International Labour Organization

SAFETY + HEALTH FOR ALL

VISION ZERO FUND



IMPROVING COMMUTING SAFETY IN THE GARMENT SUPPLY CHAIN

Good practices and lessons learned from factory-level interventions in Viet Nam

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A Fast Response Team member uses a traffic baton to direct traffic and help workers cross the road as they enter Freetrend Industrial (Vietnam) Co., Ltd. in Ho Chi Minh Cit, © ILO 2026.

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A factory worker, operates a sewing machine on the production line at Far Eastern New Apparel (Vietnam) Limited in Dong Nai, © ILO 2026.

1. Introduction

The International Labour Organization (ILO) recognises commuting accidents as an integral component of Occupational Safety and Health (OSH). In 2022, the ILO Vision Zero Fund and Nike Inc. joined forces to work together to reduce injuries and deaths from commuting accidents among garment and footwear workers. The Fund is part of the ILO Flagship Programme 'Safety+Health for All', situated within the Occupational Safety and Health and the Working Environment Branch (OSHE).

This document compiles good practices and lessons learned on commuting safety based on the implementation of initiatives by garment factories in Viet Nam that won the Vision Zero Fund's "Commuting Safety Challenge" between October 2025 and May 2026.[1] It aims to contribute to the growing body of knowledge on effective practices for improving the safety of workers' journeys to and from work, while inspiring and informing other factories to take action to strengthen commuting safety.

The increased occupational safety and health risks experienced by commuting garment workers is a matter of growing concern to sectoral stakeholders. In many countries, garment workers are often disproportionately involved in commuting accidents that result in fatalities and injuries.[2]

The ILO Protocol of 2002 to the Occupational Safety and Health Convention, 1981 (No. 155) requires ILO member States to establish a system for recording and notifying occupational accidents, occupational diseases, and when appropriate, commuting accidents. The Protocol defines commuting accident as "(a)n accident resulting in death or personal injury occurring on the direct way between the place of work and:

[1] The Commuting Safety Challenge, implemented by Vision Zero Fund, sought to identify and support solutions that effectively enhance commuting safety for workers in and around garment factory premises in Cambodia, Vietnam, and Egypt. Proposals were reviewed by a panel of experts in OSH and road safety. More information is available here.

[2] GIZ (2021). Landscape Analysis on Transport Safety in the Garment Sector in Vietnam.

(a) the worker's principal or secondary residence;

(b) the place where the worker usually takes his or her meals; or

(c) the place where the worker usually receives his or her remuneration."

The ILO Code of Practice (CoP) for safety and health in textiles, clothing, leather and footwear (2022), discussed and adopted by a tripartite meeting of experts, outlines the general obligations, responsibilities, duties and rights of governments, employers' and workers' organizations as well as other stakeholders regarding the safety and health of workers in these sectors. The CoP indicates that commuting times should be considered in risk assessment and the fatigue management plan, thereby recognizing that commuting may affect work performance, as appropriate.

Commuting accidents severely impact the victims, their families, and their community at large. They also affect factories through turnover and absenteeism, which in turn has a negative impact on labour supply and productivity.[3] While existing laws and enforcement mechanisms often place the focus on drivers, this can leave the root causes unaddressed. For example, pressure from supply chain entities can be an underlying cause of transport workers adopting riskier and unsafe driving practices.[4]

The scale of the problem

Every year, 1.3 million people are killed and up to 50 million people are injured on the world's roads. Commercial vehicles are involved in approximately 10 to 22 per cent of all road crashes. According to the WHO, over 90% of the world's fatalities on the roads occur in low-income and middle-income countries, even though these countries have approximately 60% of the world's vehicles. The rates of road traffic deaths are highest in Africa and South-East Asia.

While the exact number of commuters killed or injured in traffic accidents is not known, the ILO estimates that 211,000 workers die annually, and, as a result of nonfatal occupational road injuries, a total of 13.3 million healthy life years (i.e., total number of years that victims would otherwise have spent in health) are lost each year.

Sources: GIZ, Landscape Analysis of Transport Safety in the Garment Sector in Myanmar (2020); ILO P155 - Protocol of 2002 to the Occupational Safety and Health Convention, 1981.

[3] GIZ, *Landscape Analysis of Transport Safety in the Garment Sector in Myanmar* (2020).

[4] ILO, Guidelines on the promotion of decent work and road safety in the transport sector, 2019, para 29.

2. What do we know about commuting safety

Improving commuting safety and health in the garment sector requires the implementation of a collective action approach. Isolated efforts by the government, employers or workers alone cannot address problem.

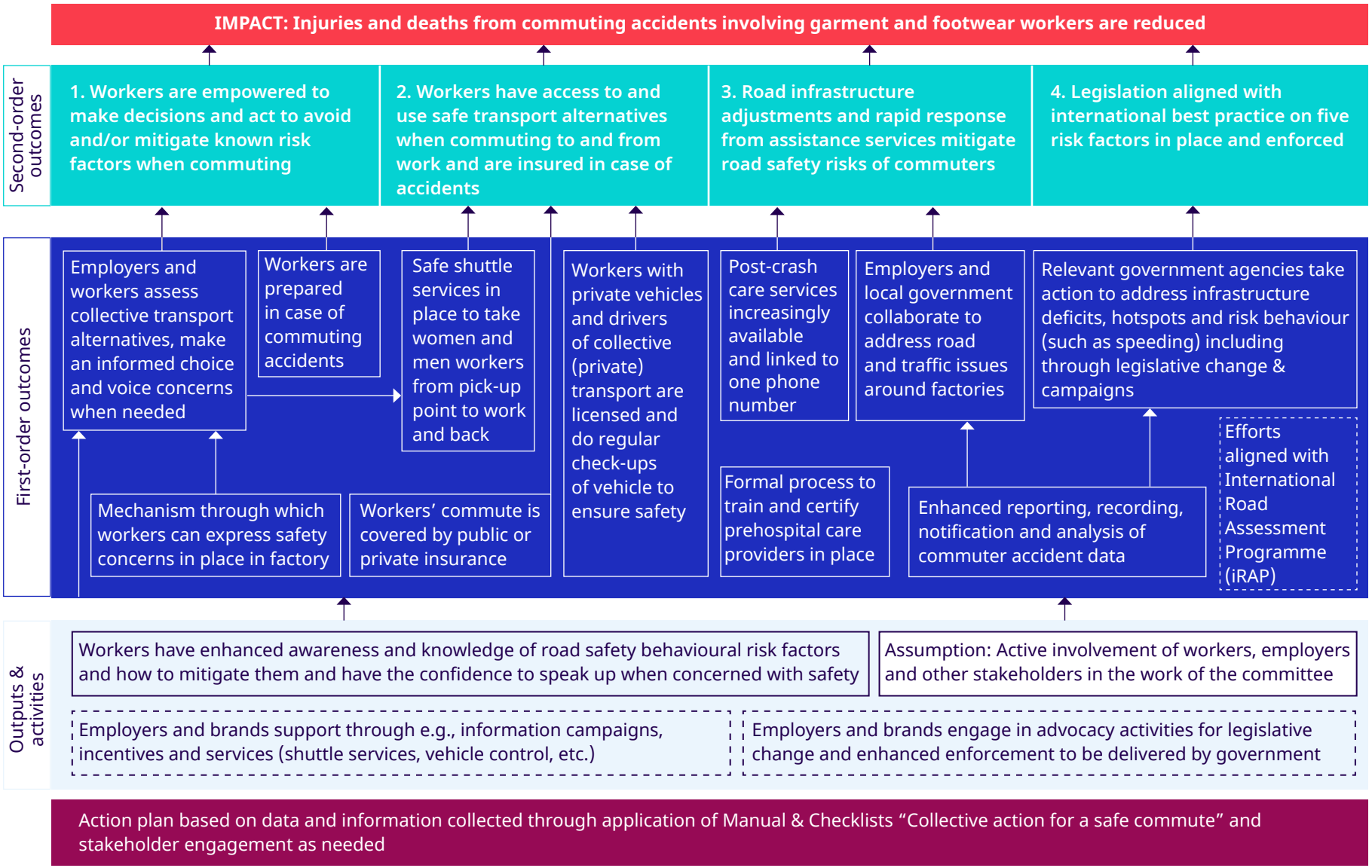
To better understand and address the root causes of commuting accidents involving garment and footwear workers, Vision Zero Fund, in partnership with Nike Inc., developed a Theory of Change (ToC). A theory of change is a roadmap that explains how and why a set of actions are expected to create change and lead towards the desired results or long-term impact.

The approach is based on the understanding that improving commuting safety is not responsibility of one actor alone. All major stakeholders need to work together – collectively – and assume responsibility, consistent with their respective mandates, to address systemic issues that lie at the root of commuting accidents.

As illustrated in the graph below, advancing towards reduced number of injuries and deaths from commuting accidents involving garment and footwear workers requires:

1. Empowering workers to make decisions and act to mitigate known risk factors when commuting;
2. Providing access to workers to safe transport alternatives when commuting to and from work, and are insured in the case of accidents;
3. Improving road infrastructure and ensuring rapid response from assistance services; and
4. Aligning legislation with international best practices.

Theory of change for enhanced commuter safety



3. From knowledge to action

The ToC informed the development of the "Collective Action for a Safe Commute": Action Manual and Checklist for employers and workers in the garment and footwear sector to enhance workers` commuting safety.

The manual promotes collective action among employers, workers, and other stakeholders—including government, brands, buyers, designers, manufacturers, suppliers, and workers' and employers' organizations—to address risks workers face while commuting. It identifies eight areas for assessing commuting safety and provides checklists that workplaces can use to identify issues affecting commuters' safety.

AREA 1	**Individual risk and commuters safety behaviour**
AREA 2	**Safe transports available for commuting**
AREA 3	**Assessing collective transport vehicles and their drivers**
AREA 4	**Safe entry to the industrial park and/or the factory**
AREA 5	**Safety outside the industrial park and/or the factory premises**
AREA 6	**Assessing collective transport vehicles and their drivers**
AREA 7	**Commuters´ preparedness in case of accidents**
AREA 8	**Enhanced collection of commuter accident data**

The manual, piloted through workshops in Ethiopia and Egypt, is in the form of a practical and easy-to-use guide that outlines a standardized approach to address the problem was also turned into a free, self-paced, online training course "Collective Action for a Safe Commute". Training activities, including webinars, reached more than 3,000 participants, among them government and factory representatives from the Americas, Asia, and Africa.

In 2025, the Fund launched the "Commuting Safety Challenge", supporting four garment factories in Cambodia and Vietnam to implement practical commuting safety measures. Each factory received a USD 10,000 grant to implement solutions aimed at enhancing workers' commuting safety in and around garment factory premises. In all cases, the solutions built on previous initiatives or complemented existing measures. In many cases, factories also provided additional funding to implement further actions. Over 40,500 workers benefited from interventions including improved driver behaviour, upgraded infrastructure and road signalling, deployment of safety monitors to manage traffic flows, introduction of staggered shifts to reduce peak congestion, and strengthened data collection and use for risk identification and prevention.

This document presents and reflects on the interventions implemented by the four winning garment factories to improve commuting safety between October 2025 and May 2026. It describes the key components of each initiative, highlights the results achieved, and captures the lessons learned during implementation.[5] By documenting these experiences, the report aims to contribute to the growing body of knowledge on effective practices for improving the safety of workers' journeys to and from work.

[5] The information was collected between May and August 2026. Initial reports shared by factories were complemented with factory visits and interviews with factory management, staff, and workers, as well as other key informants, including local authorities, where relevant.

4. Good practices in commuting safety

This section presents an overview of the measures implemented by the winning garment factories to improve commuting safety in Vietnam.

The first case, “Your safety, our priority: traffic safety challenge,” illustrates how a comprehensive approach that combines a trained traffic response team, worker awareness and engagement, public transport promotion, and infrastructure improvements in collaboration with local authorities can create a safer, more efficient commuting environment.

The second case, “Commuting safety data monitoring system,” demonstrates how a combination of digital incident reporting, targeted infrastructure improvements, driver training, and collaboration with local authorities can strengthen commuting safety by improving risk identification and evidence-based decision-making.

The third case, “Establishing internal and external transportation infrastructure around the company”, shows how coordinated traffic management, infrastructure improvements, worker awareness, and collaboration with logistics providers and local authorities can improve safe access to and from the factory while reducing congestion and road safety risks.



A security staff member directs traffic at Far Eastern New Apparel (Vietnam) Limited in Dong Nai, helping separate pedestrian movement from large vehicles, © ILO 2026.

RESULTS OVERVIEW



3
factories



40,500
workers reached



Improved driver behaviour



Upgraded infrastructure
and road signalling



Deployment of safety monitors
to manage traffic flows



Introduction of staggered shifts
to reduce peak congestion



Strengthened data collection and use
for risk identification and prevention

Case study 1. Your safety, our priority: traffic safety challenge

AREA 5

Safety outside the industrial park and/or factory premises

Factory: Freetrend

Number of workers: 10,691 (70% women)

The challenge

Freetrend is located within an export processing zone (EPZ) where traffic becomes particularly heavy during peak commuting hours. At Freetrend, the factory building and parking area are located on opposite sides of the road, requiring workers to cross a busy road when arriving at and leaving work. During these peak periods, large numbers of vehicles move along the road, while street vendors selling breakfast and drinks also occupied a significant part of the roadside and road space. This made it difficult for workers to cross safely, particularly where visibility was limited or vehicles were manoeuvring through narrow spaces and added to the pressure on workers trying to reach the factory on time. The risk to accidents could be further heightened by insufficient traffic control, inadequate signage, and deteriorating road infrastructure.

The objective

To make workers' journeys to and from the factory safer by improving compliance with traffic regulations, strengthen traffic management during peak commuting hours, and reducing congestion and controlling road safety hazards around the factory and within the surrounding export processing zone.

What was done

Component 1: Establishment of a Fast Response Team

The factory established a dedicated Fast Response Team (FRT) to manage traffic during peak commuting hours and help workers travel safely from the parking lot to the factory gate. The team consisted of 20 members, all men, drawn from the factory's security department and production workers, as well as the Company´s General Affairs department serving as volunteer. The team started working at 7:00 a.m., with morning deployment lasting around 30 minutes, and a similar

arrangement in place during the afternoon peak hours. Before deployment, all team members completed specialized traffic control and road safety training delivered and certified by the local police. The team was responsible for directing traffic at factory gates and key intersections within the export processing zone during the busiest commuting hours in the morning and afternoon. Employees participating in the team received overtime compensation for their work.

The traffic management arrangement has since evolved. Using its own funds, the factory installed three portable traffic lights for the use during the morning and afternoon peak hours (see picture below). As workers became more accustomed to following the signals, the number of FRT members deployed was reduced to four per segment, with the longer-term aim of retaining one core member per segment.



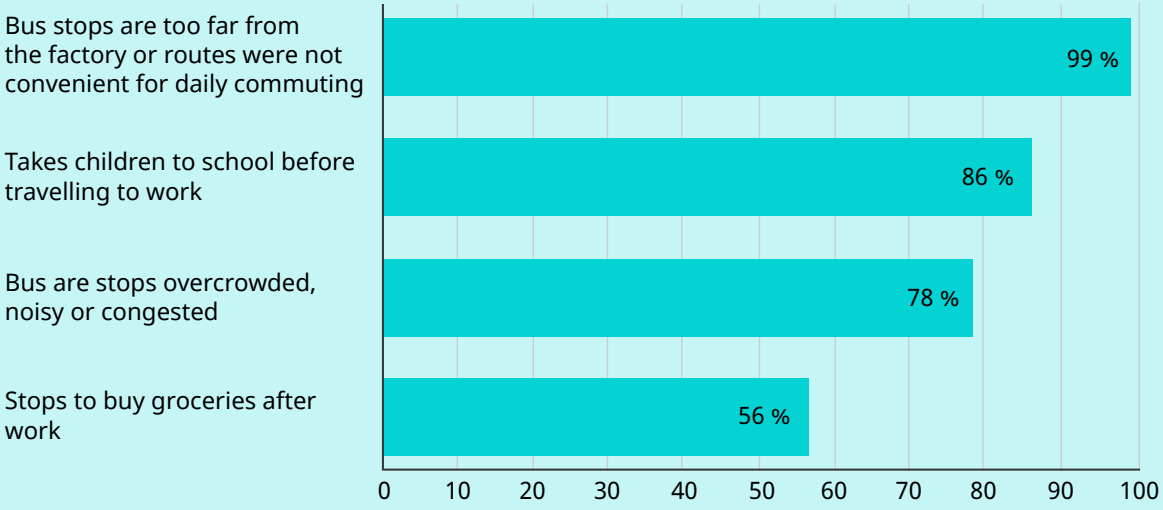
A member of Fast Response Team directs traffic with a portable barrier while a portable traffic light helps workers cross the road as they enter Freetrend Industrial (Vietnam) Co., Ltd. in Ho Chi Minh City, © ILO 2026.

Component 2: Traffic safety awareness campaign and public transport promotion

The factory launched a comprehensive road safety awareness campaign to improve commuters´ knowledge of the updated 2024 traffic regulations. The campaign focused on key issues such as motorcycle speed limits, blood alcohol regulations, and safe driving practices.

Training sessions reached approximately 600 worker representatives who, in turn, trained an additional 6,190 workers. A survey of more than 7,000 workers was also conducted to analyse their commuting patterns and barriers against the use of public transport. The findings showed that workers' commuting choices were influenced by both the availability of suitable public transport and other responsibilities they have before and/or after work (such as family responsibilities).

Graph 1. Most cited barriers affecting workers' commuting choices



Source: Own elaboration.

In response to these findings, the factory piloted the fully subsidized allowances for monthly city-bus fares to encourage the use of public transport. The number of staff and workers using public transport increased from 80 in 2024 to 116 in 2025 and 166 in 2026, although uptake remained limited relative to the factory's overall workforce. The factory subsidy was phased out following Ho Chi Minh City's six-month free-bus programme, which began on 1 July 2026 to encourage greater use of public transport. Workers are now benefitting from this programme.



Traffic safety posters at Freetrend Industrial (Vietnam) Co., Ltd. in Ho Chi Minh City reinforce key safety messages along routes frequently used by workers, © ILO 2026.



Component 3: Worker feedback and infrastructure improvements

Recognising that workers are best placed to identify commuting challenges, the factory established several channels for workers to provide feedback on traffic safety including a dedicated hotline, a Facebook page, QR code reporting. A 30-member safety advocacy team also helped disseminate information on commuting safety.

Worker feedback helped identify priority areas for improvement. In collaboration with the EPZ management board, the factory implemented several infrastructure upgrades outside the factory premises, including:

- Clearing sidewalks near the factory entrance that had been occupied by street vendors. As this area was outside the factory premises, the factory worked through the EPZ management board and local authorities to support the relocation of vendors to a nearby market, freeing the sidewalks for pedestrians.
- Old and faded traffic signs were replaced with new, clearly visible signage to improve road safety, particularly at night.
- New bus shelters with roofs and clear signage were constructed to provide workers with safer and more comfortable waiting areas.



A road near Freetrend Industrial (Vietnam) Co., Ltd. in Ho Chi Minh City is now clear of street vendors, improving space for pedestrians and traffic movement, © ILO 2026.

- Road surfaces affected by potholes were repaired and resurfaced, while speed bumps were installed at strategic locations, including near factory gates, to improve traffic flow and reduce vehicle speeds at high-risk points.

Results

- Since the Fast Response Team began operating, no traffic accidents were recorded during the periods covered by the intervention.[6] The average worker late arrival rate fell from 2.8 per cent to 1.2 per cent within just 20 days, reflecting smoother traffic flow around the factory and export processing zone. Workers can now move safely from the parking area to the factory, with the newly introduced measures allowing them to follow the traffic flow more naturally.

- As workers became familiar with the new traffic arrangements, the factory was able to reduce the number of FRT members needed on the ground. It also invested its own funds in 2/3 portable traffic lights to support traffic management during the morning and afternoon peak periods, helping to embed the new crossing arrangements into day-to-day operations.

- Traffic congestion at the factory entrance was reduced, first through the introduction of a pilot bus-fare subsidy and subsequently through the implementation of a free public transport programme by the authorities. While these measures helped reduce the number of vehicles entering the EPZ and allowed traffic to move more continuously through the gates during peak hours, the number of bus users is still very limited.

Lessons learned

- **Prioritise the highest-risk areas and communicate changes clearly.** Start by identifying and addressing the most critical safety risks rather than trying to tackle all issues at once. In the case of Freetrend, priority was given to the road crossing between the factory and parking area, where large numbers of workers were exposed to vehicle traffic during peak hours. Clear and timely communication with workers and other affected stakeholders before introducing changes was also essential to establish traffics patterns.

- **A coordinated approach combining** practical measures to address both behaviour and the commuting environment **proved more effective than relying on a single intervention**. Simple and feasible measures — such as organised traffic control during peak hours, clear communication with workers and targeted infrastructure upgrades — can contribute to tangible improvements in road safety and operational efficiency. Addressing both worker behaviour and the physical commuting environment created more sustainable improvements.

[6] Until June 2026. There is no baseline data available.

- **Worker participation** and continued feedback **played a key role throughout the project**. By collecting feedback through multiple channels and using survey results to guide decision-making, the factory was able to design interventions that responded to workers' actual commuting needs rather than assumptions. Workers initially needed time to adapt to waiting for the pedestrian signal rather than crossing whenever they wished. They later raised concerns that the traffic lights were taking too long to change, and the factory adjusted the timing in response. As workers became familiar with the new arrangements, they became more comfortable following the signals and using the crossing.
- **Partnerships and clear communication with external stakeholders** are essential for improvements beyond the factory gate. Close collaboration with the traffic police equipped the Fast Response Team with the skills needed to manage traffic safely, while cooperation with the EPZ management board and local authorities enabled infrastructure improvements and coordination to clear the sidewalk. Initial concerns raised by neighbouring factories were addressed through coordination meetings with the EPZ management board, which helped explain the purpose of the new traffic arrangements and how they could also improve safety for workers from other factories using the same roads. This helped build broader support for the measures and facilitated their implementation.

> Worker safety is also company safety. A commuting accident can affect productivity, increase insurance related costs and have wider consequences for workers' families.
>
> ▶ **Representative factory management, Freetrend**



A worker shuttle-bus stop at Fuluh Shoes Company in Tay Ninh, © ILO, 2026.

Case study 2. Commuting safety data monitoring system

AREA 8

Enhancing collection of commuter accident data

Factory: Fuluh Shoes

Number of workers: 10,654 (72% women)

The challenge

With more than 10,000 workers, Fuluh Shoes manages a complex daily movement of workers and vehicles both on the journey to work and within the factory premises. Workers commute mainly by motorbike or company shuttle bus, with 43 vehicles transporting around 1,800 staff and workers each day. Within the nearly forty-hectare factory site, buses, motorbikes, pedestrians and other vehicles also need to move safely through shared areas.

Before this initiative, the factory did not have a structured mechanism for notifying commuting hazards or commuting accidents along the routes to and from the factory.[7] At the factory level, notification by the workers was done on an ad-hoc basis, with information being collected through direct reports and internal complaint channels. Workers, particularly the older ones, who said to have limited digital skills, noted that the notification channels were not always easy to use. Some of them mentioned that they were unsure of the procedures. As a result, the factory had limited information on where and why commuting accidents occurred. It should be noted that, in the case of Vietnam, employers are obligated to notify the authorities of severe cases of accidents. For non-severe ones, employers are required to record the accident, investigate and report to the authorities the cases upon request. Without reliable data, it was difficult to identify high-risk locations, analyse trends or develop targeted preventive measures. The factory also recognised that improving commuting safety required infrastructure improvements both within and beyond the factory premises.

The objective

To strengthen the factory's commuting safety by improving the system to assess risks to accidents during commuting, report the accidents and reduce the risks.

[7] As per Vietnamese law, when an accident occurs while a worker is travelling between home and work within a reasonable time and along a reasonable route, the employer (investigates the case and provides the relevant entitlements in accordance with the law. employers should conduct investigation and report the cases upon request. This means, even for the non-severe cases, employers are required to record.

Specifically, the factory aimed to:

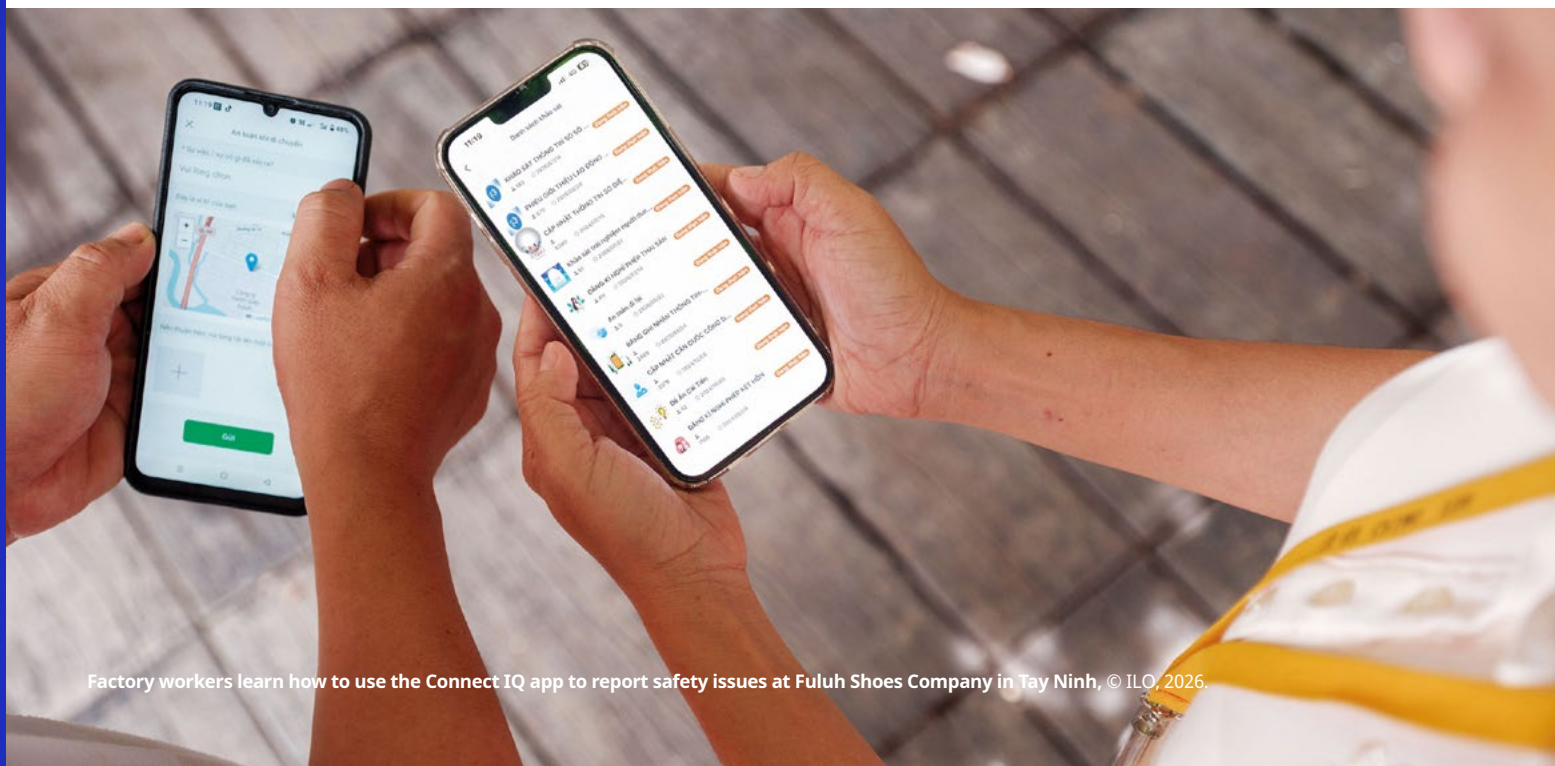
- establish a digital system that enables workers to report commuting accidents and near misses, and allows the factory to record and monitor them;
- use data and information to identify hazards, assess risk and support evidence-based prevention measures;
- improve traffic safety within the factory premises through infrastructure improvements; and
- promote safe commuting for workers from the moment they leave home to their safe return from work.

What was done

The factory implemented a combination of digital, infrastructure and awareness measures.

Component 1: Digital Incident Tracker application

The factory developed a digital Incident Tracker and integrated it into its existing employee portal, the CIQ app. This gives workers a clear and more accessible way to report commuting accidents and enhances their safety concerns through an existing platform. Workers need not determine which department should receive the report, as the internal route to the relevant team for following up is pre-set in the app. The information collected can also be used to analyse trends, identify traffic hotspots and support earlier preventive action. The application was piloted with approximately 1,500 workers, including 500 bus travellers and 1,000 motorcycle users.



Factory workers learn how to use the Connect IQ app to report safety issues at Fuluh Shoes Company in Tay Ninh, © ILO, 2026.

Component 2: Infrastructure improvements and drivers' training

The factory also reviewed traffic safety conditions within its premises and identified areas where existing practices could be reinforced or additional improvements were needed. Regular maintenance activities, such as trimming trees to maintain clear sightlines, maintaining existing convex mirrors and repainting road markings, were already part of the factory's routine operations. The Challenge reinforced the importance of carrying out these practices regularly and reviewing them from a traffic-safety perspective.

Three new convex mirrors were installed at key intersections and blind corners, while existing mirrors were cleaned and maintained to improve visibility. Trees across the factory site were trimmed to provide better sight lines for drivers and pedestrians. Existing road markings were repainted, and additional lane markings were introduced in key locations to improve traffic flow, lane separation and pedestrian safety.



A convex traffic mirror (right) improves drivers' visibility, while a marked pedestrian path (left) helps guide workers safely through the site at Fuluh Shoes Company in Tay Ninh, © ILO, 2026

Infrastructure measures were complemented by regular traffic-safety training for drivers and vehicle operators serving the factory, including contracted shuttle-bus drivers and internal vehicle operators. The annual training reinforces safe driving practices and compliance with national traffic and safety regulations.

Recognizing that commuting safety extends beyond the factory gates, Fuluh Shoes partnered with the People's Committee of Can Giuoc District to repair a section of Long Phú Road that provides access to the factory. This improved road conditions for workers traveling to and from work.

Results

- The digital Incident Tracker has established a more structured basis for collecting and analysing information on commuting safety. The system provides a clearer notification channel and can help the factory identify where incidents and hazards occur and where preventive action may be needed. Following the pilot, the factory planned to assess user feedback, further refine the application and expand its use across the workforce, with wider implementation expected by the end of 2026 or early 2027. Training for workers and staff is also planned as part of the broader rollout.
- Infrastructure improvements have enhanced visibility and traffic management within the factory. Targeted measures, including additional convex mirrors and lane markings, complemented existing traffic-management and maintenance practices. The repair of a section of Long Phú Road also improved conditions along an important access route to the factory and illustrates how cooperation with local authorities can help address commuting risks beyond the workplace.

Lessons learned

- **Using existing tools can facilitate adoption by leveraging systems that workers already know, while strong internal coordination can make new reporting tools easier to implement and manage.** Fuluh integrated the Incident Tracker into the existing CIQ app, a platform already familiar to staff and workers, reducing implementation challenges. Its development and implementation also required coordination across OSH, HR, IT, Site Management and the Trade Union, including to ensure that reports could be directed to the appropriate teams for follow-up.
- **Testing and refining digital tools before wider roll-out helps ensure that they work effectively for both workers and the teams responsible for managing them.** Initial delays in rolling out the Incident Tracker application due to software development challenges highlighted the importance of allowing adequate time for testing and implementation. Although the rollout took longer than expected, the pilot phase provided valuable lessons and experience to support a successful factory-wide launch. The factory plans to accompany wider rollout with training for workers and staff, while also considers non-monetary incentives, such as small gifts, monthly recognition, or appreciation notes, to encourage workers to report safety risks and help prevent incidents both inside and outside the factory gates.
- **Prioritising interventions in the highest-risk areas and regularly reassessing needs can help make the best use of available resources.** Regular risk assessment can show whether planned measures are still necessary

or whether resources should be redirected. For example, after improvements to road markings, the factory found that only three additional convex mirrors were needed, rather than the ten originally planned.



An automated parking system at Fuluh Shoes Company in Tay Ninh illustrates the factory's investment in technology-enabled solutions to better manage vehicle movements and support safer, more orderly operations, © ILO, 2026

> We want every employee to arrive at work safely and return home safely to their family.
>
> ▶ **General Manager, Fuluh Shoes**



Road markings at Far Eastern New Apparel (Vietnam) Limited in Dong Nai support safer traffic movement, © ILO, 2026.

Case 3. Establishing internal and external transportation infrastructure around the factory

AREA 4

Safe entry to the industrial park and/or factory

Factory: Far Eastern New Apparel Limited

Number of workers: 3,854 (73 % women)

The problem

In order to identify the key problems faced by its employees in commuting safely, the factory conducted a commuting safety assessment through worker surveys, focus group discussions and observations during peak commuting hours. Around 10 per cent of employees participated in the assessment.

The findings highlighted several safety concerns both inside and outside the factory Workers often parked motorbikes on the sidewalks, reducing the space available for pedestrians. Containers and trucks waiting outside the factory gates during peak hours obstructed workers' views when entering or leaving the premises, increasing the risk of collisions. Every day, 30 buses carrying around 850 workers arrive between 6:45 a.m. and 7:10 a.m., ahead of the shift starting at 7:30 a.m. Many workers also ate breakfast or waited on the street outside the factory gate before starting work, adding to congestion during this busy arrival period.



30
buses



850
workers



Arrival time: between 6:45 a.m. - 7:10 a.m.

The road in front of the factory lacked a clearly marked pedestrian crossing, while the centre-line markings had faded over time. Although industrial zone had designated truck parking areas away from regular transport routes and factory gates, many truck drivers chose to park closer to the gates for convenience, posing safety and health risks to commuting workers. Street lighting outside the factory did not switch on before 6 p.m., even though it was already dark during some months of the year. In addition, many workers hurried into the factory by running through the entrance at the start of their shifts, further increasing the risk of accidents.

The objective

To create a safer commuting environment by improving traffic infrastructure inside and outside the factory, reducing congestion around the factory entrance, strengthening cooperation with industrial zone authorities and logistics partners, and promoting safer commuting behaviour among workers.

What was done

Component 1: Managing vehicle movements and improving shuttle safety

The factory worked with shuttle bus and logistics providers to better coordinate vehicle movements during peak commuting periods. To reduce interaction between workers, shuttle buses and heavy vehicles, logistics providers were asked to adjust truck and container arrival times so that heavy vehicles arrived after most workers had entered the factory.

The factory also coordinated with the industrial zone management to reinforce the use of designated truck waiting areas away from normal worker transport routes and factory gates. Transport-provider performance is reviewed monthly, allowing the factory to follow up on safety and service issues and make adjustments where needed.

The existing shuttle-bus service was also strengthened through improvements to vehicle quality and safety. Providers introduced newer vehicles and ensured that each passenger seat was equipped with a functioning seat belt.

The factory worked closely with their suppliers to stagger the arrival times of shuttle buses and freight vehicles to reduce congestion during peak commuting hours, while trucks and containers were required to enter the area only after workers had arrived. Collaboration with the industrial zone authorities led to the reinforcement of rules and improved compliance with designated truck waiting areas, reducing conflicts between heavy vehicles and pedestrians. In addition, the

arrival times of trucks and other logistics-related heavy vehicles were adjusted to avoid conflicts with worker commuting flows. The performance of shuttle bus providers was reviewed every month, to ensure compliance with agreed schedules and safety requirements. Shuttle buses were upgraded, with newer vehicles and seat belts for each seat.



Staff routinely guide workers arriving by shuttle bus to support orderly movement at the entrance to Far Eastern New Apparel (Vietnam) Limited in Dong Nai. © ILO 2026

Component 2: Improving pedestrian areas and worker facilities

To reduce crowding around the factory entrance before the start of the shift, the factory opened the canteen earlier and began offering breakfast so that workers

could eat or wait inside the premises rather than gathering on the street outside. Workers could either purchase breakfast at the canteen or bring their own food to eat inside. This represented a significant change in workers' behaviour, and the area around the factory gate subsequently became less crowded and more orderly.



Workers buy breakfast at the factory canteen as part of an arrangement to reduce crowding and reliance on street vendors near the gate at Far Eastern New Apparel (Vietnam) Limited in Dong Nai, © ILO 2026

Component 3: Improving the physical commuting environment (infrastructure, lighting, and traffic signage)

The factory made targeted infrastructure improvements to improve traffic safety within its premises. Road markings were repainted throughout the site, ten

convex mirrors were installed at locations with limited visibility, and four speed bumps were repaired to improve vehicle speed management. Six traffic safety signboards were also installed along the main road outside the factory to remind workers and other road users to drive safely.





For managing risks outside the factory´s premises, the factory worked with the industrial zone authorities, requesting the installation of a clearly marked pedestrian crossing and improved lane markings on the public road in front of the factory.

To improve visibility during early morning and evening commuting periods, the factory installed eight additional lighting units in internal traffic areas with poor visibility. The factory also requested the industrial zone authorities to switch on public street lighting earlier during the evening, particularly in winters when darkness falls before 6 p.m. (in the case of Vietnam, between September and January).

Component 4: Raising awareness of commuting safety

The factory complemented the physical and traffic-management measures with activities to strengthen workers' awareness of commuting safety. Workshops were organised with support from non-governmental organisations and the local traffic police, providing workers with practical information on road safety and safe commuting practices.

A 50-member Commuter Safety Advocacy Team was established to help extend these messages across the workforce. After receiving training, team members shared key information with their co-workers through short pre-work sessions, allowing commuting-safety messages to be integrated into regular workplace communication rather than relying only on one-off training activities.



A sign restricts stopping and parking during peak commuting hours on the roads surrounding Far Eastern New Apparel (Vietnam) Limited in Dong Nai, © ILO 2026

The factory also used its Facebook channel to engage workers more widely, organising three QR-code mini-games on commuting safety that attracted more than 500 entries, with small prizes provided to encourage participation. Safety information was also shared with shuttle-bus contractors and drivers to reinforce awareness among those involved in workers' daily journeys.

Results

Measures contributed to creating a safer and more organised commuting environment for approximately 3,850 workers, while also benefiting neighbouring companies and other road users within the industrial zone. Results included:

- **Improved traffic flow and reduced congestion:** Staggered arrival times for shuttle buses and freight vehicles, together with reinforcing the use of designated truck waiting areas, reduced overlap between heavy-vehicle movements and workers arriving at or leaving the factory.
- **Safer and more orderly factory surroundings:** Earlier access to canteen reduced crowding at the factory gate. On the other hand, improved pedestrian areas, traffic monitoring, road markings, lighting, signage, mirrors, and speed bumps strengthened safety for workers and other road users.
- **Improved transport safety and service:** Shuttle-bus providers are now reviewed monthly against agreed safety and service requirements, while the use of newer vehicles and functioning seat belts at every seat has strengthened safety conditions for workers using the service.
- **Increased awareness and worker engagement:** Fifty workers were trained as part of the Commuter Safety Committee and subsequently shared key safety messages with their peers through daily short pre-work sessions. Awareness activities also reached drivers and logistics contractors, while online safety campaigns generated more than 500 participation entries.

Lessons learned

- **Strong leadership and collaboration are essential.** Strong support from factory management, combined with close coordination among factory departments, logistics providers, industrial zone authorities, local police, and other stakeholders, was critical to successfully implementing and sustaining improvements both inside and outside the factory premises.
- **Infrastructure improvements should be combined with behaviour change.** Infrastructure measures alone are not sufficient to improve commuting safety. Interactive awareness activities, practical workshops, and a dedicated advocacy team helped engage workers and promote safer commuting behaviours across the factory.
- **Regular monitoring and reassessment help sustain improvements and identify new or changing commuting risks over time.** Ongoing monitoring

of traffic conditions, shuttle bus operations, and implemented measures helped ensure that improvements remained effective and enabled the factory to respond quickly to emerging issues.

- **Safety improvements require action beyond the factory gates.** Many commuting safety risks can only be addressed through coordination with external partners. Collaboration with industrial zone authorities and local government helped address infrastructure challenges that the factory could not resolve alone, laying the foundation for longer-term improvements and safer access for workers and the wider community.

> We will continue building on these achievements by using the ILO checklists to reassess commuting safety conditions within the factory and with our shuttle bus providers every year, to identify areas for further improvement. We will also step up surveys of the routes and shuttle bus stops used by workers to better assess conditions and identify opportunities to improve the safety of locations where workers wait for factory buses
>
> ▶ **Representative, Compliance Department, Far Eastern New Apparel Limited**

Building safer commutes for workers in Cambodia

In Cambodia, **Taral International** was selected as a Challenge winner. With grant support, the factory implemented a commuting safety initiative that directly reached **11,700 workers across two factories, 70 per cent of whom are women**.

A 15-member Commuting Safety Group (CSG) was established, bringing together workers and representatives from management, HR, compliance and administration to design, implement and monitor safety measures. The CSG has continued beyond the project, providing a permanent mechanism for workers and management to identify, discuss and address commuting safety risks.



Taral International, Cambodia, © ILO, 2026

Key results

- **Greater worker awareness:** The CSG and local authorities delivered peer-to-peer commuting safety training to approximately 6,000 workers, complemented by monthly safety awareness activities that continue to reinforce safe commuting practices.
- **Improved knowledge of road safety requirements:** Traffic police and the Red Cross provided traffic law training to 148 drivers, 5,934 workers, 12 unions and 54 worker representatives, strengthening understanding of traffic rules and safer road behaviour.

- **Reduced driver-related safety risks:** 160 drivers and CSG members received eye screening, with glasses or sunglasses provided where needed, helping address vision-related risks associated with driving.
- **Stronger prevention of impaired driving:** Random alcohol testing is conducted twice a week, reinforcing the factory's zero-tolerance approach to drunk driving and strengthening preventive controls for drivers.
- **A functioning channel for reporting safety concerns:** A commuting safety grievance and reporting channel was established in September 2025 and displayed on every bus. Workers can report unsafe driving or commuting conditions, with HR responsible for following up with drivers and supporting corrective action.
- **Improved motorcycle safety skills:** With support from Honda, motorcycle riding assessments were conducted at the factory, reaching 15 CSG members and 100 workers and providing practical opportunities to reinforce safe riding practices.



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5. Emerging lessons from factory interventions

1. **Recognizing and understanding commuting safety challenges, both from an OSH and a productivity perspective, is the first step towards taking action.** Factories first developed an understanding of commuting safety and its multiple dimensions. This helped them recognize existing challenges and use the VZF Manual to assess current practices and identify areas for improvement. These elements are important precursors to taking effective measures and achieving results. The assessment provided the basis for developing action plans, defining concrete activities and responsibilities, and setting clear targets to improve the safety of workers' commutes.
2. **Combining infrastructure improvements, traffic management, worker awareness and behavioural change is more effective than isolated interventions and leads to more sustainable commuting safety outcomes.** A comprehensive approach to commuting safety requires a clear understanding of the roles and responsibilities of different actors within and outside the factories—from local police and bus service providers to industrial park authorities, as relevant, to other stakeholders with responsibilities for road safety—and maintain a strong coordination with them.
3. **Worker participation helps identify real commuting risks, prioritise interventions and support evidence-based decision-making.** Participation, through surveys, feedback mechanisms and digital reporting systems, can also enhance ownership of the measures, which is essential to sustain an intervention and its results for the long term. At times, information is also crucial to demonstrate and persuade employers and workers of the benefit of the measures.
4. **Not all commuting safety improvements require major investments.** Measures such as organising traffic flow during peak hours, adjusting vehicle arrival times, improving communication, opening facilities earlier to reduce crowding, reinforcing regular maintenance, and using interactive awareness activities can address specific risks and improve how workers move to and from the workplace.

5. **Introducing new systems, particularly digital tools, requires sufficient time for testing, piloting and refinement before full implementation.** Commuters should also be actively involved in monitoring and providing feedback throughout the process, helping to identify challenges, improve the system, and ensure that it responds effectively to their needs.
6. **Regular assessment of traffic conditions, commuting practices and new or emerging risks enable factories to prioritise high-risk areas,** adapt interventions over time and make efficient use of available resources.
7. **Commuting safety measures are more likely to continue when factories integrate them into existing systems, budgets and regular management practices.** This can include allocating company resources for follow-up investments, incorporating safety measures into routine maintenance and training, and continuing regular monitoring after the initial intervention ends.
8. **Effective commuting safety requires strong coordination across factory departments and collaboration with external stakeholders** —including local authorities, industrial zone management, logistics providers and police— to address risks both inside and beyond the factory gates.

6. Learn more: Useful resources

"Collective Action for a Safe Commute: Action manual and checklist for employers and workers in the garment and footwear sector to enhance workers' commuting safety"

Commuting Safety: Theory of Change

What does a safe commute look like? (poster)

Collective Action for a Safer Commute: The Cambodia Transportation Working Group - A Case Study

Online training course "Collective Action for a Safe Commute" (free)



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