

Blue Paper on the "Pandemic Management Framework" for Governments in fighting the Novel Coronavirus (Covid-19)

Sharing our experience to make a difference in the collective fight against a global challenge.



The outbreak of the novel coronavirus (Covid-19) presents myriad challenges to governments around the world, in particular public health, transportation, medical care and emergency responses. As one of the most severely hit countries, China has proactively adopted a series of emergency measures for the prevention and control of the disease. These measures have proven effective and achieved notable results. These have been widely recognized by the international community, including the World Health Organisation (WHO).

Over the years, PwC has frequently worked closely with national, regional and international organisations to support their efforts in responding to global events; we have accumulated rich first-hand experience in the effective management of public health emergencies. Since the initial stage of the Covid-19 outbreak in China, PwC China teams have maintained close communication with governments at all levels in China, and have provided reliable support to them by drawing on our past experience. In consideration of the potential value of our past and present experience to other national and local governments in their efforts in fighting the disease, we have prepared this Blue Paper titled "Pandemic Response for Governments" (the Blue Paper). This Blue Paper, outlining an effective emergency management framework, based our past experience, covers the characteristics of each stage of a major public health emergency, incorporating the best practices adopted by the Chinese government in fighting the disease, and setting out key issues to be addressed and corresponding measures that may be considered by other governments in developing their respective response plans and actions. We hope it will prove valuable in terms of sharing expertise and practical assistance in fighting the disease in other countries around the world.

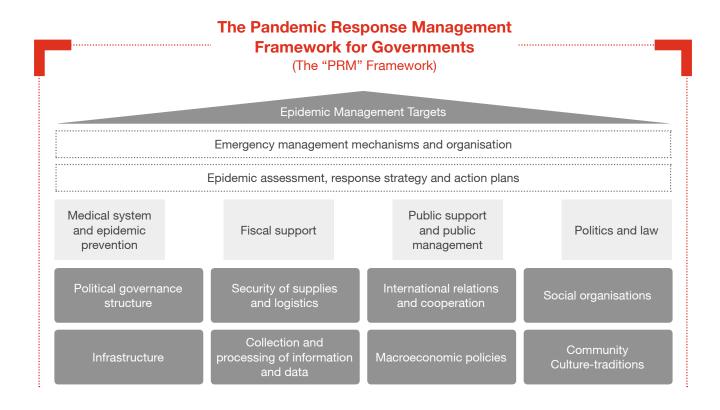
PwC has developed a pandemic preparedness and response action framework which includes the following elements:

- Section I. Pandemic Response Management Framework for Governments
- Section II. Issues to be Considered at each Stage of a Pandemic
- Section III. Measures to be Considered in Pandemic Response Management
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The approaches used when governments respond to an outbreak vary due to many factors, including social norms, assessment results and available medical resources. However, all things considered, a comprehensive response management framework will prove useful when governments face a pandemic, as it will enable them to clearly identify their own strengths and areas of need, and priorities as well as the interconnections between their management activities. This will help them more effectively prioritise and re-allocate resources, and put them in a better position to fight the disease.

Over the past decade, we have accumulated an extensive amount of experience in crisis management through effectively helping businesses, governments and non-profit organisations resolve a broad range of serious crises. We wish to share this experience, together with the latest experience acquired by the PwC China teams in responding to the Covid-19 outbreak, as well as the basic framework and methodologies for pandemic management by governments. We have found that the following framework serves as useful point of reference in the assessment and analysis of pandemic preparedness and response capabilities. It also serves as a starting point to adopt further measures where appropriate.

Based on this PRM framework, governments need to first establish their targets for the prevention and control of the Covid-19 pandemic by considering a range of key factors, including the state of affairs of a country, the political and legal system and available medical resources. At the same time, governments need to conduct comprehensive assessments of the current stage of the pandemic both globally and locally, set specific targets for each stage as applicable to domestic needs and conditions, they

should also consider the need to establish an interdepartmental emergency management body to organize, centrally manage and coordinate matters in relation to the formulation and implementation of policies.

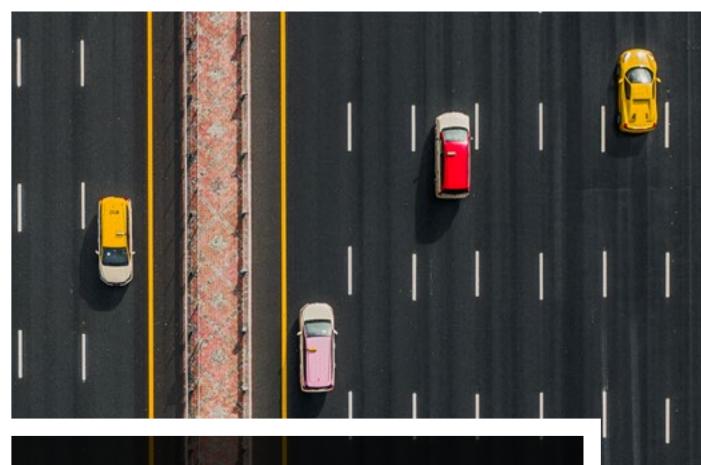
Among the various dimensions most closely related to the national economy and the livelihood of people, the following have a direct impact on the effectiveness of disease prevention and control:

Dimension	Element			
Medical system,	Professional disease control and prevention institutions			
disease control and prevention	Medical institutions and personnel			
	Diagnosis and treatment standards; detection/testing means and methods;			
	Stockpiling, supply and reprioritisation of disease prevention and control supplies and medical supplies			
	R&D, medicines and vaccines			
Fiscal support	Emergency funding and special budgets			
	Medical insurance and coverage			
	Fiscal and monetary policies			
Public support and	Pandemic information disclosure systems and methods			
public management	Public health education and knowledge dissemination, and public communications regarding disease control and prevention strategies and practices			
	Management of traditional and social media channels			
	Security of food, water and everyday supplies			
	Existing legal systems for emergency management and the medical sector			
Politics and law	Emergency-triggered authority delegation for government agencies and the formulation of temporary laws			
	Political institutions and systems, and domestic and foreign political influence			
	Political institutions and systems, and domestic and foreign political forces			

In addition to the four main areas described above, the following dimensions and elements will affect the course of the pandemic, as well as the effectiveness of policies related to the four primary dimensions above:

Dimension	Element
Political governance structure	Leaders
	Governance system
Security of supplies	Production and sales channels for basic production materials and everyday supplies
and logistics	Safeguards for reprioritisation of human resources and goods and supplies
International	Strategy for communicating with the international community
relations and cooperation	International cooperation and assistance
Social organisations	Non-profit social organisations, volunteers and the Red Cross/Red Crescent
Community/culture traditions	Traditional cultural and religious beliefs local Community influence Local cultures, and social groupings
Infrastructure	Transport and communications
	Energy/water
Collection and	Collection and processing of pandemic data
processing of information and	Collection and processing of data on the infected individuals and their close contacts
data	Release of information
Macroeconomic	Industrial policies
policies	Promote investments
	Economic measures for import and export trade
	Policies concerning people's livelihood and consumption

In formulating pandemic control and management targets and strategies, governments need to adopt a holistic approach in considering the dimensions listed above, in order to ensure the effective implementation of pandemic control measures and to achieve the intended results.



Section II. Issues to be Considered by Governments during Each Stage of the Pandemic

A pandemic develops in distinct stages, and governments need to fully consider the characteristics of each stage before planning and implementing any response measures. They should adopt a holistic approach to address all the components of the PRM framework, from the top down, to identify the responses most suitable for local needs and conditions. By drawing on the best practices and current experience of China and other countries in responding to the Covid-19 outbreak, PwC China has taken an inventory of the level of emergency response at each stage of a pandemic, in the context of the PRM framework. We hope that this will help governments perform an effective assessment to determine whether they have taken the necessary measures at each stage of the pandemic life cycle.



Stages of a pandemic, pandemic response levels, and key control and prevention targets

In order to determine the measures required to be taken for each stage of a pandemic, we have set out the basic definitions of the life cycle of a pandemic as well as the levels of emergency response as benchmarks for governments. For the purpose of Covid-19. As there is no country, including China, which has successfully won the fight against Covid-19, our discussion about the framework will be more focused on the first 4 stages of the lifecycle.

Pandemic life cycle	Outbreak level	Reference indices	Primary prevention and control targets
Inception	Green	 Small number of cases within the country No local spread 	 Containment and proactive treatment of infected individuals Isolation of those who had contact with the infected persons as needed and restriction of transmission channels Establishment of a high level of preparedness in terms of people, funding and supplies
Spread	Yellow	 Limited local spread, but no spread within the wider community Low proportion of severe cases No fatalities 	 Active treatment to avoid fatalities Step up epidemiological investigations and isolate all close contacts Block transmission channels Make preparations for more serious scenarios
Escalation	Orange	 Spread within the wider community Cases of infection in multiple regions within the country Increase in number of severe cases, and occurrence of fatalities 	 Active treatment to minimize fatalities Adopt more rigorous quarantine measures to reduce continued spread Increase epidemiological investigations to ascertain the routes of transmission Maintain stability in the overall reaction of society and the everyday life of the public
Epdemic/Pandemic	Red	 Wide spread throughout the whole country, with cases in multiple regions Continued increase in number of severe cases, with a large number of fatalities 	 Active treatment to reduce the mortality rate Control the range of spread Reduce the growth rate of infection cases Maintain political stability Maintain socioeconomic stability
Containment	White	 No new confirmed and suspect patient for certain period of time; All confirmed patients are discharged 	 Economic Recovery Summarise the successful medical methods Accelerate the R&D of vaccine and medicines



Specific issues to be considered during each stage of the pandemic

01

Medical system, disease control and prevention



Elements	Inception	Spread	Escalation	Epidemic/Pandemic
Professional disease control and prevention institutions	 There is an institution dedicated to the management of pandemic diseases Adequacy of the number and competence of the professionals in this institution Adequacy of management system for disease control and prevention bodies across the country Capabilities of a smooth and effective system for the reporting of diseases 	 The organisation of epidemiological investigation teams and the number of staff Channels for 	There are adequate channels to provide and receive foreign aid?	· Note 1
Medical institutions and staff	 Level of expertise of relevant medical experts/ specialists Level of international cooperation Hospital system and the number of medical staff 	Capability to complete professional training quickly	 Capability to rapidly deploy additional properly trained medical staff 	· Note 1
Diagnosis and treatment standards; detection/testing means and methods; and tools	 Level of expertise of medical experts/ specialists Operability of diagnostic standards 	 Availability of / access to detection/ testing methods, equipment and tools 	 Availability of / access to detection/ testing methods, equipment and tools 	 Availability of / access to detection/ testing methods, equipment and tools
Stockpiling, supply and reprioritisation of disease prevention and control supplies and medical supplies	 Level of stockpiles of emergency supplies Funding sources and procurement channels for procurement of emergency supplies 	Capacity to reprioritise and provide emergency supplies as needed	Higher capacity to reprioritise and provide emergency supplies as needed	Capacity to reprioritise and provide emergency supplies as needed on a national and large scale
R&D, medicines and vaccines	Capability and capacity ofCooperation with internationFeasibility of importing drug	onal collaborative institu	utions	

Note 1: These elements have a fundamental impact on the overall response framework – and should be a priority from the outset. It is critical to consider them as soon as possible to maximize the effectiveness of the response.

Fiscal support



Elements	Inception	Spread	Escalation	Epidemic/Pandemic
Emergency funding and special budgets	 Existence of a special emergency budget? Sufficiency of emergency budget Possibility to request an ad hoc budget 	 Ability to raise funds from private sector, including charities and public donations 	Are there adequate channels to get foreign aid? S	· Note 1
Medical insurance and coverage	 Domestic medical insurance coverage in terms of people and illness/medical treatmen Possibility to expand medical insurance coverage for the purpose of a public health emergency 	subsidise	• Note 1	· Note 1
Fiscal and monetary policies	 Level of government fiscal capacity Ability to raise public and private debt Capability and flexibility to enact fiscal and monetary policy responses 	 Request and use of special budget 	 Capability and flexibility for tax and subsidy policies 	Implement changes to monetary policies such as exchange rates and interest rates, and the ability to maintain monetary and economic stability

03

disclosure systems and methods

Public support and public management



Elements	Inception	Spread	Escalation	Epidemic/Pandemic	
Pandemic information disclosure systems and methods	 Adequacy and response speed of information collection systems Adequacy of public information communication channels and systems Ability to monitor for and detect false or mis-information 				
Public health education and knowledge dissemination, and public communications regarding disease control and prevention strategies and practices	 Professional knowledge dissemination and education capabilities Channels and capabilities for the professional communication of knowledge on scientific disease prevention and personal protection Official channels for information communications Official channels for collecting relief information 				
Management of traditional and social media channels	CommunicationMonitoring of	social media content	cation systems pordination of, major tradition se or mis-information throug		
Pandemic information		nation release/communi timely information releas	•		

Ability of the public to obtain official information in a timely and effective manner

Politics and law



Elements	Inception	Spread	Escalation	Epidemic/Pandemic
Existing legal systems for emergency management and the medical sector	 Take inventory of the existing legal system and established laws and regulations for dealing with emergencies 	· NA	· NA	· NA
Emergency- triggered authority delegation for government agencies and the formulation of temporary laws	 System for authority delegation in an emergency situation 	Formulate temporary law exercise of certain power	=	
Political institutions and systems, and domestic and foreign political forces	policies	roups to ensure the smooth a		nplementation of



Political governance structure



Elements	Inception	Spread	Escalation	Epidemic/Pandemic
Leaders	· The experience	of senior leaders in responding to	major crises	
:	 The background major emergence 	d and experience of senior leaders objects and crises	of responsible auth	orities in responding to
Governance system	•	encies responsible, and mechanisn n major emergencies	ms designed for, mo	onitoring information
	 Mechanisms of emergencies 	the management systems to make	e flexible adjustmen	ts in relation to major
	· Capabilities and	d successful experience in cross-de	epartmental cooper	ration
	•	d experience of cross-regional joint in response to changing events	response to major	emergencies, and ability
		es and responsibilities have been c responding to major emergencies, a	•	
	The cooperation	n between public health authorities	and international o	organisations

Security of supplies and logistics



Elements	Inception	Spread	Escalation	Epidemic/Pandemic
Production and sales channels for basic production materials and everyday	· NA	 Take inventory of the stockpiles of critical production and everyday supplies Assess production/supply capabilities Consider opportunities to diversexisting production capacity from non-essential to essential supplies. Formulate production coordination plans 		Capability to rapidly improve the level of safeguards
Security of food, water and everyday suppliesgoods and supplies	Assessment of ability to stockpile, produce and distribute physical supplies and ability to cope in emergency situations	 Increase stockpiles of critical provisions, including food and medicines Re-assessment of the ability to safeguard production and impor of critical everyday supplies 	sufficient supply of	Ability to maintain
Safeguards for reprioritisation of human resources and goods and supplies	· NA	 Maintain emergency duty staff for key regions Measures to safeguard transport and logistics 	Ability to safeguard effective logisticsAbility to effectively reprioritise supplies	for basic everyday supplies

07

International relations and cooperation



Elements

Strategy for communicating with the international community

International cooperation and assistance

Inception Evolvement Escalation Explosion

- · Clear communication strategy, designated spokesperson(s)
- Ability to seek understanding and support and coordinated actions when necessary from neighbouring countries, and the ability to maintain smooth communications with relevant stakeholders, such as the WHO
- · Effective eliminate prejudices or discriminatory policies in the international community
- · Effective respond to concerns and support of other governments
- · Solutions to protect the rights and interests of citizens abroad
- · Channels to communicate with major international NGOs
- · Experience of cooperation with major charitable organisations in the country
- Ability and solution to balance external aid with actual needs at home to improve the effectiveness and efficiency



Social organisations



Elements

Non-profit social organisations, volunteers and the Red Cross/Red Crescent

Inception Spread Escalation Epidemic/Pandemic

- Number of non-profit organisations/volunteer organisations, number of participants, organisational capabilities, and track records of successful cooperation with governments in responding to major emergencies
- · The experience of non-profit organisations in working with foreign institutions
- The different types of non-profit organisations, and the areas in which they can support government agencies



Community /culture traditions



Elements	Inception	Spread	Escalation	Explosion	
Social customs and	The impact of	f social customs and tra	ditional beliefs on disease	control and prevention	
traditional beliefs	 The impact of government policies on traditional customs, and the enforceability of these policies 				
	The level of awareness of community/cultural leaders with respect to pandemics				
	٠,	ge community and culturely revention efforts and rec	ral leaders to support the quirements	governments' pandemic	
Local cultures	Conflicts bety practices	ween local social custon	ns/traditional beliefs and p	ublic health management	
	· The strength	of local social groups			
	The relationsh	hips between local socia	l groups and local governi	ments	

Infrastructure



Elements	Inception	Spread	Escalation	Epidemic/Pandemic
Transportation		f the transportation syst dependence on the pub		nce in managing emergencies
	· Adequacy of the public transport system disease control and prevention solutions/plans			
Communications	 The ability to 	maintain adequate cor	nmunications	
Track records in successfully dealing with major events				
		•	and critical facilities, and th collection and transmission	e ability to maintain the usual
Energy/Water	 Capability to 	maintain sustained and	stable supply of energy an	d water

Collection and processing of information and data



Elements	Inception	Spread	Escalation	Epidemic/Pandemic		
Collection and processing of pandemic data	 Adequacy of the system for the health care system to accurately and efficiently report and collect statistics on pandemic diseases 					
	 Comprehensive utilisation of pandemic data, including other countries' data that may be relevant to the formulation of policies 					
Collection and processing of data on the infected individuals and their close contacts	 Lawfulness a 	 Establish scientific criteria, and make them publicly available at the right time Lawfulness and legitimacy of data collection and processing (e.g. compliance with national and international rules on data privacy) 				
Release of information	communicati adequate att	on, making full use of	timely and comprehensive i existing communication sys on release and emergency re	tems/channels, and maintain		

1 2 Macroeconomic policies



Elements	Inception	Spread	Escalation	Epidemic/Pandemic		
Industrial policies	 Assess related industrial policies and encourage the development of relevant industries as appropriate 					
	 Provide appropriate subsidies or tax exemptions and deductions for small and medium-sized enterprises 					
Promote	Assess the impact of the pandemic on foreign investment					
investments	Actively promote infrastructure investment					
Economic measures for import and export trade	 Provide appropriate tax and fee exemptions and deductions for relevant import and export trade 					
	Provide subsidies for enterprises significantly affected by the pandemic					
Policies concerning people's livelihood and consumption	Adopt policie	es and measures to stim	ulate consumption in a time	ely manner		



Escalation Epidemic /Pandemic	Set up an emergency response and coordination institution or unit Clearly define the roles and responsibilities of relevant agencies, and establish coordination processes and mechanisms Build adequate information release and communication channels, and stay fully updated with	Establish and update professional criteria Diagnostic criteria Treatment solutions and guidelines Isolation measures and requirements (high-risk cases, those who came into close contacts with the confirmed cases, and those	Preparedness in terms of human resources and supplies Prepare testing equipment and substances Stockpile sufficient disease control and prevention supplies Re-deploy	 Emergency funding Ad hoc emergency budget Medical insurance coverage Ensure effective procurement of disease control and prevention materials, and maintain effective and sufficient
Escalation Epidemic /Pandemic	channels, and stay	cases and those		supplies
	channels, and stay fully updated with the status and development of the pandemic Clarify the responsibilities of governments at all levels Maintain adequate	cases, and those who have been to highly afflicted regions) Population management Formulate population containment measures in a timely manner Timely introduction of social-distancing measures	production capability in other sectors Prepare medicines and equipment needed for treatment Adequate training for personnel Epidemiological investigations, people screening, tracing/tracking and isolation	 Evaluate the impact of the pandemic on economy Evaluate the nature and timing of opportunties to amend fiscal and monetary polices, as well as potential contraints Formulate policies to safeguard people's livelihoods, and provide subsidies to relevant industries
Recovery	minimize misunderstanding and seek assistance	 Lockdown of selected areas/ regions Restriction of the movement of the population Develop medical tea 	Designate special treatment institutions, and isolation facilities chnologies and	 Make active efforts to restore production and economic order Adopt fiscal and monetary policies to stimulate the economy Promote investment
	response mechanisms and capabilities Improve disease control and prevention laws and regulations Maintain social confidence Maintain the people's confidence in the	solutions based on new technologies, including Internet Implement practices, related to manufacturing and logistics, to increase stockpiles of disease control and prevention materials and medical provisions Increase investment in the medical sector, and raise the overall level of medical care in society Heighten the health and hygiene awareness of the general public, and disseminate		 Improve medical resilience Encourage development of the medical and pharmaceutical industries



CPSG (Coronavirus Private Sector Group)

PwC China was the first organization to convene meetings of a group - the Coronavirus Private Sector Group (CPSG)

– in which responsible businesses can work together during this time. The objectives of the CPSG are to address business challenges caused by the COVID-19 outbreak; to find solutions to re-establish business growth as soon as the crisis comes to an end; to support small- and medium-sized enterprises with best practices and practical solutions; and to contribute valuable advice related economic development. We have shared the CPSG proposal with government representatives and it has been warmly welcomed.

PwC, as the secretariat of the CPSG, will work with member companies to faciliatate the sharing of experience among businesses, governments, regulators and international organizations with best practices and insights to respond to this crisis in the most effective and efficient manner.

How it works -

- Meet through online meetings 1-2 times each week.
- Discuss current business concerns, including an online forum for members, to develop practical solutions and insights.
- If specific solutions require government organizations or regulators to provide feedback, as secretariat of the group, PwC will summarize the key discussion points and share with relevant organizations, and also coordinate necessary communications among member businesses and relevant organizations.

Economic Impact Analysis and Policy Recommendations

The outbreak of Covid-19 not only threatens the life and safety of citizens, but also has a significant impact on China's economic development

in 2020. Based on the current state of the pandemic, the PwC China team analysed its impact on economic growth and individual industries, and put forward countermeasures and macro policy recommendations for the country.

On 10 February 2020, the research report titled *Impact of the Epidemic on China's Macro Economy and Policy Recommendations* was released through multiple PwC official channels.

The report highlighted six macro policy recommendations:

- Balance the relationship between outbreak control and production recovery & adopt a more proactive fiscal policy.
- Effectively meet the needs of economic support in response to the impact of the epidemic & appropriately ease the monetary policy.
- Ensure that liquidity is reasonable and adequate
- Ensure financial market stability & speed up supply-side structural reforms
- Increase Total Factor Productivity (TFP) & significantly increase fiscal investment in public health
- Strive to alleviate the bottleneck of medical and health resources & actively explore and improve emergency response mechanisms

In addition, the PwC China team is also performing an assessment of the impact of the Covid-19 on Shanghai's economy and the countermeasures for Shanghai's economic recovery.

A Series of Articles and Online Courses

The PwC China team has paid close attention to the epidemic's impact on

businesses, and has successively launched a series of research articles/ reports and online courses on "Coronavirus Response" to assist them in responding to the epidemic challenge through mainstream social platforms in China, and has had many "views" and been the subject of a number of compliments.

The PwC China team shared their experience and professional opinions with local government officials and the public on efficient resumption of labor and reducing the impact of the outbreak on the economy and society. We developed measures for pandemic prevention and control to achieve orderly resumption of work.

The measures include:

- Establish a Leadership Working Group on Pandemic Response.
- Implement a flexible policy for Workfrom-Home (WeFlex).
- Develop a digital dynamic monitoring platform for employee health and return to work.
- Employee health management plan & emergency medical support.
- Strictly perform the disinfection of buildings, limit the number of staff on-site, and maintian safe distances between seats – social distancing.

These measures are intended to ensure the efficiency of business, management and staff healthcare.

Emergency Due Diligence Team

The PwC China team involved nearly 20 of our most senior and experienced people

- with extensive experience in medical, logistics, corporate social responsibility, public relations and other fields - to establish a "due diligence working group in response to the outbreak" (the Due Diligence Team).

The Due Diligence Team -

- Urgently created a due diligence workflow for medical supplies donation.
- Communicated with key charities and medical institutions to discuss the due diligence workflow and, in some cases, create new channels of communication.
- Established a demand & resource matching platform and a logistics tracking platform.
- Actively coordinated the donation of procured supplies, where needed.
- Worked with several logistics companies to solve the problem of "last mile" delivery.

In a few cases, the Due Diligence Team has helped to match the needs for supplies and the available resources in a timely, accurate and efficient manner, working with others to optimize the allocation of medical resources.

Overseas Medical Supplies Import Facilitation

The outbreak in China coincided with the shutdown of most manufacturing, including that of medical supplies, during the Spring Festival, exacerbating the shortage of medical supplies. The PwC China team worked closely with our colleagues in the PwC Global Network to actively coordinate, in a few cases, the financing, import and donation of overseas medical supplies, alleviating the urgent needs of the government and medical institutions.

The team solved the following issues related to specific cases involving the importation of medical supplies.

- Developed a matrix to "map" domestic and overseas standards for products of medical supplies such as masks, protective clothing, face masks and gloves which are urgently needed by medical institutions during the epidemic prevention period.
- Monitored changes in the policies of the Chinese customs and other relevant authorities related to the import and donation of medical supplies during the epidemic.

The PwC China team coordinated the donation of 1,808 sets of protective clothing from Finland and the donation of RMB 350,000 worth of masks, protective clothing, disinfectant and other medical supplies from Japan, in order to alleviate part of the shortage of medical supplies. We stand ready to serve further, in this regard.

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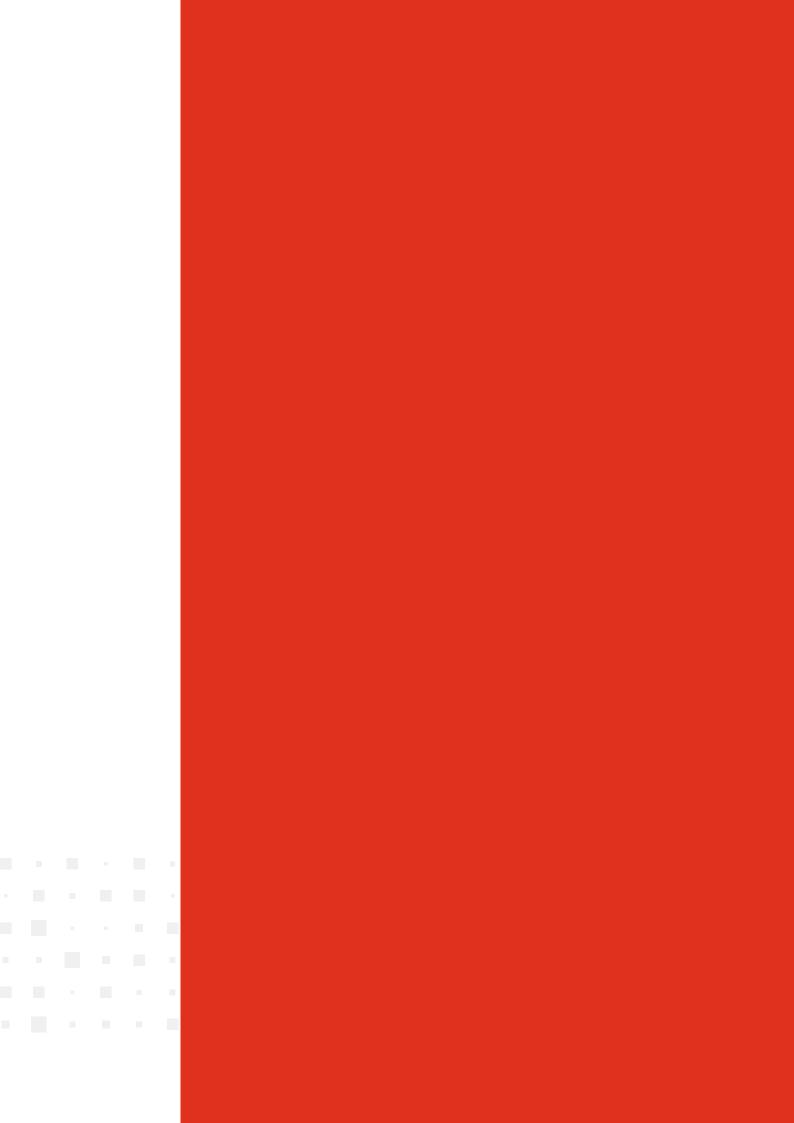
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