Llywodraeth Cymru
Welsh Government

Welsh Government Integrated Impact Assessment Record

VERSION 4 – JULY 2026

Proposal summary

Reflection in budget planning of on-going pause in the UKG led Borders Target Operating Model implementation

Following the UK Government's decision to pursue a new trade agreement seeking "dynamic alignment" with the EU legislation in May 2025, Welsh Government published a written statement that it would not proceed with the final commissioning and staffing of the Holyhead BCP, and pause the grant schemes to fund the construction of BCP facilities at Fishguard and Pembroke Dock. The UK Government's continued working assumption is that implementation of the Borders Target Operating Model (BTOM) across Great Britain will not be required at the end of the UK-EU negotiations. It is proposed, therefore, that the Welsh Government should only allocate funding to secure and maintain the Holyhead facility, continue sample checking of importer documentation and engage in the policy area until sufficient clarity emerges.

Well-being of Future Generations Act questions

1. **How have the five ways of working shaped the development and implementation of this policy or legislation?**

   We have considered the importance of balancing the needs of current and future generations and applied the 5 ways of working: long-term, integration, involvement, collaboration and prevention. The above proposal seeks to recognise the planned outcome of trade negotiations between the UK and the EU to secure a long term common approach across the island of Great Britain (GB), of post EU Exit border controls on imports of Sanitary and Phytosanitary (SPS) goods. SPS goods can generally be defined as live animals, plants, animal/plant-based products and certain other high-risk foods, which are subject to strict border controls to protect public, animal and plant health. The Welsh Government is seeking to allocate appropriate, best VFM budget to Border Controls to ensure the existing infrastructure is appropriately looked after for future use, either as a Borders facility, or be redeployed for some other purpose if BTOM implementation no longer requires it. It also ensures a team remains in place which can continue to collaborate with its colleagues both within Welsh Government, and the wider UK Government to engage with the UK-EU negotiations and implement the regime which results from the negotiations, as well as for it to continue its work with OCVO to analyse CHED documents submitted by importers.

2. **Who have you collaborated with and involved when developing the proposal, and to understand its impacts, including on people, households, public bodies, businesses and the third sector (e.g. through engagement with relevant stakeholders or public consultation?)**

   Welsh Government officials have engaged with UK and other devolved Governments. There has been cross-government liaison, both internally and externally, regarding the progress of the UK-EU discussions to inform the viability of this decision. Welsh Government remains in communication with Local Authorities regarding UK-EU SPS developments. The impact on Welsh Local Authorities is currently expected to be less significant than for their counterparts in England, as Welsh authorities are not routinely delivering BTOM SPS controls on EU imports. In addition, Welsh Local Authorities are not currently designated for Rest of World SPS imports, meaning they are not expected to require the same level of

operational changes that may be necessary elsewhere to align controls with the future UK-EU arrangements.

The proposal marks a continuation of the current status quo i.e. no specific restrictions on goods imported from the island of Ireland under the BTOM and aligns the budget appropriately to ensure best Value for Money.

3. How does the policy contribute to sustainable development and long-term well-being outcomes?

The sustainable development principle has shaped both the development of our objectives and how we will deliver them.

This policy acknowledges the likely outcome of UK-EU negotiations, and the desired outcome of the UK Government. It releases budget to be allocated to other Welsh Government priorities and implementation of other policy which may more fruitfully aid the people of Wales, including the potential to improve Wales' long term well-being outcomes and sustainability.

4. What are the key impacts (positive, negative, and opportunities) across each of the seven well-being goals?

- *A Prosperous Wales – This policy seeks to achieve a more efficient and VFM allocation of Welsh Government's resources by limiting the budget allocation to Borders based on the UK Government's confidence of an SPS deal being struck with the EU, delivering the outcome they plan. This will allow other programmes with the aim of improving Wales' economic/health/environmental/etc outcomes to receive greater funding to support their goals. There is risk, however, the negotiations do not result in the planned outcome. With HM Treasury refusing to pay maintenance and security costs of the Holyhead build while negotiations continue, consideration can be given to sale or alternative use, which could save significant revenue funding. This, however, must be balanced with risk of the UK-EU negotiations failing. If negotiations fail, in whole or part, and we are unable to progress implementation due to a lack of funding, then there could also be an impact on the economy as our Welsh ports would not be able to accept imports of SPS goods.*
- *A Resilient Wales – The policy proposed marks a continuation of the status quo, with BTOM implementation on hold whilst the SPS negotiations continue. This does not increase the risk to economic or ecological resilience in the short term, though if BTOM implementation were to become required, then funding would be needed, to avoid potential risks in the medium to long term. To support resilience while negotiations are on-going, the policy and funding still enables some checks on SPS importer documents.*
- *A Healthier Wales – This policy decision seeks to redirect funding away from a policy which has a lower likelihood of being necessary to support those decisions which have more tangible economic and health benefits for Wales. BTOM implementation would have required significant additional investment in future years, which given the intended outcome of UK-EU negotiations is a normalisation of SPS regimes between the UK and the EU, would likely not be spent. If UKG/EU negotiations fail, in whole or part, and Wales is unable to put in place required checks on imports, there is potential impact on biodiversity and health. The document checks, provide a limited biodiversity safeguard and protection of the safety of our food.*

- *A Wales of Cohesive Communities – The decision to reduce funding to correspond with Wales' ongoing borders commitments rather than increase funding in the chance that BTOM implementation may become necessary in the event that UK-EU negotiations do not proceed as intended allows potential for the budget to be allocated to areas where the building of cohesive communities can be better supported.*
- *A Wales of Vibrant Culture and Thriving Welsh Language – The reduction in budget allocation to fund only the necessary costs pertaining to Borders allows potential funding to be made available to policy areas which better support the growth of the Welsh language and support Wales' vibrant culture.*
- *A Globally Responsible Wales – This proposal seeks to achieve greater efficiency in Wales' finances, whilst also acting to support the UK with its negotiations with the EU, and retaining the expertise built up over the last six years of BTOM implementation to ensure that any new regime which is required can be implemented at speed.*
- *A Wales of Equal Opportunities – Welsh Government is working towards policies which seek to create a society which enables individuals to fulfil their potential no matter their circumstances. By acknowledging the reduced likelihood that BTOM implementation will be necessary, funding can be reallocated to better serve those priorities.*

5. What evidence, including reports under the Act, has informed the policy, and how will it support ongoing decision-making?

This is not a new policy decision. It aligns future budget to decisions previously made.

Summary of Impact Assessments for this proposal

Mandatory publication (if the Impact Assessment is required)

Equality Impact Assessment

Completed: **Yes**

Children's Rights Impact Assessment

Completed: **No / only screening required for this proposal**

Health Impact Assessment

Completed: **No / only screening required for this proposal**

Impact Assessments that are mandatory and required for sign off

Welsh Language Impact Assessment

Completed: **Yes**

Data Protection Impact Assessment Screening

Completed: **Yes**

Other Impact Assessments

Biodiversity Impact Assessment

Completed: **Not required for this proposal**

Rural Proofing Impact Assessment

Completed: **Not required for this proposal**

Sustainable Land Management Impact Assessment

Completed: **Not required for this proposal**

Carbon Impact Assessment

Completed: **Not required for this proposal**

Duty of Quality (Health) Impact Assessment

Completed: **Not required for this proposal**

Socio-economic Impact Assessment

Completed: **Not required for this proposal**

EQUALITY IMPACT ASSESSMENT (EQIA)

A. Proposal

1. **Title of proposal**

   Reflection of Border Target Operating Model implementation pause, and expected outcome of UK-EU negotiations, in 2027-28 and 2028-29 budget planning.

2. **What is your proposal aiming to achieve?**

   The proposal seeks to continue to deliver site maintenance and security costs at existing pre-designated Sanitary and Phytosanitary (SPS) infrastructure in Ynys Mon, and continue to sample check SPS import documentation submissions for SPS goods entering the UK via Welsh ports. This reflects the previous Welsh Government decision to pause implementation of the Borders Target Operating Model (BTOM). We will hold the Ynys Mon infrastructure in the hope negotiations are completed as soon as possible, confirming there is no need for the build to be commissioned as an operational Border Control Post, or can be released for deployment to other purposes.

3. **When did work start on the proposal?**

   September 26

4. **Which organisations, groups or communities are likely to be affected?**

   This decision has implications for Ynys Mon and Pembrokeshire Councils, Stena line and Ports of Fishguard and Holyhead, Milford Haven Port Authority and Pembroke Dock.

B. Impact on, and engagement with, people in protected groups

AGE

1. **What evidence is available and what is its source? Include the findings from any engagement.**

   Not applicable – the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

2. **Is any evidence unavailable or uncertain?**

   Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

3. **Who have you engaged with, why and how?**

   Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will

need to analyse the proposed regime to see what, if any, SPS implementation is required.

4. **How has evidence affected your proposal?**

   Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

5. **What are the likely impacts of the proposal?**

   Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

6. **What steps will you take to enhance positive or reduce negative impacts?**

   Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

DISABILITY

7. **What evidence is available and what is its source? Include the findings from any engagement.**

   Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

8. **Is any evidence unavailable or uncertain?**

   Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

9. **Who have you engaged with, why and how?**

   Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

10. **How has evidence affected your proposal?**

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

11. What are the likely impacts of the proposal?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

12. What steps will you take to enhance positive or reduce negative impacts?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

RACE

13. What evidence is available and what is its source? Include the findings from any engagement.

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

14. Is any evidence unavailable or uncertain?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

15. Who have you engaged with, why and how?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

16. How has evidence affected your proposal?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

17. What are the likely impacts of the proposal?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

18. What steps will you take to enhance positive or reduce negative impacts?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

RELIGION, BELIEF OR NON-BELIEF

19. What evidence is available and what is its source? Include the findings from any engagement.

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

20. Is any evidence unavailable or uncertain?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

21. Who have you engaged with, why and how?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

22. How has evidence affected your proposal?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will

need to analyse the proposed regime to see what, if any, SPS implementation is required.

23. What are the likely impacts of the proposal?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

24. **What steps will you take to enhance positive or reduce negative impacts?**

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

SEX

25. What evidence is available and what is its source? Include the findings from any engagement.

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

26. Is any evidence unavailable or uncertain?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

27. Who have you engaged with, why and how?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

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29. What are the likely impacts of the proposal?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

30. What steps will you take to enhance positive or reduce negative impacts?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

GENDER REASSIGNMENT

31. What evidence is available and what is its source? Include the findings from any engagement.

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

32. Is any evidence unavailable or uncertain?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

33. Who have you engaged with, why and how?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

34. How has evidence affected your proposal?

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35. What are the likely impacts of the proposal?

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36. What steps will you take to enhance positive or reduce negative impacts?

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

SEXUAL ORIENTATION

37. What evidence is available and what is its source? Include the findings from any engagement.

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

38. Is any evidence unavailable or uncertain?

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39. Who have you engaged with, why and how?

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42. What steps will you take to enhance positive or reduce negative impacts?

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need to analyse the proposed regime to see what, if any, SPS implementation is required.

PREGNANCY AND MATERNITY

43. What evidence is available and what is its source? Include the findings from any engagement.

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

44. Is any evidence unavailable or uncertain?

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45. Who have you engaged with, why and how?

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48. What steps will you take to enhance positive or reduce negative impacts?

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MARRIAGE AND CIVIL PARTNERSHIP

49. What evidence is available and what is its source? Include the findings from any engagement.

Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

50. Is any evidence unavailable or uncertain?

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51. Who have you engaged with, why and how?

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Not applicable - the change in budget allocation is a reflection of the current status quo i.e. that BTOM implementation is on pause until such time as a deal is reached between the UK and EU which sets out the new SPS regime. At that point, officials will need to analyse the proposed regime to see what, if any, SPS implementation is required.

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C. Publication and Monitoring

1. **Is this EqIA ready for publication on the Welsh Government website?**

   Yes

2. **If you cannot publish the EqIA please explain why.**

   Not applicable.

3. **Is this EqIA an update on a version previously published?**

   No

4. **How will you monitor and evaluate progress on the equality issues identified in this EqIA?**

   Not applicable, equality issues have not been identified as the reduction in budget does not result in a change in policy; it continues to be the case that implementation of the BTOM is paused whilst negotiations between the UK and EU are ongoing, and will only be unpaused in the event that the UK and EU fail to achieve agreement on SPS controls alignment.

D. Authorisation

Declaration by the Deputy Director / Senior Responsible Officer (SRO):

I am satisfied that the impact of the proposal has been properly assessed and recorded in accordance with guidance, and that the requirement for publication has been duly considered.



Signature:

Department: ECE Programmes and Capability

Date: 16 November 2026