

গণপ্রজাতন্ত্রী বাংলাদেশ সরকার
পাবলিক প্রাইভেট পার্টনারশিপ কর্তৃপক্ষ
প্রধান উপদেষ্টার কার্যালয়
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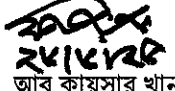
তারিখ: ১২ আষাঢ় ১৪৩২
২৬ জুন ২০২৫ খ্রিঃ

সভার নোটিশ

পিপিপি কর্তৃপক্ষ কর্তৃক প্রস্তুতকৃত পিপিপি মডেলে প্রকল্প গ্রহণ এবং বাস্তবায়ন সংক্রান্ত জাতীয় কৌশলপত্রের উপর মতামত প্রদানের লক্ষ্যে পিপিপি কর্তৃপক্ষের প্রধান নির্বাহী কর্মকর্তা (সচিব) মহোদয়ের সভাপতিত্বে আগামী ৩০ জুন ২০২৫ তারিখ সকাল ১০:০০ ঘটিকায় পিপিপি কর্তৃপক্ষের সভাকক্ষে একটি সভা অনুষ্ঠিত হবে।

২। উক্ত সভায় একজন উপযুক্ত প্রতিনিধি প্রেরণের জন্য নির্দেশক্রমে অনুরোধ করা হলো।

সংযুক্তি: পিপিপি মডেলে প্রকল্প গ্রহণ এবং বাস্তবায়ন সংক্রান্ত জাতীয় কৌশলপত্র।


আবু কায়সার খান
পরিচালক (পিএমএফ)
(প্রতিকল্প)
ফোনঃ ৫৫০০৭৪১৮

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বিতরণ (জ্যেষ্ঠতার ক্রমানুসারে নয়):

১. নির্বাহী চেয়ারম্যান, বাংলাদেশ বিনিয়োগ উন্নয়ন কর্তৃপক্ষ, শেরে বাংলা নগর, আগারগাঁও, ঢাকা;
২. সচিব, প্রধান উপদেষ্টার কার্যালয়, পুরাতন সংসদ ভবন, তেজগাঁও, ঢাকা;
৩. সচিব, অর্থ বিভাগ, বাংলাদেশ সচিবালয়, ঢাকা;
৪. সচিব, অর্থনৈতিক সম্পর্ক বিভাগ, শেরে বাংলা নগর, আগারগাঁও, ঢাকা;
৫. সচিব, কার্যক্রম বিভাগ, পরিকল্পনা কমিশন, শেরে বাংলা নগর, আগারগাঁও, ঢাকা;
৬. Country Director, Bangladesh Resident Mission, Asian Development Bank, Dhaka;
(Attention: Mr. Maruf Hossain, Senior Financial Sector Officer, SG-FIN, BRM)

অনুলিপি (সদয় অবগতির জন্য)

১. প্রধান নির্বাহী কর্মকর্তা (সচিব)-এঁর একান্ত সচিব, পিপিপি কর্তৃপক্ষ, আগারগাঁও, ঢাকা;
২. অফিস কপি।

National Strategy for PPP Project Identification and Implementation

1. Introduction

The Global Infrastructure Hub (GIH) estimated that the total amount of infrastructure investment required in Bangladesh is USD 608 billion by 2040, while the total amount of infrastructure investment available from various source will only be around USD 417 billion (based on 2017 trends), leading to an overall infrastructure investment gap of USD 191 billion¹. The Government of Bangladesh (GoB) has prioritized Public-Private Partnerships (PPP) as a key vehicle for delivering key public services, accelerate socio-economic development, and attract extensive foreign and local investment in infrastructure across various sectors. The enactment of PPP Act in 2015 and subsequent establishment of Public Private Partnership Authority (PPPA) has strengthened the base of the regulatory framework in developing a robust project pipeline. The objective of PPP is to foster an environment conducive to increased investment by ensuring reliable and sustainable infrastructure, thereby sustaining economic growth and generating employment. This development model aims to address the infrastructure gap by optimising limited resources through leveraging private sector skills. This strategy outlines a structured and transparent approach for the selection and implementation of PPP projects to ensure value for money, fiscal responsibility, and alignment with national development goals.

2. PPP Regulatory Framework

GoB implemented a structured approach to the establishment of Public-Private Partnerships (PPPs). In 2010, Policy and Strategy for Public-Private Partnership (PPP), 2010 were implemented, which enhanced the regulation of PPP initiatives and established an office to promote PPPs. Nevertheless, the PPP Office lacked statutory authority. A PPP Act was subsequently enacted in 2015 with the objective of facilitating the development of core sector public infrastructure and services. The institutional structure was enhanced as a result of the PPP Act, as the PPP Office was reorganised as the PPP Authority under the Prime Minister's Office. The PPP Authority is responsible for the policy formulation, project screening, appointment of advisors, the development and approval of PPP project documents and contracts, capacity building and the supervision of PPP project progress.

The government has implemented additional measures to fortify the institutional framework and regulatory framework in the country following the promulgation of the PPP Act in 2015. As part of the same, it published the Procurement Guidelines for PPP Projects 2016, which was followed by the Procurement Guidelines for PPP Projects 2018. These guidelines, which are currently applicable, delineate the process, timescales, and institutional roles and responsibilities for delivering each of the phases necessary for selecting a private partner. Additionally, the Government established explicit guidelines and regulations regarding project screening, technical assistance financing, Viability Gap Funding (VGF), and the management of unsolicited proposals.

S	Regulatory Framework	Coverage
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¹ Public Private Partnership Handbook, PPP Authority

L	Components	
1.	Bangladesh Public-Private Partnership Act 2015 and (Amendment) Act, 2023	Legal structure, roles, and responsibilities.
2.	Procurement Guidelines for PPP Projects, 2018	Process, timescales and institutional roles and responsibilities for selection of a Private Partner.
3.	Guidelines for Unsolicited Proposals, 2018	Process to manage and deliver unsolicited proposals for PPP projects
4.	Policy for Implementing PPP Projects through Government to Government (G2G) Partnership, 2017	Framework for engagement and modality for delivery of the PPP Projects to be undertaken through a G2G Partnership
5.	Rules for Public-Private Partnership Technical Assistance Financing, 2018	Manage PPPTAF Fund to support PPP Authority in the delivery of its remit and roles
6.	Rules for Viability Gap Financing for Public-Private Partnership Projects, 2018	Provide financial support to financially not viable but socially and economically beneficial PPP Projects or to maximize VFM for GoB
7.	National Priority Project Rules, 2018	Process to manage and deliver National Priority PPP Projects

Table 1: Bangladesh PPP Regulatory Framework

3. Status of PPP Pipeline

As of June 2025, there are 82 projects in the PPP pipeline, with an estimated investment of about USD 52 billion. Following is a phase-wise distribution of the projects:

Phases	No. of Projects
Identification Phase	16
Development Phase	42
Procurement Phase	10
Implementation Phase	22
Total	82

Table 2: PPP project by phases

There are 20 ministries and 31 contracting authorities/implementing agencies involved with delivering PPP projects across 10 sectors. However, 16 projects have been cancelled till date due to various reasons.

4. Implementation Challenges

There are projects in the pipeline which have made little or no progress over a long period of time. Lack of political will, lack of ownership and capacity, indecisiveness, poor project structuring, lack of interest from private sector and other factors have influenced the implementation of the projects. PPP Authority developed a broad list of implementation challenges:

- i. Identification of PPP projects is not streamlined to the mainstream project selection and implementation methods

- ii. Lack of dedicated PPP Cells and project directors and project implementation teams or adequate manpower for implementing PPP projects
- iii. Reluctance and lack of willingness and capacity of contracting authorities to implement PPP projects
- iv. Forwarding project proposals from ministries and agencies that are not suitable or bankable to be implemented as PPP projects
- v. Implementing projects of the same nature by issuing separate laws/rules/policies despite the existence of PPP laws and PPP guidelines
- vi. Lack of coordination among stakeholders including other organizations, ministries, regulatory authorities, financial institutions, etc.

5. National Strategy for PPP Project Identification and Implementation

To address the implementation challenges and streamline PPP project implementation, the Government intends to develop a national strategy which will provide guidance for the following:

- 1. PPP Cell Formation
- 2. PPP Project Identification and Management
- 3. Capacity Building

5.1 Establishing PPP Cells in Ministries and Implementing Agencies

There is a misconception that PPP Authority is the owner of the PPP projects. PPP Authority is a regulatory body and facilitator; it does not own projects. In general, all projects are under the ownership of the respective implementing agencies and ministries. It was further observed that the focal person or the project director of a PPP project are assigned on additional charge. Absence of a dedicated PPP Cell and PPP Focal Person or Project Director has often created management issues leading to delays in various stages of project development. Also, a PPP cell will ensure retaining institutional knowledge and expertise within the respective ministries and agencies. To ensure all applicable line ministry and implementing agency has an embedded, functional PPP Cell responsible for project identification, development, procurement, and contract monitoring following actions are proposed:

Actions	Timeline	Responsibility
5.1.1 Issue government circular mandating formation of PPP Cells in all relevant ministries and agencies	Month 1-2	Cabinet Division, PPP Authority
5.1.2 Develop and issue Standard Operating Procedures (SOP) for PPP Cell structure, staffing, and function	Month 3-6	PPP Authority
5.1.3 Identify and notify sector-specific PPP Focal Points in each ministry/agency	Month 3-6	Respective Ministries, PPPA
5.1.4 Recruit or designate PPP-trained officers for each Cell	Month 4-12	Respective Ministries, MoPA
5.1.5 Establish internal coordination mechanisms between PPP Cells and PPP Authority	Ongoing	PPPA, Respective Ministries

5.2 PPP Project Identification and Management

This is observed that when selecting a PPP project, the suitability or the bankability of the project is often ignored. There is a misconception that all project risks can be transferred to private partner. However, although there is a significant transfer of risks to the private sector in PPPs, it does not mean that PPPs have no financial or fiscal impact on the government. Furthermore, not all projects are suitable to be selected as PPPs. Some projects may be perceived as being too risky from a private sector perspective, while other projects may be in sectors where there is either limited public acceptance of the role of the private sector or there are no such public service delivery components in those projects. PPP projects are often complex and may incur substantial transaction costs, therefore it is very crucial to identify suitable projects. In this regard, following actions are proposed:

Actions	Timeline	Responsibility
5.2.1 Identify projects with revenues based on user charges and similar projects suitable for PPP based on socio-economic impact, commercial viability, and market interest	Ongoing	Respective Implementing Agencies and Ministries
5.2.2 Revise and disseminate PPP Project Screening and Prioritization Toolkit	Month 1–3	PPP Authority
5.2.3 Enforce use of PPP regulatory framework by the ministries and agencies to develop PPP projects and procure private partners	Ongoing	Respective Ministries, PPPA
5.2.4 Develop contract management guidelines for Implementing Agencies (including KPIs and enforcement)	Month 6–12	PPP Authority

5.3 Strengthening Institutional Capacity

PPP Authority till date have provided numerous training on PPP in different formats ranging from basic to advanced levels. Trainings were provided by government officials, training service provider firms, international training institutions and multilateral development partners. Over the years, a substantial number of government officers have received training. However, due the nature of government jobs and transfers, retaining those trained officials in their position was a challenge and the effectiveness of the trainings were lost. Establishment of a dedicated PPP cell can also address this problem. To strengthen the institutional capacity in the line ministries and agencies, following actions are proposed:

Actions	Timeline	Responsibility
5.3.1 Enhance the technical, legal, financial, and project management capabilities of ministries, agencies, and local government bodies involved in PPPs	Ongoing	Respective Implementing Agencies and Ministries, PPPA
5.3.2 Create a tiered training system (basic, intermediate, advanced) and certification programs	Month 1–3	PPP Authority, BPATC, MoPA,

for public officials, based on global standards (e.g., APMG CP3P)		APMG
5.3.3 Establish a centralized PPP knowledge hub and community of practice to facilitate case study sharing, troubleshooting, and innovations in PPP approaches	Month 6–12	PPPA
5.3.4 Capture lessons learned from ongoing and completed PPP projects to refine guidelines, frameworks, and capacity development programs continuously	Ongoing	Respective Implementing Agencies and Ministries, PPPA

6. Governance Mechanism

This strategy sets up a multi-tiered governance structure at the central, sectoral, and project levels to ensure that PPP projects are carried out in a way that is consistent, coordinated, and accountable. To enable coherence and avoid duplication, the following coordination mechanisms are recommended:

Body	Composition	Role
Executive Board, PPPA	Chaired by Principal Secretary; includes Secretaries from Finance, ERD, Legislative, key ministries, and PPPA CEO	Provides strategic direction and oversight as a national ppp steering body
PPP Focal Group	PPP Focal Officers from each ministry/agency, chaired by PPPA	project review, problem solving
Project Working Groups	Formed at project level; includes IA, PPPA, TA firms, and lenders (if applicable)	Operational decision-making for project lifecycle

7. Conclusion

This national strategy institutionalises PPP capabilities across ministries and agencies, promotes continuous learning and accountability, and ensures transparency and discipline in project selection and contract implementation. Bangladesh can increase its pipeline of viable and high-impact PPPs by establishing specialised PPP Cells, equipping public personnel with relevant tools and training, and guaranteeing consistent project oversight. This approach will boost public sector capability, investor confidence, resource protection, and infrastructure and public service quality in Bangladesh. With political commitment, inter-agency collaboration, and smart use of technical and financial support, the country may fully realise PPPs' potential for inclusive, resilient, and sustainable development.