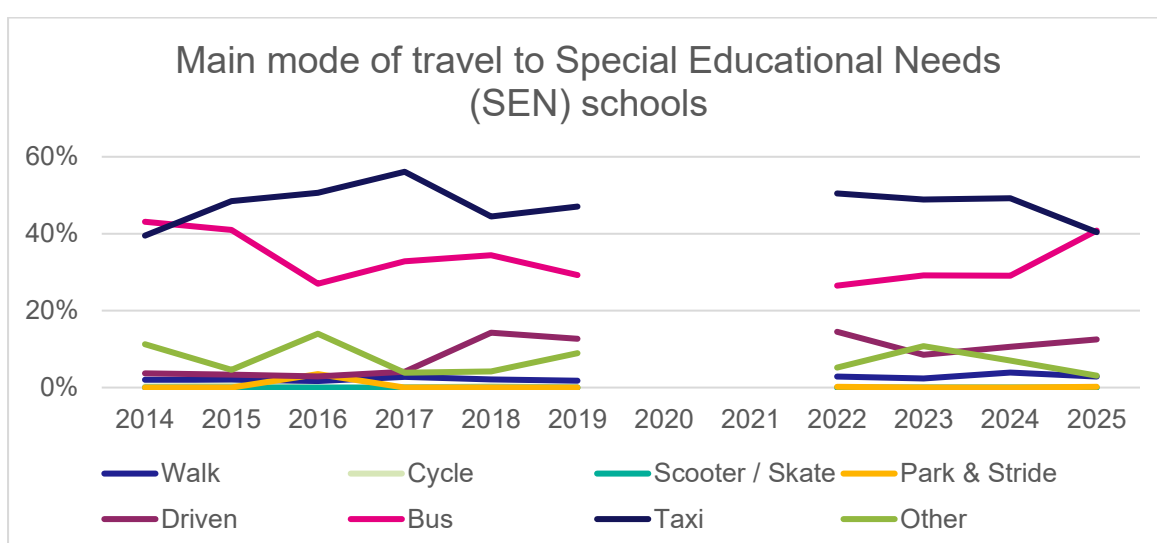


Figure 19. Main mode of travel to special educational needs schools (2014-2025)

Frequency of walking and cycling for pleasure or exercise

Information on the proportion of the population walking and cycling for pleasure or exercise is taken from the [Scottish Household Survey](#). This data has been collected every two years since 2012.

Walking for pleasure or to keep fit

Walking for pleasure or to keep fit by sex

Walking for pleasure or to keep fit has risen with 69% of people doing so at least weekly in 2024, compared to 62% in 2019. Figure 20 shows that men tend to walk more than women for pleasure or to keep fit. (Note: the Y axis in Figure 20 has been adjusted to start at 40% to showcase the trend more clearly.)

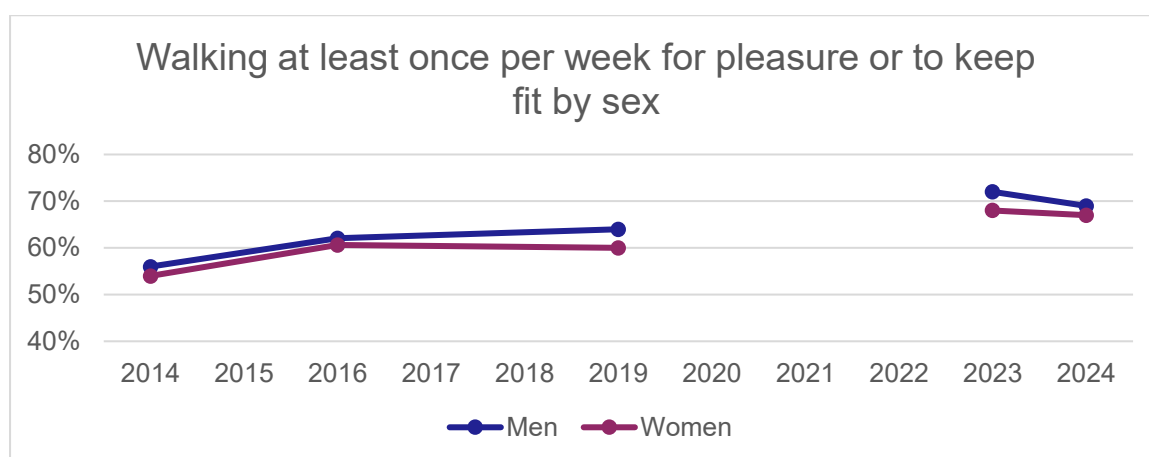


Figure 20. Walking at least once a week for pleasure or to keep fit by sex (2014-2024)

Walking for pleasure or to keep fit by age

Looking at age differences, in 2024 those 16 to 19 and over 60 years olds, tend to walk less than the national average. In comparison to 2019, Figure 21 demonstrates that there is a statistically significant increase in the proportion of individuals walking for pleasure or to keep fit in 2024 across all age ranges with the exception of 16-19 and 40-49 year olds.

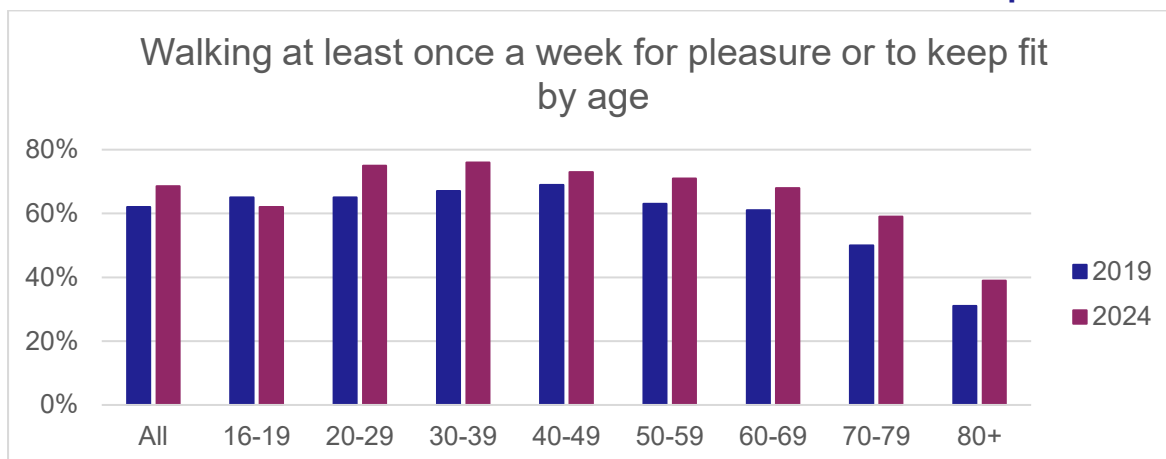


Figure 21. Walking at least once a week for pleasure or to keep fit by age (2019 and 2024)

Walking for pleasure or to keep fit by household income

Figure 22 shows the proportion of those walking at least once a week for pleasure or to keep fit by annual net household income. Those from higher income households are more likely to walk at least once a week for pleasure or to keep fit. This is the case for 2024 and pre-pandemic. When comparing household income bands with 2019 figures, there was an increase between 2019 and 2024 for all figures (though up to £15,000 and over £15,000 to £20,000 were not statistically significant at a 95% level).

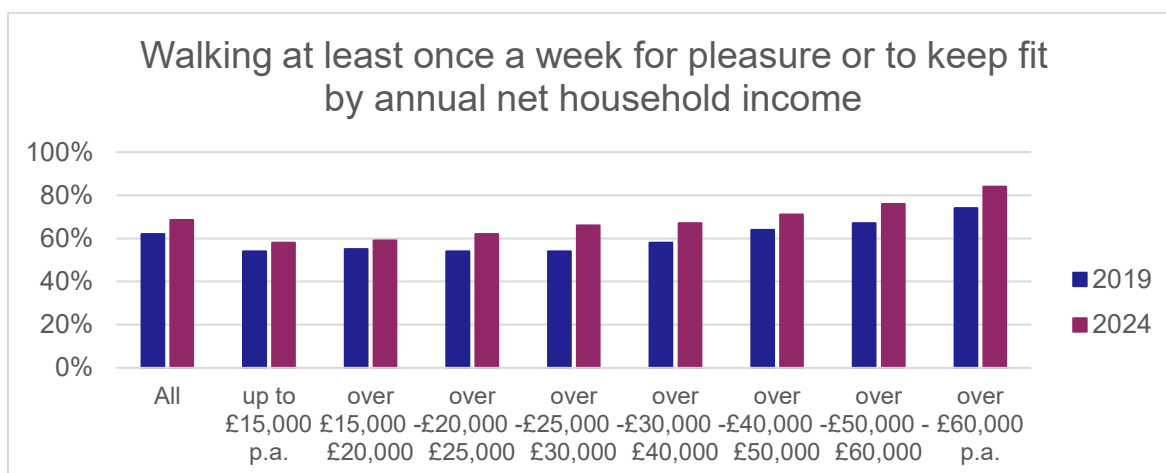


Figure 22. Walking at least once a week for pleasure or to keep fit by annual net household income (2019 and 2024) (incomes adjusted by inflation for 2024 equivalent values)

Walking for pleasure or to keep fit by location

Looking at location, Figure 23 shows that those from rural areas report walking at least once per week for pleasure or to keep fit more often than those from urban areas. Comparing 2024 with pre-pandemic figures, there was an increase across all

areas (only one of these changes was not statistically significant at 95% level – “accessible” small towns). Between 2023 and 2024 there was a drop in figures across all areas – though this is not statistically significant at the 95% level (Note: the Y axis in Figure 23 has been adjusted to start at 50% to showcase the trend more clearly.)

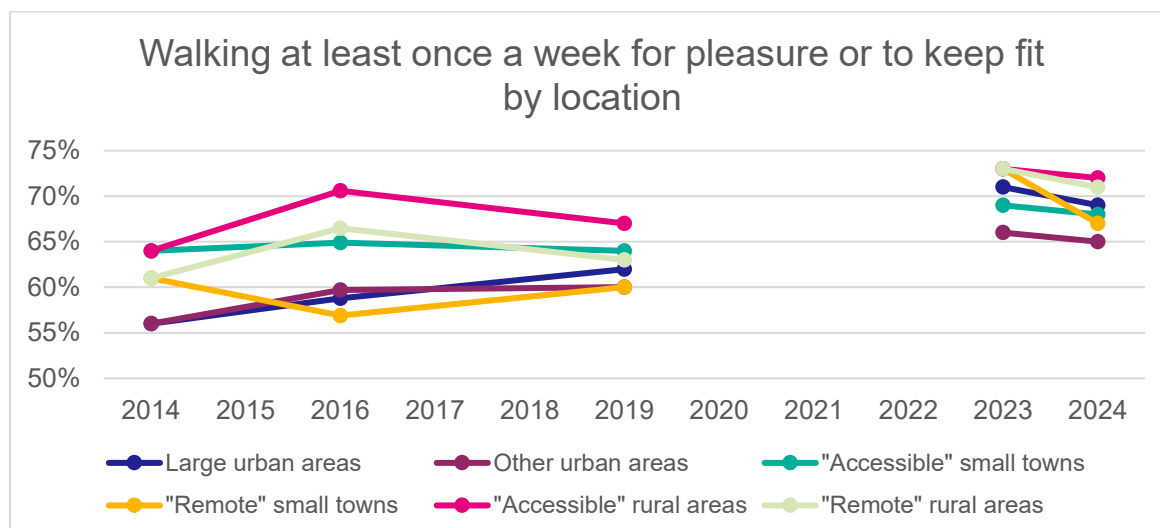


Figure 23. Walking at least once a week for pleasure or to keep fit by location (2014-2024)

Cycling for pleasure or to keep fit

Cycling for pleasure or to keep fit by sex

In 2024, 5% of people cycled at least one day of the week for pleasure or to keep fit. Figure 24 shows that men report cycling for pleasure or to keep fit more often than women.

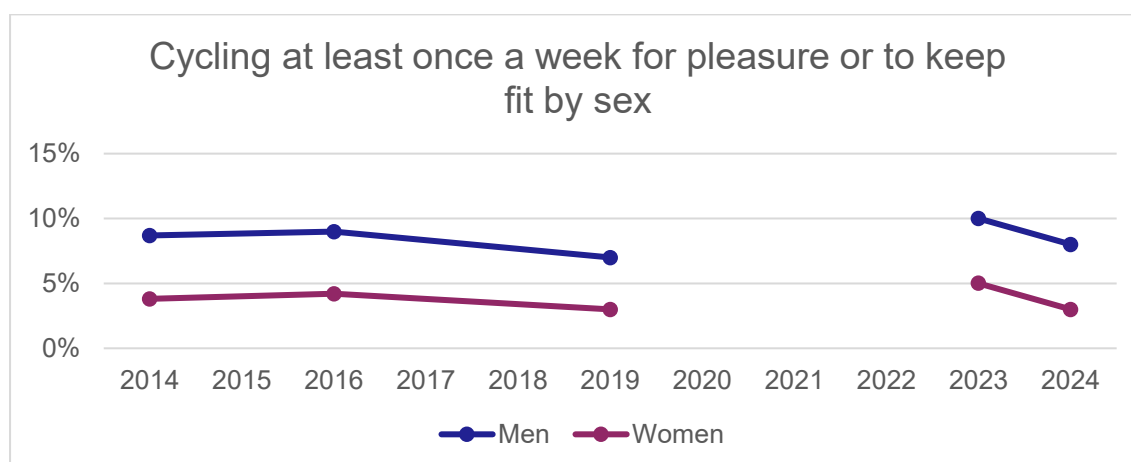


Figure 24. Cycling at least once a week for pleasure or to keep fit by sex (2014-2024)

Cycling for pleasure or to keep fit by age

Figure 25 shows interesting differences between age groups cycling for pleasure or fitness. In 2024, 40 to 49 year olds were the group that reported the highest level of cycling for pleasure or to keep fit. Those over 60 reported lower levels of cycling as compared to the national figure. In terms of comparison between 2019 and 2024, there was a decrease of those in the 16 to 19, 40 to 49 and the 20 to 29 year old age groups. Conversely, the proportion of cycling for pleasure or to keep fit increased in 2024 for those in the 30 to 39 and 60 to 69 age groups.

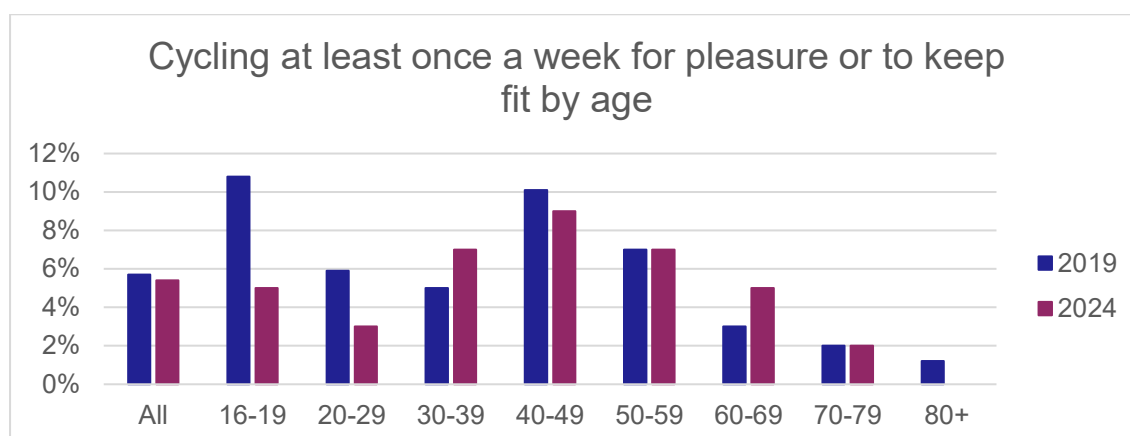


Figure 25. Cycling at least once a week for pleasure or to keep fit by age (2019 and 2024)

Cycling for pleasure or to keep fit by household income

Figure 26 shows the proportion of those cycling at least once a week for pleasure or to keep fit by annual net household income. In both 2019 and 2024, individuals earning over £60,000 represented the highest proportion of those cycling at least once a week for pleasure or to keep fit. In contrast, those earning under £20,000 are among the lowest cycling at least once a week for pleasure or to keep fit.

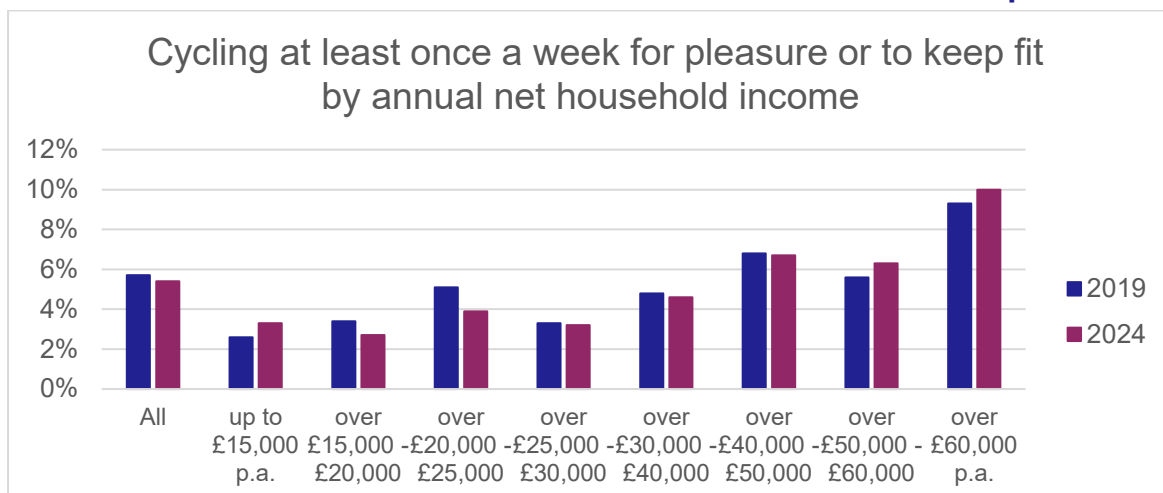


Figure 26. Cycling at least once a week for pleasure or to keep fit by household income (2019 and 2024) (incomes adjusted by inflation for 2024 equivalent values)

Cycling for pleasure or to keep fit by location

Considering location, Figure 27 shows that differences between urban and rural areas are small. In 2024, proportions for those cycling for pleasure or to keep fit were higher for those from rural areas as compared with urban areas.

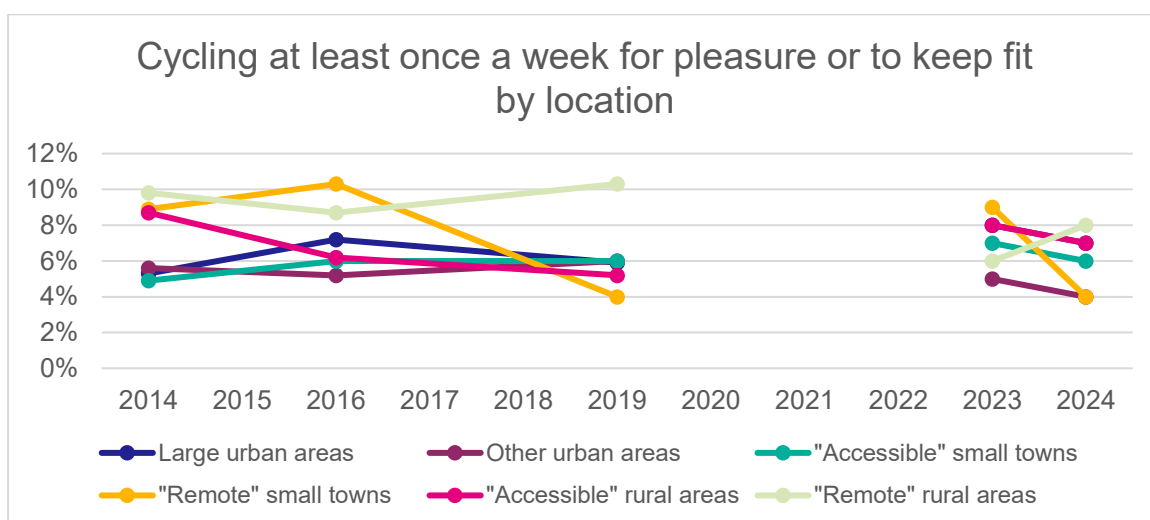


Figure 27. Cycling at least once a week for pleasure or to keep fit by location (2014-2024)

Trends from active travel counter data

Counter data trends are being added as a new indicator under this outcome for the 2026 update. Automatic counters across Scotland record data on different routes or schemes and continuously monitor cycle and/or pedestrian user numbers. This data is then added to the [Cycling Open Data portal](#). The platform publishes real-time data gathered via over 800 counters across Scotland. Counters are managed by a variety of organisations and providers. The portal gathers data from Cycling Scotland, Walk

Wheel Cycle Trust, Local Authorities, the Scottish Trunk Road Network and other active travel organisations.

Cycling Scotland conducts all-mode traffic surveys by using their existing counter cycling infrastructure. These surveys are done twice a year (usually May and September) over a 48 hour period. The [Annual Cycling Monitoring Report 2025](#) shows that in September 2024 there was a total of 30,464 observed cycle counts. This corresponds to 92 counters across 32 local authorities (these figures include all modes of transport).

This source of evidence was not available for the 2019 Framework and it supports measurement under this new indicator. Further research and development is needed to better understand this data source, its limitations and capabilities when supporting and monitoring this overall outcome.

High Quality Walking, Wheeling, and Cycling Infrastructure is Available to Everyone

This Active Travel Framework outcome is assessed via indicators exploring the following key areas:

- Km of traffic-free walking and cycling facilities;
- Urban and rural households connection to cycling routes; and
- Satisfaction with quality of walking and cycling infrastructure.

Km of traffic-free walking and cycling facilities

Data from the Walk Wheel Cycle Trust [National Cycling Network \(NCN\) impact 2024-25\) report](#) shows that approximately 45% of the total cycling network in Scotland is traffic-free (i.e. separation between users and motorised vehicles) and around 55% are 'on-road' (mixed between active travel and motorised vehicles sharing a space). This is an increase from 2019 baseline report when 43% of cycling network in Scotland was traffic-free. In 2024/25, a total of 27.2 km of new or improved NCN was completed across several different infrastructure programmes.

Urban and rural households connection to cycling routes

The [Walking and Cycling Index 2025](#) reports that 30% of households are within 125 metres of either traffic-free cycle paths away from roads, cycle paths physically separated from traffic and pedestrians, or signposted routes along quieter streets.

The Walk Wheel Cycle Trust [NCN impact report](#) 2024/25 shows that approximately 30% of Scotland's NCN runs through urban areas with around 70% connecting rural areas. Out of a total of 2,552 km, a total of 645 km in rural areas are traffic-free, while in urban areas this equates to 493 km.

Reporting on the NCN can be challenging as there can be reclassification of stretches of the network. In addition, the time of the year for the reporting can have impact on the figures and kilometres reported. As such, there might be minor

discrepancies between different sources of evidence used to monitor these indicators (i.e. NCN impact report and [Active Travel Infrastructure Investment Report](#)).

One limitation of this indicator is the scarce evidence and lack of consistent and regular reporting on rural households' connection to cycling routes. Most of the current evidence relates to urban connections and data is more readily available for these areas. There is a need to further explore the long term feasibility of this indicator for monitoring progress particularly when it comes to rural households connections.

Satisfaction with quality of infrastructure

Consistent and representative data relating to satisfaction with infrastructure is currently a gap. Evidence relating to this indicator is scarce and resources could usefully be directed to the development of systems to collect data and measure individuals' satisfaction with infrastructure when walking, wheeling and cycling. However, existing publications can offer initial insights around satisfaction with infrastructure. The data below covers evidence about individuals' experiences and where improvements are needed to support the use of infrastructure.

Walking and wheeling

The [Scottish Walking and Wheeling Survey](#) reports on walking and wheeling experiences of people in Scotland. This survey started in 2019 and data has been collected every two years since then. The sample for this survey is weighted so as to be representative of the Scottish population. The sample includes 2,009 adults resident in Scotland and a sampling quota of 1,021 adults was implemented to account for representation of gender, age, social grade and place of residence. A further sample of over 980 adults was included to ensure views from particular groups of interest were accounted for – i.e. minority ethnic communities, residents of rural areas, disabled people and smaller local authorities.

In this survey, participants were asked to rate satisfaction and importance of several features relating to their local area. In relation to currently available infrastructure, participants rated as extremely or quite good the following aspects: shops selling essentials within a walking distance (75%), quality green spaces like parks (70%), public transport connections and schools within walking distance (69% and 68% respectively), and availability of walking and cycling routes connecting places (65% and 52% respectively).

Finally, this survey explored participants' attitudes to walking and wheeling in their local area and perceptions about changes in the last two years. Forty-one percent agreed that the pavements in their local area are in good condition and well-managed. Also, over a third agreed that the improvements made to paths in the last two years made it easier to walk or wheel to local services and amenities.

Cycling

For cycling, the Walk Wheel and Cycle Trust gathered evidence on the quality of the National Cycling Network as part of their [impact report](#). The 2024/25 audit assessed a total of 3,225 paths and access points and showed that 47% of people surveyed rated the quality of the NCN as good, 26% reported it to be adequate and 24% as poor. Furthermore, the impact report highlighted that 507 barriers were removed in 2024/25.

The [Walking and Cycling Index](#) also gathers evidence on the perspectives of Scottish residents about cycling infrastructure. In 2025, participants shared being in support of improving and increasing local off-road paths (79%), improvements to access to public transport stops and stations (73%), and building more cycle paths physically separated from traffic and pedestrians (57%).

In terms of infrastructure, the Index also explores what would help Scottish residents to start cycling or to cycle more. Some of the factors mentioned were: more traffic-free cycle paths away from roads (69%), better links to public transport (66%) and more signposted routes along quieter streets (63%).

Walking, Cycling and Wheeling is Safer for All

This outcome is tied to the following indicators:

- Casualties by mode of transport and distance travelled; and
- Perceptions of safety of walking, wheeling, and cycling.

Casualties by mode of transport and distance travelled

Transport Scotland publishes accredited official statistics every year related to [road casualties in Scotland](#) captured by the police using Stats 19 statistical returns. Figure 28 shows that between 2019 and 2024 the rate of casualties per million vehicle kilometres travelled for pedal cycles has declined. There has been a slight decrease between 2019 and 2024 for cars and the rate of casualties for cars remained lower than for cyclists.

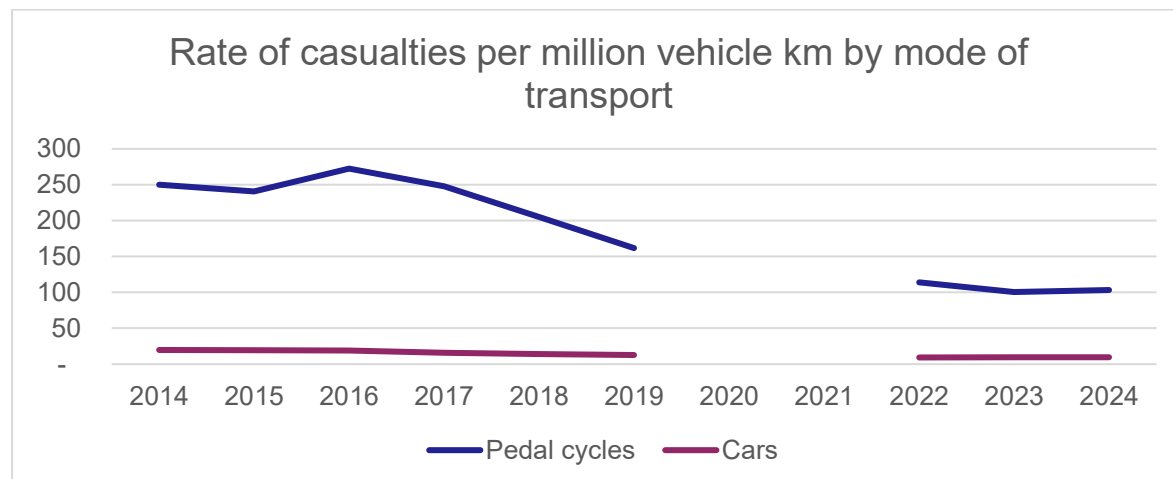


Figure 28. Rate of casualties by mode of transport (2014-2024)

The number of reported casualties by mode of transport (Figure 29) is higher for cars in comparison to cyclists and pedestrians. It is notable that for all three categories, there has been a decrease in reported casualties between 2019 and 2024, with casualties associated with car travel showing the greatest decrease post-pandemic.

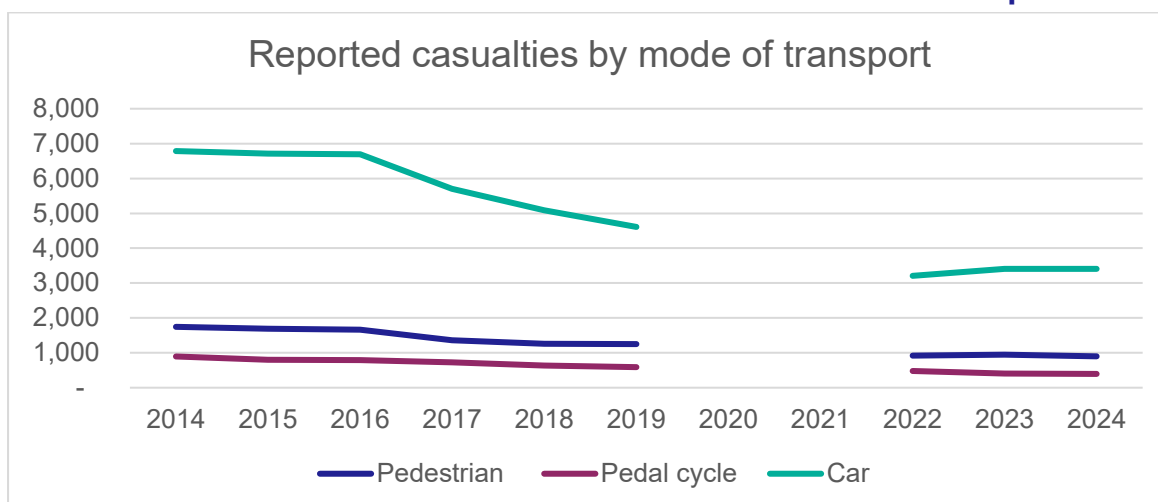


Figure 29. Reported casualties by mode of transport – Pedestrian, Pedal cycle and Car (2014-2024)

Perceptions of safety of walking, wheeling and cycling

Data from the [Scottish Household Survey](#) can be used to monitor trends around safety – this data source has been presented above (see Sections 2 and 8). Additionally, the [Scottish Crime and Justice Survey](#) gathers information about individuals' perception of safety when walking alone in their local area after dark and offers evidence by individual characteristics of interest. Figure 30 shows that majority of respondents felt very or fairly safe walking alone after dark – in 2024/25 this was around 76%. This is roughly the same as pre-pandemic (around 77% in 2019/20).

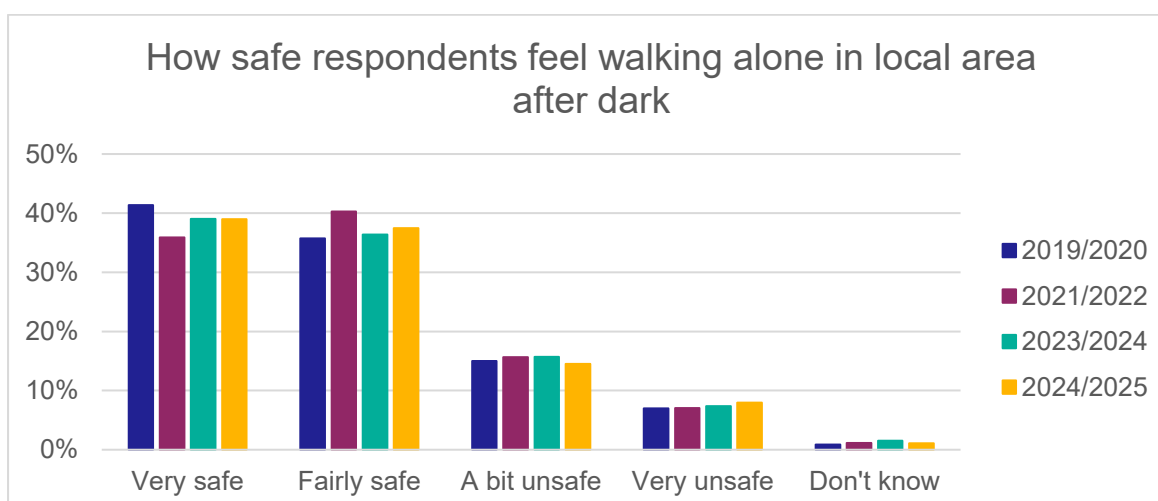


Figure 30. Perceptions of safety by respondents feel walking alone in local area after dark (2019-2024)

Similar to the 2019 baseline report, the results from this data source reflect different experiences according to sex. Women tend to feel less safe walking alone in their

local area after dark when compared with men (in 2024/25 65% vs 89%). This pattern has remained relatively stable since 2019/20 (see Figure 31).

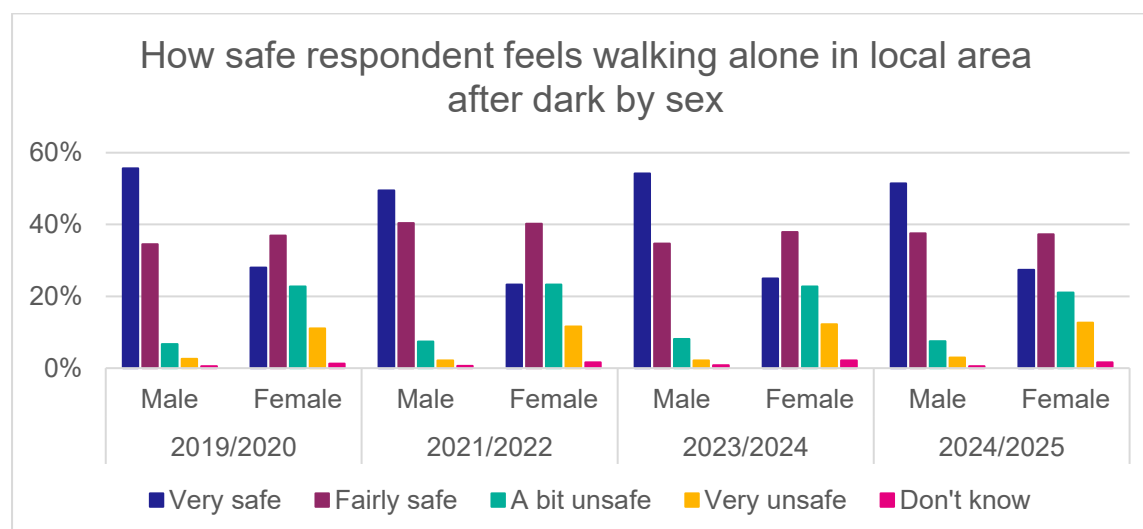


Figure 31. How safe respondents feel walking alone in local area after dark by sex (2019-2024)

Similar patterns of safety being a concern to individuals walking and wheeling are present in other data sources. For example, [the Scottish Walking and Wheeling survey](#) gathers data on safety during the day and after dark. In 2025, 39% of women reported that they would walk and wheel more in their local area if they felt safer after dark (in comparison with 24% of men).

With regards to cycling, the [Scottish Household Survey](#) asks about reasons for not cycling to work (see Section 2) and it is worth noting that individuals reported safety concerns as barriers to not cycling to work. In 2024, 16% of respondents reported concerns about cycling in traffic and 9% reported concerns about personal safety on dark or lonely roads. Between 2019 and 2024, there was a decrease of those reporting concerns for personal safety on dark or lonely roads (2019: 12% vs 2024: 9%). Looking more in-depth at differences between men and women, between 2019 and 2024, concerns about personal safety on dark or lonely roads reduced from 16% to 11% for women, but remains higher when compared to men (Figure 32).

For the indicators relating to cycling, the data presented in this report only covers safety concerns relating to travelling to work. This means that there is a need to further understand wider perceived safety while cycling in relation to traffic and non traffic factors.

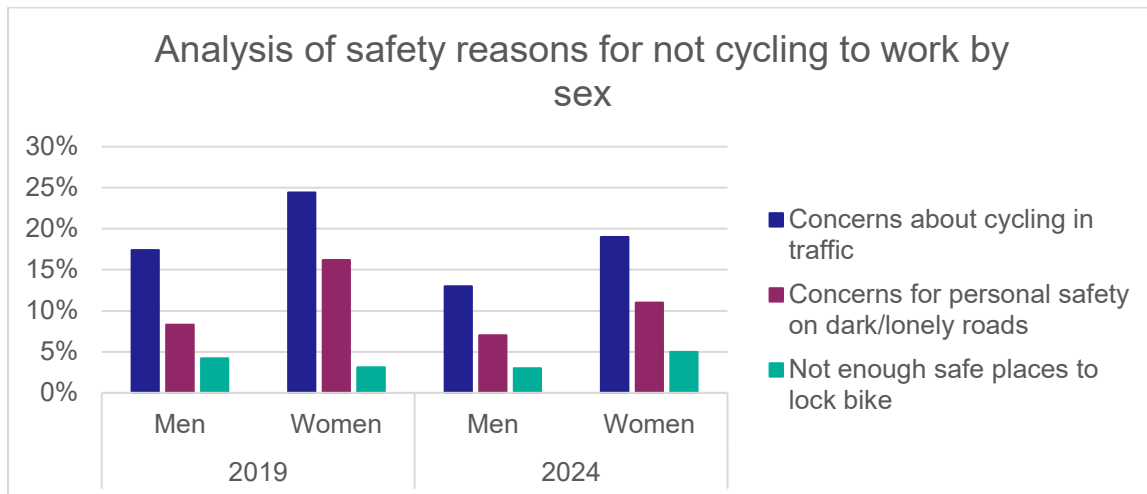


Figure 32. Analysis of safety reasons for not cycling to work by sex (2019 and 2024)

Finally, the [Walking and Cycling Index](#) asks individuals whether they feel their local area is good or bad for safety when walking, wheeling and cycling. In 2025, cycling was seen as less safe than walking or wheeling - 48% felt cycle was safe against 76% who reported walking or wheeling was a safe form of active travel in their local areas.

Delivery of Walking, Cycling, and Wheeling is Promoted and Supported by a Range of Partners

This Active Travel outcome covers indicators on the following :

- Distribution of projects and Investment in Active Travel; and
- Proportion of primary schools delivering on-road cycle training.

Distribution of projects and investment in active travel

In 2024, Transport Scotland implemented a [major change programme](#) for Active Travel delivery. On infrastructure, the new tiered delivery model provides both block grant and prioritised funding Local Authorities (LAs), Regional Transport Partnerships (RTPs) and National Park Authorities (NPAs).

As such, capital investment on Active Travel from 2024-25 has been distributed across five funds and delivery partners. Table 1 provides a breakdown of overall investment as well as individual funds and delivery partners as published in the [Active Travel Infrastructure Investment Report](#). Places for Everyone was the largest investment (41% of total investment), followed by Active Travel Infrastructure Fund (ATIF) Tier 1 (31%).

The funding landscape for Active Travel also includes other national, regional and local programmes. For example, infrastructure delivery on Trunk Roads (£4.1m) and the Road Safety Improvement Fund (£2.4m) is one such programme.

	2023-24	2024-25
Overall	165	115
ATIF Tier 1 (previously "Cycling Walking Safer Routes" in 2023-24)	35	35
ATIF Tier 2	19.5	9.7
Places for Everyone	15.9	47.5
National Cycle Network	14.2	15.4
Ian Findlay Path Fund	1.6	0.85
Trunk Road Casualty Reduction Programme	4.5	4.1
Road Safety Improvement Fund	3.1	2.4

Table 1. Distribution of funding across infrastructure programmes (£, Millions)

On behaviour change (i.e. interventions aimed at providing people with knowledge, skills and confidence to use infrastructure to walk, wheel or cycle), in 2024/25, Transport Scotland introduced a [new place-based delivery model](#) called People & Place. In 2025/26, over £28 million was provided to Regional Transport Partnerships (RTPs) and Local Authorities to develop and implement interventions at regional and local level to support behaviour change.

Proportion of primary schools delivering on-road cycle training

[Bikeability Scotland](#) is the national cycle training programme for school children. Across the years, various local authorities have joined the programme and the programme is currently being delivered in 30 local authorities. In 2024/25, the overall percentage of primary schools delivering Bikeability was 62% (Figure 33). This figure has increased from 47% pre-pandemic (2018/19 is the reference year for this due to the impacts of COVID on schools).

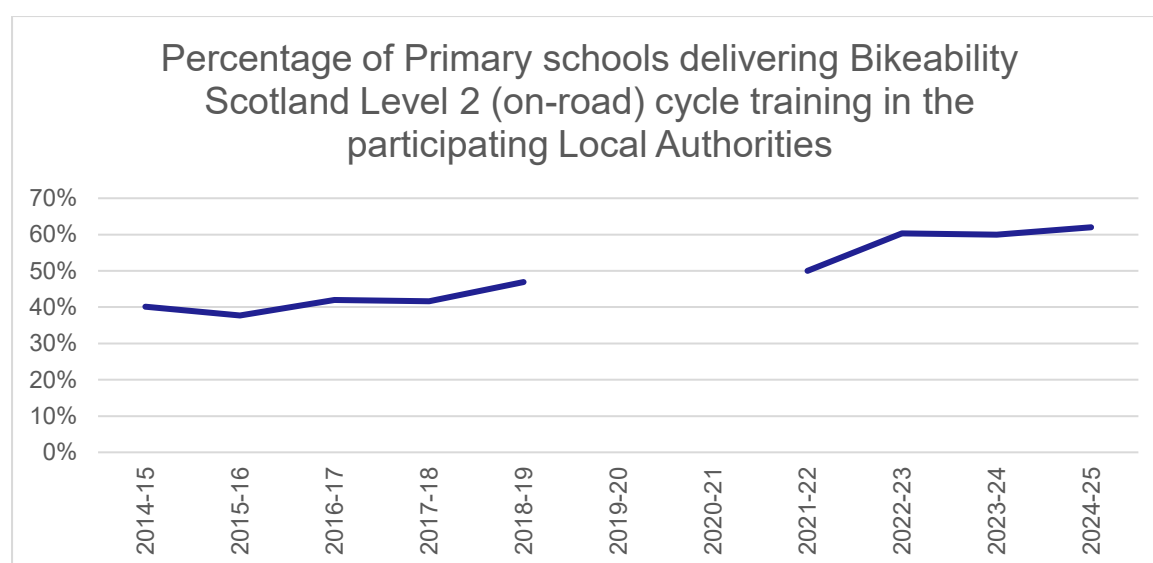


Figure 33. Percentage of primary schools delivering Bikeability Scotland level 2 (on-road) cycle training (2014-2024)

Walking, Cycling and Wheeling is Available to All

The final outcome is measured using the following indicators:

- Household access to a bicycle, and
- Perception of suitability of urban areas for walking, wheeling and cycling.

Household access to a bicycle

Data from the [Scottish Household Survey](#) shows that in 2024, 38% of individual adults had access to at least one bike for private use. Figure 34 also indicates differences in access by sex. A higher proportion of men reported having access to a bike, while the proportion of women with bike access was lower than the national figure for 2024 (35% vs 38%) – this pattern is consistent across the years.

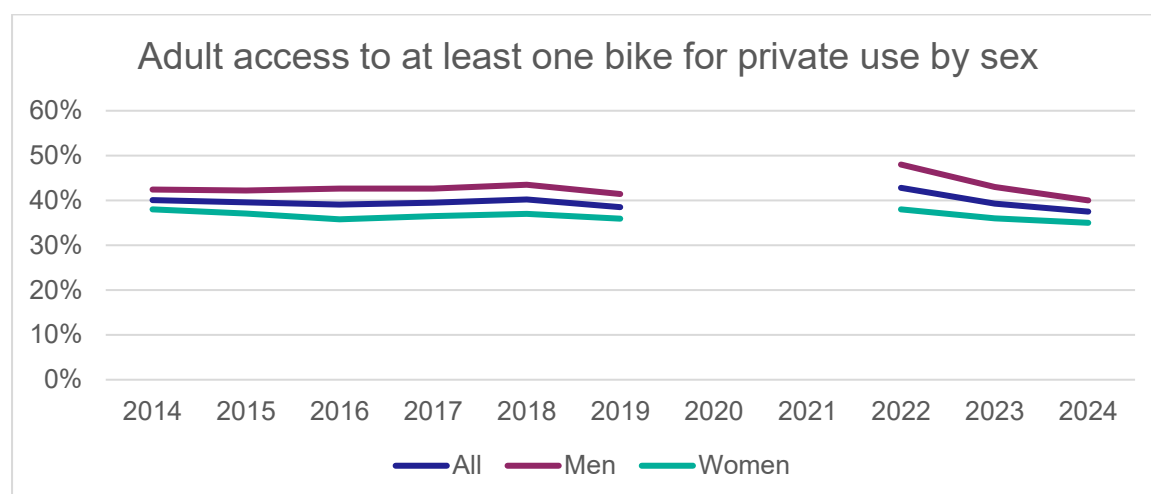


Figure 34. Adult access to at least one bike for private use, by sex (2014-2024)

In addition, Figure 35 shows the breakdown of household access to at least one bike for private use by annual net household income. Access to bike for private use increases as income rises. In both years, those from the highest income households have the highest proportion of household access to a bike – 61% in 2024 and 58% in 2019. When comparing 2019 to 2024, there was a statistically significant increase in household access to bikes for those with an income between £25,000 and £40,000.

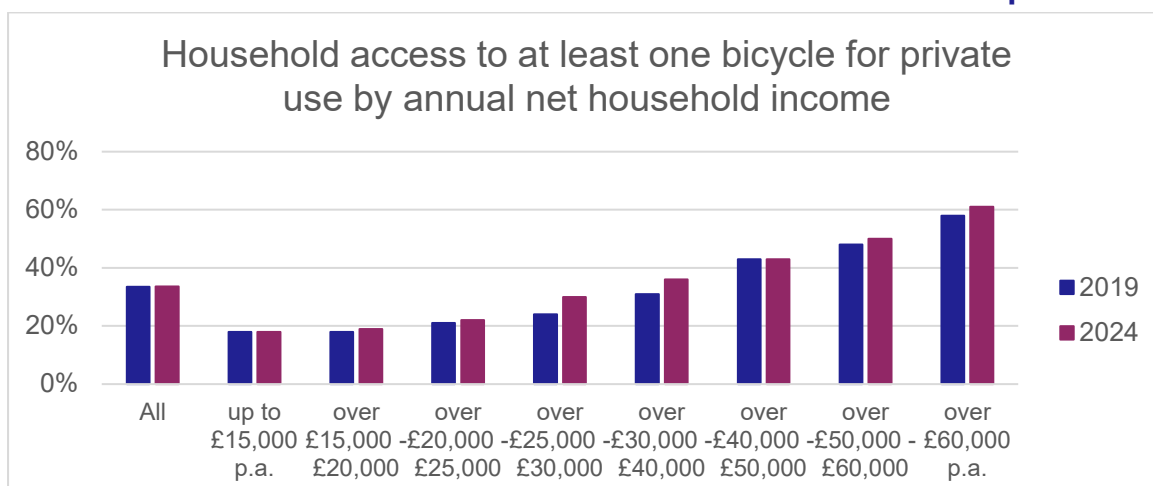


Figure 35. Household access to at least one bike for private use, by annual net household income (2019 and 2024) (incomes adjusted by inflation for 2024 equivalent values)

Perception of suitability of urban areas for walking, wheeling and cycling

Evidence for this indicator comes from the [Walking and Cycling Index](#). This source provides data on whether residents feel their local area is a good or bad place to walk, wheel or cycle. The most recent data (i.e. 2025) shows that 78% of respondents believe that their local area is a good place to walk or wheel and 50% reported the same for cycling. This compares to 73% and 45% respectively in 2023.

Conclusion

This report is based on the latest data available as of July 2026 by exploring sources of evidence used to monitor long-term progress against Scotland's national Active Travel Framework indicators. This report also provides an update on the indicators and sources of available evidence for each outcome. It follows the extension from the initial 15 indicators as set out in the 2019 framework document to 27 indicators. The report outlines the relationship between the refreshed indicators list and associated data sources and those referred to in the previous version of the framework and baseline report. Where additional data sources have become available— these have been flagged in this report. The change in indicators aims to provide further detail to monitor progress by breaking down data by mode of travel and other characteristics of interest. Overall, one indicator was removed from the last iteration. (12. Perception of Community Involvement in Walking and Cycling Initiatives) and three were kept as they were in their original format. The remaining proposed indicators are new.

Similar to the 2019 baseline report, active travel in Scotland varies by mode and individual characteristics, like sex, income, and location. Regarding differences by sex, men are still more likely to walk and cycle than women. Safety levels are a main concern for women when considering what mode of travel to use, and they tend to feel less safe when walking or cycling at night. However, between 2019 and 2024, this proportion has reduced.

Those from younger age groups and from lower income thresholds are also more likely to walk. In addition, those from higher income households are more likely to walk for pleasure or to keep fit. Regarding location, between 2019 and 2024, there has been an increase of walking for pleasure or to keep fit for all urban/rural classification categories. In addition, data shows that proportions of those cycling for pleasure or to keep fit are higher for those from rural areas when compared with urban areas.

This report also includes data on school pupils' mode of travel. Pupils are more likely to walk to school – this is the case for both primary and secondary school types. Alternatively, those in special education needs schools are more likely to take a taxi and a bus when travelling to school.

Though data is scarce, this report also provides evidence regarding satisfaction with the current provision of infrastructure. Overall, users are satisfied with the infrastructure for walking and wheeling highlighting existence of close amenities and cycling routes connections as reasons for their satisfaction. Contributing to

satisfaction levels, individuals reported the importance of feeling safe and routes being well taken care of.

Linked with satisfaction, this report also explores barriers to active travel and what improvements to the existing infrastructure are suggested from users. Barriers to active travel are ill health or poor weather (with an increase between 2019 and 2024). When it comes to specific modes of travel, the proportion of those citing health or being unable to walk far as a barrier increases with age (in both 2019 and 2024). On the other hand, as income increases health or being unable to walk far as a barrier decreases for both years.

Distance is reported as a barrier to cycle to work. Similarly, individuals also report concerns with poor weather and safety in traffic, though this reduced between 2019 and 2024. Regarding differences by sex, women are more likely to report not owning and not being able to ride a bike, as well as reporting more health and fitness concerns when compared to men.

Regarding changes needed to improve active travel experience and propensity, data suggests that individuals would welcome more amenities and services in walking distance, better alignment with buses and the need for accessibility improvements on pavements, for example reduce pavement parking.

It is worth noting that this report uses secondary data and as such varies in format and detail. Thus, it is important to keep this in mind when extracting any conclusions from this report. Context, methodology, frequency and format of the data play a role in how the data should be interpreted and use to support policy decisions.

This report also highlighted where there are data gaps against specific indicators. Currently, there are three main areas with data gaps: evidence on satisfaction with walking, wheeling and cycling infrastructure; rural households connected to cycling routes; and aggregation/ trends of Active Travel counter data. The report offers initial insights for some of these areas by exploring existing surveys and data. However, there is a need to further explore existing data sources to assess opportunities and limitations moving forward.

Finally, similarly to the 2019 baseline report, evidence in this report refers to national level figures. As such, these figures may not pick up on differences on a more local level. Monitoring the impact of this framework's indicators should also consider a wider view on local and individual level figures in order to support policy development and implementation of activities that support Scotland's active travel development.

Annex A: Changes to Active Travel Framework Indicators between 2019 and 2026

Changes to the indicators between 2019 and 2026 are highlighted below. The two main changes between years are:

- One indicator from 2019 was removed: Perception of Community Involvement in Walking and Cycling Initiatives
- Three indicators from 2019 were maintained in their original form: Km of traffic-free walking and cycling facilities; Proportion of primary schools delivering on-road cycle training; and Household access to a bike (with focus on regional and socio-economic variation).

Changes to Indicators by outcome

Increase the Number of People Choosing Walking, Cycling and Wheeling in Scotland

2019 Indicators

- Proportion of short everyday journeys by walking and cycling
- Attitudes towards/propensity to walking, cycling and wheeling
- Proportion of journeys to school by walking, cycling and wheeling
- Frequency of walking and cycling for pleasure/exercise

2026 Refreshed indicators

- Proportion of journeys under 2 miles by walking
- Proportion of journeys under 5 miles by cycling
- Aggregation/ trends of Active Travel counter data
- Propensity to cycle
- Proportion of journeys to school by walking and wheeling
- Proportion of journeys to school by cycling
- Frequency of walking and wheeling for pleasure/exercise
- Frequency of cycling for pleasure/exercise

High Quality Walking, Wheeling and Cycling Infrastructure is Available to Everyone

2019 Indicators

- Km of traffic-free walking and cycling facilities
- Distance to traffic-free infrastructure
- Quality of walking and cycling infrastructure

2026 Refreshed indicators

- Km of traffic-free walking and cycling facilities
- Urban households connected to cycling routes
- Rural households connected to cycling routes
- Evidence people are satisfied with the quality of walking infrastructure
- Evidence people are satisfied with the quality of wheeling infrastructure
- Evidence people are satisfied with the quality of cycling infrastructure

Walking, Cycling and Wheeling is Safer for All

2019 Indicators

- Casualties by mode of transport and distance travelled (number and proportion)
- Perceptions of safety of walking, wheeling and cycling

2026 Refreshed indicators

- Walking and wheeling casualties by distance travelled
- Cycling casualties by distance travelled
- Perceived safety while walking in relation to traffic
- Perceived safety while wheeling in relation to traffic
- Perceived safety while walking and wheeling in relation to non traffic factors
- Perceived safety while cycling in relation to traffic
- Perceived safety while cycling in relation to non traffic factors

Delivery of Walking, Cycling and Wheeling is Promoted and Supported by a Range of Partners

2019 Indicators

- Level of inclusion of active travel in Local Development Plans
- Level of public sector spend on walking, cycling and wheeling
- Perceptions of community involvement in walking, cycling and wheeling initiatives
- Proportion of primary schools delivering on-road cycle training

2026 Refreshed indicators

- Distribution of projects proposed through ATIF Tier 2 funding
- Investment in Active Travel (TS & Delivery Partners)
- Proportion of primary schools delivering on-road cycle training

Walking, Cycling and Wheeling is Available to All

2019 Indicators

- Household access to a bike (with focus on regional and socio-economic variation)
- Proportion of people identifying barriers to walking, cycling and wheeling

2026 Refreshed indicators

- Household access to a bicycle (with focus on regional and socioeconomic variation)
- Perception of urban areas' suitability for walking or wheeling
- Perception of urban areas' suitability for cycling

Annex B: Data sources and Indicators

Increase the Number of People Choosing Walking, Cycling and Wheeling in Scotland

Indicators	Data source
Proportion of journeys under 2 miles by walking	TATIS – Travel Diary TD4c - Percentage of journeys under 2 miles by road network distance by main mode of travel
Proportion of journeys under 5 miles by cycling	TATIS – Travel Diary TD4d - Percentage of journeys under 5 miles by road network distance main mode of travel
Aggregation/ trends of Active Travel counter data	Data methodology to be agreed. Used in this report as initial insight - Cycling Scotland dashboard
Propensity to cycle	TATIS - Table 26a – Reasons why do not cycle to work and TATIS – Table 43 - What discourages you from walking more often than you do?
Proportion of journeys to school by walking and wheeling	HUSS - National travel modes: proportion of participating pupils travelling by different modes
Proportion of journeys to school by cycling	HUSS - National travel modes: proportion of participating pupils travelling by different modes
Frequency of walking and wheeling for pleasure/exercise	TATIS - Table 25 - [Walking] Frequency of walking in the previous seven days
Frequency of cycling for pleasure/exercise	TATIS - Table 25a - [Cycling] Frequency of cycling in the previous seven days

High Quality Walking, Wheeling, and Cycling Infrastructure is Available to Everyone

Indicators	Data source
Evidence people are satisfied with the quality of walking infrastructure	Evidence to monitor to be agreed. Used in this report for initial insight - Scottish Walking and Wheeling Survey 2025
Evidence people are satisfied with the quality of wheeling infrastructure	Evidence to monitor to be agreed. Used in this report for initial insight - Scottish Walking and Wheeling Survey 2025
Evidence people are satisfied with the quality of cycling infrastructure	Evidence to monitor to be agreed. Used in this report for initial insight – National Cycling Network 2024-25 impact report and Walking and Cycling Index
Urban households connected to cycling routes	Walking and Cycling Index - Percentage of Index city households within 125 metres of a best practice cycle route and National Cycling Network 2024-25 impact report
Rural households connected to cycling routes	Evidence to monitor to be agreed. Used in this report for initial insight - National Cycling Network 2024-25 impact report
Km of traffic-free walking and cycling facilities	Annual TS Infrastructure Investment Report and National Cycling Network 2024-25 impact report

Walking, Cycling and Wheeling is Safer for All

Indicators	Data source
Walking and wheeling casualties by distance travelled	Police Scotland (STATS 19) Road Casualty Data provides absolute numbers
Cycling casualties by distance travelled	Police Scotland (STATS 19) Road Casualty Data provides absolute numbers
Perceived safety while walking in relation to traffic	Walking and Cycling Index - whether residents feel their local area is good or bad for safety when walking or wheeling
Perceived safety while wheeling in relation to traffic	Walking and Cycling Index - whether residents feel their local area is good or bad for safety when walking or wheeling
Perceived safety while walking and wheeling in relation to non traffic factors	Scottish Crime and Justice Survey - Table A1.13 - Proportion of adults who felt safe walking alone after dark in their local area
Perceived safety while cycling in relation to traffic	TATIS - Table 26a – Reasons why do not cycle to work (“Concerns about cycling in traffic”)
Perceived safety while cycling in relation to non traffic factors	TATIS - Table 26a – Reasons why do not cycle to work (“Concerns for personal safety on dark/ lonely roads”)

Delivery of Walking, Cycling, and Wheeling is Promoted and Supported by a Range of Partners

Indicators	Data source
Distribution of projects proposed through ATIF Tier 2 funding	Tier 2 programme data
Investment in Active Travel (TS & Delivery Partners)	Annual TS Infrastructure Investment Report and LA/RTP data - Behaviour change investment (People and Place programme)
Proportion of primary schools delivering on-road cycle training	Bikeability Data

Walking, Cycling and Wheeling is Available to All

Indicators	Data source
Household access to a bike (with focus on regional and socio-economic variation)	TATIS Table 18a – Households with bicycles available for private use
Perception of urban areas' suitability for walking or wheeling	Walking and Cycling Index - whether residents feel their local area is good or bad for as a place to walk or wheel
Perception of urban areas' suitability for cycling	Walking and Cycling Index - whether residents feel their local area is good or bad as a place to cycle



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