

A Strategic Approach to Infrastructure Development in Public Health Wales

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Purpose and summary of documents:

Our strategic approach to infrastructure development in Public Health Wales sets out how we will take forward our key digital and estates developments in support of our strategy and how we prioritise these within Public Health Wales. It provides an overview of our current infrastructure and of future developments and plans. This will shape and inform our Capital Programme for 2023/24 and beyond.

(It should be noted that the 2023/24 Capital Programme was shared with the Board as Appendix 2 to the month 2 Finance Board report and mobthly updates are contained in the Finance Report.)

Distribution:

Executive Team & Public Health Wales Board

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1 Purpose

Our strategy, 'Working Together for a Healthier Wales', sets out our ambition to help people in Wales live longer and healthier lives. We will do this through the delivery of our six strategic priorities:

- Influencing wider determinants of health
- Promoting mental and social wellbeing
- Promoting healthy behaviours
- Delivering excellent public health services
- Supporting a sustainable health and care system
- ❖ Tackling public health effects of climate change

Our infrastructure, both physical and digital, is a key enabler to helping us deliver our ambitious new strategy. It will enable us to deliver excellent people-centred services that improve people's health and also allow us to play our role, as the National Public Health Organisation for Wales, in relation to Wales' decarbonisation and foundation economy agendas.

Our strategic approach to infrastructure development sets out how we will take forward our key digital and estates developments in support of our strategy and how we prioritise these within Public Health Wales. It provides an overview of our current infrastructure and of future developments and plans. This will shape and inform our Capital Programme for 2023/24 and beyond.

The paper is structured as follows:

- Strategic context and current capital position (page 2)
- Guiding principles, how our Capital Programme is managed and how we want to work in the future (pages 3-8)
- Where we are now- our current state (pages 8-11)
- The next three years (pages 11-15)

A more detailed Capital Programme for 2023/24, including key risks, is included as a separate paper that supports the delivery of year 1 of this plan.

2 Strategic context

Despite the challenging financial climate, to date Public Health Wales has managed its key estates and digital infrastructure developments and replacement programmes within our discretionary capital programme and through successful business cases and funding from Welsh Government.

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Public Health Wales' recurrent discretionary capital funding was £1.144m in 2011. In 2022/23 there was a reduction of 24% applied to our funding allocation. This has partly been addressed in 2023/23 with a 12% increase received. Our current allocation is £1.391m. Despite the organisation growing significantly over the last 5 years and since 2011 we have only had a slight increase discretionary capital allocation since 2011 of £247k.

Primarily our discretionary allocation is to fund equipment replacement programme, IT requirements, estates and statutory compliance.

Public Health Wales has also committed through successful business cases to the Estates Funding Advisory Board (EFAB) to part fund with a 30% contribution from discretionary allocations. For 23/24 our successful bids totalled £526k therefore a £158k contribution from our discretionary allocation will be removed to fund these as strategic capital projects. Further details are included in separate Capital paper covering 2023/24.

In addition, Welsh Government provide capital funding for large infrastructure and replacement projects which organisations can submit business cases for consideration by the Minister for Health and Social Services. Examples of previous schemes include establishment of laboratories at Imperial Park 5, Newport and Breast Test Wales mobile unit replacement. Currently, strategic capital funding is oversubscribed and there will be a process of prioritisation of allocating funding. We are awaiting details on the prioritisation process to be provided. However, we have been recently been made aware of a £6m non-recurrent strategic capital fund to tackle cyber resilience so will be submitting our prioritised bid against this.

Later in the financial year there may also then be potential to access slippage funding if strategic schemes across Wales slip.

The following table summarises the strategic capital requirements for the next three years that are set out in the IMTP 2023/26 and some of which were included in the second year of the approved IMTP 2022/25. The figures included in the plan were at a point in time and will subsequently change as business cases are refined.

Strategic Scheme	FY23-24 £000s	FY24-25 £000s	FY25-26 £000s
Screening - Imaging Equipment in Breast Test Wales	50	0	0
Fire Compliance Works (EFAB) - Work to Fire Doors	130		
Decarbonisation Scheme (EFAB) - Replacement of AAA vehicles to EVs	238		

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Total Approved Strategic Schemes	418	0	0
Colposcopy & Colonoscopy Imaging (unapproved)			1,100
DESW Camera Replacement (unapproved)	463		
DESW Vans (Unapproved)	750	750	
Equipment Replacement (Unapproved)	0	273	1,717
Digital Priorities Investment Fund (DPIF) Cyber Security (Unapproved)		1,305	
10 Year Plan - Digital	1,720	1,205	665
10 Year Plan - Estates	8,405	2,535	8,870
Total Unapproved Strategic Schemes		3,740	9,535
Total Strategic Capital	10,543	3,740	9,535

The Minister for Health and Social Services asked Welsh Government to develop a 10-year infrastructure plan in respect of Estates and Digital requirements for 2022/23. This has been reviewed and we have prioritised the requirements for 2023/24 and included updated values in the above table. The estates plan contains laboratory modernisation of £8m in 2023/24, £1m in 2024/25 and £8m in 2025/26. The most critical item in 2023/24 is £400k for firewall replacements within the digital plan.

3 Guiding principles and the future

To ensure we have the required infrastructure to deliver our plans, Public Health Wales has adopted a number of principles that cover both how we want our estate, digital and physical infrastructure to operate but also how we will prioritise use of Capital funding. The principles are:

- Providing modern, fit for purpose and safe buildings to support service delivery
- Undertaking steps to reduce our carbon footprint including rationalisation of the estate where possible
- Ensuring staff have the IT equipment to undertake their roles. This includes a replacement programme to ensure all IT equipment is less than five years old.
- We manage our replacement of assets based on recommended asset life

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- High risk and health and safety issues are considered as a key priority for funding
- Anything over 10% of discretionary capital funding we will approach WG for Strategic Capital funding
- Exploit additional in year opportunities to apply for funding through grant and funding programmes.

3.1 Our Capital Programme

Our capital programme is funded via a discretionary and strategic allocation provided by Welsh Government.

Discretionary capital is that allocated directly to NHS organisations for the following priority obligations:

- Meeting statutory obligations, such as health and safety and firecode;
- · Maintaining the fabric of the estate; and
- the timely replacement of equipment

Our discretionary allocation is discretionary capital funding is assessed and allocated via the Capital Planning Group, which consists of Deputy Director of Operations and Finance, Head of Estates and Health & Safety, Head of Financial Management & Business Partnering, Head of Digital Experience and Services and Assistant Director of Operations for Health Protection and Screening Services. Agreed Capital spend is then managed through the Capital Monitoring Group, consisting of relevant service representation.

Requests are invited from across Public Health Wales to access the discretionary capital funding. Directorates submit requests through the completion of a Statement of Need. The requests are then reviewed and allocated funding by the Capital Planning group. The Capital Planning Group then make a recommendation to Business Executive Team for approval by.

All capital requests will need to provide different levels of assurance based on the value of request submitted:

- £0-25k Statement of Need and three quotes
- £25k-£100k Detailed Statement of Need and three guotes
- £100k+ Business case based on the five case business model

Where funding is being sought from Welsh Government for significant investment into infrastructure these will deemed as requests against strategic capital allocation.

The type of business case will be determined by the financial investment, complexity of the scheme and number of available options. Any such bid

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must be submitted in compliance with the Welsh Government Infrastructure Investment Guidance.

In general, schemes requiring an investment of less than £4m may require a single BJC (Business Justification Case). For schemes in excess of £4m these projects may have to follow up to four phases identified in the Infrastructure Investment Manual. In some instances a larger programme may also require a SOP (Strategic Outline Programme).

- Phase 1 Scoping Study: Must be undertaken before progressing any Business Case
- Phase 2 Strategic Outline Case (SOC): Making a Case for Change
- Phase 3 Outline Business Case (OBC): Identify the preferred option
- Phase 4 Full Business Case (FBC): Assess and plan the preferred option in detail

3.2 How we want to work in the future

Our longer term plans are influenced by a number of internal and external factors. These include our People Strategy, decarbonisation agenda and changes to our internal structures. These include:

Changing assumptions about how and where work is undertaken and more choices in how and where people work - Public Health Wales large estate across Wales is an asset and we need to maximise it's use, making all buildings accessible to all staff. This can support, not only new ways of working, but improve collaboration between teams and support staff to potentially work closer to home, reducing their commute time and also their carbon emissions. Also encouraging staff to make use of the ever increasing number of public sector hubs, many of which are in town centres which support the local economy and build relationships with other public and private sector colleagues.

Improving our support for different ways of working and people with particular requirements- Through the 'Work How it works best' pilot there is an opportunity to enable staff to work in different ways, helping to reduce the pressure on the estate and consider alternative options for staff in areas across Wales. We are also looking at the equipment staff are using to ensure they are safe whilst working away from the workplace which may require in some circumstances additional investment.

Improving access to the latest computer and mobile and communications technology equipment- To support staff to work safely during the pandemic, a lot of office equipment was provided to the staff to enable home working. This has resulted in there being less equipment to

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stand up work stations at other sites and most staff request monitors and equipment to work from home upon appointment.

Microsoft Teams has also become the default for communication, reducing the need for desk phones in large parts of the organisation as the majority of our communications are internal to NHS Wales. This may in the future help us reduce the number of telephone lines we require across the organisation and consideration should be given to enabling calls to be directed through Microsoft teams reducing the need for mobile phones across the Trust.

Modern space designs, supporting collaboration, flexible use and sustainable workspaces meeting business needs- Where we have longer term leases, consideration is being given to how we modernise and ensure existing estate meets the current working arrangements and has the ability to adapt and change in the future. Designs need to ensure they are flexible should working arrangements change in the future and also factor in to our ability to respond to a future emergency should the need arise using the learning from the Covid-19 pandemic.

Investing in infrastructure to maintain and improve the safety of staff and service users- This includes ensuring our buildings remain complaint and continue to adhere to relevant legal and regulatory requirements. It also includes ensuring we can continue to protect our information and data through infrastructure designed to increase our cyber resilience.

Ensuring decarbonisation is a key element of new procurements and decision making process- Public Health Wales's Decarbonisation Action Plan for 2022 – 2024 was approved in March 2022. It sets out our key actions and strategy to support our journey to becoming an operationally Net Zero organisation by 2030. Minimising our impact on the environment is a key element of any capital project and procurement and we are actively looking at ways we can continue to embed decarbonisation into our decision making and within all our projects in the future. Since 2016, following the move to CQ2, sustainability and circular economy principles have become the blueprint for delivering estates projects and recent developments such as Rhos House, Kimberley House and Clywdian House are further examples of good practice.

Our Decarbonisation Action Plan also outlines a number of actions that we will be taking forward. Key actions include:

- Reducing and removing emissions from our existing property portfolio through implementing Net Zero carbon requirements for new build and major refurbishment projects.
- Improving our approach to strategic estate planning and use of our buildings.

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 Developing our approach to host renewable energy generation within our estates.

Due to the majority of our managed estate being leased, options for investment are sometimes limited however where we have long term leases there are potential opportunities for capital investment to help reduce emissions.

The estate also plays a crucial role in changing behaviours of staff and working in different ways. This includes how we manage our waste and ensuring staff and service users are recycling and adhering to our waste disposal requirements. The estate can facilitate active travel and investment in communication technology can support a reduction in business travel and enable a more connected up workforce.

3.3 Risks to delivery

Many of the developments to support how we want to work in the future will require capital funding. Our ability to deliver the change highlighted above whilst also ensuring continuity of our services through delivery of the replacement programme, may therefore be impacted by our limited discretionary capital allocation. Public Health Wales will therefore be reliant on approach Welsh Government for additional funding to take forward key developments in the future. Consideration should be given to whether Public Health Wales should approach Welsh Government for an increase to our capital allocation in the future providing us with greater flexibility to fund allocate funding as required.

4 Where are we now?

This section provides an overview of our existing estate and digital infrastructure as at June 2023. It should be noted that our infrastructure is continually changing and requirements ongoing management to ensure our staff and service users have the facilities and equipment to undertake their roles whilst they remain safe and organisation remains compliant.

4.1 Our Estate

Public Health Wales has a large and complex estate consisting of leased, owned and property that is managed through the health boards. Public Health Wales has staff based across 60 different sites throughout Wales. Of the 18 Public Health Wales managed properties, 17 are leased and one is owned (Breast test Wales, 18 Cathedral Road). These are a mixture of office buildings, Screening sites and laboratories.

Over the last three years, following the Covid-19 pandemic, the way we use our estate and equipment has changed. The majority of our office based

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staff have been working flexibly and the 'Work How it Works Best' pilot has helped to normalise hybrid and agile working. As the organisation has grown, the majority of our sites now have more staff registered to work out of specific bases in comparison to the desks available. Flexible working has therefore helped manage this challenge but also the opportunity to rationalise the estate where possible and support the NHS Wales net zero target. We also continue to look for opportunities to collaborate with our partners and share space. An example of this has been with NHS Wales Shared Services Partnerships following vacating Caerleon House in the Gwent area.

For a while, there has been uncertainty over how much estate will be required and how it will be used in the future. This has meant that we continue to review our estate utilisation and decisions are taken in line with leases coming to their end. As, new ways of working continue to become embedded into normal practice, we there continue to:

- Try to use the estate to remove artificial boundaries between departments and explore opportunities to collaborate with other organisations and our partners
- Use what we have more efficiently and reconfigure our workspaces to meet the needs of our staff and service uses
- Support staff to work in ways that minimise our need for office space
- Use the estate to support behaviour and culture change, in particular to support the decarbonisation agenda.

4.1.1 Our Screening Sites

Over the last two years, the Estates and Health and Safety Division have worked with the Screening Division to establish, two modern Screening Hubs in Wales- Rhos House in Mountain Ash and Kimberley House in Llanishen, Cardiff.

These two sites were identified as key areas for delivery of multiple Screening programmes and will be key to supporting screening recovery as a result of the pandemic.

In 2021, Public Health Wales identified a suitable site in Carmarthen for a Screening Hub, however despite Ministerial approval for funding, the purchase fell through and Carmarthen remains as a high priority area for a future Screening Hub.

The Estates and Health and Safety Division is also working with the Transforming Towns programme to explore potential opportunities in North Wales.

Our Breast Test Wales, Llandudno site lease is currently also in the process of being renewed with Betsi Cadwaldwr University Health Board and options

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being explored for buildings on the existing site to increase the space for screening services in North Wales.

Following significant work to consider options for the Diabetic Eye Screening Wales site in Treforest due to lease expiring later this year, terms for a new lease have been drawn up to ensure we can continue delivering our services in the short term whilst considering the longer term options for the site. Options include moving staff to other existing Screening sites, to CQ2 or a combination of the two. Due to the nature of the work, any move will need to consider the grading work which requires specific working environments which may need capital investment in 2024/25.

4.1.2 Our Laboratory Estate

Public Health Wales currently manages seven laboratories. Six of these are based in health board premises with the other is a Welsh Government owned property, managed by NWSSP in Newport (Imperial Park 5).

Many of these premises are very old and are now too small for the services that we deliver. As part of the annual planning process, a piece of work was undertaken to inform the Welsh Government Strategic Capital 10 Year plan and estimated costs submitted that would be required to improve and develop the Microbiology Estate. Further work is required to develop a detailed proposal for the laboratory network alongside other existing developments in the estate including the Cwm Taf laboratory transfer and the transfer for PENGU staff from UHW to the new laboratory in Cardiff Edge, Coryton. This exciting development will see Public Health Wales, Gene Park Wales (Cardiff and Vale University Health Board) and Cardiff University working together from a newly developed facility managed by Cardiff and Vale UHB. It is anticipated staff will be utilising the site from quarter 3 2023/24.

4.2 Our Digital Infrastructure

Due to the national scope of Public Health Wales, our digital infrastructure is diverse and distributed over many sites across Wales. We are continually renewing and replacing hardware to mitigate any issues with legacy systems and maintain a strong cyber posture.

A critical part of our digital infrastructure are the two Cisco firewalls which were deployed in March 2017 to help protect clinical services and data hosted at our main site at Capital Quarter 2 (including Tarian, SIMS, Datawarehouse etc.) The high availability pair of firewalls connect to two different wide area network PSBA links to provide resiliency against failure and help mitigate cyber-attacks and vulnerabilities. However, some of the key functionality is now out of support, so we have commissioned a supplier to design a replacement infrastructure – without which, clinical services across Public Health Wales and NHS Wales security could be impacted.

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Additionally, we are planning a two-year replacement programme for our networks switches. Switches connect different devices across networks (such as our computers) and enables them to communicate through the transfer of data packets. Public Health Wales has over 120 switches across 16 sites, many of which will not receive vulnerability or hardware cover with a support contract after 30th October 2025.

Our replacement programme for our laptop and PC devices is based on a five year replacement cycle. Our servers also work on a fiveyear replacement cycle and a rolling replacement register is managed by the Digital Services Division. This forms the basis that are factored into our discretionary funding capital plans.

5 The next three years

The key developments for the next three years are included in our Strategic Plan 2023-26 and will support Public Health Wales to achieve how we want to work in the future and delivery of our Long Term Strategy 2023-35.

5.1 Strategic Plan for 2023-26

Our Strategic Plan for 2023-26 (otherwise known as our Integrated Medium Term Plan) sets out the delivery of a number of key enabling programmes of work that will support the delivery of our strategy.

This will be delivered through the following strategic objective:

We will be providing the organisation with environmentally sustainable physical and digital infrastructure to effectively and safely operate

Our estates transformation programme will focus on ensuring that we have an estate that supports the delivery of excellent public health services, functions and programmes. Key projects within this programme include:

5.1.1 Vacating of St David's Park, Carmarthen

Public Health Wales occupies two buildings on the St David's Park estate, Building 1 and Building 3. Options in the Carmarthen area have been considered for a number of years however following the transfer of the local public health team to the health board in September 2022 and changes to ways of working the building is underutilised and has significant ongoing maintenance and health and safety costs due to its poor state and age. Work will begin in Summer 2023 to engage with staff to exploring options for vacating the site this financial year.

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Separate work will be undertaken to look at options for DESW based out of Building 3, detailed in section 5.1.4.

5.1.2 CQ2 modernisation

Work has been completed to move all staff work stations to the 4th floor and vacate the 5th floor. Engagement with staff took place during January and February 2023 and this will inform future designs of floors 3 and 6 which will be considered by the Executive Team in June/July 2023. Subject to cost and capital funding being available, the agreed works will be taken forward however due to other pressures on the discretionary capital fund, this work may have to be potentially funded next year. Capital Quarter 2 lease runs until 2028 and therefore the organisation will need to start considering future lease options in 2025/26 if the decision was to vacate the building.

5.1.3 North Wales Our Space

Following completion of the work to modernise Clwydian House, Wrexham in March 2023 the next phase of the programme will look at the remaining estate in North Wales. Over the last 6 months, following the transfer of the local public health team to the health board, the use of the estate has changed and this will need to be factored into plans for the future. A key site is Preswylfa, Mold where the space we currently occupy is no longer fit for purpose and options are being explored.

5.1.4 Screening sites

Public Health Wales' DESW site in Treforest is coming to the end of lease in August 2023. An options appraisal for the site is currently under development however due to service pressures and the ongoing recovery it has been agreed that a new lease will be drawn up with a number of break clauses to ensure service continuity and allow a full options appraisal to be considered by the Executive Team in October 2023. Should the organisation agree to vacate the site, it is likely capital funding will need to be prioritised to ensure the new location has the relevant facilities to run the service, e.g. grading space and alternations may be required at existing sites depending on the options agreed.

Work will continue to explore options for the BTW Llandudno site and working with Welsh Government through the transforming towns project for Screening Hubs in North and in the Carmarthen area, enabling us to vacate Building 3 in St Davids Park.

5.1.5 Microbiology

Further work to understand, plan and prioritise the required developments with the Microbiology network. This will include the future use of the

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laboratories at Imperial Park 5 and services operating from Cardiff Edge, Coryton and also the implications of the ARCH Programme. Investment may also be required to ensure we can continue delivering services in the event of a full national power outage which will be identified as part of the 'Blackstart' exercise in University Hospital of Wales in Quarter 3 and what level of risk the organisation is willing to tolerate.

5.2 Digital

Our new Digital and Data Strategy will ensure that we place user needs at the heart of our services. During 2022/23, we have undertaken a number of discoveries of our digital and data and infrastructure to inform the strategy, which highlighted the need for stronger user research and better integration between our systems.

A key element of the Digital and Data Strategy is to build on strong foundations. Without common tools and approaches, clear documentation and safe data and systems we will not be able to empower our people to work safely within trusted digital environments.

5.2.1 Agile, user-led approaches

We will continue to apply an agile approach to the development of our digital products and services. We will make user research the starting point for every project, and make sure that the people who lead and run our services are able to work closely with user researchers.

5.2.2 Informed by discoveries

The recent discovery phases have taken us a step forward in our understanding of our users, systems and services and have informed the next phase of our digital maturity. We are progressing our work on the DESW transformation, leading a small discovery for the development of a breast test cohort selection service, defining the future of the Public Health Wales web estate and planning to automate the flow of data between our systems. Additionally, we are scoping the requirements of a discovery for health protection services.

5.2.3 Cyber security and legacy systems

Cyber security will continue to be a priority for Public Health Wales. The cyber improvement action plan ensures that our digital and infrastructure improvements relate to the Network and Information Security (NIS) Regulations and the Cyber Assessment Framework (CAF) set out by DHCW. The plan includes the delivery of access control measures, updating our cyber response plans and the review of policies, such as business continuity and disaster recovery.

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Additionally, there are a significant number of legacy systems and hardware to update or replace. With a distributed network and digital infrastructure and a limited capacity for improvement, we are targeting specific aspects of our infrastructure (such as firewalls) to invest in and maintain our cyber posture.

5.2.4 Other digital infrastructure developments

Our Service Desk operations are a fundamental support mechanism for our staff. Over 2022-23, the team responded to and resolved 24,556 calls across the organization. The software currently used by the team, ServicePoint, is reaching end of life and therefore we are engaging with DHCW to define requirements for a national service desk solution.

As part of the capital replacement programme, the induction of new staff, the Desktop and Devices team have continued to catch up on the Laptop and PC replacement programme. Additionally, walk-in servicing and breakfix solutions are increasing with our staff returning to site more frequently.

We are also making use of new digital and technology services, like Cloud hosting for our analytics and processing and data management. This will be a growing area and require further investment and scoping, not only for data services but for the management of our records and documents.

5.3 Decarbonisation

There are a number of future projects that will support a reduction in our carbon footprint and support our contribution to a net zero NHS Wales by 2030 and delivery of our climate change priority in the Long Term Strategy.

5.3.1 Replacing our Screening Fleet

A major project within the decarbonisation agenda is replacing our Screening (AAA and DESW) fleet with electric and low emission vehicles. Funding from Welsh Government (EFAB) has been secured for replacement of the AAA Fleet during 2023/24 and a business case will be developed this year to replace our DESW fleet and install electric vehicle infrastructure in a phased approach over the next few years. Whilst this will be a strategic business case for funding from Welsh Government, if we are unable to secure this funding, this will need to be prioritised from our discretionary funding which due to the value (in excess of £1m) may have implications on our replacement programme.

In 2022/23, electric vehicle infrastructure has been installed across 8 sites across the estate and other sites have been scoped for potential areas of investment. Investment in electric vehicle infrastructure needs to be considered against the length of lease and potential future of the site,

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potential usage and how this could support our existing fleet and service users.

5.3.2 Green buildings and initiatives

Making our estate more efficient and 'greener' is a key focus for the organisation. This will include focusing on buildings which have low energy performance ratings and working with landlords to ensure they meet the required minimum standards. Consideration in investment in environment management systems such as systems which turn of lights, heating when not in use will also help to reduce our carbon footprint.

5.3.3 Circular Economy

We continue to identify and take advantage of new and emerging methods of recycling and reusing materials (incorporating the principles of the circular economy) which not only supports the reduction in waste but also can support other public sector organisations. Public Health Wales is a member of 'Warp It' which provides a forum for furniture to be advertised and offered to other organisations. Other examples include use of recycled carpet and ceiling tiles which have been installed in our most recent refurbishments and developments.

6 Summary

As highlighted within the paper, decisions on the infrastructure required to deliver our long term strategy, due to the value cannot be taken in isolation and in some cases will have an impact and have dependencies on other strategic developments both internal and external to Public Health Wales.

The Executive Team and Public Health Wales Board are asked to take assurance for how our Capital Programme and estate and digital infrastructure is managed, how work within the programme is prioritised and to consider the key risks highlighted within the plan for future delivery including the risks presented as a result of having a small capital discretionary allocation.

This strategic approach to infrastructure development is supported by the Capital Board Report that provides greater detail and plan for allocation of our discretionary capital for 2023/24.