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Engaging government, citizens and business in good growth

*PwC submission to the
RSA Inclusive Growth
Commission*

January 2017

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PwC is proud to support the RSA Inclusive Growth Commission, set up to explore practical ways to make local economies across the UK more economically inclusive and prosperous. We have a long standing commitment to contributing to the national debate around inclusive growth, demonstrated through our thought leadership as well as through our role as a major employer in the UK.

This submission to the RSA Inclusive Growth Commission draws on the research and thought leadership developed by PwC and our collaborators on the topics of good growth, good jobs and citizen engagement, as well as outlining our contribution to inclusive growth as a major employer. It brings together our recommendations for how central government, local leaders, business and citizens can together deliver inclusive growth.

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Why inclusive growth matters

If Theresa May is to deliver her vision of a “country that truly works for everyone” with “all our great cities firing on all cylinders to rebalance the economy”, a more inclusive approach to both devolution and to local growth is required to ensure that no citizens, and no places, are left behind.

Investing in skills, improving productivity and ensuring that inclusivity is central to the UK’s trade and export strategy post-EU will be critical components of delivering inclusive growth. Inclusive growth must rebalance the economy, not only between regions but within them, and ensure that more people can access, and benefit from, growth. Improving productivity, as the point where the debates on growth, living standards and economic growth converge, must be a key focus. And as we prepare to leave the EU, ensuring that inclusive growth is central to the UK’s trade and export strategy will be critical for the UK’s regions and businesses.

Our work on **Good Growth for Cities** has highlighted the need for government, nationally and locally, to accept that there is more to good growth than GDP and to balance investment in growth with public service reform. Within and between cities, there are often great

inequalities and areas of poverty, with many streets, suburbs and satellite towns not enjoying the benefits of Britain’s urban renaissance.

While it is the UK’s largest cities that have been the main focus of devolution to date, a place-based approach also has the potential to transform smaller towns, cities and rural areas. Devolving powers and funding would allow local policy makers to shape their economic strategies and social reform around local priorities, and to improve engagement with local citizens.

For this reason, while central government can help enable the right conditions and incentives, it cannot create inclusive growth alone. Strong local leadership is critical, and business also has a vital important role to play in supporting this agenda. In particular, the private sector has an important contribution to make when comes to delivering “a great

meritocracy”, whether through addressing in-work poverty, rethinking recruitment and employment practices, engaging in skills and education or investing across the regions. Importantly, delivering inclusive growth will also mean engaging citizens about what really matters to their lives, how their life chances can be improved and how they can actively participate economically and socially.

Delivering inclusive growth, and an economy that works for everyone, will not be easy and will take time. It will require politicians and policy makers, both national and local, as well as business, to refocus their efforts on inclusion and working together. Economic inequality and social mobility can no longer be seen as a side-issue but must be placed at the heart of government policy. Only by focusing on good growth, will a place - whether a city, town, county or neighbourhood - be truly sustainable.

What does good inclusive growth look like?

While inclusive growth has risen up the agenda as a concept, it is important to define the outcomes inclusive growth will achieve, the levers needed to deliver these, and how to measure and manage impact. Our work on Good Growth for Cities addresses inclusive growth outcomes and levers, while our Total Impact Measurement and Management (TIMM) tool addresses measuring impact.

Good growth for cities

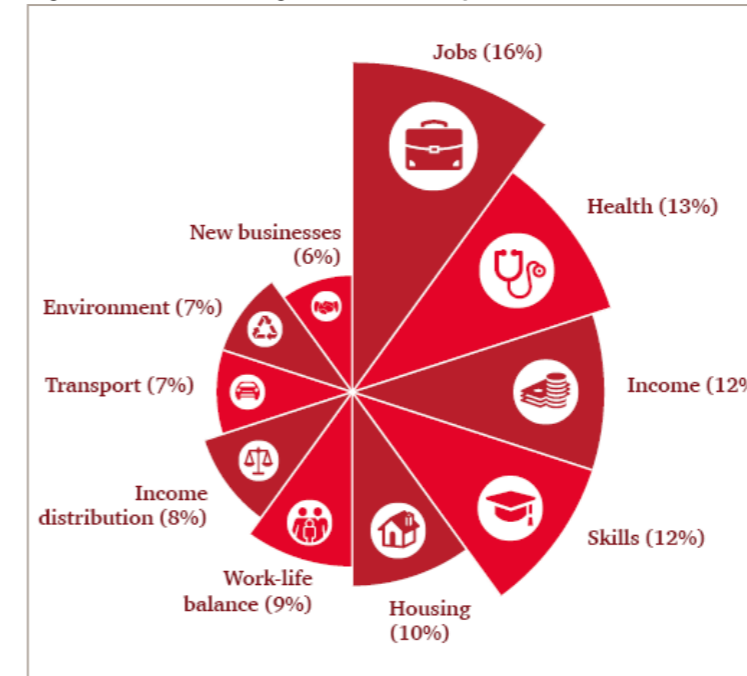
Our annual Demos-PwC Good Growth for Cities¹ Index makes the case that a city's vision for growth must extend beyond Gross Value Added (GVA) as a measure of economic success, and that the public should play a central role in defining that vision. Good Growth for Cities sets out the performance of the UK's largest cities against a basket of economic indicators deemed most important in the eyes of the public.

The characteristics included within the index are based on those chosen by the UK public as essential for judging the economic success of a city in the medium to long term, and are weighted according to their level of relative importance.

The characteristics which make up the index are:

1. Secure jobs.
2. Adequate income levels.
3. Good health (so as to be able to work and earn a living).
4. Time with family/work-life balance.
5. Affordable housing.
6. High levels of entrepreneurship and new business start-ups.
7. Good quality transport systems (road and rail in particular).
8. Providing for the future through the potential to be in employment and earn a living.
9. Protecting of the environment (e.g. carbon emission reduction, preserving forests).
10. Fair distribution of income and wealth.

Figure 1: What kind of growth does the public want?



Our 2016 edition of Good Growth for Cities highlighted a number of key areas for cities wanting to deliver good growth to focus on:

- Balancing investment in growth and public service reforms and delivering outcomes through whole system working
- Identifying priorities for investment for growth, focusing on both social and physical infrastructure
- Building distributed leadership across a place, drawing on global research on Enabling sustainable city competitiveness through distributed urban leadership.

¹ PwC, 2016, Good Growth for Cities, www.pwc.co.uk/goodgrowth

Total impact measurement and management

The debate on local economic development also needs to recognise the total impact that new policies and interventions can have in a place. Alongside the closer integration of social and economic policy, new tools are needed that enable better comparison and assessment of relative impacts.

Taking an outcomes-based approach is a fundamental shift for public bodies. The outcomes a council, or LEP, wants to achieve will rarely be in the control of their organisation only. Public bodies need to develop an understanding of the different factors that impact the outcomes they want to achieve and how to influence them.

Establishing this relationship between interventions, impact and outcomes will be critical. Our approach to measuring impact is **Total Impact Measurement and Management (TIMM)**², a technique supporting decision making between options to improve outcomes in a place, many of which are long term in nature (Figure 2).

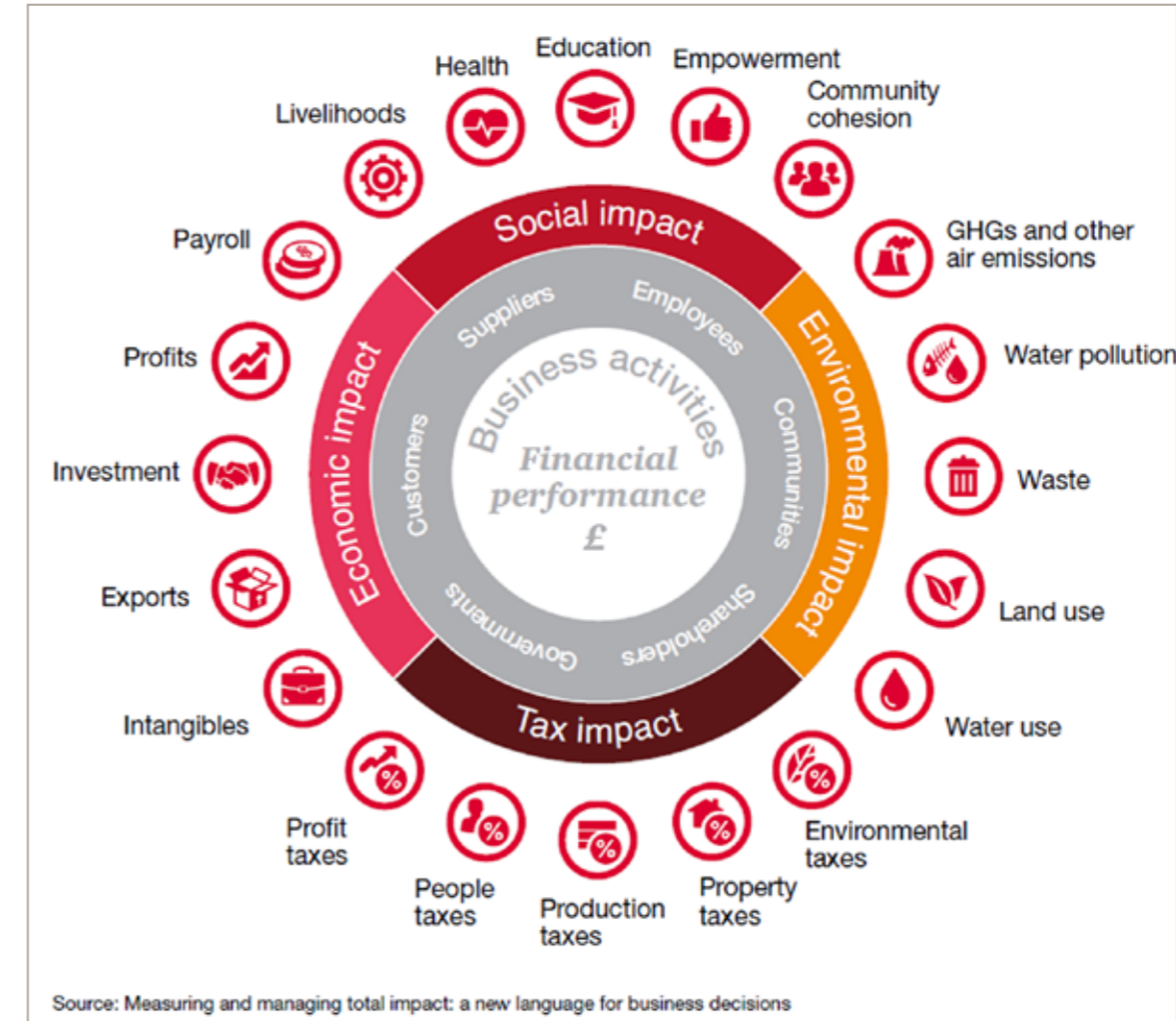
TIMM provides a clear framework within which to design the strategy to deliver the vision and, critically, the priorities for the implementation plan.

A place-based TIMM can help measure policy impact in terms which are broader than purely financial, and to better articulate the trade-offs between different policy choices.

Being able to measure, understand and compare the trade-offs between different options means decisions can be made with more complete knowledge of the overall impact and a better understanding of which stakeholders will be affected by decisions, whether an organisation is in the public, private or not-for-profit sectors.

² For more on TIMM please see www.pwc.co.uk/who-we-are/corporate-sustainability/total-impact-measurement-management.html

Figure 2: Place-based TIMM



What are the key factors for success?

Addressing inclusive growth is a complex issue and will take concerted effort and a long term commitment from central government, local leadership, business, and from citizens themselves.

Central government

Central government has a role to play in committing to the principles of inclusive growth in terms of its industrial and devolution policy. In doing so, central government needs to move beyond seeing devolution as 'letting go', to carving a constructive role for itself in a post-devolution landscape³.

This means embedding place at the heart of fiscal policy, for example by re-assessing which funding streams or fiscal freedoms could potentially be devolved in order to deliver better outcomes and meet financial challenges. Furthermore, central government should build upon the shift to a new place-based industrial strategy to deliver a more joined up approach to local growth, supporting business growth across cities and regions.

³ PwC, 2015, Beyond letting go: the role of central government in a decentralised world, www.pwc.co.uk/beyondlettinggo

While industrial strategy is typically focused on investing in new or growth industries, the 'long tail' of lower productivity businesses needs to be addressed as well as the investing in the 'cutting edge'. It is not enough to just focus on attracting higher skilled jobs and sectors and assume there will be a trickledown effect. This is relevant to both central government's industrial strategy and the approach taken by individual places.

Critically, central government needs to assess the implications of leaving the EU, both in terms of regional funding, making clear its commitment to replace current EU funding or reshaping regional investment policy, and also when considering post-EU trade and export policy. Leaving the EU opens up opportunities and flexibilities in terms of shaping trade and export policy to support inclusive regional growth⁴.

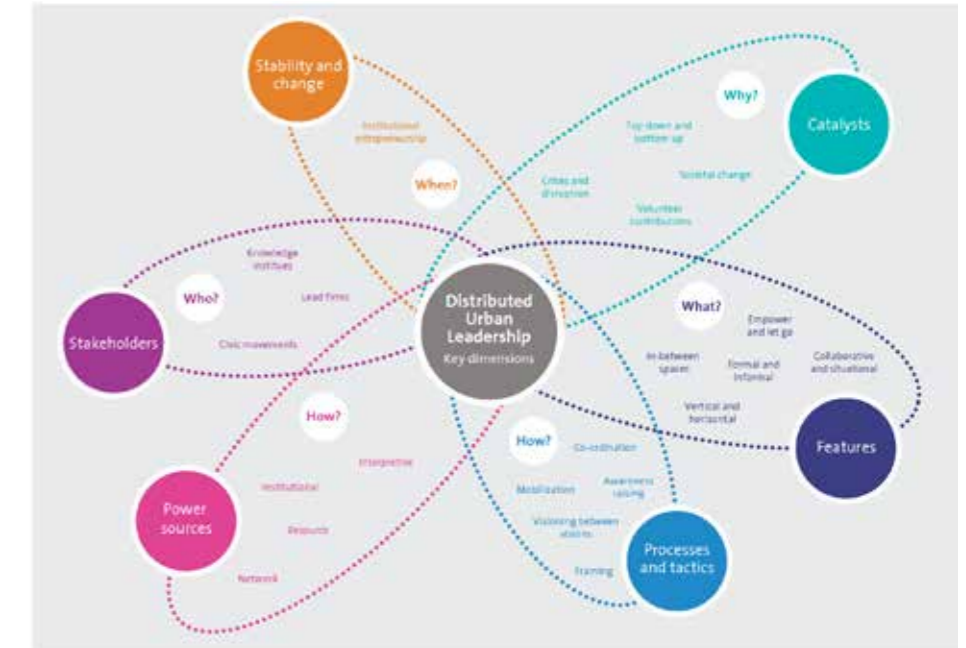
⁴ PwC, 2016, UK Economic Outlook: UK trade prospects after Brexit, www.pwc.co.uk/ukeo

Our recommendations for central government:

1. Embed inclusive growth at the heart of government policy, ensuring there is balance between the priority attached to physical and social infrastructure.
2. Build upon the shift to a new place-based industrial strategy to deliver a more joined up approach to local inclusive growth, including supporting businesses to take an inclusive growth approach.
3. Ensure the implications of leaving the EU for cities and local government are adequately considered, and engage cities and local government in reshaping regional investment and regeneration in a post-EU landscape.
4. Ensure inclusive regional growth is central to post-EU trade and export policy.
5. Clarify the requirements for a further round of devolution deals with an emphasis on inclusive growth.
6. Establish a robust framework for governance, monitoring and evaluating inclusive growth and ensure the benefits are delivered.

Local leadership

Figure 3: Key dimensions of distributed urban leadership



Effective local leadership is also critical for delivering inclusive growth, and is not confined to the role of the city leader or mayor. A strong local ecosystem of **distributed leadership** is needed to effectively deliver inclusive growth⁵.

Places cannot depend solely on one CEO, as a company might do. Rather, successful places depend on collaborative relationships among a wide range of stakeholders who

⁵ PwC & Euricur, 2016, iUrban: Enabling sustainable city competitiveness through distributed urban leadership

contribute to urban development, often acting beyond their formally mandated roles. Indeed, as the challenges facing places magnify, leadership is increasingly shifting from being in the sole hands of strong individual public sector leaders to becoming more inclusive, working with leading firms, universities and engaged citizens. New types of leaders are needed who feel comfortable connecting to stakeholders across the public, private and third sectors, and can influence areas beyond their direct control.

Distributed leadership doesn't mean individual leaders will become less powerful, but it does mean that the most successful city leaders are those that move away from traditional approaches to control, and focus on strategies based on sharing the responsibility of leadership. This means leading by influencing and facilitating, working with a wide range of stakeholders, from big business to the community, in order to shape a place.

In the UK more widely, local authority leaders increasingly recognise that many of the levers they need to tackle complex social and economic issues lie beyond their immediate control. Place leaders are starting to acknowledge that the debate over who is responsible for the component services is less important than the discussion about what they are trying to achieve as a whole. This is driving them participate with their stakeholders across the public sector and encouraging them to focus on re-engineering systems to deliver a broader set of outcomes.

Furthermore, as the funding model for local authorities shifts towards a reliance on growth rather than grants, city leaders will need to engage in new types of relationships with their business communities, ensuring that there is investment in the enablers for growth and that this is tailored to the needs of the local economy of today and the future.

Our recommendations for our local leaders:

1. Develop proactive local leadership in support of whole system working across a place.
2. Engage with the private and voluntary sector to define an inclusive growth strategy, focused on boosting productivity and addressing the full spectrum of local economic need.
3. Engage with citizens, particularly in areas with directly elected mayors, in order to embed citizen views within local decision-making
4. Build plans on robust evidence and analysis of the city's assets, supported by modelling of the total impacts (economic, social, environmental and fiscal) of targeted investments and interventions to improve outcomes.
5. Develop and implement integrated programmes of infrastructure investments, particularly affordable and suitable housing and efficient and effective integrated local transport systems, balanced with investment in social infrastructure, particular skills.
6. On skills, think about building a ladder of progression from low to highly skilled jobs to reflect local labour markets and help get people into work - and then progress.

The role of business

The private sector too has its role to play, particularly on skills and education, access to employment, and collaboration with Local Enterprise Partnerships. As part of our contribution to the RSA Inclusive Growth Commission, we convened a roundtable of business leaders in the West Midlands to explore the role of the private sector in delivering inclusive growth, where these themes were reinforced.

Skills: Research has highlighted different levels of educational attainment in different regions and the implications of this on a region's economic success. Our own Global CEO survey consistently highlights skills as the key concern for chief executives across the globe⁶.

While skills is a complex area, there

⁶ For example, PwC, 2017, 20 years inside the mind of the CEO... What's next? 20th CEO Survey, www.pwc.co.uk/ceosurvey

are basic things that all major employers can do to raise awareness and create opportunities for engaging potential employees of the future. Employers attending our roundtable highlighted the work being undertaken to reach out collaboratively to schools and their pupils to familiarise themselves with careers in and around the City, the West Midlands Combined Authority area and beyond, for example, the Greater Birmingham Professional Services Academy. However, more can and should be capable of being achieved with better co-ordination and communication of these programmes to those not currently participating. Best practice needs to be systematised.

Our work on the Sheffield Skills Bank is one example of better matching local employers with workers across the labour market (Figure 4).

Inspiring younger generations: In terms of motivating and inspiring younger generations, the roundtable also raised interesting questions around what 'visual success stories' people can see to increase their understanding of the knowledge economy. With the decline of traditional industries with a strong visual identity, for example automotive, mining and shipbuilding, in many places, how can we create a sense of what the jobs and opportunities of the future are? The example of Nissan in Sunderland was discussed, where few people living in

Figure 4: Sheffield Skills Bank

Sheffield Skills Bank

PwC has been appointed as the Sheffield City Region Skills Bank Operator (Skills Bank Operator) via a competitive tender. The Sheffield Skills Bank aims to bring about a new culture in the skills system by empowering employers to choose and invest in the skills that they need. It is a £17 million fund comprising funding from the European Social Fund and Growth Funding.

The Skills Bank is an exciting new service which invests in skills and expertise to drive business growth in the Sheffield City Region. Employers create Skills Deals and can receive funding to cover the majority of the training cost.

A Skills Bank can also offer a:

- Customer service team to support employers throughout the Skills Deal process
- Model to assess the potential economic impact of a Skills Deal on the SCR
- Network of brokers and a skills assessment tool to support employers in defining their skills needs
- Choice of training providers from the Skills Bank Framework that helps employers to choose quality and value for money
- Facility to create bespoke and aggregated training requests
- Business feedback tool which shows the training other businesses have rated most highly.

For further information see <http://sheffieldcityregionsskillsbank.co.uk>

central Sunderland work at Nissan despite it being a major employer for the city.

Designing good jobs: Designing good jobs which engage staff is an important component of raising productivity, supported by better organisation data management and enabled by digital technology. ‘Good jobs’ are those which are more productive and rewarding in all senses: ones that give satisfaction, pride in doing good work, an opportunity for career progression, flexibility and income sufficient to live on, ideally a little left over. Employers wishing to develop good jobs need to focus on three main elements: job design for high productivity working; learning and development for an adaptable workforce; pay and rewards and their links to productivity.⁷

Engaging with Local Enterprise Partnerships: Local Enterprise Partnerships, bringing together the public and private sector as well as universities and wider stakeholders, are a key platform for business to engage on inclusive growth. However, there is more that many LEPs can do to engage the private sector, ensure that best practice is shared, and maintain a focus on inclusive growth.

⁷ PwC, 2014, Productivity in the public sector: what makes a good job?

Our recommendations for business:

1. Work collaboratively and proactively with LEPs (and other public bodies) to engage with the priorities in local Growth Plans and devolution deals, particularly on physical infrastructure.
2. Improve social infrastructure through active engagement with the skills system, getting more involved directly with education and training providers and new apprenticeship schemes and taking advantages of new platforms like skills banks.
3. Bring new ideas to local decision-makers, particularly driven by new technology and tech entrepreneurs and SMEs, leveraging digital and data which serves both to deliver growth and to improve local public service outcomes.
4. Focus job design, learning and development, and pay and rewards on improving productivity.
5. Support local health and wellbeing programmes to improve fitness of employees to work, and to live, for longer as the population ages.
6. Measure and manage the total impact of business activities in order to deliver good growth on a business-by-business basis.

Engaging citizens

Finally, engaging citizens will be critical to deliver inclusive growth, and has implications for central government, local government, business and citizens themselves.

More engaged citizens, economically active and participating in society, have a key role to play in unlocking local and national productivity. For people to feel their concerns are being heard, that they have a better chance of benefiting from growth and accessing good jobs, and that they have a say in their local economy and community, a better relationship is needed between citizens and the local state.

Our research with the public has shown that while the public are supportive of localising powers and decision making in principle, they know less about what is happening in practice. Our most recent polling (November 2016) showed that 80% of the public in England knew little or nothing about the government’s plans to devolve responsibilities to local government. Even in places electing Mayors in May 2017, awareness remains stubbornly low. Addressing this engagement gap will be critical if devolution is to deliver a more inclusive kind of growth, based on the needs and priorities of the public.

Drawing on our record of using Citizens’ Juries to explore complex issues, learn lessons and gather insights on issues such as public

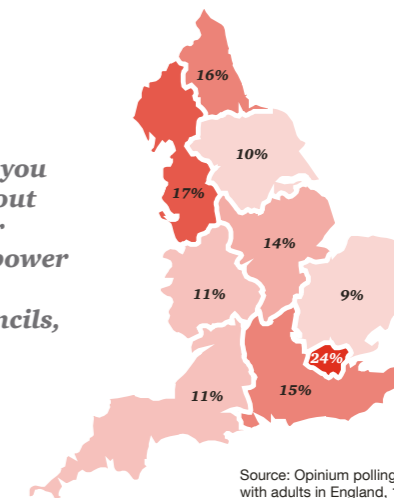
spending, health, tax and growth, in Autumn 2016 we held two **Citizens’ Juries**⁸ with Britain Thinks, to explore what citizens want from devolution and the new ‘metro’ mayors.

These deliberative sessions with local residents were held during the 2016 party conference season in Liverpool City Region and the West Midlands. The outputs of the Juries focused on a number of different areas:

Local identity: Local identity is a challenging concept for members of the public to pinpoint, and tends to relate to a person’s immediate locality rather than a wider sense of regional identity. With a lack of a strong shared identity in many areas, Combined Authorities need to make the case for building links and connectivity across places, and need to help articulate a compelling shared vision for a place.

Figure 5: How much does the public know about devolution?

Q. How much, if anything, would you say you knew about the proposals for devolving more power to local councils, or groups of councils, within England?



Source: Opinium polling, 2,000 online interviews with adults in England, 15 to 18 November 2016

⁸ For the full write-up of our Citizens’ Juries, see <https://www.pwc.co.uk/industries/government-public-sector/what-does-the-public-want-from-devolution.html>

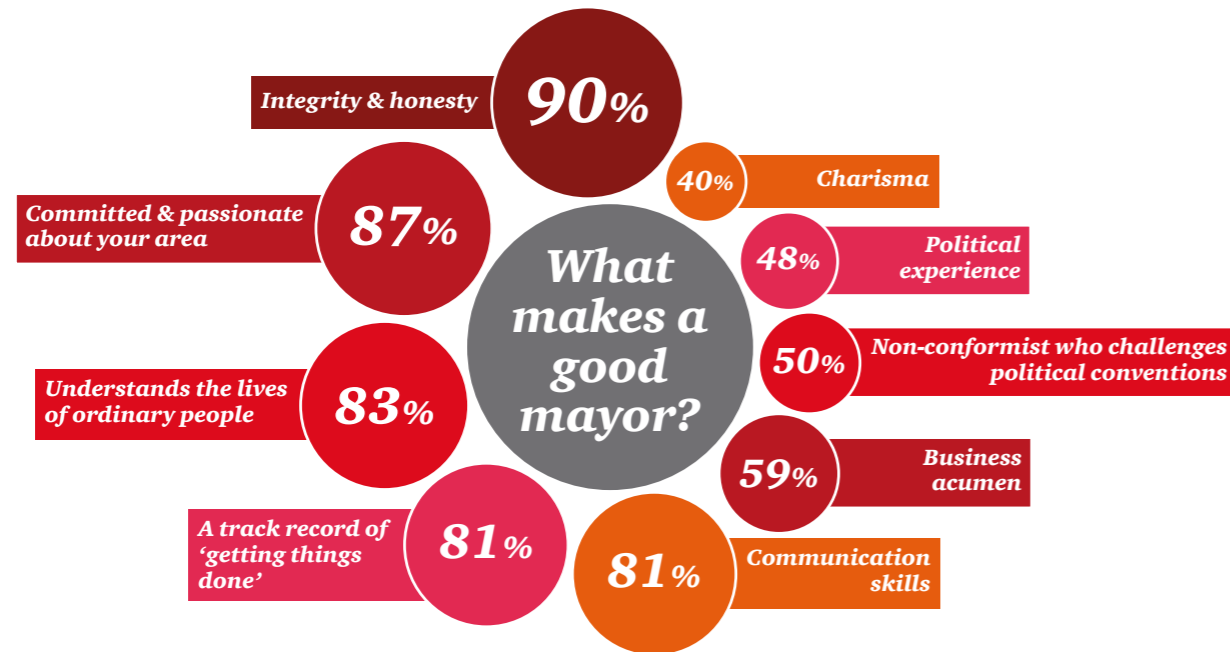
Knowledge and attitudes to upcoming changes: Jurors' knowledge of the upcoming changes related to devolution and mayoral elections was limited and our national polling shows that only 15% of the wider public know a 'great deal' or a 'fair amount' about the changes (Figure 5). The newly created Combined Authorities will require extensive explanation and public

engagement. For citizens to engage with the election of a mayor, they must feel that the mayor has the power to make real change to the lives of those in the region and will listen to their views.

Ideal qualities of a Mayor: Citizens are looking for evidence that the new Mayor will be different from their perceptions of most existing

politicians: an individual who understands them and their lives, is motivated by what is best for the region, and who can communicate a compelling vision of the region to the public. Our national polling shows the integrity and honesty is the most important attribute in the eyes of the public (Figure 6).

Figure 6: What makes a good mayor?



Source: Opinium polling, 2,000 online interviews with adults in England, 15 to 18 November 2016

Priorities for the Mayor:

Education and skills emerged as the top priority in both Juries. There is real potential for the mayor to play a convening and campaigning role across all priority areas – bringing people together to make change, and championing the region and its best interests.

Jurors focused their priorities for the region on three policy areas:

- **Education and skills:** jurors were concerned about children and young people being provided with appropriate skills for the available jobs in their area and there was a strong emphasis on vocational training and a desire to connect up businesses with schools in the region;
- **Housing and planning:** the priority was for more affordable homes to be built and to make better use of

derelict land and vacant buildings;

- **Transport:** jurors wanted to see the mayor develop a holistic plan for improving roads and public transport across the region, and focus on improving connectivity within the region.

Under each area, jurors felt the Mayor could be most effective as a convener of local bodies inside the region and an ambassador from the region to the rest of the world. In the context of some concern about the limited budget allocated to the regions, emphasising this role of the new mayor will be critical in bringing to life what mayors can achieve and why they are important.

Priorities for communication and engagement: Jurors felt that it would take a concerted communications effort to reach people in the region, and that there was some way to go before citizens like them feel genuinely engaged in the devolution agenda. As a first step, creating more awareness of the May 2017 mayoral elections is critical.

Our recommendations for citizen engagement:

1. A concerted communications effort is needed, collectively and in each combined authority, to engage the public in the devolution agenda, starting with raising awareness of the May 2017 elections.
2. Mayoral candidates, collectively and individually, need to focus on bringing people together to make change, championing their region and its best interests, and ensuring the discourse on mayors rises above the budgets they control.
3. Local government should explore alternative methods of citizen outreach and engagement, such as Citizens' Juries or participatory budgeting, with techniques selected to match the complexity of the issues being explored.
4. Local government should consider how citizens can be engaged from strategy through to execution, embedding the citizen voice at the decision-making stage, as well as considering how citizens can contribute to solutions and formal activities to address local issues.
5. Longer term, directly elected mayors need a comprehensive programme of communications and citizen engagement, including targeting harder to reach communities and individuals.

Our role

We also recognise our role in contributing to inclusive growth as a major employer and our firm-wide behaviour reflects a commitment to social mobility and inclusive growth.

We believe that investing in the development of a broad range of skills, experiences and backgrounds not only gives us a competitive edge, but also puts us in the best position of meeting the needs of our business and our clients.

PwC employs 10,000 people across 25 offices outside London and is committed to taking action to make our profession more open to all. Such initiatives include: removing UCAS scores as entry criteria for the majority of graduate roles; raising aspiration and awareness in schools; and challenging the notion that all professional careers need to be in London.

PwC has one of the strongest regional presences of any professional services firm in the UK and as a major employer across the regions we have a stake in both supporting and benefiting from a re-balancing the economy. Alongside our investment in our regional offices, it's equally as important to ensure we are attracting and developing the best talent in the regions. On 1st July 2016, 28 of the

new partners admitted, nearly half of the national intake, were from our regional business. We anticipate that at least 55% of our September 2016 graduates will join our regional practice.

No one school, university or employer can improve social mobility on their own and it's vital we work together on this. PwC analysis shows that more than half of the social mobility 'cold spots' identified by the Social Mobility Commission are within one hour's travel from one of our regional offices, prompting further thinking on what more we can do to broaden further the firm's outreach. We're proud of the steps we've taken to widen access to our profession and are now focusing on improving students' awareness of the opportunities available and raising their aspirations. We will use our UK footprint to work with more schools and students across the country.

We also make a difference through our commitment to increasing the proportion of the over £600m we spend on procurement each year on 'buying social'. By buying products

and services from social enterprises, we can create employment for those who find it hardest to access the jobs market - such as the homeless, ex-offenders, care leavers, the long-term unemployed and those with disabilities. We now buy goods or services from a total of 59 social enterprises, ranging from video production, to cleaning, to chocolates.

Taking such an approach to social mobility and inclusive growth is both the corporately responsible thing to do in the interests of a more cohesive society, but it also makes commercial sense.



Agenda for action

Our recommendations for central government:

1. Embed inclusive growth at the heart of government policy, ensuring there is balance between the priority attached to physical and social infrastructure.
2. Build upon the shift to a new place-based industrial strategy to deliver a more joined up approach to local inclusive growth, including supporting businesses to take an inclusive growth approach.
3. Ensure the implications of leaving the EU for cities and local government are adequately considered, and engage cities and local government in reshaping regional investment and regeneration in a post-EU landscape.
4. Ensure inclusive regional growth is central to post-EU trade and export policy.
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