

Terms of reference (ToR) for the procurement of services below the EU threshold

CONFIDENTIAL

Organizational Performance & Efficiency Assessment of RMG Sustainability Council (RSC)	Project number/ cost centre: G-011550-001
	Tender number 10033886

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0. List of abbreviations

AG	Commissioning party
AN	Contractor
API	Application Programming Interface
AVB	General Terms and Conditions of Contract for supplying services and work.
BGMEA	Bangladesh Garment Manufacturers and Exporters Association
BKMEA	Bangladesh Knitwear Manufacturers and Exporters Association
BMZ	Federal Ministry for Economic Cooperation and Development
CAP	Corrective Action Plan
DIFE	Department for Inspection of Factories and Establishments (agency of the Ministry of Labour and Employment)
DoE	Department of Environment
DoL	Directorate of Labour (agency of the Ministry of Labour and Employment)
FFC	Fair Factories Clearinghouse
FK	Expert
FKT	Expert days
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
HR	Human Resources
ILO	International Labour Organisation
ITC	International Trade Center
LDC	Least Developed Country
MoC	Ministry of Commerce
MoLE	Ministry of Labour and Employment
NGO	Non-governmental organisation
RMG	Ready-Made Garment
RSC	Ready-Made-Garment Sustainability Council

1. Context

Bangladesh is the world's second-largest textile and garment producer after China, accounting for a global market share of 7.4 percent in 2023, according to the World Trade Organization's report *World Trade Statistics 2023: Key Insights and Trends* (WTO, 2024). In the same year, Bangladesh exported textile and garment products valued at USD 38 billion, representing approximately 82 percent of the country's total exports. These figures underscore the critical importance of the textile and garment sector to Bangladesh's economy and highlight the country's strong dependence on this industry. Furthermore, the sector employs around four million workers, predominantly un- or low-skilled, and provides income opportunities for approximately 60 percent of working women, according to the International Labour Organization (ILO).

The Ready-Made Garment (RMG) sector is a major contributor to Bangladesh's economic growth; however, compliance with social and environmental standards remains limited. Workers' rights are often neglected, wages are low, and gaps in environmental regulation and enforcement allow the continued use of outdated technologies and production practices, leading to hazardous waste discharge and risks to workers, communities, and the environment.

Following the collapse of the Rana Plaza building in 2013, the **Accord on Fire and Building Safety in Bangladesh** (Accord) was established by 190 primarily European brands in collaboration with international trade unions (IndustriALL and UNI Global) to improve workplace safety. The Accord implemented legally binding Corrective Action Plans (CAPs) to address essential fire and building safety measures. While the Accord achieved significant improvements, it concluded operations in May 2020 following a Supreme Court decision.

Its mandate and structure were transferred to the **Ready-Made Garment Sustainability Council (RSC)**, a tripartite, multi-stakeholder initiative including workers' representatives, industry associations, and brand signatories. The RSC adopted and extended the Accord's standards, processes, and complaint mechanism, while broadening its scope to include labour rights, worker training, and environmental compliance. The RSC operates through a board of 18 directors (6 representatives from each stakeholder group) under a principle of unanimity. The Executive Committee includes Rubana Huq (industry), Joachim Leo Juetten Overmeyer (brand), and Christina Hajagos-Clausen (trade union), with the ILO acting as a neutral convener. Roger Hubert serves as Managing Director and George Faller as Chief Safety Officer.

The RSC's mandate emphasizes inspection standards, fire protection, electrical and building safety, and aims to ensure impartial conflict resolution while promoting continuous improvement across social, environmental, and occupational safety standards in the RMG sector.

The Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH was commissioned by the Federal Ministry for Economic Cooperation and Development (BMZ) to implement the project 'Skills for Self-monitoring and Compliance with Clean and Fair Production in the Textile Industry' (SCAIP) with the objective to strengthen the capacity of the Ready-Made-Garment Sustainability Council in order to ensure compliance with safety, labour and environmental standards in the textile and garment industry in Bangladesh. To achieve this goal, three outputs are defined:

1. **Output 1:** The RSC technical and organisational capacity for inspecting and auditing safety, labour and environmental standards in the textile and garment sector have been

strengthened. Output 1 will focus on analysing the technical operations of the RSC, improving data management processes and reporting and increasing its personnel competencies to ensure transparent and reliable inspections of safety and environmental standards in the textile and garment industry of Bangladesh.

2. **Output 2:** A cooperation between the RSC and relevant public inspection institutions e.g. Department of Environment (DoE) and Department of Inspection for Factories and Establishments (DIFE) has been established. Output 2 will focus on strengthening strategic collaboration and coordination to foster efficiency and effectiveness of inspections.
3. **Output 3:** Workers in the textile and garment industry in Bangladesh have been qualified adequately. Output 3 will focus on empowering workers through training and advisory services to ensure safety, labour and environmental standards in factories.

Against this background, and

2. Tasks to be performed by the contractor

Objective:

The overall objective of this assignment is to strengthen the institutional effectiveness, operational efficiency, and service delivery capacity of the RMG Sustainability Council through a comprehensive Organizational Performance & Efficiency Assessment that identifies practical, sustainable, and evidence-based opportunities for operational optimization while maintaining the highest standards of safety, technical rigor, transparency, and credibility within the Ready-Made Garment (RMG) sector.

The contractor is responsible for providing the following services:

Work Package 1: Operational Efficiency, Time & Motion, and Workflow Assessment

Work Scope: The consultant shall conduct a comprehensive assessment of operational activities, workflows, coordination mechanisms, and field-level operations across relevant departments/programmes of RMG Sustainability Council.

The assessment shall include:

- Detailed time & motion study of key operational activities
- Review of existing workflows and operational procedures
- Process mapping and sequencing analysis
- Identification of bottlenecks, redundancies, delays, and non-value-added processes
- Assessment of operational productivity and resource utilization patterns
- Review of meeting structures, coordination mechanisms, and communication flows
- Assessment of inter-departmental coordination and decision-making efficiency
- Identification of opportunities for workflow streamlining and operational optimization

Deliverables

- Time & motion assessment findings
- Workflow and process mapping analysis

- Identification of operational bottlenecks, inefficiencies, and coordination gaps
- Assessment of meeting and coordination effectiveness
- Recommendations for workflow enhancement, operational streamlining, and productivity improvement
- Practical measures for improving operational efficiency and reducing process delays

Work Package 2: Resource Utilization & Productivity Analysis

Work Scope

The consultant shall evaluate whether RSC can improve operational output and service delivery using the same level of existing resources. The assessment shall include analysis of: Human resources, Vehicles and logistics systems, Equipment and operational tools, Budgetary and operational resources.

The contractors shall assess:

- Resource allocation efficiency
- Workforce productivity
- Operational cost efficiency
- Utilization of operational capacity
- Administrative and operational process gaps
- Opportunities for better resource optimization without compromising quality and safety standards

Deliverables

- Resource utilization and productivity assessment findings
- Analysis of operational resource gaps and inefficiencies
- Assessment of operational cost-efficiency opportunities
- Recommendations for improved resource allocation and productivity enhancement
- Practical measures for improving operational effectiveness using existing resources

Work Package 3: Digitalization & Performance Management Assessment

Work Scope

The consultant shall evaluate ongoing digitalization initiatives within RSC and assess their contribution to operational efficiency and service delivery improvement.

The assessment shall include:

- Existing and potential efficiency gains from digital systems
- Areas where digital systems can further optimize operations
- Opportunities for automation, workflow integration, and data management improvement
- Reduction of administrative burden and duplication of effort

- Review of existing data management systems and operational tracking mechanisms
- Assessment of workflow integration and reporting systems
- Review of operational performance indicators and reporting practices
- Identification of measurable operational performance indicators and monitoring mechanisms

Deliverables

- Digitalization and MIS assessment findings
- Assessment of workflow integration and operational tracking systems
- Identification of automation and digital optimization opportunities
- Recommendations for improving digital coordination and operational visibility
- Proposed KPI/performance measurement framework
- Recommendations for operational performance monitoring and reporting mechanisms

Work Package 4: Quality Assurance, Benchmarking & Implementation Feasibility

Work Scope

The consultant shall ensure that all proposed operational improvements maintain or enhance the current standards of quality, safety, technical rigor, and organizational credibility of RSC services.

The consultant shall:

- Assess implications of operational recommendations on technical integrity and service quality
- Ensure proposed efficiency measures do not compromise inspection quality, compliance standards, or worker safety
- Identify relevant international or sectoral good practices related to organizational efficiency and operational management
- Assess organizational feasibility, operational implications, and resource considerations associated with proposed recommendations
- Review implementation risks and change management considerations to support sustainable implementation

Deliverables

- Assessment of quality and safety implications of proposed recommendations
- Benchmarking findings and relevant good practice examples
- Feasibility assessment of proposed operational improvements
- Analysis of implementation risks and change management considerations
- Recommendations for phased and practical implementation approaches

Work Package 5: Stakeholder Engagement & Internal Review Framework

Work Scope

The consultant shall conduct consultations and engagement sessions with relevant management personnel, technical teams, operational staff, and other stakeholders to ensure

a participatory and evidence-based assessment process. The consultant shall also develop a practical guideline/policy framework for conducting periodic internal organizational performance and efficiency reviews within RSC.

The work shall include:

- Stakeholder consultations and interviews
- Validation discussions and operational feedback sessions
- Collection of operational perspectives and recommendations
- Development of review methodology and monitoring approaches
- Identification of suggested performance indicators
- Development of roles, responsibilities, and review mechanisms for future internal assessments

Deliverables

- Stakeholder consultation summary and key findings
- Consolidated operational feedback and validation inputs
- Draft guideline/policy framework for periodic internal reviews
- Suggested internal monitoring and review mechanisms
- Recommendations for continuous organizational performance improvement

Milestones:

Milestones / Process Steps / Partial Services	Deadline / Place / Person Responsible
Kick-off meeting with GIZ and RSC to finalize methodology, workplan, timelines, stakeholder engagement approach, and reporting arrangements	Week 1 / virtual / Contractor in coordination with GIZ & RSC
Submission of Inception Report including assessment methodology, analytical framework, workplan, assessment tools, stakeholder consultation approach, and data collection methodology	End of Week 2 / Online / Contractor
Conduct 2-day in-person operational review and consultation workshop with RSC management, team leaders, senior technical personnel, and relevant operational staff to obtain detailed understanding of operational systems, workflows, coordination mechanisms, and organizational challenges	Week 2 / Dhaka / Contractor
Conduct operational efficiency assessment, workflow review, time & motion study, resource utilization analysis, stakeholder consultations, and field-level operational assessment across relevant RSC departments/programmes	Week 2-6 / RSC offices, operational locations, and virtual meetings / Contractor
Conduct digitalization assessment, KPI/performance review, benchmarking analysis, and implementation feasibility assessment	Week 4-6 / Dhaka and virtual / Contractor
Submission of Draft Diagnostic Assessment Report including key findings, operational bottlenecks, workflow gaps, productivity analysis, resource	End of Week 6 / Online / Contractor

optimization opportunities, digitalization observations, and preliminary recommendations	
Submission of Draft Process Improvement Recommendations including operational improvement roadmap, implementation considerations, KPI framework, and internal review guideline/policy framework	Week 7 / Online / Contractor
Conduct final 2-day in-person validation and strategic workshop with GIZ and RSC management to present findings, validate recommendations, discuss implementation feasibility, and agree on way forward and improvement priorities	Week 8 / Dhaka / Contractor in coordination with GIZ & RSC
Submission of Final Assessment Report incorporating comments and feedback from GIZ and RSC, including finalized findings, prioritized recommendations, implementation roadmap, monitoring indicators, and supporting annexes	Week 9 / Online / Contractor
Final presentation and formal completion of the assignment	Week 9 / Dhaka or virtual / Contractor

Period of assignment: from August.2026 until 31.12.2026

3. Concept

In the tender, the tenderer is required to show *how* the objectives defined in Chapter 2 (Tasks to be performed) are to be achieved, if applicable under consideration of further method-related requirements (technical-methodological concept). In addition, the tenderer must describe the project management system for service provision.

Note: The numbers in parentheses correspond to the lines of the technical assessment grid.

Technical-methodological concept

Strategy (1.1): The tenderer is required to consider the tasks to be performed with reference to the objectives of the services put out to tender (see Chapter 1 Context) (1.1.1). Following this, the tenderer presents and justifies the explicit strategy with which it intends to provide the services for which it is responsible (see Chapter 2 Tasks to be performed) (1.1.2).

The tenderer is required to present the actors relevant for the services for which it is responsible and describe the **cooperation (1.2)** with them.

The tenderer is required to present and explain its approach to **steering** the measures with the project partners (1.3.1) and its contribution to the **results-based monitoring system** (1.3.2).

The tenderer is required to describe the key **processes** for the services for which it is responsible and create an **operational plan** or schedule (1.4.1) that describes how the services according to Chapter 2 (Tasks to be performed by the contractor) are to be provided. In particular, the tenderer is required to describe the necessary work steps and, if applicable, take account of the milestones and **contributions** of other actors (partner contributions) in accordance with Chapter 2 (Tasks to be performed) (1.4.2).

The tenderer is required to describe its contribution to knowledge management for the partner (1.5.1) and GIZ and to promote scaling-up effects (1.5.2) under **learning and innovation**.

Project management of the contractor (1.6)

The tenderer is required to explain its approach for coordination with the GIZ project. In particular, the project management requirements specified in Chapter 2 (Tasks to be performed by the contractor) must be explained in detail.

The tenderer is required to draw up a **personnel assignment plan** with explanatory notes that lists all the experts proposed in the tender; the plan includes information on assignment dates (duration and expert days) and locations of the individual members of the team complete with the allocation of work steps as set out in the schedule.

The tenderer is required to describe its backstopping concept. The following services are part of the standard backstopping package, which (like ancillary personnel costs) must be factored into the fee schedules of the staff listed in the tender in accordance with Section 3.1 of the GIZ AVB:

- Service-delivery control
- Managing adaptations to changing conditions
- Ensuring the flow of information between the tenderer and GIZ
- Assuming personnel responsibility for the contractor's experts
- Process-oriented steering for implementation of the commission
- Securing the administrative conclusion of the project

4. Personnel concept

The tenderer is required to provide personnel who are suited to filling the positions described, on the basis of their CVs (see Chapter 7), the range of tasks involved and the required qualifications. The below specified qualifications represent the requirements to reach the maximum number of points in the technical assessment.

Team Leader & Organizational Performance Specialist

Tasks of the team leader

- Overall responsibility for quality assurance and timely delivery of all outputs.
- Lead the assignment and ensure methodological coherence across all work packages.
- Coordinate communication with GIZ, RSC, and relevant stakeholders.
- Develop and finalize the assessment methodology, analytical framework, and workplan.
- Lead stakeholder consultations, validation workshops, and strategic discussions.
- Assess organizational structures, coordination mechanisms, governance arrangements, and decision-making processes.
- Lead development of internal organizational performance review framework.
- Assess implementation feasibility, organizational readiness, and change management implications.
- Develop the final implementation roadmap and phased improvement plan.
- Prepare and submit all reports and presentations.

Qualifications of the team leader

- Education/training (2.1.1): University degree (master's or equivalent) in Organizational Development, Operations Management, Business Administration, Public Administration, Industrial Engineering, or a related field
- Language (2.1.2): C2-level language proficiency in English
- General professional experience (2.1.3): 10 years of professional experience in organizational performance improvement, institutional development, or operational excellence
- Specific professional experience (2.1.4): 7 years leading organizational assessments, efficiency improvement initiatives, or institutional transformation assignments.
- Leadership/management experience (2.1.5): 7 years of experience as Team Leader/Project Manager in consulting or development projects
- Regional experience (2.1.6): 3 years of experience in South Asia projects, including Bangladesh.
- Development cooperation (DC) experience (2.1.7): 3 years of experience in DC-funded projects (GIZ, EU, World Bank, UN, or similar)
- Other (2.1.8): Evidence of participation in Capacity WORKS training (can be completed at a later date), experience in financial management

Key expert 1 (International) - Operational Efficiency, Digitalization & Resource Optimization Specialist

Tasks of key expert 1

- Conduct time and motion studies across relevant operational functions.
- Review workflows, operational procedures, and process sequences.
- Identify bottlenecks, delays, redundancies, and non-value-added activities.
- Assess operational productivity and workforce utilization.
- Analyze resource allocation efficiency and operational cost-effectiveness.
- Review utilization of vehicles, equipment, logistics systems, and operational resources.
- Evaluate digital systems, MIS platforms, reporting systems, and operational tracking mechanisms.
- Identify opportunities for automation, workflow integration, and digital optimization.
- Develop KPI frameworks and performance monitoring mechanisms.
- Formulate recommendations on operational streamlining, productivity enhancement, and digital transformation.

Qualifications of key expert 1

- Education/training (2.2.1): Master's degree in industrial engineering, Operations Management, Operations Research, Information Systems, Systems Engineering, or related field
- Language (2.2.2): C1 in English
- General professional experience (2.2.3): 9 years of professional experience in operational excellence, industrial engineering, digital transformation, or productivity improvement
- Specific professional experience (2.2.4): 6 years conducting process optimization, workflow assessments, time and motion studies, or organizational efficiency reviews.
- Leadership/Management experience (2.2.5): N/A
- Regional experience (2.2.6): 2 years of experience in South Asia projects, including Bangladesh.

- Development Cooperation (DC) experience (2.2.7): 2 years of experience in DC-funded projects (GIZ, EU, World Bank, UN, or similar)
- Other (2.2.8): 3 years of experience in digitalization, MIS enhancement, or performance management systems.

Key expert 2 (National) - RMG Safety, Technical Systems & Stakeholder Engagement Specialist

Tasks of key expert 1

- Provide technical expertise on RSC operational systems, inspection practices, and safety functions.
- Ensure proposed recommendations do not compromise technical rigor, inspection quality, compliance standards, or worker safety.
- Support field-level assessments and operational reviews.
- Validate the practicality and sector relevance of proposed operational improvements.
- Facilitate consultations with management, technical teams, and operational staff.
- Support collection of operational feedback and validation of findings.
- Contribute to benchmarking against RMG safety and compliance good practices.
- Assess organizational readiness and implementation considerations within the Bangladesh context.
- Support development of the internal review framework and monitoring mechanisms.
- Contribute to the preparation of reports and workshop facilitation.

Qualifications of key expert 1

- Education/training (2.3.1): master's or bachelor's degree in engineering, Occupational Safety and Health, Industrial Engineering, Textile Engineering, or related discipline
- Language (2.3.2): English C1 and Bangla native proficiency
- General professional experience (2.3.3): 10 years in RMG safety, compliance, or industrial engineering
- Specific professional experience (2.3.4): 6 experiences in factory safety, inspection, remediation, compliance systems, or technical operations.
- Leadership/management experience (2.3.5): N/A
- Regional experience (2.3.6): N/A
- Development cooperation (DC) experience (2.3.7): 2 years of experience in DC-funded projects (GIZ, EU, World Bank, UN, or similar)
- Other (2.3.8): N/A

Soft skills of team members

In addition to their specialist qualifications, the following qualifications are required of team members:

- Team skills
- Initiative
- Communication skills
- Socio-cultural skills
- Efficient, partner- and client-focused working methods
- Interdisciplinary thinking

The tenderer must provide a clear overview of all proposed short-term experts and their individual qualifications.

5. Costing requirements

Assignment of personnel and travel expenses

Per diem allowances are reimbursed as a lump sum up to the maximum amounts permissible under tax law for each country as set out in the country table in the circular from the German Federal Ministry of Finance on travel expense remuneration (downloadable from the [German Federal Ministry of Finance – tax treatment of travel expenses and allowances for international business travel as of 1 January 2026 \(GERMAN ONLY\)](#)).

Accommodation allowances are reimbursed as detailed in the specification of inputs below.

With special justification, additional Accommodation costs up to a reasonable amount can be reimbursed against evidence.

All business travel must be agreed in advance by the officer responsible for the project

Sustainability aspects for travel

GIZ has undertaken an obligation to reduce greenhouse gas emissions (CO₂ emissions) caused by travel. When preparing your tender, please incorporate options for reducing emissions, such as selecting the lowest-emission booking class (economy) and using means of transport, airlines and flight routes with a higher CO₂ efficiency. For short distances, travel by train (second class) or e-mobility should be the preferred option.

CO₂ emissions caused by air travel must be offset. GIZ specifies a budget for this, through which the carbon offsets can be settled against evidence.

There are many different providers in the market for emissions certificates, and they have different climate impact ambitions. The [Development and Climate Alliance \(German only\)](#) has published a [list of standards \(German only\)](#). GIZ recommends using the standards specified there.

Specification of inputs

Fee days	Number of experts	Number of days per expert	Total	Comments
Team Leader & Organizational Performance Specialist	1	20	20	Remote
Operational Efficiency, Resource Optimization & Digitalization Specialist	1	24	24	Remote

RMG Safety, Technical Systems & Stakeholder Engagement Specialist	1	10	10	Based in Dhaka
Travel expenses	Quantity	Number per expert	Total	Comments
Fixed travel budget	1		8.480	<p>A budget is earmarked for travel to the following countries: Bangladesh.</p> <p>A fixed budget of EUR 8.480 is earmarked for settling travel expenses against evidence.</p> <p>International Airfare (1 Roundtrips for 2 Experts): Cost covers up to one economy class, travel within the country of assignment for trainings, meetings, visits, etc., including transfers to and from the airport, as well as any relevant local travel in the expert's home country.</p> <p>Travel within the country of assignment, transfer to/from airport etc.</p> <p>Per-diem and Overnight costs, and other travel expenses (visa fees, mobile SIM cards for calls, internet/data packages, and any additional travel-related expenses).</p>
Transport	Quantity	Number per expert	Total	Comments
CO₂ compensation for air travel	4	2	360	<p>Compensation calculated four one-way flights for the tow experts as mentioned above; Cost are calculated for flights in between Europe and other regions of the world, category 1.1 (Europe, Mediterranean, Central Asia, South Asia)</p> <p>A fixed budget of EUR 90 is earmarked for settling carbon offsets against evidence.</p>
Other costs	Number	Price	Total	Comments

Flexible remuneration	1	6660	6660	<p>A budget of EUR 6660 is foreseen for flexible remuneration. Please incorporate this budget into the price schedule.</p> <p>Use of the flexible remuneration item requires prior written approval from GIZ.</p>
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6. Workshops, Events and Trainings

Please describe in your concept how you implement GIZ's minimum standards for sustainable event management (see annexes to the terms of reference).

The contractor implements the following workshops/study trips/training courses:

- Assessment presentation / workshop with relevant stakeholders (remotely)

7. Inputs of GIZ or other actors

GIZ and/or other actors are expected to make the following available:

- Transportation on site with own project vehicle
- Logistics for workshops

8. Requirements on the format of the tender

The structure of the tender must correspond to the structure of the ToR. In particular, the detailed structure of the concept (Chapter 3) should be organised in accordance with the positively weighted criteria in the assessment grid (not with zero). The tender must be legible (font size 11 or larger) and clearly formulated. It must be drawn up in English (language).

The complete tender must not exceed 10 pages (excluding CVs). If one of the maximum page lengths is exceeded, the content appearing after the cut-off point will not be included in the assessment. External content (e.g. links to websites) will also not be considered.

The CVs of the personnel proposed in accordance with Chapter 4 of the ToRs must be submitted using the format specified in the terms and conditions for application. The CVs shall not exceed 4 pages each. They must clearly show the position and job the proposed person held in the reference project and for how long. The CVs can also be submitted in English (language).

Please calculate your financial tender based exactly on the parameters specified in Chapter 5 Quantitative requirements. The contractor is not contractually entitled to use up the days, trips, workshops or budgets in full. The number of days, trips and workshops and the budgets will be contractually agreed as maximum limits. The specifications for pricing are defined in the price schedule.

9. Annexes

- Minimum standards for sustainable event management at GIZ
- Organizational assessment report of RSC