

Terms of Reference (ToR)

Performance and Cost-Benefit Analysis of Piloted Sustainable Business Models

For Output 1: Food & Beverage Packaging (O1)

For Output 2: Waste Management & Segregation (O2)

Project	PlasticSmart Cambodia: Business Cases and Practices to Combat Plastic Waste for a Greener Cambodia
Geography	4 communes: - Preah Putt + Siem Reap Commune in Kandal - Longvek Commune in Kampong Chhnang - Khnor Dambang Commune in Kampong Cham
Submit to	KHM.Procurement@care.org
Deadline	12 September 2026

1. Context & Background

CARE International is a globally recognized development organization dedicated to alleviating poverty and fostering sustainable development through strategic partnerships and evidence-based interventions. Since 1973, CARE Cambodia has implemented diverse initiatives aimed at empowering marginalized and vulnerable communities, with a particular emphasis on gender equity and environmental sustainability.

Cambodia faces significant environmental challenges related to plastic waste and packaging, particularly in industrial zones where food vendors around garment factories generate substantial amounts of non-sustainable plastic packaging waste. The widespread use of single-use plastics in food packaging contributes to greenhouse gas emissions, environmental pollution, and public health risks.

The PlasticSmart Cambodia project, implemented by CARE Cambodia in partnership with CARE Austria, Youth Council of Cambodia (YCC) and Independent Democracy of Informal Economy Association (IDEA), and funded by the European Union and Austrian Development Agency, aims to reduce pollution and greenhouse gas emissions by promoting sustainable packaging and waste management practices.

Two inter-related project interventions or pilot outputs are the subject of this combined ToR:

- **Output 1** – Food & Beverage Packaging: Sustainable packaging business models piloted with 200+ food vending MSMEs (61% women) around target garment factories (New Wide, Kai Neng, Horizon Outdoor, CPCG, and Li Qiang Corporation) transitioning vendors from single-use plastics to leaf wraps, paper clamshell box, paper bags, bagasse bowls, and cassava bags, reusable cups, etc.
- **Output 2** – Waste Management & Segregation: Waste management business models piloted in three communes (Khnor Dambang, Longveak, Preah Putth+ Siem Reap), engaging 2 waste operators, 10+ recycling depots, and 80+edjai (informal collectors), ranging from building new collection systems to stabilizing recyclable material markets.

This combined analysis will provide evidence on viability, inform project fine-tuning, and generate insights for scaling under Outputs 3 and 4.

2. Objectives

Primary objectives of this assignment: Conduct a comprehensive performance and cost-benefit analysis of both output-level business models. Specific objectives:

- Assess financial and non-financial benefits for relevant actors (classify by genders)

- Evaluate stakeholder and customer perceptions of model transitions
- Analyse eco-packaging supply chain (O1) and recycling value chain (O2) and performance for both
- Identify barriers, enablers, and cost-effectiveness / ROI, including related gender norms (social norms or/and cultural contributing factors)
- Document best practices and provide evidence-based recommendations for scaling
- Generate evidence for advocacy and green finance positioning
- Refine and Consolidate business cases for replication and scaling
- Gender-disaggregated analysis of income and decision-making for (O1) women vendors and workers (O2) women edjai and depots
- Assess emerging market opportunities and financial analysis of the new models across the value chain for both output

3. Scope of Work

	Output 1 – Food Packaging	Output 2 – Waste Management
Models in scope	A.1.1 / A.1.3: alternative packaging materials, supplier linkages, eco-market operations	A.2.1 / A.2.3: collection systems, sorting, edjai integration, recycling value chain, recyclable digital marketplace
Key stakeholders	Food vendors (MSMEs), Vendor Committees, Eco-Depots, factory workers/mgmt, packaging suppliers/manufacturers, local govt, MoE / MLVT / MISTI / financial institutions & NBC	Waste operators, depots, edjai, aggregators, Recycling MSMEs, factory mgmt/workers, communities, local govt, MoE, MLVT, financial institutions & NBC

4. Key Research Questions

Shared (both outputs)	Output 1 additions	Output 2 additions
• Financial benefits (revenue, cost savings, profitability)? • Non-financial benefits (efficiency, satisfaction, environmental)? • Main barriers to expansion and key success factors? • Cost-effectiveness vs. previous practices? • Gender-based barriers reduced for women actors? Increase more accessibility to opportunity, resources (control over resource), and financial viability for women in supply chain and household (i.e financial decision making)? • Which elements are most scalable and sustainable? • Revenue potential across the value chain? • Alignment with green finance (EFSD+, GCF)? • Policy changes needed to support scaling?	• Supply chain accessibility, reliability & affordability? • Customer perception of packaging quality, food safety & willingness to pay? • Adjustments needed to increase vendor adoption?	• Operational efficiency (collection rates, processing volumes, resource use)? • New value-added services / market linkages emerging from pilots? • Service quality, coverage, and community satisfaction?

5. Methodology

5.1 Research Design/Approach

The consultant will employ a mixed-methods approach combining quantitative financial and operational analysis with qualitative stakeholder insights. This methodology applies across both output areas, with data collection and analysis tailored to the specific stakeholders and performance indicators relevant to each. The research requires to include data disaggregated data collection and analysis. **Consultant may also recommend additional or alternative methodologies if deem useful or more suitable.**

5.2 Data Collection

Consultant may also recommend additional or alternative methodologies if deem useful or more suitable.

Participatory Workshops

Business performance review workshops will be held with each primary stakeholder group, organized into target area (one workshop per output area). For Output 1, participants will primarily be food vending MSME adopters, eco-depots, and suppliers. For Output 2, they will include waste management company managers, depot owners, recycling companies and edjai representatives. Workshops will involve structured review of business records, group cost-benefit analysis, and facilitated discussion on supply chain performance, customer feedback, and implementation challenges.

Financial and Operational Data Review

The consultant will review business records, sales data, and cost structures collected during the piloting period. This covers pre- and post-implementation comparisons, cost-benefit calculations, return on investment (ROI) analysis, and financial projections for model refinement and scale-up. Supply chain analysis will address packaging material pricing and availability (Output 1) and collection system efficiency and recycling rates (Output 2).

Stakeholder Interviews

Interviews will be conducted with community customers and local government officials across both outputs, plus output-specific groups: for Output 1, food vendors (disaggregated by gender), Food Vendor Committee representatives, packaging material suppliers, and factory management and worker representatives; for Output 2, waste management company owners or managers and edjai representatives.

Customer Satisfaction Assessment

Focus group discussions and survey questionnaires will assess service quality, satisfaction, perceived value, and willingness to pay among factory workers and community members. For Output 1, this includes food safety perceptions and packaging preferences. For Output 2, it covers waste collection reliability and service coverage.

5.3 Analytical Framework

Consultant may also recommend additional or alternative methodologies if deem useful or more suitable.

Financial Analysis

- Revenue trends and profitability changes before and after adoption
- Cost structure analysis (packaging material or operational costs)
- Cash flow, financial sustainability, and investment payback period
- Cost-effectiveness ratios and ROI for different model components
- Distribution of financial gains and costs across actors, disaggregated by gender and actor type where applicable

Business Model Performance Evaluation

- Adoption rates and transition trajectory (Output 1) / operational efficiency improvements (Output 2)
- Supply chain performance: material availability and pricing (Output 1); collection volumes, sorting quality, and recycling rates (Output 2)
- Customer uptake: frequency of purchase, repeat rates, and behavioural changes
- Social impact: income improvements, working conditions, gender dimensions of business decision-making
- Emergence of new business opportunities and market linkages

Barrier and Enabler Analysis

- Internal factors: management capacity, financial literacy, technical skills, equipment
- External factors: market conditions, regulatory environment, customer demand, material or service availability
- Supply chain and stakeholder relationship dynamics (formal–informal sector integration)
- Gender and social norms affecting vendors, edjai, depots, and workers participation and decision-making power in household and in supply chain. Gender analysis will guide by the CARE's Gender Equality Framework (Agency, Relations, and Structure).
- Scaling potential and replication requirements across geographic and market contexts

Comparative Analysis

- Performance comparison across the four target factory areas
- Comparison between actors with different levels of adoption or business model approaches
- Before-and-after analysis of key financial and operational indicators
- Best practice identification and documentation for scaling purposes

6. Timeline

Stage	Activities	Timing
Preparation	Literature review, tool design, stakeholder training, Inception Report	Month 1–3
Mid-Term Monitoring	Simplified data collection (both outputs), Monitoring & Recommendation Report	Month 5–7
End-Term Assessment	Final data collection, Business Performance Analysis Report, stakeholder validation, Impact Stories, Case Studies	Month 11–14

7. Deliverables

All deliverables cover both outputs with clearly differentiated analysis. English with Khmer summaries for local stakeholders.

Deliverable	Content
1. Inception Report	- Detailed methodology and approach - Data collection & monitoring tools (workshop guides, interview protocols, survey questionnaires, self-reporting tools) - Stakeholder engagement plan, including gender-sensitive engagement strategy - Work plan and timeline Maximum 20 pages without annexes
2. Mid-Term Monitoring & Recommendation Report	- Financial performance analysis with key indicators and comparisons – preliminary results - Simplified stakeholder perception assessment - Initial supply chain assessment - Simplified barrier and enabler analysis - Recommendations for the remaining pilot period and data collection refinements - Maximum 25 pages without annexes
3. End-Term Assessment Report / Business Performance Analysis Report	- Executive Summary (max. 2 pages) - Methodology and approach - Assessment of total 5 business models piloted - Financial performance analysis with key indicators and pre/post comparisons - Supply chain performance assessment - Customer satisfaction and perception analysis - Barrier and enabler analysis - Business model effectiveness evaluation, disaggregated by gender where applicable

	- Recommendations for model refinement and scaling, including at least three actionable business cases - Lessons learned and best practices documentation - Maximum 50 pages without annexes
4. Impact Stories (×2)	One per output: Each, a compelling 2-3 page narrative document highlighting: - Success stories of vendors who transitioned to sustainable packaging - Personal testimonials from vendors (women and men), customers, and Food Vendor Committee members - Visual documentation (photos, infographics) of packaging transitions and eco-market operations - Quantified impacts and achievements - Suitable for public dissemination and advocacy purposes
5. Business Cases & 2 Pitch Decks (×2)	Each business model 1-2 page (approx. 2-3 models) – in word doc/poster format and a 10 page pitch deck, targeting policy makers and investors by synthesizing: - Project information and context - Refined sustainable packaging business model/s - Evidence of results and cost-benefit findings - Scalability and potential for expansion across vendor types and provinces - Environmental and socio-economic benefits - Financing needs and opportunities, with alignment to green finance mechanism
6. Data Package	Anonymized transcripts, financial datasets, survey data, stakeholder records

8. Consultant Requirements

	Requirements
Required	Consultant team must consist of at least 7 persons (core team excluding enumerators) A) Lead Consultant/Team Lead - Advanced degree in business administration, economics, environmental management, sustainable consumption and production, or a related field - Minimum 5 years of experience in business model & cost-benefit analysis and performance evaluation, ideally with MSMEs & informal economies - Proven expertise in cost-benefit analysis and financial performance assessment for small businesses - Experience with participatory research methods and stakeholder engagement - Strong facilitation and workshop management skills - Strong participatory research, facilitation, and gender analysis - Fluency in English and Khmer (mandatory) B) Team members (must be demonstrated collectively) - Sustainable Food Packaging: In-depth knowledge of sustainable/alternative packaging materials (leaf wraps, bagasse, etc.), food packaging supply chains in Cambodia/SE Asia, vendor-supplier dynamics, and customer perceptions related to food safety and packaging. - Waste Management & Circular Economy: Proven experience with municipal and informal waste management systems in Cambodia/SE Asia, including collection logistics, sorting, recycling value chains, and the specific dynamics of engaging with edjai and recycling depots.
Preferred	- Previous work in Cambodia or comparable Southeast Asian contexts

	- Team's or key team member(s)' experience with sustainable packaging, circular economy, waste management, or sustainable consumption and production initiatives - Knowledge of food vending, informal markets and MSME development - Familiarity with social enterprise and sustainable business model evaluation - Experience working with development projects and donor requirements
Technical	- Proficiency in financial analysis, modelling, and statistical tools - Experience with qualitative data analysis methods - Experience working in gender or GEDSI, gender study - Strong presentation and communication skills - Ability to work with diverse stakeholders including informal sector actors and women entrepreneurs

9. Submission Requirements & Evaluation

Technical Proposal

- Detailed methodology for business performance analysis, adapted to the food packaging and waste management context
- Approach to stakeholder engagement and gender-responsive data collection
- Workshop facilitation strategy
- Data analysis framework
- Team composition with detailed CVs
- Optional: Previous Portfolios or Examples of similar MSME business model assessments

Financial Proposal

- Daily rates for team members
- Workshop, travel and logistic costs
- All-inclusive pricing with detailed breakdown

Evaluation Criterion	Weight
Technical approach and methodology	40%
Relevant experience and expertise of the proposed team	30%
Cost-effectiveness	15%
Team qualifications and capabilities	15%

Submission Deadline: 12 September 2026

Submit to: KHM.Procurement@care.org

Annexes

- Project Logical Framework
- Gender Equity Framework

Logical framework and Activity matrix (annex E3d)

<i>Results</i>	<i>Results chain</i>	<i>Indicator</i>	<i>Baseline (value & reference year)</i>	<i>Target (value & reference year)</i>	<i>Current value (reference year)</i>	<i>Sources of data</i>	<i>Assumptions</i>
<i>Impact (Overall Objective)</i>	To contribute to Cambodia's green and just transition to a low-carbon, resource-efficient and circular economy	1. Total greenhouse gas emissions per year (SDG 13.2.2)	TBD (2024)	TBD (2027)	N/A	Annual GHG data from UNFCCC	<i>Not applicable</i>
		2. National recycling rate, tons of material recycled (SDG 12.5.1)	TBD (2024)	TBD (2027)	N/A	Annual National Statistics Report	
<i>Outcome (Oc - Specific objective)</i>	Oc Improved sustainable packaging and effective sustainable waste management policies and practices	Oc.1.1. Number of government policies developed or revised with civil society organisation participation through EU support (OPSYS – GEF 2.29)	0 (2024)	2 (2027)	N/A	Official Government Policy Documents	The Government of Cambodia (GoC) remains interested in the development of circular economy Target trade and waste management MSMEs find new business models sufficiently profitable in comparison to existing unsustainable packaging methods and waste management and recycling practices
		Oc.1.2. Number of Micro, Small and Medium Enterprises (MSMEs) applying Sustainable Consumption and Production practices with EU support (disaggregated by sex and age group of the owner, enterprise size) (OPSYS)	0 (2024)	200 (2027) Disaggregated target values	N/A	Results of surveys and research included in the Progress Reports	
		Oc.1.3. % of reduced waste generation through prevention, reduction, recycling by the targeted MSMEs and reuse as a result of the EU support (SDG 12.5)	TBD (2024)	TBD (2027)	N/A	Dedicated research reports, included in the Progress Reports	

<i>Results</i>	<i>Results chain</i>	<i>Indicator</i>	<i>Baseline (value & reference year)</i>	<i>Target (value & reference year)</i>	<i>Current value (reference year)</i>	<i>Sources of data</i>	<i>Assumptions</i>
<i>Outputs (Op)</i>	Op.1 Improved capacities of food vendor MSMEs in developing and applying sustainable and profitable food packaging business models	Op.1.1.1. Number of supported entities that adopt business innovative processes/ products with EU-funded intervention's support (disaggregated by target group, sex and age of leader, sector/area where relevant) (OPSYS)	0 (2025)	200 (2027) Disaggregated target values	N/A	Results of surveys and research included in the Progress Reports	Adequate capacity exists among the targeted vendor MSMEs, waste management companies, depots and edjai to absorb the delivered support and adopt the Intervention proposed practices, methods and models. Access to digital communication in Cambodia remains unrestricted GoC remains open to policy dialogue Financial institutions remain interested in financing and investing in green projects Intervention – developed/ supported business models attract external investments
	Op.2 Improved capacities of waste management, recycling companies, depots and edjai in sustainable waste management and plastic recycling	Op.1.2.1. Number of people benefiting from waste management systems designed/upgraded by the EU funded intervention (disaggregated by target group, sex and age) (OPSYS)	0 (2025)	TBD (2027) Disaggregated target values	N/A	Results of surveys and research included in the Progress Reports	
		Op.1.2.2. Number of people (shopkeepers, street vendors, edjai, etc.) who report improved technical/ management capacities (disaggregated by target group, sex and age)	0 (2025)	TBD (2027) Disaggregated target values	N/A	Results of surveys and research included in the Progress Reports	
	Op.3 Improved awareness and understanding of the sustainable packaging and waste management practices among key actors, including policy makers, businesses, consumers and civil society	Op.1.3.1. Number of people reached with EU-funded awareness raising campaigns (disaggregated by target group, sex and age) (OPSYS)	0 (2025)	TBD (2027) Disaggregated target values	N/A	Social media analysis and community meeting records	
		Op.1.3.2. Number of advocacy initiatives targeting policy makers (OPSYS)	0 (2025)	TBD (2027)	N/A	Documental proofs included in the Progress Reports	
	Op.4 Improved understanding of financial institutions, development partners, investors and the GoC about the viability of the proposed green projects' business plans targeting MSMEs and about opportunities to provide financial services for relevant investments	Op.1.4.1. Number of financial institutions, development partners, investors and GoC representatives whose understanding of the viability green projects has been raised with support from the EU-funded intervention (OPSYS - adjusted)	0 (2025)	TBD (2027)	N/A	Evaluation based on survey data included in the Progress Reports	
		Op.1.4.2. Number of green/circular economy bankable business plans developed by supported actors (OPSYS)	0 (2025)	2 (2027)	N/A	Summaries of bankable business plans presented in Progress Reports	

Activity Matrix

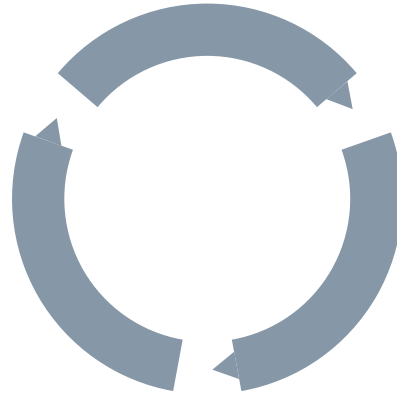
Activities	Means	Assumptions
Inception A.0.1. Recruitment and orientation of new staff A.0.2. Establishment of a Project Steering Committee A.0.3. Development of a Monitoring, Evaluation, Accountability and Learning (MEAL) Plan A.0.4. Collection and analysis of gender- disaggregated baseline data A.0.5. Establishment and capacity building of Food Vendor Committees A.0.6. Organisation of the project launching event	– Human resources: CARE, YCC and IDEA project staff, administrative and support staff – Equipment and supplies: Three laptops and rented vehicles – Local office: Office rent, running costs, equipment and supplies, vehicle running costs – Studies and researches: gender disaggregated baseline research, assessment of food and beverage packaging practices, performance and cost-benefit analysis of piloted sustainable food packaging business model(s), research of waste management and segregation practices, performance and cost-benefit analysis of piloted business models for sustainable waste separation and management, research of the impact of transition from non-sustainable plastic food packaging to sustainable packaging on carbon emissions and pollution, endline research, qualitative summative evaluation – Technical trainings of target groups – Consultancies and service providers for communication and visibility – Communication and visibility materials – Venues, transportation, meals and refreshments for project participants	Existence of candidates with the required expertise to be recruited as team members. Service provider with relevant experience to conduct a baseline survey available. Stakeholders interested in getting involved in the project steering.
Output 1 A.1.1. Assessing food and beverage packaging practices and identifying environmentally sustainable and profitable food packaging business models A.1.2. Building technical capacity of shopkeepers and street vendors to adopt sustainable and profitable food and beverage packaging business models A.1.3. Piloting sustainable food and beverage packaging business models A.1.4. Conducting performance and cost-benefit analysis of piloted sustainable food packaging business models		Food vendors understand the need for the shift towards sustainable packaging and are willing to participate in pilot. Suppliers of packaging materials are able to support the shift towards sustainable packaging. Customers support the shift towards sustainable packaging.
Output 2 A.2.1. Conducting research on bottlenecks and identifying profitable business solutions for waste management and separation A.2.2. Empowering informal waste collectors and adapting a relevant utility app for connecting waste supply and informal sector demand A.2.3. Piloting profitable business models for sustainable waste sorting and recycling around territories of target factories A.2.4. Conducting performance and cost-benefit analysis of piloted business models for sustainable waste management		Waste management and segregation service providers understand the need for the shift towards sustainable WM business models and are willing to participate in pilot. Equipment/machinery required for the pilot remain accessible and cost-effective. Customers support the shift towards sustainable WM and segregation business models.

Output 3 A.3.1. Communications and awareness raising campaign on plastic reduction and waste management practices, and sustainable business models piloted with support from the project A.3.2. Facilitating use of CARE's Digital Scorecard for public waste management improvement A.3.3. Community-level multi- stakeholder dialogue based on feedback from the Digital Scorecard A.3.4. Research of the impact of transition from non-sustainable plastic food packaging to sustainable packaging on carbon emissions and pollution A.3.5. Advocacy: policy briefs and recommendations for local and national level policy amendments		Relevant stakeholders and media are available and interested to participate in the communication and population awareness raising. Population, local governments and service providers are willing to use Digital Scorecard for communication and feedback. Community volunteers are interested in participating in the awareness raising campaign. Service providers are available for measuring carbon emissions and pollution. Duty bearers and stakeholders are interested to participate in policy dialogue.
Output 4 A.4.1. Engagement with investors interested in supporting scale up and replication of sustainable business models A.4.2. Regional exposure visit involving government representatives, potential investors and other key stakeholders A.4.3. Seek financial support for expansion of sustainable business models from financial institutions and government of Cambodia		Sustainable WM services and green investors in a chosen country of the region are ready to share their experiences. Investors are interested to invest in scale up and replication of piloted business models. International green financial institutions are willing to share investment risks.
Cross-Cutting Activity and Closure of the Action Annual reflection workshops Endline research Qualitative summative evaluation Closure Event		Service providers with relevant experience to conduct the research and evaluation are available.

CARE International – Theory of Change

BUILD AGENCY

Building consciousness, confidence, self-esteem, and aspirations (non-formal sphere); and knowledge, skills, and capabilities (formal sphere).



CHANGE RELATIONS

The power relations through which people live their lives — through intimate relations and social networks (non-formal sphere), and group membership, activism, and citizen/market negotiations (formal sphere).

TRANSFORM STRUCTURES

Discriminatory social norms, customs, values, and exclusionary practices (non-formal sphere); and laws, policies, procedures, and services (formal sphere).