

MONMOUTHSHIRE COUNTY COUNCIL

Road Safety Strategy

2026–2040

Evidence base: 2021–2024 road collision and casualty data

Contents

1. Executive Summary	2
2. Strategic Context.....	4
3. Strategic Framework	4
4. Evidence Base: Monmouthshire 2021–2024	5
5. Vulnerable Road User Priority	5
6. Safe System Priorities for Monmouthshire.....	6
7. Targets and Milestones	8
8. Delivery	9
9. Action Plan 2026–2040	11

1. Executive Summary

Monmouthshire is a distinctive road-safety environment. The county combines rural roads and dispersed communities with established towns and villages, busy through-routes, local journeys, commuting, visitor travel and journeys associated with work, education and everyday community life. The strategy therefore takes a place-based approach: the safest solution will not be the same in every part of the county.

The strategy recognises that road safety is not only an issue for the highway network. It is also about the way people move between communities, the quality of streets and crossings, the speeds at which vehicles travel through settlements, and the choices made by drivers and other road users.

This strategy sets the direction for safer roads and safer journeys across Monmouthshire for the period 2026–2040. It is evidence-led, aligned with the Welsh Government Safe System approach and focused on the road-user groups, locations and behaviours where the evidence indicates the greatest opportunity to prevent serious harm.

The strategy establishes five local priorities: safer speed; safer roads and streets; safer vehicles and technology; safer road users; and effective partnership, leadership and intelligence. Together, these priorities provide a practical framework for coordinated action across the Council and with external partners.

A long-term target is set to reduce killed or seriously injured (KSI) casualties involving vulnerable road users by 40% by 2040, using 2024 as the baseline. The evidence identifies a baseline of 18 vulnerable-road-user KSI casualties in 2024 and an intended 2040 level of no more than 11. Interim milestones will provide staged checks on progress.

Delivery will be monitored through a small set of outcome measures and an annually reviewed Action Plan. This is intended to keep the strategy focused on measurable change while allowing individual interventions to evolve as evidence, funding and emerging risks change.

Vision

To create a safer Monmouthshire where all road users can travel confidently, sustainably and without preventable harm.

Monmouthshire Council's Role

Monmouthshire County Council, as the highway authority, will lead the local road safety programme through evidence-led action, partnership working and practical interventions. The Council will use its responsibilities for the local highway network, education, engineering, maintenance, active travel and fleet/work-related road risk to reduce the likelihood and severity of collisions.

Under Section 39 of the Road Traffic Act 1988, local authorities have responsibilities to prepare and carry out road safety measures, study collisions on roads other than trunk roads, take appropriate measures to prevent collisions, provide information and advice and practical training, and construct, improve, maintain or repair roads for which they are the highway authority.

Why a Monmouthshire-Specific Strategy Is Needed

Monmouthshire has an extensive rural road network, strategic transport corridors, popular motorcycle routes and growing active travel facilities. These characteristics create a distinctive road safety

environment in which risk can vary substantially between rural roads, settlements, strategic routes and routes used by vulnerable road users. The Council therefore needs interventions that reflect local road function, community needs, travel patterns and collision risk rather than relying on a predominantly urban model.

To sharpen this local focus, annual analysis will examine casualty severity alongside route, location and road-environment factors. Where data quality and sample size allow, this will include rural and urban comparisons, cluster and route analysis, speed information, school-route assessments, community intelligence and the circumstances affecting walking, cycling and motorcycle journeys. Findings will be presented spatially wherever practicable so that Members, partners and communities can see where risk is concentrated and why particular interventions are prioritised.

The annual Action Plan will identify named routes, settlements or communities where a priority is location-specific. This will help connect the county-wide strategy to practical decisions on engineering, maintenance, speed management, education, enforcement and investment.

Mission

To reduce road casualties through evidence-led action, strong partnerships, and practical, achievable interventions that reflect Monmouthshire's rural landscape, communities and transport demands.

The Council's Strategic Road Safety Priorities

The evidence points to five local priorities for the strategy. These sit within the Welsh Government Safe System framework and should guide the Council's Action Plan:

1. Reduce serious harm to vulnerable road users

Make the safety of pedestrians, pedal cyclists and motorcyclists a central consideration in highway design, maintenance, speed management, education and enforcement activity.

2. Target motorcyclist risk

Motorcyclists account for the largest share of the 2024 VRU (vulnerable road users) KSI baseline (11 of 18). Monmouthshire's popular motorcycle routes and rural network make motorcycle safety a specific local priority.

3. Improve safety for young road users aged 16–25

Young people are over-represented in VRU KSI in some years, particularly 2021 and 2023. Targeted pre-driver, driver, passenger and wider road-user interventions should form part of the Council's prevention approach.

4. Target higher-risk roads, speeds and locations

Use collision evidence, road characteristics and local knowledge to identify roads and locations where engineering, speed management, maintenance, education or enforcement can reduce risk and injury severity.

5. Protect and enable active travel

As walking and cycling facilities grow, the Council should ensure that active travel is supported by safe infrastructure, appropriate speeds, safer crossings/junctions and behaviour-change measures.

These priorities do not replace the Safe System themes; they provide a Monmouthshire-specific focus for implementation and prioritisation.

2. Strategic Context

Why Road Safety Matters in Monmouthshire

Monmouthshire's geography and settlement pattern mean that people use roads for a wide range of purposes and across very different environments. A single county-wide approach must therefore work at several scales: the rural road, the village and community, the market town and the strategic route. The strategy is intended to provide that common direction while allowing interventions to be targeted to local circumstances.

The local road-safety challenge is shaped by the interaction between these environments and the people who use them. Vulnerable road users can be particularly exposed where walking, cycling or motorcycle journeys share space with faster-moving traffic, while children and young people require particular attention on journeys to and from education and in pre-driver and early-driver settings.

A Monmouthshire strategy must therefore combine engineering, speed management, education, enforcement, partnership working and better use of intelligence. No single intervention will address the county's road-safety challenge on its own.

This Strategy supports the Welsh Government's Safe System approach and Vision Zero ambition and complements wider transport and active travel objectives for Wales. It provides a local framework for Monmouthshire County Council and its partners to reduce road danger, protect vulnerable road users and support safer, healthier and more sustainable travel.

3. Strategic Framework

Vision Zero and the Safe System

Monmouthshire Council adopts the Welsh Government Safe System Framework and a Vision Zero ambition. Vision Zero is a long-term approach to eliminating deaths and serious injuries by designing a transport system that anticipates human error and prevents it from resulting in severe harm. It recognises that responsibility is shared between road users and those who design, manage and operate the transport system.

Local delivery will be organised around four Safe System themes:

- Safe Road Users
- Safe Roads & Roadsides
- Safe Speeds
- Safe Vehicles

4. Evidence Base: Monmouthshire 2021–2024

Reading the Evidence in a Monmouthshire Context

The evidence base should be read as a guide to where risk is concentrated and which road-user groups need the greatest attention. It should not be treated as a reason to apply identical measures everywhere. The Council will use local intelligence to identify priority locations, routes, communities and groups and then select measures appropriate to the setting.

The collision data provided for the strategy records 425 collisions and 559 casualties between 2021 and 2024, including 177 people killed or seriously injured (KSI).

Year	Total collisions	Total casualties	Slight injuries	KSI
2021	121	160	97	63
2022	103	125	93	32
2023	88	121	81	40
2024	113	153	111	42
Total	425	559	382	177

What the Data Tells Us

- Collisions and casualties reduced between 2021 and 2023, before increasing in 2024.
- The 2024 increase in casualties was largely associated with an increase in slight injuries.
- KSI in 2024 was 42, substantially below the 2021 level of 63, indicating an overall reduction in collision severity over the period despite the recent rise in casualty numbers.
- Motorcyclists consistently represent a higher-than-average share of VRU KSI compared with Wales.
- Young people aged 16–25 are notably over-represented in VRU KSI in some years, particularly 2021 and 2023.

5. Vulnerable Road User Priority

The 2024 baseline provides a clear local focus for reducing serious and fatal injury among vulnerable road users (VRUs). The evidence identifies VRUs as a significant proportion of serious and fatal casualties, with motorcyclists and young people disproportionately represented in the KSI data.

VRU category	2024 KSI baseline	40% reduction target for 2040
Pedestrians	5	≤3
Motorcyclists	11	≤7
Pedal cyclists	2	≤1
Total VRU KSI	18	≤11
Young people (16–25)*	6	≤4

** Young people (16–25) is a cross-cutting VRU group and overlaps with pedestrian, motorcycle and cycle categories.*

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Success Criteria

- A 40% reduction in VRU KSI
- A reduction in motorcyclist KSI
- A reduction in KSI among young road users

- An improvement in public perceptions of road safety
- An increase in active travel participation

Progress against targets and actions will be reported annually to elected members and reviewed formally every five years to ensure emerging risks, technological change and national policy developments are reflected.

Priority 1 – Motorcyclist safety

Motorcyclists should be treated as a principal local KSI priority. The 2024 baseline is 11 KSI, compared with 5 pedestrian and 2 pedal cyclist KSI. The Council should use collision evidence and route characteristics to identify higher-risk motorcycle routes and locations, and combine engineering, speed management, education and partnership enforcement measures.

Priority 2 – Young people aged 16–25

Young people aged 16–25 form a cross-cutting high-risk group. The strategy should maintain a specific focus on pre-driver choices, new and inexperienced drivers, passenger behaviour and partnership education, while recognising the overlap with pedestrian, cycling and motorcycle risk.

6. Safe System Priorities for Monmouthshire

Applying the Safe System Locally

The four Safe System themes are retained because they provide a strong framework for action. For Monmouthshire, however, each priority will be interpreted through the county's particular mix of rural roads, settlements, town centres, strategic routes and community journeys. This is what turns a national or Welsh framework into a Monmouthshire strategy.

Safe Road Users

- Educate, train and encourage road users to use Monmouthshire's roads safely.
- Prioritise vulnerable road users, particularly motorcyclists and young people aged 16–25.
- Promote travel that is unimpaired and alert.
- Promote shared and proportionate responsibility for road safety.
- Work closely with Gwent Police to support compliance with road traffic law.

Safe Roads & Roadsides

- Design and maintain roads and roadsides to reduce both collision risk and injury severity.
- Use local collision and casualty evidence to identify higher-risk roads and locations.
- Prioritise evidence-based engineering measures, particularly where walking and cycling risk is identified.
- Support active travel by ensuring that new and improved facilities are designed, operated and maintained with road safety in mind.

Safe Speeds

- Set and review speed limits according to road features, road function, the surrounding environment and the physical tolerances of road users.

- Target speed management at locations and routes where evidence indicates that speed contributes to collision risk or injury severity.
- Combine speed enforcement and education campaigns with appropriate engineering and road design.

Safe Vehicles

- Promote safer vehicle choices among consumers and businesses, including through travel-to-work recommendations, where appropriate.
- Maintain Monmouthshire Council's commitment to fleet safety and work-related road risk.
- Reduce unnecessary Council travel where practicable and support transfer to active modes where appropriate and safe.

Preparing for Emerging Risks and Technological Change

The strategy covers a period in which travel behaviour, vehicle technology and the composition of road users are likely to change. The Council will therefore maintain a proportionate horizon-scanning approach rather than treating the 2024 risk profile as fixed.

- Micromobility and electrically assisted cycles: monitor casualty and local intelligence relating to e-bikes, cargo cycles and other emerging forms of mobility, and consider implications for infrastructure, education and enforcement partnerships.
- An ageing population: use available evidence to consider the needs of older drivers and pedestrians, including fitness to drive messaging, accessibility, crossing provision, legibility and the consequences of frailty when collisions occur.
- Connected, automated and assisted vehicles: consider how new vehicle systems, data sources and infrastructure requirements may affect highway operation, fleet policy and collision investigation.
- Distraction, impairment and changing behaviour: monitor risks associated with mobile technology, fatigue, alcohol, drugs and other forms of inattention, using partnership intelligence to target activity.
- Data and technology: explore appropriate use of speed, traffic, asset, near-miss and community information to complement recorded collision data, while applying proportionate information-governance and quality controls.

Emerging issues will be considered through the annual evidence review. A material change in risk, legislation, technology or travel behaviour may trigger an in-year revision to the Action Plan rather than waiting for a formal five-year review.

7. Targets and Milestones

The strategy adopts a long-term target to reduce KSI involving vulnerable road users by at least 40% by 2040, using 2024 as the baseline. This equates to reducing total VRU KSI from 18 to no more than 11. The quantified target is a minimum delivery threshold, not an acceptance of preventable death or serious injury. Monmouthshire will retain the longer-term Vision Zero ambition of eliminating deaths and serious injuries, and will seek to outperform the target wherever evidence, funding and partnership delivery allow. Interim milestones provide staged checks on progress.

Milestone year	Reduction from 2024 baseline	Purpose
2027	15% reduction	Early progress check; confirms direction of travel
2030	25% reduction	Medium-term delivery milestone aligned with national road safety frameworks
2035	35% reduction	Acceleration phase; ensures momentum toward final target
2040	40% reduction	Long-term strategic target achieved

Milestones are intended as staged checks on progress towards the 2040 target.

The local 2040 target of a 40% reduction in vulnerable road user KSI is consistent with the Welsh Government's 2040 ambition of a 40% reduction in fatalities. The measures are not identical: the national target concerns fatalities across Wales, while Monmouthshire's target focuses specifically on vulnerable road user KSI. The local target therefore provides a clear contribution to the national road safety direction while remaining tailored to Monmouthshire's evidence and risks.

Progress should be reviewed using casualty data alongside appropriate Safety Performance Indicators. Interim trends, including reversals in performance, should trigger review of the targeted interventions.

8. Delivery

Progress will be monitored through annual collision and casualty analysis, relevant performance indicators and evaluation of significant interventions. Progress will be reported to elected Members, with formal strategic reviews at the 2027, 2030, 2035 and 2040 milestones. Actions may be amended or reprioritised where evidence indicates that a different approach is required.

Partnership and Operational Delivery

Delivery will depend on coordinated working with Welsh Government, Transport for Wales, emergency services, education providers, employers, community organisations and other relevant partners. Individual responsibilities and timescales are set out in the Action Plan.

Governance and Accountability

The Road Safety service will coordinate the annual evidence review and Action Plan refresh, working with Highways, Strategic Transport, Active Travel, Fleet, Education and other relevant Council services. Senior officer oversight will be provided through the Council's established transport and highways governance arrangements.

An annual road safety performance report will be presented to elected Members through the appropriate democratic reporting route. It will set out casualty outcomes, progress against milestones, delivery of actions, significant changes in risk, funding dependencies and any recommended reprioritisation.

Operational partnership arrangements will support intelligence sharing and coordinated delivery with Gwent Police, Welsh Government, Transport for Wales, emergency services, education providers,

neighbouring authorities and other relevant organisations. Public health and health-sector input will be sought where it can strengthen prevention, evidence or evaluation.

The named lead officer for each Action Plan item is accountable for reporting progress and identifying barriers. Where delivery depends on external funding or partner action, this will be recorded explicitly and escalated through the annual review.

Speed Management and Enforcement

The Council will work with Gwent Police and other partners to support appropriate speed management, targeted enforcement, Community Speed Watch, intelligence sharing and joint road safety activity where evidence identifies a need.

Safer Roads and Infrastructure

Highway and transport investment will be informed by collision and risk evidence. Measures may include targeted collision reduction schemes, speed management, junction and crossing improvements, and measures that improve the safety of walking and cycling.

The Council will also continue to support the safety of journeys to and from school through the assessment of school routes and the identification of measures that can improve the safety and accessibility of the highway environment for children and young people. Assessments will consider factors such as crossing facilities, footway provision, traffic speeds, visibility, road layout and other local conditions that may influence road safety. Where appropriate, findings will be used to inform highway improvements, active travel schemes, road safety education initiatives and future investment priorities. This will be informed by relevant guidance, including Road Safety GB guidance on walked routes to school and the Learner Travel (Wales) Measure.

Education, Training and Engagement

The Council will work with schools, colleges, employers, communities and partners to promote safer road-user behaviour. Activity will focus particularly on vulnerable road users and young people aged 16–25, supported by targeted awareness, training and community engagement. Partnership work with South Wales Fire and Rescue will be key to delivering pre-driver interventions.

9. Action Plan 2026–2040

A Place-Based Action Plan for Monmouthshire

Delivery should be targeted according to the characteristics of the location and the risk identified. The annual review should therefore consider not only casualty totals, but also where collisions occur, who is involved, the road environment, community concerns, speed data and opportunities to coordinate investment with wider transport and place-making programmes.

Where a priority relates to a particular town, village, route or community, the Action Plan should identify that place explicitly. This will make delivery more transparent to Members and communities and will help ensure that investment is directed to the places where it is most needed.

The Action Plan is the delivery mechanism for this strategy. It should be treated as a live programme rather than a fixed list of projects, with priorities reviewed annually against casualty data, emerging risks, available funding and partner activity.

For each priority, delivery should be managed through clear ownership, timescales, performance measures and review points. Where an intervention depends on partner action or external funding, this should be identified explicitly through the annual review process.

The Action Plan translates the strategy's five Monmouthshire priorities into a focused programme of delivery. It will be reviewed annually and updated in response to the latest evidence, funding and emerging risks.

Strategic Targets and Measures

Measure	2024 baseline	2040 target
Total VRU KSI	18	≤11
Motorcyclist KSI	11	≤7
Pedestrian KSI	5	≤3
Pedal cyclist KSI	2	≤1
Young people aged 16–25 KSI*	6	≤4

Performance will be assessed primarily through casualty outcomes, supported by delivery and activity measures. Outcome measures should remain the principal test of whether the strategy is making Monmouthshire's roads safer.

Core monitoring set

- Vulnerable-road-user KSI casualties — principal long-term outcome measure.
- Progress against the 2040 target and interim milestones — annual trajectory check.
- Delivery of agreed Action Plan measures — implementation and governance measure.

- Emerging collision patterns and high-risk locations — intelligence measure used to refresh priorities.
- Vehicle speeds at selected monitored locations, including changes following significant interventions.
- Public and user perception of road safety, using repeatable survey questions where a suitable baseline can be established.
- School-route assessments completed, identified issues progressed and relevant improvements delivered.
- Walking and cycling participation or route usage where reliable local monitoring is available, interpreted alongside casualty and exposure data.
- Reach, participation and available evaluation results for targeted education and training programmes.
- Post-implementation evaluation of significant engineering and speed-management schemes.
- Council fleet and work-related road-risk indicators, including relevant training, incidents and procurement compliance.
- Partnership activity, funding secured and actions completed within agreed timescales.

The precise indicator set, data source, reporting frequency and accountable owner will be confirmed in the first annual performance report. Measures without a reliable 2024 baseline will be baselined during 2026–27 and then tracked consistently. Casualty outcomes will remain the principal measure of success, with Safety Performance Indicators used to show whether risk is changing before casualty trends become statistically clear.

** The 16–25 measure is cross-cutting and may overlap with other VRU categories.*

Council Action Plan

Action	Outcome	Lead Officer	Partners	Priority	Timescale	KPI	Funding
Maintain an annual, risk-based assessment of collision locations and routes, including VRU and motorcycle risk.	Resources are focused on the locations and road-user groups presenting the greatest risk.	Road Safety / Highways	Gwent Police; TFW; Welsh Government	High	Annual	Annual risk assessment and priority list completed.	MCC Traffic & Road Safety
Undertake targeted site and route safety reviews and deliver	Collision risk and injury severity are reduced through	Highways / Road Safety	Active Travel; Planning; Gwent Police	High	2026–30, then ongoing	Priority sites reviewed; schemes delivered; significant	CCR RTDP

Action	Outcome	Lead Officer	Partners	Priority	Timescale	KPI	Funding
evidence-based engineering measures at priority locations.	proportionate highway and roadside improvements.					schemes evaluated.	
Embed VRU safety in walking, cycling and highway schemes, including crossings, junctions, separation, speed and maintenance considerations.	Active travel is enabled by safe, accessible and well-maintained infrastructure.	Active Travel / Highways	Road Safety; Planning; communities	High	Ongoing	Relevant schemes demonstrate road safety consideration; priority improvements delivered.	MCC Highways / Traffic & Road Safety / Active Travel / CCR RTDP
Identify higher-risk motorcycle routes and locations and deliver targeted engineering, speed management, education and partnership interventions.	Motorcycle collision risk and serious injury are reduced.	Road Safety / Highways	Gwent Police; Welsh Government; motorcycle safety partners	High	2026–30; annual review	Motorcycle risk routes reviewed; interventions delivered; motorcycle KSI trend monitored.	MCC Traffic & Road Safety / CCR RTDP
Deliver a targeted road safety programme for young people aged 16–25, including pre-driver, new-	Serious injury risk among young road users is reduced.	Road Safety	Schools; colleges; youth organisations; Gwent Police; employers	High	2026–27, then annual	Programme delivered; participation recorded; 16–25 KSI trend monitored.	CCR RTDP

Action	Outcome	Lead Officer	Partners	Priority	Timescale	KPI	Funding
driver, passenger and behaviour-change interventions.							
Review speed-related risk and support proportionate speed-limit, engineering, education and enforcement measures.	Speed management reflects road function, local conditions and identified risk.	Highways / Road Safety	Gwent Police; Welsh Government; communities	High	Annual	Priority speed locations reviewed; appropriate measures progressed.	MCC Traffic & Road Safety
Maintain collision investigation, casualty analysis and review of roadside and maintenance-related safety risks.	Emerging risks are identified early and highway safety activity remains evidence-led.	Road Safety / Highways	Gwent Police; maintenance teams; data partners	High	Annual and ongoing	Annual collision review completed; priority safety issues addressed.	MCC Traffic & Road Safety
Deliver targeted education, community engagement and partnership activity on safe, unimpaired and attentive road use.	Safer road-user behaviour and compliance are supported across Monmouthshire.	Road Safety	Gwent Police; schools; colleges; communities; employers	Medium–High	Annual	Programme delivered; reach and available evaluation measures reported.	MCC Traffic & Road Safety / CCR RTDP
Maintain Council work-	Council journeys,	Fleet / HR / Procurement	Road Safety; service areas	Medium	Annual and ongoing	Policy reviewed;	MCC

Action	Outcome	Lead Officer	Partners	Priority	Timescale	KPI	Funding
related road risk, fleet safety and safer vehicle procurement arrangements.	drivers and vehicles support the Safe System approach.					relevant training completed; safety criteria applied to procurement.	
Produce an annual road safety performance report and review the Action Plan against casualty outcomes, KPIs, funding and emerging risks.	Members and partners can demonstrate progress and adjust delivery where required.	Road Safety / Strategic Transport	Highways; Active Travel; Gwent Police; senior officers; Members	High	Annual; formal milestone reviews 2027, 2030, 2035 and 2040	Annual report completed; progress against VRU KSI milestones reported; Action Plan refreshed.	MCC Traffic & Road Safety
Establish and maintain a formal road safety governance and reporting cycle, including an annual Member report and refreshed Action Plan.	Clear accountability, transparent oversight and timely reprioritisation of delivery.	Road Safety / Strategic Transport	Highways; Active Travel; Fleet; Education; senior officers; Members	High	Annual from 2026–27	Annual report presented; Action Plan refreshed; exceptions and funding risks recorded.	MCC Traffic & Road Safety
Develop a proportionate Safety Performance Indicator framework covering	Changes in road risk and delivery performance are identified before casualty data alone can	Road Safety / Strategic Transport	Highways; Active Travel; Fleet; Data / Performance; partners	High	Baseline 2026–27; annual thereafter	Indicator definitions and owners agreed; baseline report completed;	MCC Traffic & Road Safety

Action	Outcome	Lead Officer	Partners	Priority	Timescale	KPI	Funding
selected speed, perception, school-route, active travel, education, scheme-evaluation and fleet measures.	demonstrate a trend.					annual trend reported.	
Undertake an annual emerging-risk and technology review covering micromobility, ageing road users, distraction and impairment, vehicle technology and new data sources.	The Action Plan remains responsive throughout the 2026–2040 strategy period.	Road Safety	Highways; Fleet; Gwent Police; TfW; Welsh Government; public health partners	Medium–High	Annual	Horizon scan completed; material risks assessed; actions added or amended where required.	MCC Traffic & Road Safety
Produce place-based road safety intelligence, including mapped collision patterns and route or cluster analysis where data	Members, partners and communities can understand where risk is concentrated and the basis for investment decisions.	Road Safety / Highways	Data partners; Gwent Police; Active Travel; communities	High	Annual	Annual mapped evidence summary produced; named priority routes and locations included in the Action Plan.	MCC Traffic & Road Safety

Action	Outcome	Lead Officer	Partners	Priority	Timescale	KPI	Funding
quality permits.							

What Success Will Look Like

Success will mean fewer people killed or seriously injured, particularly among vulnerable road users; safer speeds and road environments; better targeted interventions; and stronger coordination between the Council, partners and communities. The 2040 target provides the long-term outcome, while annual monitoring will show whether delivery is moving Monmouthshire in the right direction.

Action Plan Review

The Action Plan will be reviewed annually against collision and casualty evidence, performance measures, funding and emerging risks. Actions may be amended or reprioritised where evidence indicates that a different approach is required.