



PPP NEWSLETTER

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A Quarterly Publication of Public Private Partnership Authority

I am delighted to announce that the PPP Authority under the Prime Minister's Office, Government of Bangladesh (PPPA) is going to publish its Quarterly Newsletter covering the period from April to June 2023. I hope this continuous endeavor by the PPPA thrives in achieving its intended objectives and consistently provides valuable insights.

Quality public infrastructure and services are prerequisite for well being of the people, ease of life, sustainable development of the country as well as inclusive Value for Money for the government's effort. Bangladesh is advancing so fast towards achieving its vision 2041 and Delta Plan 2100. To keep sufficient pace with this growth rate and demand, the country needs huge amount of investment in public infrastructure and services. It is impossible for the government alone to provide this amount, so it requires the participation of private sector investments towards the public assets. To achieve this, PPP Authority is working relentlessly.

This regular periodical shows the activities that we have performed during the Second quarter of 2023. All remarkable achievements, our success and other important events are covered in this volume. It also depicts our thoughts and ideas on how to improve our understanding and capacity to implement PPP projects in a better way.

Finally, I would like to express my sincere gratitude to all those who have contributed directly to the publication of our Quarterly Newsletter, as well as those who have provided invaluable assistance behind the scenes. I wish the continued publication of the letter.

Bangladesh is growing, let's everybody be a part of it.

Dr. Md. Mushfiqur Rahman
Secretary and Chief Executive Officer

PPP Authority Unveils Comprehensive PPP Glossary Book for Practitioners



Mohammad Tofazzel Hossain Miah, the Principal Secretary to the Honorable Prime Minister and Chairman of the PPP Authority, inaugurated the PPP Glossary Book on June 3, 2023.

We know PPP is a different and complex mechanism to implement infrastructure service projects compared to traditional procurement method. This is why every single word and phrase bears specific meaning and significant importance.

To ensure consistency in the approach to project development and implementation and to assist all stakeholders, including government staff, private partners, investors, lenders, contractors, and consultants, in achieving a common understanding of definition and meaning, the PPP Authority has issued this PPP Glossary Booklet for the first time.

The booklet incorporates a number of industry jargons and terminologies being used throughout the PPP project lifecycle in day-to-day use. It is hoped that the booklet will assist all in using terminologies in their regular use for common understanding without confusion.

"First Dhaka Elevated Expressway, a PPP Project, Set to partially open soon"

Md. Palash Miah

Media Consultant, PPPA



A major part of the Dhaka Elevated expressway will soon open to traffic to ease the capital's perennial traffic congestion.

The first PPP Dhaka Elevated Expressway project is set to partially inaugurate soon, stretching from Hazrat Shahjalal International Airport to Farmgate via Kuril, Banani, Mohakhali, and Tejgaon, bringing immense joy and relief to the people of Dhaka. This 11-kilometer expressway, equipped with 15 ramps, will facilitate easy access and exit for vehicles, helping them avoid traffic-choked crossings and congested roads, effectively bypassing traffic congestion. The project is being implemented with the PPP model in foreign investment of USD 1.3 billion.

The Total 23 km expressway will be built from Hazrat Shahjalal International Airport to Kutubkhali on the Dhaka-Chittagong highway, touching 31 city points through ramps to provide entry and exit for city and

highway traffic after the completion of the project by June 2024.



Out of the 31 ramps, one of the major exit ramps is being built over the airport road at South Kawla. It will end near the airport's third terminal, which is currently under construction. If one enters the expressway from the Mohakhali or Banani area, they will easily be able to head towards the airport or Gazipur using this ramp.

One can easily enter the expressway using the entry ramp close to the third terminal. In addition to these two, 13 more ramps are being built: two entry ramps and one exit ramp at Kuril; two exit ramps and one entry ramp at Banani; one entry ramp at Chairmanbari; two exit ramps and one entry ramp at Mohakhali; two entry ramps at Bijaysarani; and one

exit ramp at Farmgate.

The Dhaka-Ashulia Elevated Expressway, stretching from Hazrat Shahjalal International Airport to Dhaka Export Processing Zone (DEPZ) on the Nabinagar-Chandra highway via Abdullahpur, Ashulia, and Baipail, will be connected at the South Kawla point in the airport area of the Dhaka Elevated Expressway. Once both elevated expressways are operational, people from the country's northern, western, and southwestern regions will be able to travel from one side to another without having to enter the city streets.

However, commuters will have to pay tolls to use the expressway, which will include both manual and automated toll payment systems. To ensure maximum safety, three-wheelers and motorcycles will not be allowed on the Dhaka Elevated Expressway, as



vehicles will be traveling at a speed of 80 km per hour. The inauguration of the Dhaka Elevated Expressway marks a significant milestone in the city's development, promising a happier, more prosperous future for all its residents.



**“ Bangladesh is growing,
be a part of it ”**

CLDP Facilitates Three-Day Workshop on Concession Agreements for Infrastructure Projects



Dr. Md. Mushfiqur Rahman, CEO of the PPP Authority Bangladesh inaugurated the three daylong workshops on “Concession Agreements for infrastructure project” on May 7, 2023, facilitated by CLDP.

The workshop aims to provide a remarkable opportunity for all participants to engage in productive discussions, share ideas, and exchange experiences. PPP stands as one of the central initiatives of the current government, led by the Honorable Prime Minister Sheikh Hasina, to elevate Bangladesh to a middle-income country by implementing Vision 2041. To ensure the appropriate selection and implementation of PPP projects, the PPPA develops a robust regulatory framework and institutional capacity. However, it is essential to acknowledge that certain critical aspects of PPP, such as transaction expertise, financing, and project development, still lack in-depth knowledge and understanding.

Government officials in Bangladesh consistently face challenges when it comes to identifying the best option for PPP concession contracts and mastering the contractual dynamics, thereby hindering optimal financial modeling of projects. The workshop promises to enrich participants' understanding of PPP concession contracts and equip them with the

knowledge to effectively apply it to future PPP concessions.

This program, organized by the CLDP, aims to provide technical assistance and training to governments, private entities, and civil society organizations, enhancing their capacity to develop and implement commercial laws and regulations. Since July 2019, CLDP has successfully conducted numerous training events in Bangladesh, employing various platforms such as online, hybrid, and in-person formats.



BULLETIN BOARD



Closing Ceremony of the Comprehensive Five Days Training program for the PPP Practitioners of Bangladesh.



A meeting held with the representative of SNV on May 15, 2023.



PPP Project review meeting held to assess the implementation and progress of the projects of Roads & Highway Department on May 17 ,2023 at PPP Authority.



A Workshop conducted by the Transaction Advisor (TA) of Bay Terminal Project on Project Procurement Options Report on May 18 ,2023.



The Public Private Partnership Authority convened a meeting on June 3, 2023, to review the progress and the status of the PPP projects. Mohammad Tofazzel Hossain Miah, the Principal Secretary to the Honorable Prime Minister and Chairman of the PPP Authority chaired the meeting. The purpose of the meeting was to assess on what has been accomplished to date and compare them with the planned activities to identify the

roadblocks and challenges that are augmented to implement the projects, to move forward, to collectively work towards resolving problems and provide solutions and to make decisions on the next steps to accelerate the process of project development and implementation. Hope this meeting shall meet the vision of Honorable Prime Minister towards development of infrastructure through PPP.



Rear Admiral Golam Sadeq, NGP, NDC, NCC, PSC, BN ,Chairman Payra Port Authority paid a courtesy call to PPP Authority on May 22, 2023.



A stakeholder consultation meeting on "Establishment of Medical College (Seat Capacity:50) on the unused land adjacent to Railway Hospital at Paksey in Pabna and up-gradation and modernization of Existing Railway Hospital into 250 beds", was jointly organized by the PPP Authority, the Prime Minister's Office, and the Bangladesh Railway, Ministry of Railway. The meeting took place on June 18, 2023, at Paksey in Pabna. Dr. Md. Mushfiqur Rahman, the CEO (Secretary) of the PPP Authority, presided over the consultation meeting. The purpose of the meeting was to discuss and gather input from relevant stakeholders regarding the proposed project to utilize the unused land adjacent to the Railway Hospital in Paksey.



Workshop on Inception Report & PFR of "Establishment of 50-seat Medical College and 250 bedded hospital at Paksey in Pabna" held on June 11, 2023.



A representative from potential lenders for the RAD Project, including AIIB (Asian Infrastructure Investment Bank), DBS (Development Bank of Singapore), and BOC (Bank of China), met with Dr. Md. Mushfiqur Rahman, CEO (Secretary) of the PPP Authority on June 20, 2023 to discuss about project financing.



On June 20, 2023, a stakeholder review meeting was conducted with the Road and Highways Department (RHD), the project company, and the transaction advisor to discuss the progress of the "Improvement of Hatirjheel (Rampura Bridge)-Shekherjaiga-Amulia-Demra Road" project.



A workshop was convened on June 21, 2023 at the PPP Authority, with the participation of representatives from various ministries, agencies, and the PPP Authority itself, aiming to develop the PPP Handbook. The workshop was chaired by Dr. Md. Mushfiqur Rahman, the CEO (Secretary) of the PPP Authority.

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Advancing Climate-Resilient Agriculture in Bangladesh: The Crucial Role of Private Sector Partnership

Dr. Md. Mushfiqur Rahman
Secretary and Chief Executive Officer

Dr. Md. Mushfiqur Rahman, Chief Executive Officer (Secretary) of the PPP Authority, graced the event titled "Harnessing Private Sector Financing for Climate Resilient Agriculture (CRA) in Bangladesh" as the Chief Guest. This event took place under the GCF Readiness Preparatory Support Project on May 15, 2023. During his speech, he highlighted significant issues and provided suggestions on attracting private investment to the agricultural sector while prioritizing climate resilience. Here are some key points and a summary of his speech. Bangladesh, being one of the most climate-vulnerable countries in the world, has been severely affected by climate change. While the government has taken several steps to promote climate-resilient agriculture, the private sector can play a crucial role in scaling up these efforts. The Ministry of Agriculture (MoA) has initiated several transformative initiatives to achieve agricultural diversification, mechanization, commercialization, and ICT. But it is undeniable that the impact of climate change is a great concern for Bangladesh, where lives and livelihoods depend mainly on agriculture. Therefore, it is imperative that we have to develop technical expertise in the area of climate change and advance our understanding of climate resilient agriculture.

Recognizing the urgency of the global climate crisis, the Ministry of Agriculture (MoA) has launched transformative initiatives, focusing on agricultural diversification, mechanization, commercialization, and the integration of information and communication technology (ICT). However, given the magnitude of the challenges, the resources of public institutions alone are insufficient. The Green Climate Fund (GCF) reports that the private sector manages over USD 210 trillion in assets, yet only a fraction of this is allocated

to climate investments.

One pivotal player in channeling private sector resources into climate-resilient investments in developing countries is the Green Climate Fund (GCF). Acknowledging this, the GCF and similar institutions play a vital role in shifting financial flows towards low-emission and climate-resilient projects.

Financing mechanisms and related challenges within the private sector have been identified, and a range of short, medium, and long-term solutions for agricultural transformation have been explored. The focus has been on funding agriculture, livestock, fisheries, forestry, and other land uses (AFOLU). Through a detailed analysis of past and present activities, valuable lessons and suggestions have been drawn.

One promising avenue for progress lies in Public-Private Partnerships (PPPs), which bring together private sector investors, government agencies, and development organizations. These collaborations can lead to the successful development and implementation of climate-resilient agriculture (CRA) projects, benefiting both farmers and investors. PPPs serve as a critical vehicle to mobilize resources, expertise, and innovation from both the public and private sectors.

Agricultural insurance products, facilitated by private partners, offer another promising approach to promote climate-resilient agriculture. These platforms can provide much-needed financial protection to farmers against climate-induced risks, ensuring the sustainability of agricultural practices.

For PPPs to be effective, clear goals, transparent communication, and mutual accountability are

essential. Ensuring that the benefits are shared fairly and sustainably among all stakeholders is crucial for long-term success.

The efforts by the Economic Relations Division (ERD) in building National Readiness support amongst country stakeholders are commendable. The technical support from the Food and Agriculture Organization of the United Nations (FAO) has been instrumental in promoting Climate-Smart Agriculture (CSA) in Bangladesh, with special recognition for the

vibrant leadership of the FAO Representative in the country.

As Bangladesh continues its journey towards climate resilience in agriculture, it looks forward to future private sector knowledge exchange forums and consultations. With PPPs playing a key role in fostering collaboration between public and private sectors, the nation is poised to unlock innovative solutions and secure a sustainable future for its agriculture-dependent communities.

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INTERNATIONAL STAKEHOLDERS MEETINGS



A Meeting with the Representatives of SRBG held on April 2, 2023 at PPP Authority.



Her Excellency Ms. Winnie Estrup Petersen, Ambassador of Denmark to Bangladesh visited Public Private Partnership Authority to discuss issues of mutual interest on May 17, 2023.



A delegation from the World Bank met Dr. Md. Mushfiqur Rahman, CEO of the PPP Authority Bangladesh on May 17, 2023.



A delegation from INFRASTRUCTURE ASIA met Dr. Md. Mushfiqur Rahman, CEO of the PPP Authority Bangladesh on May 18, 2023



A delegates from ADB Mission met Dr. Md Mushfiqur Rahman, CEO of the PPP Authority on May 25, 2023.



A Meeting with the delegations from Japan including MLIT, SWG Companies, Civil Aviation Bureau, Embassy of Japan in Bangladesh , JBCCI held on May 25, 2023 at PPP Authority.



Representatives from SNV Global visited to Dr. Md. Mushfiqur Rahman, CEO of the PPP Authority on June 12, 2023.



The 3rd Bangladesh-Dubai Joint PPP Platform meeting took place on June 12, 2023, in Dhaka, Bangladesh.



A representative from Marubeni Corporation visited Dr. Md. Mushfiqur Rahman, CEO (Secretary) of the PPP Authority on June 19, 2023.



A delegation from KAJIMA Corporation visited Dr. Md. Mushfiqur Rahman, CEO (Secretary) of the PPP Authority on June 22, 2023.

Perspectives of Public-Private Partnership (PPP)



Dr. Najmus Sayadat
 Joint Secretary, Finance Division

A public-private partnership (PPP) is a term that appears straightforward but is actually associated with various interpretations, diverse concepts, and multidisciplinary explanations. Hodge and Greve (2011) have explored this intricate phenomenon by examining it in different levels such as projects, organizations, policies, governance, and the historical and cultural backdrop of a country. In other words, PPP can be viewed as a project, representing a specific

form of organization being implemented following PPP policies by employing a range of governance mechanisms and these PPPs are shaped by the historical and cultural perspectives of a nation. Here, it is important to note that all these dimensions are inherently interconnected to a significant extent and each inner perspective of PPP exists within the broader context of outer perspectives¹ (Figure-1).

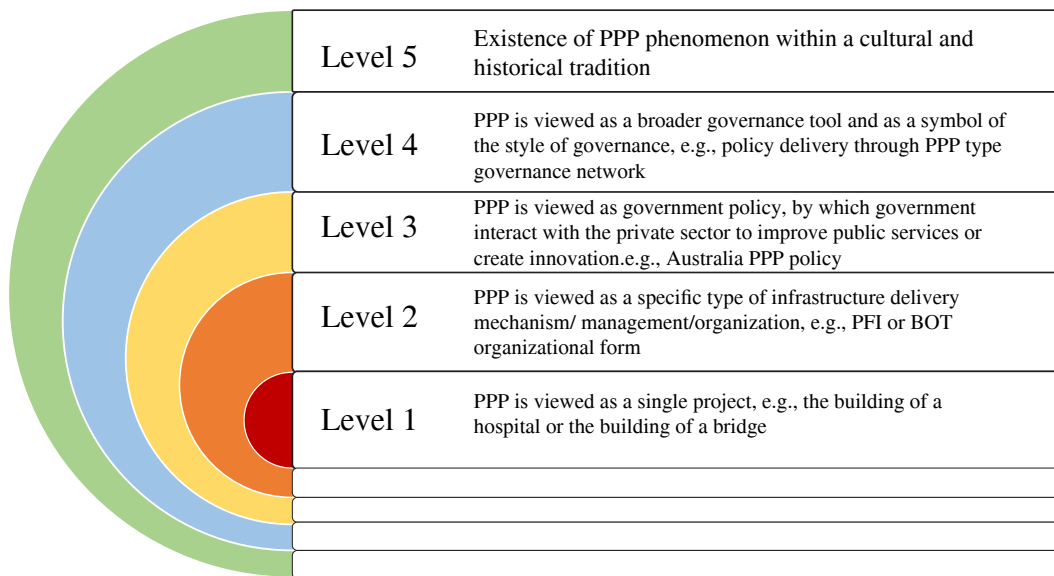


Figure-1: Different perspectives of the PPP phenomenon
 Source: Adapted from Hodge and Greve (2011)

According to this framework, it is logical to perceive PPP from multiple perspectives, including: PPP as a specific project or activity, PPP as a particular type of management tool or organizational form, PPP as a government policy, PPP as a governance tool, PPP existing within a historical context and a set of cultural assumptions. Let's delve into each dimension in more detail.

At the most fundamental level, PPP is perceived as an individual project. When we think of a PPP, we primarily envision a specific project, such as the construction of a hospital or a bridge. We observe how the government is involved in various aspects of the project, including identification, feasibility analysis, risk analysis, construction, and operation.

Consequently, crucial topics of discussion within the domain of PPP revolve around critical success factors, risk identification and management, performance evaluation, operational management, and decision-making.

Next, PPP can be perceived as a distinct type of organization and management. Once we consider the project, the next question arises regarding how the partnership is established, the extent of involvement for each party, and the structure of financing deals. There exist various organizational forms within PPP, such as "contractual PPP." In this form, project management strategies are employed with a focus on control, goal specification, and budget management. Examples of contractual PPP include service contracts, management contracts, and lease contracts. On the other hand, "collaborative PPP" emphasizes process management strategies, aiming to activate stakeholders, foster support, and overcome institutional and cultural differences between organizations. This form often explores potential partnerships strategically, which is commonly named as strategic partnering. Additionally, in case of infrastructure PPPs, specifically the long-term infrastructure contract (LTIC) type, it combines elements from both contractual and collaborative forms, making it a "hybrid PPP"².

Thirdly, Public-Private Partnership (PPP) is recognized as a government policy through which the public sector collaborates with private entities to enhance the delivery of public services. For instance, Australia's PPP policy exemplifies this view. When considering how the government involves the private sector in providing public services, the answer lies in the implementation of the PPP policy. Additionally, the relevant PPP Acts, rules, and guidelines can be regarded as part of this policy framework. In this level, scholars specializing in public administration and public policy seek to comprehend the analysis of the PPP policy process. It has been observed that proponents of New Public Management lean towards the adoption of value-for-money (VfM) analysis, while advocates of New Public Governance tend to favor network theory-based analysis in analyzing PPP policy³. Ultimately, this perspective revolves around examining government policies and assessing their effectiveness in real-world scenarios.

Fourthly, Public-Private Partnership (PPP) is

recognized as a broader governance tool, exemplified by the delivery of policies through PPP-based governance. It is closely linked to how governments desire their interactions with society to be perceived, particularly in determining the governance domain in which PPP operates. These are hierarchy, market, or network. New Public Management (NPM) is rooted in neo-institutional economics, leading scholars in this field see PPP from a market-oriented perspective. Conversely, many Dutch scholars argue that PPP represents a form of network governance. In their work, Greve and Hodge (2007) contend that PPP can be seen as both a continuation of NPM, thus representing a market-based governance tool, and as a potential departure from NPM towards New Public Governance (NPG), implying a shift towards network-based governance⁴.

However, Lowndes and Skelcher (1998) present a compelling argument that emphasizes a varied mix of governance modes within PPP. They assert that different stages of the PPP process are characterized by distinct modes of governance. According to their perspective, the initial phase of pre-partnership collaboration is primarily governed by a network mode, while partnership creation and consolidation are predominantly hierarchical in nature. The delivery of partnership programs, on the other hand, is characterized by market mechanisms, or quasi-market mechanisms. Lastly, partnership termination or succession sees a re-emergence of network governance⁵.

In Bangladesh, the approach to partnership creation and consolidation aligns with a hierarchical mode of governance. Our Procurement Guidelines for PPP Projects support the use of market mechanisms, as partner selection relies on competitive bidding processes. But the adoption of the G2G Partnership Policy 2017 reflects a commitment to collaborative governance in partner selection, further embracing the network mode. However, in partnership succession, we encourage both hierarchy and network mode.

Fifthly, Public-Private Partnership (PPP) is intricately intertwined with our cultural and historical context. Notably, PPP emerged as a preferred public sector reform instrument compared to privatization in the United Kingdom (UK). During 1980's, the UK's public sector underwent internal reorganization,

adopting quasi-market structures, and private businesses assumed a new role as suppliers of public services⁶. Subsequently, the Conservative government of the UK introduced the Private Finance Initiative (PFI) in 1992. The PFI entailed the involvement of private companies in designing, building, operating, and financing public facilities such as hospitals, schools, and prisons, with the government committing to purchase services over a fixed period, after which the assets would revert to public ownership. Later, the New Labour government embraced the concept of PFI, albeit with a friendlier label: Public-Private Partnerships (PPP)⁷. This marked the origin of the current form of PPP.

In contrast, PPPs in the Indian subcontinent, Africa, and Latin America have been associated with meeting basic needs through small-scale initiatives, as well as

reforming large state-owned enterprises under the guidance of international development agencies⁸. Adoption of PPP in our country since 1996 aligns with this argument. Therefore, it is evident that PPPs evolve within the realm of political decision-making, shaped by the unique cultural and historical context of each country.

Indeed, the framework encompasses a broad perspective that considers historical context and cultural assumptions, governance, and policy perspectives. However, it also allows for a more focused examination of specific projects or activities and their organizational structure. Therefore, these views prove to be highly valuable for comprehending the intricate nature of PPP and for elucidating the reasons of divergent viewpoints of a person attempting to understand this multifaceted phenomenon.

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NAVIGATING CLIMATE CHANGE: HOW BANGLADESH CAN BUILD RESILIENCE THROUGH PPP

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Climate change is one of the most pressing challenges facing our planet today. As the world continues to warm and sea levels rise, countries like Bangladesh are particularly vulnerable to the impacts of climate change. The low-lying delta nation is prone to devastating floods, cyclones, and sea level rise, all of which threaten the lives and livelihoods of its citizens. To mitigate these risks and build resilience to climate change, Bangladesh must invest in resilient infrastructure. This includes everything from building stronger homes and roads to strengthening power and water systems. But building resilient infrastructure is not just a matter of investing in physical infrastructure. It also requires strong public-private partnerships (PPPs) to ensure that infrastructure is designed, built, and maintained in a way that is resilient to climate change.

PPPs are vital for Bangladesh because they bring together the resources and expertise of the public and private sectors. The public sector can provide the necessary political will and regulatory framework, while the private sector can bring the financing and technical expertise to design and build infrastructure that is resilient to climate change. For example, a PPP between the government and private sector could be used to design and build new housing developments that are designed to withstand floods and cyclones. This could include building homes on stilts or elevating them above flood-prone areas. Similarly, a PPP could be used to design and build new roads that are more resilient to flooding, by using materials that are less susceptible to damage and by elevating the roadbed.

PPPs can also be used to improve the resilience of

power and water systems. For example, a PPP between the government and private sector could be used to design and build new power plants that are more resilient to flooding, by using materials that are less susceptible to damage and by elevating the power plant above flood-prone areas. Similarly, a PPP could be used to design and build new water treatment plants that are more resilient to floods and cyclones, by using materials that are less susceptible to damage and by elevating the water treatment plant above flood-prone areas.

In a nutshell, following three recommendations are key for Bangladesh in mitigating the risks of climate change:

Prioritize Climate Risk Assessments: One of the first steps towards building climate resilient infrastructure in Bangladesh should be to conduct comprehensive climate risk assessments. These assessments should identify the specific climate hazards that are likely to affect the country, such as floods, cyclones, and sea level rise, and assess the vulnerability of existing infrastructure to these hazards. This information can then be used to inform the design, construction, and maintenance of new infrastructure.

Develop Climate-resilient Standards: Bangladesh should develop and implement climate-resilient standards for infrastructure design and construction. These standards should be based on the latest scientific research and best practices, and should take into account the specific climate hazards that are likely to affect the country. For example, standards for building homes and roads should be designed to withstand floods and cyclones, while standards for power and



water systems should be designed to withstand prolonged power outages and water shortages.

Promote Public-Private Partnerships: Building climate resilient infrastructure in Bangladesh will require significant investment, which the government alone may not be able to provide. To mobilize the necessary resources, Bangladesh should promote public-private partnerships (PPPs) between the government and private sector. PPPs can bring together the necessary financing, expertise, and political will to design and build infrastructure that is resilient to climate change. Additionally, PPPs can help to transfer the risks of infrastructure development to the private sector and

create jobs, drive economic growth and improve the lives of its citizens.

In conclusion, building resilient infrastructure is essential for Bangladesh to mitigate the risks of climate change. PPPs are a vital tool to achieve this goal as they bring together the resources and expertise of the public and private sectors to design, build, and maintain infrastructure that is resilient to climate change. Investing in PPPs is a smart investment for Bangladesh as it will not only help the country to build resilience to climate change but also help to create jobs, drive economic growth, and improve the lives of its citizens.



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