2026 (No. 72)

PARLIAMENT OF TASMANIA

Joint Standing Committee on Greyhound Racing Transition

# Interim Report - Workplan

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# CHAIR'S FOREWORD

On behalf of the Joint Standing Committee on Greyhound Racing Transition, I am pleased to present this Interim Report– Workplan.

The Committee terms of reference require it to provide ongoing oversight of the planned phase-out of greyhound racing in Tasmania. Following the Government's decision to delay debate on the Greyhound Racing Legislation Amendments (Phasing Out) Reform Bill 2025, the Committee formed the view that further inquiry into the experiences of other jurisdictions, ongoing animal welfare issues, transitional frameworks, the financial and economic impact of the phase out, and the future of the Tasmanian Racing Deed would assist in understanding the current operating environment of the industry and guide future oversight matters for consideration.

During the conduct of this Inquiry, New Zealand's prohibition on greyhound racing commenced, the Perna Report in South Australia was released, and the draft Transition Plan was published by the Tasmanian Racing Integrity Commissioner. The Committee received updated information about animal welfare trends, industry economic and financial modelling, as well as about progress on a new Deed. This interim report, therefore, represents the most recent information available regarding the impact of the proposed phase out of greyhound racing in Tasmania, but also benefits from a contemporary comparison of approaches taken in other jurisdictions.

It is my hope this information will not only guide the future oversight work of the Committee but also provide useful context and analysis for Members of Parliament in their further consideration of the Greyhound Racing Legislation Amendments (Phasing Out) Reform Bill 2025 before them.

On behalf of the Committee, I thank all those who took the time to make submissions or provide evidence to the Inquiry and for sharing their experience and knowledge. I also acknowledge the valuable contribution of the Committee Secretariat in assisting with, and advising on, the administration of the Committee and this Inquiry – it is greatly appreciated.

This Report makes 23 findings and five recommendations. Importantly it is the overarching recommendation of the Committee that debate on the Greyhound Racing Legislation Amendments (Phasing Out) Reform Bill 2025 be resumed at the earliest opportunity to end the uncertainty for industry participants and Tasmanians who support a well-planned transition to end greyhound racing.

I commend this report to the Parliament.

**Kristie Johnston MP**
**CHAIR**
**13 November 2026**

# FINDINGS

The Committee finds:

1. The Government has yet to provide detail on how Tasracing would perform its statutory responsibilities in the absence of public funding for greyhound racing in the new Deed.
2. The draft Transition Plan provides a structured framework that, if implemented, would deliver an orderly and certain pathway to transition.
3. While the draft Transition Plan has been released publicly and is available for public comment, a formal consultation process is not being undertaken prior to the passage of the Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025.
4. A final Transition Plan is contingent on the Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025 passing Parliament, and the timing of passage of the Bill will determine timeframes for implementing the Plan.
5. Further delays to resolving the Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025 will impact the wellbeing of industry participants, the numbers and the welfare of industry greyhounds.
6. The Voluntary Exit Scheme has called for expressions of interest from industry participants who wish to voluntarily leave the greyhound racing industry by 31 December 2026. The Scheme is currently in a process of consultation and engagement with participants.
7. There are various assessments of the economic impact of the greyhound racing industry.
8. Department of Treasury and Finance modelling indicates the economic impact from the cessation of greyhound racing is manageable.
9. Tasracing estimates that the cessation of greyhound racing in 2029 could represent a saving of $3.07 million per year.
10. The cost of rehoming greyhounds will continue beyond the cessation date of 30 June 2029.
11. Full costs of implementing the Transition Plan cannot be finalised until the Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025 is passed and the phaseout timeline is clear.
12. In recent years, there have been some improvements made to the welfare of racing greyhounds.
13. Concerns remain that standards relating to the five pillars of animal welfare are not being met for racing greyhounds.

14. There is an inherent, unresolvable risk of serious injury or death to dogs involved in greyhound racing.
15. Industry representatives were unable to define an acceptable level of risk to dogs involved in greyhound racing.
16. The Government believes the community no longer accepts the inherent risk to dogs involved in greyhound racing.
17. There is significant financial and emotional impact on community members involved in the rehoming of greyhounds.
18. A staged, managed and appropriately funded program of rehoming of greyhounds is required to meet animal welfare needs and to avoid an escalation of costs at the cessation of racing.
19. Existing funding arrangements lack transparency, accountability, performance improvement measures and have entrenched the financial dependence of the industry on Government funding.
20. Uncertainty around the future of the Tasmanian racing Deed may make it difficult to attract private investment in the remaining two codes.
21. Twenty years is an unusually long term for a Government deed.
22. The Government has reaffirmed its position that it will not fund greyhound racing in the new funding Deed.
23. A number of Australian jurisdictions have responded to community concern about animal welfare in greyhound racing by establishing relevant inquiries and reviews, and in the case of the Australian Capital Territory, implementing a ban.

# RECOMMENDATIONS

Overarching Recommendation

1. **That debate on the Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025 be resumed at the earliest opportunity to end the uncertainty for industry particpants and Tasmanians who support a well-planned transition to end greyhound racing.**

Chapter Recommendations

2. **The Government provide clarity on how Tasracing could undertake its statutory responsibilities to oversight greyhound racing should the code not be funded in the new Deed.**
3. **The new funding Deed should not include greyhound racing.**
4. **The new funding Deed should decrease reliance on taxpayer funding over the life of the Deed.**
5. **The new funding Deed should contain strong public reporting and accountability requirements, including key performance indicators on integrity, animal welfare and financial performance.**

# 1 BACKGROUND AND CONDUCT OF THE INQUIRY

## Background

1.1 On August 10, 2025, the Premier, Hon. Jeremy *Rockliff* MP announced that the Government would phase out greyhound racing in Tasmania by 30 June 2029.

1.2 The Joint Standing Committee on Greyhound Racing Transition (the Committee) was subsequently established on 25 September 2025 to oversee the phase out.

1.3 The Committee's Terms of Reference are as follows:

> *To oversee the phasing out of greyhound racing in Tasmania by 30 June 2029 including matters of:*
>
> *(i) Protecting the welfare of greyhounds and participants in the industry during the phase out period and following its conclusion;*
>
> *(ii) Transitional arrangements for greyhound racing industry participants, including any fair and reasonable compensation requirements;*
>
> *(iii) Requirements of rehoming organisations;*
>
> *(iv) Legislative requirements for the transition; and*
>
> *(v) Any other incidental matter thereto.*

1.4 On 6 November 2025, the Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025 (the Bill) was read for the first time in the House of Assembly (the House).[1] The Bill was debated and passed by the House in December 2025 and transmitted to the Legislative Council (the Council).

1.5 The Council referred the Bill to the Committee on 10 December 2025. The Committee consequently undertook an Inquiry into the Bill, tabling its Final Report on the matter on 25 March 2026.[2] The Council then started the second reading debate on the Bill on 15 April 2026, but part way through adjourned the debate. The Bill has, at the time of this Interim Report, not been further considered by the Council.[3]

1.6 On 4 May 2026, the Committee received correspondence from the Premier regarding the Government's decision to halt debate on the Bill. In the letter, the Premier noted due to further questions arising from the initial contributions during

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[1] Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025 (66 of 2025), https://www.parliament.tas.gov.au/bills/bills2025/greyhound-racing-legislation-amendments-phasing-out-reform-bill-2025-66-of-2025

[2] Report of the Joint Standing Committee on Greyhound Racing Transition, *Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025 Inquiry*, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0017/103553/9.-For-publishing-JH-Greyhound-Transition-Final.pdf

[3] Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025 (66 of 2025), https://www.parliament.tas.gov.au/bills/bills2025/greyhound-racing-legislation-amendments-phasing-out-reform-bill-2025-66-of-2025

the second reading debate in the Council, he respectfully requested the Committee 'undertake further inquiry into the matters presented.'[4] He continued on to state:

> *… the Government's intention remains to develop transition arrangements that provide certainty and support for affected participants, including through appropriate compensation mechanisms, while enabling a responsible and orderly wind-down of the industry.*
>
> *I appreciate the Committee's work in this complex and sensitive policy area and look forward to receiving its further advice as its inquiries progress.*[5]

1.7 The Committee responded to the Premier on 18 May 2026, noting its intentions moving forward:

> *The Committee is of the belief that it is not for the Committee to answer the questions raised by the Legislative Council members in the debate. Answers to these questions are for the Government to provide. Additionally, the Committee has completed the Bill inquiry as referred by the Legislative Council and reported accordingly. The Committee has specific terms of reference to oversee the phasing out of greyhound racing in Tasmania and shall therefore continue its work in this oversight role.*
>
> *With that it mind, the Committee is currently developing a workplan exploring transitional arrangements in other jurisdictions, with the intention to make a report on such matters to Parliament by early September if not sooner.*[6]

1.8 As a result, the following workplan was adopted by the Committee on 25 May 2026, in line with its Terms of Reference:

1. *An examination of other jurisdictions, including any parliamentary or statutory inquiries, decisions to phase out the industry, transition frameworks implemented, animal welfare issues, support for participants, compensation arrangements, timelines followed and social and economic impacts;*
2. *Financial, economic and animal welfare impacts of the proposed phase out of greyhound racing in Tasmania; and*
3. *The future of the Tasmanian racing Deed.*

1.9 This Report should be read in conjunction with the attached documents.

1.10 A list of submissions received on the workplan is provided in Appendix A.

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[4] Letter from the Premier to the Chair of the Joint Standing Committee on Greyhound Racing Transition, dated 4 May 2026, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0016/106207/PREMIER-OUTGOING-Kristie-Johnson-MP-Joint-Standing-Committee-JSC-Greyhound-Racing-Transition_Redacted.pdf

[5] Letter from the Premier to the Chair of the Joint Standing Committee on Greyhound Racing Transition, dated 4 May 2026, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0016/106207/PREMIER-OUTGOING-Kristie-Johnson-MP-Joint-Standing-Committee-JSC-Greyhound-Racing-Transition_Redacted.pdf

[6] Letter to the Premier from the Chair of the Joint Standing Committee on Greyhound Racing Transition, dated 18 May 2026,https://www.parliament.tas.gov.au/__data/assets/pdf_file/0017/106208/18052026-Premier_JSC-Greyhound-Racing-Transition_-final_Redacted.pdf

1.11 Witnesses who appeared before hearings on the workplan are listed in Appendix B.

1.12 The minutes of the Committee are attached as Appendix E.

1.13 Appendix F provides the Transcripts of Evidence from hearings held on the workplan.

## Conduct of the Inquiry

1.14 The Committee resolved to invite, by way of targeted invitation, a number of key stakeholders to provide a submission in relation to the financial, economic and animal welfare impacts of the proposed phase out of greyhound racing in Tasmania; and the future of the Tasmanian racing Deed.

1.15 The Committee received eight submissions and held seven public hearings, with 17 witnesses. The Committee also attended a site visit at Greyhounds as Pets (GAP).

## Structure of this Interim Report

1.16 This Interim Report provides the Committee's consideration of evidence received, and matters occurring in the public domain, until 13 November 2026. Noting the greyhound racing transition remains underway and developments will continue to occur in relation to the Committee's general oversight role, as well as the particular objectives of its workplan, further evidence will be gathered and reported upon in due course.

1.17 The Interim Report includes the following Chapters:

- Chapter 1 discusses the background to, and undertaking of, the workplan;
- Chapter 2 provides an update on the status of the transition in Tasmania, including the draft Transition Plan, as at 13 November 2026;
- Chapter 3 is in relation to the financial and economic impacts of the proposed phase out of greyhound racing in Tasmania;
- Chapter 4 considers potential animal welfare impacts of the proposed phase out in Tasmania;
- Chapter 5 assesses evidence available at the time of reporting in relation to the future of the Tasmanian racing Deed; and
- Chapter 6 assesses the experiences of other jurisdictions in the management, including phase out in some instances, of greyhound racing industries.

# 2 TRANSITION UPDATE

2.1 Since the Committee last reported, there have been a number of developments in relation to greyhound racing in Tasmania. This Chapter provides a status update, as at 13 November 2026, on the latest statewide greyhound audit, the structure of the transition and the draft Transition Plan, including the proposed early exit scheme.

## September 2026 Statewide Greyhound Audit

2.2 Since the Government's announcement in August 2025 of its intention to close greyhound racing in Tasmania, three statewide audits of industry greyhounds have been undertaken. These audits have been undertaken by Tasracing at the instruction of the Tasmanian Racing Integrity Commissioner (the Commissioner).

2.3 The September 2026 audit found a total of 1101 industry greyhounds, connected to a total of 211 licensed participants who were audited.

2.4 The Commissioner provided a table comparing the numbers from each of the three audits, undertaken in September 2025, March 2026 and September 2026 respectively:[7]

| | Sept 25 | March 26 | Sept 26 |
|---|---|---|---|
| TOTAL LICENSED PARTICIPANTS AUDITED | 151 | 168 | 211 |
| | | | |
| ACTIVE GREYHOUNDS | 855 | 893 | 972 |
| RETIRED GREYHOUNDS | 158 | 133 | 129 |
| NON-MICROCHIPPED GREYHOUNDS | 22 | 26 | 36 |
| TOTAL GREYHOUNDS AUDITED | 1035 | 1052 | 1101 |

2.5 This update from the Commissioner also included the following information:

[7] Tabled Paper, 9 October 2026, Tasmanian Racing Integrity Commissioner, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0028/113698/tabled-Commissioner-09102026_statewide-greyhound-audit-comparison.pdf

*Of the Greyhounds audited in September 2026*

- *82 are projected to be over the age of 6 years at 1 January 2027*
- *503 have not raced from 1 January 2026 until date of report (includes 240 Named Greyhounds as well as whelped & unnamed greyhounds)*[8]

2.6 Due to the nature of the Committee's inquiries, evidence received may reference different numbers of audited greyhounds, as well as particpants in the industry, throughout this Interim Report. Clarity will be provided in each instance a figure is provided.

## Structure of the Transition

2.7 As discussed in Chapter 1, the progress of the Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025 (the Bill) through the Council has been halted since 15 April 2026.

2.8 Since this time, the Government has continued to publicly endorse the progress of this Bill as the most appropriate mechanism for the transition, as it will provide an orderly and supported process towards cessation for the industry. However, in May 2026, the Premier publicly confirmed that the greyhound racing industry would be defunded by the Government in June 2029, no matter the outcome of the Bill. A media release from then-Minister for Racing, Ms Jane *Howlett* MP, dated 1 June 2026, provided the following explanation of this Government policy position:

> *Minister Howlett said legislating the phase-out remains the Government's preferred pathway to provide a comprehensive transition framework, including broader compensation mechanisms.*
>
> *"Without legislation, there is no formal transition framework and no long-term certainty," Minister Howlett said.*
>
> *"However, we will not stand still while that process continues - this support scheme is an important interim step to help those who are ready to move on now."*
>
> *Minister Howlett reiterated that government funding for greyhound racing will cease after 30 June 2029.*
>
> *"Our focus is on managing this transition responsibly - supporting people, protecting greyhounds, and delivering certainty for the future," Minister Howlett said.*[9]

2.9 In evidence to the Committee on 9 July 2026 the Commissioner, Sean Carroll, confirmed he is continuing his work with the Greyhound Racing Transition

[8] Tabled Paper, 9 October 2026, Tasmanian Racing Integrity Commissioner, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0028/113698/tabled-Commissioner-09102026_statewide-greyhound-audit-comparison.pdf

[9] Media Release, 'Immediate support scheme to assist greyhound racing participants,' Jane *Howlett* MP, then-Minister for Racing, dated 1 June 2026, https://www.premier.tas.gov.au/latest-news/2026/june/immediate-support-scheme-to-assist-greyhound-racing-participants

Working Group to develop a Transition Plan in line with the provisions of the Bill. However, the Transition Plan cannot be finalised until the Bill has passed.[10] Since this evidence, the Commissioner has released the first draft Transition Plan, which will be discussed in detail later in this Chapter.

2.10 In the period prior to the release of the draft Transition Plan, the Minister for Racing, the Hon. Roger *Jaensch* MP, appeared before the Committee and was questioned as to the status of the Government's position on the transition of the industry. The Minister emphasised that an orderly closure of the industry through the implementation of the then-pending Transition Plan remains the focus of the Government:

> ***Mr JAENSCH*** *- That's what we have a plan for and to do it through an orderly transition. That's what the legislation is for. That's what the Bill is for. That's what the Racing Integrity Commissioner is working on with the transition. It's a matter that's being examined in the context of the review of the Tasracing deed as well. That is the plan that we are focused on and that's our policy. We're not doing a plan for every other possible outcome because that's an infinite range of possibilities. What we're looking at is: here's what we believe meets the community's expectations, the commitment that the Government has given; we're focusing all our energy on doing that well, in a way that leads to outcomes for animal welfare and a fair transition out of the industry for participants. That's what we have a plan for. We don't have a plan for options B, C and D. This is our plan.*
>
> ***Mr WINTER*** *- That's quite at odds with what the Premier said, though. He announced that if - in the event that the legislation doesn't pass and, in fact, the moment you don't have the numbers. There's two things, firstly, he said that the Bill wouldn't come back on until he knew that the Bill would pass, and earlier than that, he said that if the Bill didn't pass, he would simply defund greyhound racing. I'm asking what that actually means. Does that mean you withdraw all regulatory function or does it mean you'll simply decrease the amount of funding?*
>
> ***Mr JAENSCH*** *- What I'm saying is not at odds with what the Premier said. What you're asking is how will that work and what are the details of it. Our plan is around transition, and the Premier has said what the intention would be longer term if that didn't succeed. We don't have a detailed plan for how we go if we fail with the Bill. We're focusing on the proposition that's in front of us now and one of the things that has come through very clearly to me, particularly since I've been engaging with participants, and this is a matter you've raised yourself, is how important it is to provide people with certainty as soon as possible - for them, their families, their community, their animals that they love as well.*
>
> *My job is to provide a certain and clear path for people in the greyhound industry and those who care about greyhounds and get that underway as soon as possible. There are a lot of resources going into designing the best possible way of doing that, supported by legislation which gives it legal effect to happen. Now, this is the recipe for certainty for everybody involved. We've had a lot of engagement with people around what that's going to take. We're going to have another round*

[10] Transcript of Evidence, 9 July 2026, Tasmanian Racing Integrity Commissioner, p. 2.

*of conversations when the detail of the transition plan is released. I am solely focused on delivering that certainty and that fairness and that outcome for animal welfare and a fair transition for participants in the industry as soon as possible. I know that you've said that you care about that too. The way to provide that certainty is to support this Bill.*[11]

2.11 Following the release of the draft Transition Plan, the Minister confirmed before the Committee that he hopes the Bill will be considered by the Legislative Council prior to the end of 2026.[12]

2.12 Greyhounds Tasmania representative Luke Gatehouse was asked about the organisation's understanding of the transition if the Bill is not progressed, but Government funding for the greyhound racing industry is still withdrawn:

> ***Mr WINTER -…*** *But I really want to talk to you about the 'defund greyhound racing policy' that the Premier announced some time ago, which he said he would do irrespective of whether the legislation passed. In your opening statement, you spoke a little bit about the legal advice that you've received, I was hoping you could go into, for the Committee, what evidence you are able to provide around this, because I'm quite concerned that, what it sounds like you're saying is that, if the Government did try and defund greyhound racing without legislative change, that they would end up in court, which sounds very expensive for the taxpayer. Can you take us through the advice as much as you're able to?*
>
> ***Mr GATEHOUSE*** *- … Obviously, given that we're dealing in hypotheticals and we don't know what the Government is planning to do, it's hard to provide specifics, but I can take you through a few items. What I do want to say is that we don't want to go down that path. We really don't want to go down that path. Our preference is for a constructive resolution with the Government. We've consistently said that all we want is a fair go and that we are willing to engage in good-faith consultation.*
>
> *…*
>
> *In terms of areas of the legislation that could possibly be triggered - and again, hypothetically, because we don't know what the Government's thinking or spit-balling today. So, if we look at the section 59 of the Tasracing Regulation Act* [Racing Regulation and Integrity Act 2024]*, it talks about Tasracing being responsible for promoting Tasmanian racing locally, nationally and internationally and that includes greyhound racing, promoting the development of an efficient and effective horse and greyhound breeding industry, and assisting racing clubs with the promotion and marketing of major race carnivals. So, there are certain things that Tasracing are responsible for.*
>
> ***Mr WINTER*** *- So just to be clear, at the moment, by law Tasracing is required to promote greyhound racing and various other things in section 59, and your argument is that because there's a law requiring Tasracing to regulate and promote the industry, it is therefore potentially unlawful for Government to*

[11] Transcript of Evidence, 4 August 2026, Hon. Roger *Jaensch* MP, Minister for Racing and the Department of Natural Resources and Environment Tasmania, pp. 32-33.
[12] Transcript of Evidence, 12 October 2026, Hon. Roger *Jaensch* MP, Minister for Racing and the Department of Natural Resources and Environment Tasmania, p. 7.

*defund greyhound racing at the same time as a law requiring them to promote it? Is that right?*

***Mr GATEHOUSE** - The question around whether it's - how it's funded is a commercial business decision for Tasracing, but they really can't be directed to not fulfil their legislative obligation...*[13]

2.13 Section 59 of the *Racing Regulation and Integrity Act 2024* (the TASRIC Act) outlines the general functions and powers of Tasracing. The TASRIC Act requires that these functions and powers are undertaken but does not oblige the Government to provide public funding of them.

2.14 While industry representatives raised questions of the legality of defunding greyhound racing, animal welfare organisations raised concerns with potential impacts upon greyhounds if an orderly transition was not followed. RSPCA Australia and RSPCA Tasmania submitted that:

> *If government funding is withdrawn without the phase-out legislation being passed, greyhound racing may not automatically cease. Instead, it risks becoming an unfunded industry operating outside the Deed framework. Tasracing's authority to regulate participants, conduct kennel audits, enforce welfare standards and maintain jurisdiction over registered greyhounds depends on the current regulatory and funding framework.*
>
> *If this framework lapses without legislation preserving a regulator with clear jurisdiction and as income for participants is reduced, greyhound welfare risks will increase. This includes reduced compliance and tracking of greyhounds, poorer enforcement of rehoming and euthanasia requirements, and reduced investment into infrastructure such as kennel maintenance and planned upgrades, and track safety. As confidence in the industry's future declines and closure approaches, comprehensive kennel audits and proactive enforcement of standards, policies and rules will be more important than ever.*
>
> *In the absence of a licensed industry regulator, enforcement of animal welfare standards would default to RSPCA Tasmania inspectors under the Animal Welfare Act 1993. RSPCA Tasmania is not resourced, staffed, or mandated to assume regulatory oversight of a commercial racing industry or its former participants. This is not a role RSPCA Tasmania can or should be expected to fill.*
>
> *An orderly, legislated phase-out is the only mechanism that maintains regulatory continuity and preserves RSPCA Tasmania's defined role under the Deed with the Department of Natural Resources, investigating animal cruelty complaints relating to companion animals, rather than substituting as an under resourced regulator for a failed commercial industry.*[14]

[13] Transcript of Evidence, 29 July 2026, Greyhounds Tasmania, pp. 5-6.
[14] Submission No. 1, RSPCA Australia and RSPCA Tasmania, p. 9.

# Draft Transition Plan

## Context of the Draft Transition Plan

2.15 On 21 September 2026, Minister *Jaensch* MP released the draft Greyhound Racing Transition Plan (draft Transition Plan) as prepared by the Commissioner. The draft Transition Plan was created in line with Clause 4 of the Bill, under which the Commissioner is to present a draft to the Minister.[15] The draft Transition Plan is only to be implemented once the Parliament of Tasmania (the Parliament) enacts the necessary legislative framework.

2.16 Having received correspondence from the Minister with a copy of the draft Transition Plan, the Committee consequently held public hearings on 9 October 2026, with the Commissioner, and on 12 October 2026, with the Minister and the Department of Natural Resources and Environment Tasmania (NRE) representatives. These hearings focused on the draft Transition Plan.

2.17 During these appearances, the Commissioner and the Minister confirmed that any feedback and comments on the draft Transition Plan should be provided to the Minister's Office. The Minister detailed the nature of this informal consultation process:

> ***CHAIR*** *- … Minister, the draft Transition Plan is out for community feedback. I understand from the Commissioner's evidence last week that people are invited to provide feedback to your office.*
>
> *What's the timeframe for that when you're having to collate that feedback and provide that back to the Commissioner? How can community members be engaged in that process? Importantly, are you seeking feedback from Legislative Council members who raise questions either in their second reading or with you directly or more publicly, contributions about the information that they need to see to be able to answer questions about what a transition might look like to the end of greyhound racing?*
>
> ***Mr JAENSCH*** *- Thank you, Chair. I've written to Legislative Councillors advising them that the Commissioner is available to them to answer questions or to provide a briefing on the Transition Plan drafting that he has overseen. That's something that he's the most appropriate person to answer questions that people have.*
>
> *With regard to the Transition Plan itself, it's a draft, it's something which isn't complete until the enabling legislation is passed, so it's highly provisional. We've released it in good faith in the interests of being able to describe what our intentions would be should the Bill pass, both for industry participants and those concerned about the issues that it addresses, but also so that we've got something with more structure to it so that Government can prepare in regard*

[15] Please note the Committee has previously reported on the Bill, which can be found here: https://www.parliament.tas.gov.au/committees/joint-committees/standing-committees/joint-standing-committee-on-greyhound-racing-transition/inquiries/greyhound-racing-legislation-amendments-phasing-out-reform-bill-2025-inquiry

*to budgets and other things to make the transition happen. It is a draft and it is highly provisional because it's dependent on a Bill that may still change. It can't operate without the Bill. If we took away, for example, the prohibition on breeding dogs for racing, this Transition Plan doesn't work, the mandatory retirement doesn't work, and you'd have to question any payments for any sort of transitions for any participants at all because it would be like digging a hole in water, there would be replacements there straight away.*

*We are not running a formal consultation process with dates and submissions and reviews on this draft at this time, partly because we may have to do it all over again. We're putting it out there to socialise so that people can see what the Government's intentions are, to provide some information where there's not enough, including for the Legislative Councillors who like to have lots of information available to them before they make their decisions, so those independents in particular who have not yet made their position clear.*

***CHAIR** - Just to be very clear for the record, although there is no formal consultation, members of the community, whether it be industry, community members, rehoming organisations, Legislative Councillors, anyone interested in the draft can forward to you, ask questions, provide feedback and that will be calculated and provided either in a number of iterations or one iteration to the Commissioner for tweaking.*

***Mr JAENSCH** - That's right. We'll be collecting that now. The other critical part is this Committee, which has throughout the process been a forum for opening up these questions, people who are interested, being able to see their questions asked, the answers given, et cetera. This is an important mechanism and will continue to be and will be in itself providing reports and feedback to Government and the public and the Parliament on the matters covered in the Transition Plan.*[16]

2.18 The Commissioner observes that the core objective of the draft Transition Plan is 'to ensure a high level of support for participants and animal welfare throughout the transition process, placing the interest of both participants and the greyhounds at the forefront of this planning.'[17]

2.19 The draft Transition Plan was created to reflect the current policy position of the Government to close the greyhound racing industry in Tasmania, by 30 June 2029. The draft Transition Plan considers the Bill, the Inquiry of this Committee into the Bill and the *Greyhound Transition and Racing Industry Feasibility Study* (Feasibility Study) undertaken by Alignsport on behalf of the Commissioner. The Feasibility Study is included as Annexure Four in the draft Transition Plan

[16] Transcript of Evidence, 12 October 2026, the Hon. Roger *Jaensch* MP, Minister for Racing and Department of Natural Resources and Environment Tasmania, pp. 14-15.
[17] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 2, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

and provides a significant amount of updated data and modelling regarding the industry and the transition.[18]

2.20 The draft Transition Plan was designed with the support of the Tasmanian Racing Integrity Commissioner Working Group (the Working Group). The Working Group currently has representatives from Tasracing, the animal welfare sector and the general Tasmanian public.

2.21 Greyhound industry participants have noted they do not wish to have formal positions on the Working Group until such a time as the Bill is passed. Further to the Working Group, Tasracing established the Tasracing Greyhound Project Group (Tasracing Project Group) to lead the transition, including the implementation of the Transition Plan, and coordinating with the Commissioner and the Working Group.[19]

2.22 Appearing before the Committee on 9 October 2026, the Commissioner confirmed it is his intention that the Working Group will remain established after the cessation date to continue to see the completion of the full transition process.[20]

## Overview of Draft Transition Plan

2.23 The Commissioner presents five objectives for the draft Transition Plan:

a) *safeguard greyhound welfare, including through implementing updates to applicable Greyhound Rules and Policies and other welfare standards, including alignment with the Bill;*

b) *establish a model for greyhound racing in Tasmania to be reduced and phased out over the Transition Period, in line with the expiry of the Tasracing funding deed, Government policy and the Bill;*

c) *support Participants through the Transition Period and beyond, including through a framework of wellbeing support, financial assistance and workforce transition programs;*

d) *ensure the retirement and rehoming of all Greyhounds in the Tasmanian racing industry, including through the support of the Rehoming Programs and other programs and services; and*

e) *strong and effective communication with stakeholders, in particular Participants, Tasracing, animal welfare groups and the broader community, and*

[18] Annexure 4, found in Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 14, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[19] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 14, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[20] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, p. 19.

*the establishment of an appropriate legacy initiative that recognises the contributions and history of the greyhound racing industry in Tasmania.*[21]

2.24 The current draft Transition Plan is made up of 26 individual parts which address a range of administrative areas, as well as proposing the structure of, and guidelines for, key areas of the transition of the industry including:

- regulation, animal welfare;
- retirement and rehoming;
- the welfare of participants;
- support for participants;
- financial assistance; and
- funding of the transition.

2.25 The draft Transition Plan is underpinned by three key mechanisms which the facilitation of much of the rest of the Plan is dependent upon, being regulation, financial assistance available to industry participants and the funding of the scheme. These will be discussed here at the commencement of the Report to establish a baseline understanding of the assumptions underpinning the draft Transition Plan.

***Regulation***

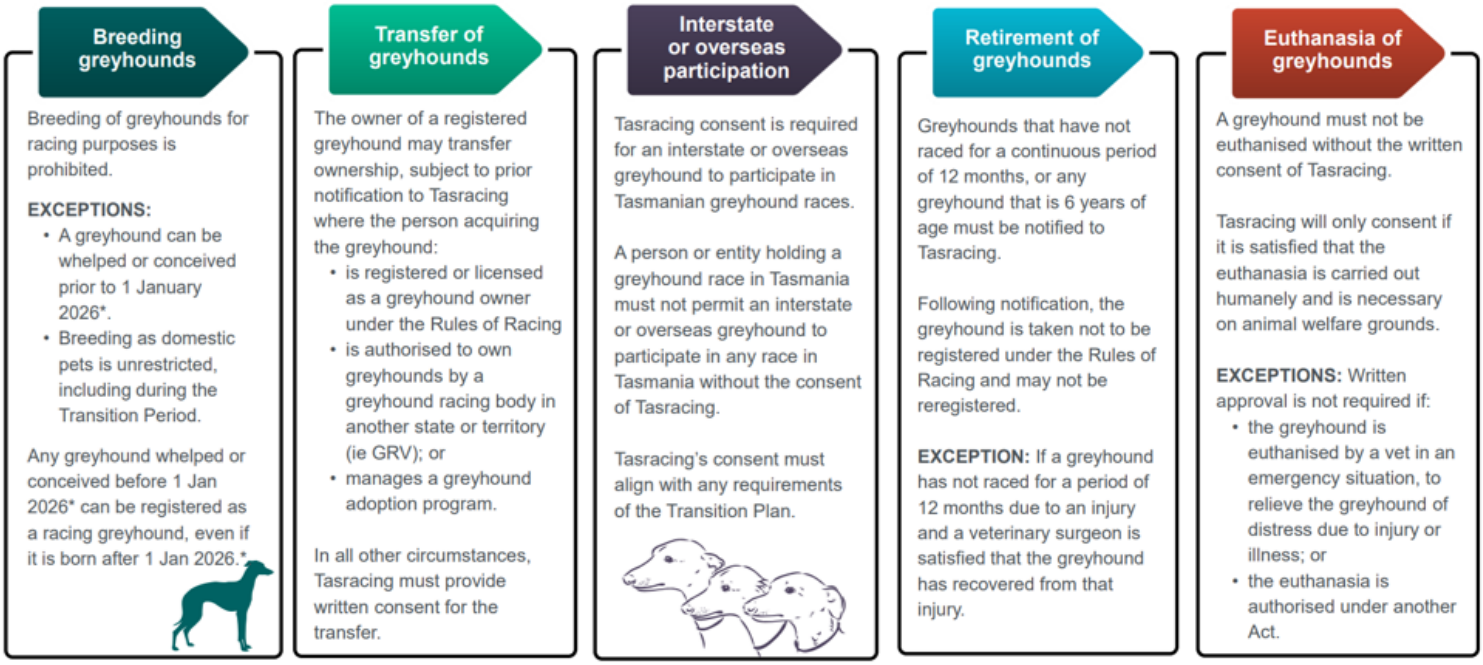
2.26 As the draft Transition Plan is guided on the assumption of the passage of the Bill, it commences with clarification of the regulatory framework, both legislative and otherwise, which will guide the greyhound racing industry through its transition, as well as the management of greyhounds as pets after the cessation date.

2.27 The Bill proposes that the following restrictions and regulations will be imposed on the industry and its participants during the transition period:[22]

[21] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 5, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[22] Chart accessible on page 16 of Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

***Greyhound Racing Legislation Amendments (Phase Out Reform) Bill 2025***
***Transition Period (Bil Commencement date* to 30 June 2029)***
***Racing Regulation Integrity Act 2024 Amended applies (Part 4 of the Bill)***

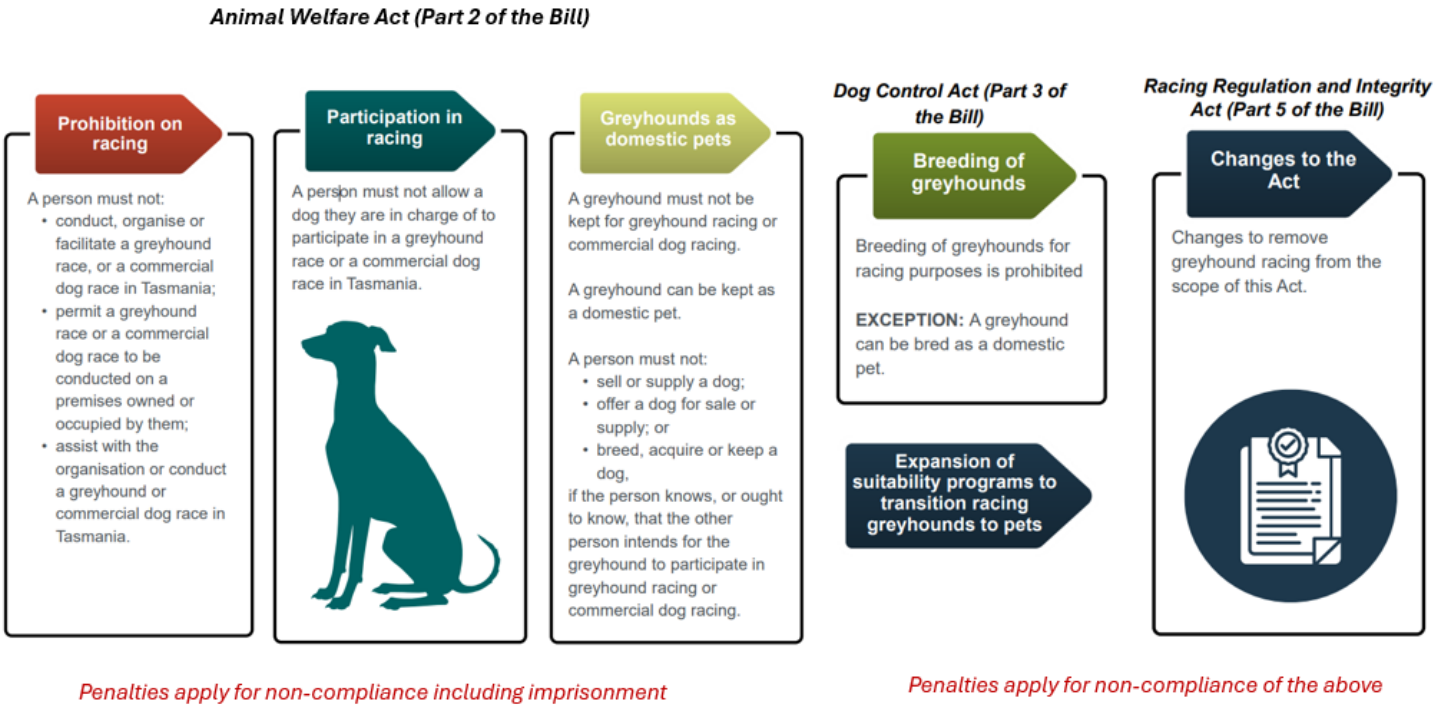



*Penalties apply for non-compliance on any of the above*
**or later date dependent upon when the Bill is passed by Parliament and received Royal Assent*

2.28 Under the draft Transition Plan and the Bill, Greyhound Rules and Policies will remain in place, and be overseen by Tasracing, until the industry cessation date. After this time, the oversight of greyhounds will shift to their treatment as any other dog under the *Biosecurity Act 2019*, *Dog Control Act 2000*, *Animal Welfare Act 1993*, under the jurisdiction of NRE Tasmania, local government and RSPCA Tasmania.[23] In addition, the Commissioner will oversee greyhounds who have been in racing during the transition and after the cessation date:[24]

[23] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 17, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf
[24] Chart accessible on page 19 of the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

***Greyhound Racing Legislation Amendments (Phase Out Reform) Bill 2025 Post Transition Period (from 1 July 2029)***




2.29 The Commissioner confirmed this formal regulatory change when appearing before the Committee on 9 October 2026.[25]

2.30 In addition to the formal legislative changes, the draft Transition Plan proposes changes to the Greyhound Rules and Policies to enable the transition and ensure the ongoing welfare of greyhounds throughout this process.

2.31 The Commissioner proposes two categories of updates to the Greyhound Rules and Policies, administered by Tasracing, to ensure the objectives and intent of the Bill can be implemented. These categories are:

- new offences;
- restrictions and prohibitions; and
- procedural and operational matters.[26]

[25] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, p. 31.
[26] Available in full on pages 19-20 of Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

***Financial Assistance Scheme***

2.32 The second measure which underpins the draft Transition Plan is the Financial Assistance Scheme (the Scheme). The Scheme proposes funding to ensure that animal welfare and regulatory compliance is upheld during and after the transition period. Funds under the scheme will be capped per Licensed Person, subject to eligibility (including maintenance of animal welfare standards) per category of the Scheme. The total budget provided for the Scheme, including the caps for each category, will be determined by the Government.[27] Prizemoney from the industry may be redirected to the Scheme, once considered by Government.[28]

2.33 The Scheme proposes five categories for which eligible applicants may apply, being:

- Trainer Exit Payment (with tiers for payment);
- Breeders Exit Payment (with tiers for payment);
- Per Greyhound Exit Payment;
- Transition Retraining Fund; and
- Transition Hardship Fund.[29]

2.34 Eligibility criteria and the structure of available payments can be found in full from page 54 – 57 in the draft Transition Plan.[30]

2.35 The Scheme will be overseen by the Financial Assistance Panel, to be made up of three independent voting members being:

- the Tasracing Chair;
- the Racing Integrity Committee Chair; and
- an independent member appointed by the Department of Treasury and Finance.

The Panel will also have a non-voting Chair.[31]

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[27] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, pp. 57-58, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[28] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 58, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[29] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 52, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[30] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, pp. 54-57, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[31] Approved for publication response to *in camera* Questions on Notice from the Tasmanian Tracing Integrity Commission, pp. 1-2.

2.36 Applications, and potential payments, under the Scheme are to be assessed against eligibility criteria specific to each of the five categories, as well as that the individual:[32]

> *(i) has strictly complied with:*
>
> 1. *all applicable animal welfare regulations (including the Greyhound Code of Practice);*
> 2. *the Greyhound Rules and Policies (including retirement preparation and rehoming processes and policies specified by Tasracing); and*
> 3. *other applicable local laws, permits and regulations relating to Greyhounds, including the registration of the Retired Greyhound as a pet.*
>
> *(i)* [sic] *has successfully completed all rehoming requirements (detailed in section 16 (Retirements and rehoming) of this Transition Plan) in respect of the relevant Greyhound(s), including notification requirements (which, for the purposes of the Financial Assistance Scheme, will continue to apply after the Cessation Date); and*
>
> *(ii)* [sic] *has complied with any additional eligibility requirements in respect of the relevant Financial Assistance Category.*[33]

2.37 Applications under the Scheme can be made until 31 December 2029, preferably via the Commissioner's online portal.

2.38 Appearing before the Committee, the Commissioner noted the total funds to be made available in the Scheme are currently unknown and to be determined by Government during the budget process.[34]

### *Funding and Resourcing the Transition*

2.39 The third assumption underpinning the draft Transition Plan is that the Office of the Commissioner will require, and receive, further funding to implement its measures. As at the time of the release of the draft Transition Plan, the procurement of funding may include further budget bids by the Commissioner to the Government, as well as the potential rerouting of 'quarantined savings from Tasracing costs and expenses resulting from the reduction in greyhound racing during the Transition Period.'[35]

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[32] For the full list of Eligibility Criteria for each category, please see pages 54 -57 of Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[33] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 53, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[34] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, p. 8.

[35] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 59, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

2.40 The Office of the Commissioner has, in the current budget period, been provided $4.8 million to facilitate the transition. The Minister explained this current funding during his appearance on 12 October 2026:

> ***Mr JAENSCH*** *- ... The $4.8 million you refer to is what's been budgeted so far for the transition process more broadly, including the processes of managing the transition and including the development of the Transition Plan itself. It also includes some provision for increased rehoming of greyhounds and a few other costs that were known and projected at the time. Importantly, that budget amount was developed and approved before the Transition Plan was finalised and the mechanism for financial support for participants leaving the industry was finalised.*
>
> *You've seen in the Transition Plan the model that the Commissioner and his team have proposed for how different types of participants in the industry in different tiers of dependence on greyhounds as part of their income, and exposure to hardship as a result, potentially, of the cessation of racing and that part of their livelihood. You see the mechanism that's been proposed in the Transition Plan, but not dollar figures. I think that the Commissioner has made clear that those dollar figures are a matter for Government to consider.*
>
> *To answer your question, the $4.8 million is the existing budget allocation, which is a provision to get the transition process developed and underway. With the Transition Plan now in hand, we've been able to do some more work on what it will likely cost and what the budget will need to be for that. Now, that won't be something that we can finalise fully until the Bill is passed and we know what the timing is of the commencement of the transition, and we know of any changes that might happen to the Bill through its final stages through the Parliament.*
>
> *Just like the Transition Plan itself, it is proposed, a draft, and we're looking at the costing question in the same context. That work is underway and we are looking at an additional funding ask that will be put through the normal budget process. That might be something which commences with the upcoming budget and is then added to over successive budgets, as we understand the way that people are moving through the transition.*[36]

2.41 The Minister also acknowledged that additional funding will likely be required to specifically address rehoming requirements.[37]

2.42 In response to a question on notice, Minister *Jaensch* MP provided an update on expenditure as at 19 October 2026. The Minister outlined approximately $143,000 of the $4.8 million had been spent. This included:

- *$111,000 for Tasracing's transition project management, greyhound traceability and animal welfare investigation activities;*
- *$12,600 for TasRIC legal and policy resources;*
- *$10,000 for participant wellbeing support; and*

[36] Transcript of Evidence, 12 October 2026, Hon. Roger *Jaensch* MP, Minister for Racing and Department of Natural Resources and Environment Tasmania, p. 6.
[37] Transcript of Evidence, 12 October 2026, Hon. Roger *Jaensch* MP, Minister for Racing and Department of Natural Resources and Environment Tasmania, p. 9.

- *$9,000 for transition-related communications and administration, including advertising for the Voluntary Exit Scheme and the expression of interest for the greyhound adoption program, participant mail-outs and expenses relating to the Greyhound Transition Working Group.*[38]

2.43 The draft Transition Plan notes that Tasracing will continue to have several subsidises and reimbursements available to greyhound industry participants throughout the transition, and for a period following the cessation.[39]

2.44 The physical assets of Tasracing regarding the greyhound racing industry will be assessed to determine what may still be required after the cessation date and what may be otherwise sold or repurposed. The Feasibility Study, to be discussed in detail below, noted the following regarding the assets related to the greyhound racing industry in Tasmania:

> *Tasmania has two official greyhound racing tracks in Hobart (at Elwick racecourse) and in Launceston (at Mowbray racecourse). The previous track in Devonport no longer holds races, albeit Devonport "designated" meetings are now conducted on an alternating basis at both the Elwick and Mowbray racecourses. There are also three separate training facilities in Ulverstone and Brighton used for conditioning and training.*
>
> *The Elwick and Mowbray greyhound tracks are located on land owned by the TRC and the TTC, respectively. Tasracing lease these facilities from the respective clubs and is responsible for the maintenance, management and operation of greyhound racing infrastructure and associated assets.*
>
> *The Brighton Straight Track operates under a lease arrangement with Brighton Council and is managed by the Greyhound Owner, Trainer and Breeders Association of Tasmania, with maintenance responsibilities undertaken by Tasracing.*
>
> *Infrastructure improvements at this facility have primarily been funded by Tasracing, including investment in the lure system. The Ulverstone Straight Track is located on Council-owned land, with infrastructure constructed and owned by Tasracing.*[40]

2.45 Operational assets including lures, starting boxes, lighting infrastructure, lure rails, safety rails, fencing and gates, track surfaces and wash-down facilities were also noted in the Feasibility Study as potential items for sale. Such sales

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[38] Response to Questions on Noticed dated 29 October 2026, Hon. Roger *Jaensch* MP, Minister for Racing, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0019/114328/29102026_Minsiter-QoN-Responses_Redacted.pdf

[39] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 59, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[40] Annexure 4, p. 33, found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

are dependent upon the willingness of other codes or interstate greyhound industries to purchase them.[41]

2.46 The draft Transition Plan, in relation to funding, also notes the current additional staff recently employed by Tasracing to assist with the transition will continue to be funded throughout the transition. However, these roles will be assessed throughout the transition period, as well as post cessation, to determine if they remain required on an ongoing basis.[42]

## Feasibility of the Industry

2.47 The draft Transition Plan heavily utilised the findings and data of the Feasibility Study in its formation. The Feasibility Study was undertaken by Alignsport and released to the Commissioner on 3 August 2026.[43] The Feasibility Study concerned the potential financial impact of the transition and rehoming, and the impact of the transition on the thoroughbred and harness racing codes. The findings of the Feasibility Study informed the draft Transition Plan; however it is noted that the modelling and projections of the work are subject to change as the path to transition eventuates.[44]

2.48 The Feasibility Study considered the viability of the current racing industry in Tasmania, inclusive of all three codes (greyhound, harness and thoroughbred). The Feasibility Study found that in the 2024-25 financial year, the Government Funding Deed provided 52.7% of Tasracing's revenue, increasing to 62.5% when the Government Point of Consumption Tax (POCT) Deed is included.[45] The Funding Deed contribution of 52.7% of Tasracing's revenue increased from 47.4% in the previous financial year.[46] Comparatively, wagering revenue has fallen from 37.1% in the 2021-22 financial year to 30.9% in 2024-25 (which was a

[41] Annexure 4, p. 33, found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[42] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 60, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[43] The *Greyhound Transition & Racing Feasibility Study: Cessation of Tasmanian Greyhound Racing* by Alignsport is available in full as Annexure 4 of the draft Transition Plan: https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[44] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 29, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[45] Annexure 4, p. 7 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

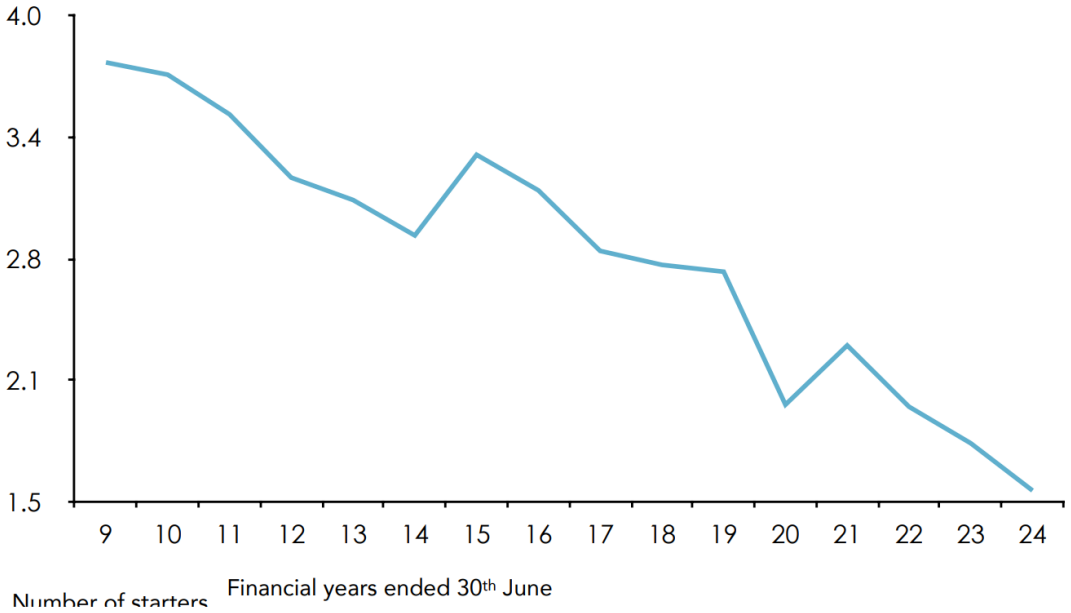
[46] Annexure 4, p. 7 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

5.4% increase on the 2023-24 financial year).[47] This shows an increasing dependence of Tasracing on Government funding.

2.49 In his report, *The Financing of greyhound racing in Tasmania*, released on 22 May 2025, economist Saul Eslake confirmed the industry's dependence on public funding, based on data publicly available at the time:

> *In multiple respects, the return generated by government funding of Tasmanian greyhound racing has been steadily declining. As one illustration, each $1,000 of the government-funded 'code allocation' to greyhound racing generated only 1.6 starters at races in 2023-24, compared with 3.8 starters in 2008-09 – a decline of 58.5% (Chart 4 below). Put differently, each starter embodied $642 of government funding in 2023-24, compared with $266 in 2008-09, an increase of 137% (or 64% in real terms).*
>
> *Alternatively, given that one of the principal 'purposes' of greyhound racing is (according to its supporters) to provide an outlet for gambling, the amount wagered on Tasmanian greyhound races per dollar of 'code allocation' has fallen from a peak of $64.40 in 2020-21 to $36.52 in 2023-24, a smaller figure than in 2010-11 (Chart 5 on the following page).*[48]

**Chart 4: 'Productivity' in Tasmanian greyhound racing – number of race starters per $'000 of 'code allocation'**

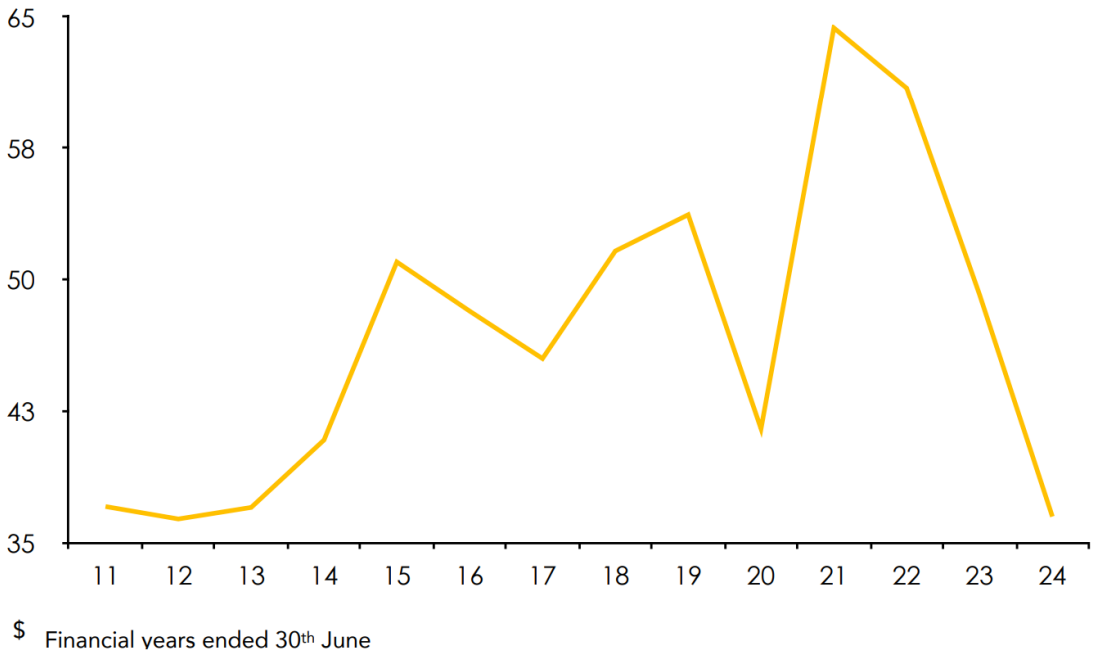



*Sources:* Tasracing (2015: 46, 2020: 26 and 2024: 44); Corinna Economic Advisory.

[47] Annexure 4, pp. 7-8 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[48] Saul Eslake, *The financing of greyhound racing in Tasmania*, 22 May 2025, pp. 13-14, https://www.sauleslake.info/the-funding-of-greyhound-racing-in-tasmania/

**Chart 5: 'Productivity' in Tasmanian greyhound racing – amount wagered on Tasmanian greyhound racing per dollar of 'code allocation'**




*Sources:* Tasracing (2015: 46, 2020: 26 and 2024: 44); Corinna Economic Advisory.

2.50 Key observations made in the Feasibility Study reflect more detailed and contemporary data:

> *(a). Every race, at every venue, across every code, operates at a loss before Government funding and POCT. The average thoroughbred race loses ≈$22,000 meaning that by commencement of each race stakes are ordinarily being majority-funded by Government. King Island is starker still with average stakes of $3,341 against a cost per race of almost $14,000, with all meetings run as non-TAB and generating negligible wagering revenue;*
>
> *(b). harness races lose between $6,500 and $10,700 per race, with the two principal venues (Hobart and Launceston) each losing approximately $10,400 to $10,700 per race, roughly equal to the average stakes offered;*
>
> *(c). greyhound racing operates at a fraction of the per-race cost of the other codes: losses of $1,710 (Launceston) and $1,414 (Hobart) per race, well below its average stakes of between $4,360 and $4,735, reflecting the strongest wagering return relative to outlay of the three codes; and*
>
> *(d). notably, this position is reached under a cost-apportionment methodology that allocates shared facility costs by proportion of meetings, resulting in greyhound racing bearing over 50% of all apportioned facility costs at Launceston and Hobart. An even split between codes at shared venues would materially improve the reported greyhound position and worsen the other codes' - a*

*methodological point that becomes central to the treatment of stranded facility costs after cessation...*[49]

2.51 The Feasibility Study discussed the expenses of Tasracing over the periods from the 2021-22 financial year to the 2025-26 financial year:

> *From a costs perspective, Tasracing's total operating expenses have grown from $63.02m in FY22 to $75.80m in FY25 - an increase of $12.78m (20.3%) over three years (against revenue growth of $6.22m (9.2%) over the same period). Tasracing's operating position deteriorated from a profit before tax of $4.87m in FY22, to near breakeven in FY23 ($0.40m profit), and losses in FY24 ($1.73m) and FY25 ($1.69m). Expense growth running at more than twice the rate of revenue growth is the central pressure on Tasracing's financial position: FY25 expense growth of 6.1% was the largest single-year dollar increase ($4.37m) of the period.*
>
> ...
>
> *The composition of the cost base remains heavily weighted towards direct returns to industry. Prizemoney and industry funding of $41.73m represented 55.0% of total expenses in FY25, with employee benefits (16.6%) and race day and racing expenses (13.3%) the next largest categories. Depreciation and amortisation, sales and marketing, finance costs and other expenses together accounted for the remaining 15.1%.*[50]

**Table 2.2 Operating expenses by category, FY22 to FY25 ($m)**

| Category ($m) | FY22 | FY23 | FY24 | FY25 | Change FY22–FY25 |
|---|---|---|---|---|---|
| Prizemoney & industry funding | 35.09 | 39.92 | 40.40 | 41.73 | 18.9% |
| Employee benefits | 9.43 | 9.77 | 10.67 | 12.59 | 33.5% |
| Race day & racing | 7.36 | 7.63 | 8.10 | 10.07 | 36.8% |
| Depreciation & amortisation | 4.95 | 4.91 | 4.91 | 4.76 | (3.8%) |
| Other expenses | 3.23 | 3.54 | 4.86 | 4.42 | 36.9% |
| Sales & marketing | 2.29 | 1.80 | 2.00 | 1.80 | (21.4%) |
| Finance & leasing | 0.67 | 0.66 | 0.48 | 0.44 | (34.9%) |
| **Total expenses** | **63.02** | **68.23** | **71.43** | **75.80** | **20.3%** |
| **Total revenue & other income** | **67.89** | **68.63** | **69.70** | **74.11** | **9.2%** |
| **Profit/(loss) before tax** | **4.87** | **0.40** | **(1.73)** | **(1.69)** | **–** |

2.52 The Feasibility Study went on to consider the racing activity across the three codes from financial year 2020-21 to 2024-25:

[49] Annexure 4, p. 16 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[50] Annexure 4, pp. 8-9 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

**Table 2.3 Meetings, races and starters by code, FY20 through FY25**

| Measure | FY21 | FY22 | FY23 | FY24 | FY25 |
|---|---|---|---|---|---|
| **Thoroughbred** | | | | | |
| Meetings | 71 | 65 | 70 | 73 | 73 |
| Races held | 574 | 534 | 568 | 586 | 575 |
| Overall starters | 5,108 | 4,875 | 5,210 | 5,573 | 5,208 |
| Average races/meeting | 8.08 | 8.21 | 8.11 | 8.02 | 7.87 |
| Average starters/race | 8.9 | 9.1 | 9.2 | 9.5 | 9.1 |
| Stakes ($'000) | 12,954 | 14,276 | 16,426 | 17,527 | 17,092 |
| **Harness** | | | | | |
| Meetings | 85 | 85 | 88 | 91 | 90 |
| Races held | 724 | 737 | 796 | 791 | 750 |
| Overall starters | 7,249 | 7,722 | 8,077 | 7,484 | 6,441 |
| Average races/meeting | 8.51 | 8.67 | 9.04 | 8.69 | 8.33 |
| Average starters/race | 10.0 | 10.5 | 10.1 | 9.5 | 8.6 |
| Stakes ($'000) | 6,132 | 6,904 | 7,801 | 8,372 | 8,340 |
| **Greyhound** | | | | | |
| Meetings | 158 | 159 | 157 | 154 | 155 |
| Races held | 1,558 | 1,539 | 1,562 | 1,535 | 1,579 |
| Overall starters | 11,979 | 11,734 | 11,706 | 11,372 | 11,861 |
| Average races/meeting | 9.86 | 9.67 | 9.94 | 9.96 | 10.18 |
| Average starters/race | 7.7 | 7.6 | 7.5 | 7.4 | 7.5 |
| Stakes ($'000) | 5,087 | 5,599 | 6,535 | 6,966 | 6,966 |

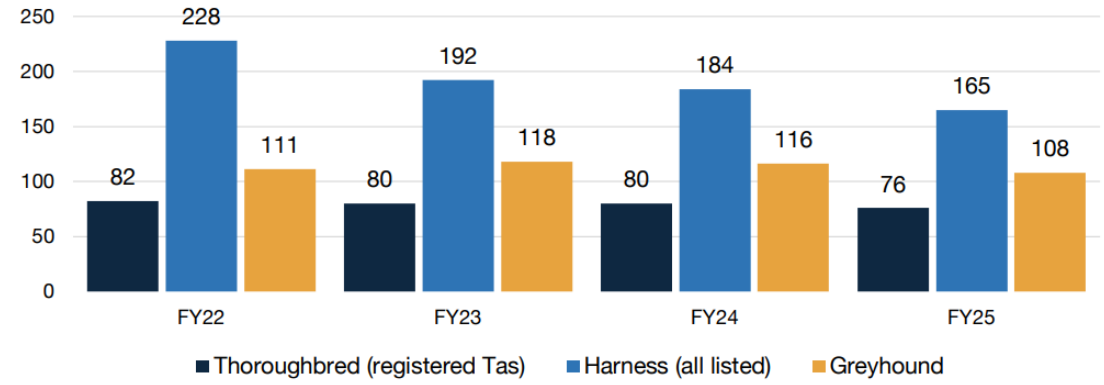
2.53 With these totals in mind, the wagering outcomes across the three codes since financial year 2021-22 until 2024-25 were found to have fallen by 17.3%, with changing and uneven downturn across the individual codes in this period.[51] However, in 2024-25, greyhound racing turnover increased by 5.2%, while the other two codes continued to decline.[52]

2.54 All races, in all three codes across the assessed racing calendars,[53] were found to operate at a loss, before consideration of Government funding (Funding and POCT Deeds).[54] The average loss varied across location and code. While the greyhound code received the smallest monetary loss, greyhound races operate at a lower administrative cost than the other codes.[55]

[51] Annexure 4, p. 13 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf
[52] Annexure 4, p. 13 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf
[53] 2024/25 season for thoroughbred and harness racing and 2023/24 season for greyhound racing.
[54] Annexure 4, p. 16 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf
[55] Annexure 4, p. 20 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

2.55 The Feasibility Study also considered the demographic of participants across the three industries, finding that trainer numbers across all codes have decreased over time:[56]

**Chart 2.9: Trainer numbers by code[20]**




2.56 Trends across the three codes found an aging cohort of trainers in each:

> *Thoroughbred trainers average 55.2 years (median 56.5), with the average age of the top five trainers rising 7.5 years over five seasons (43.9 in FY21 to 51.4 in FY25) and the top 25 up 3.2 years - the leading ranks are not being renewed from below.*
>
> *Harness trainers average 54.7 years (median 57), with 46.4% of Tasmanian harness trainers aged 60 or over, 19.2% aged 70 or over, and only 20.8% under 40.*
>
> *In greyhounds, 63.9% of trainers are aged 55 or over and 30.6% are 70 or over.*[57]

2.57 However, there has also been a small increase in younger trainers in the greyhound code:

> *Between FY24 and FY25 the 25 to 40-year-old trainer bracket grew 50% (10 to 15 trainers) and their greyhounds 13%, while ten trainers aged over 70 ceased training. But the scale is small - the ten exiting trainers held 24 greyhounds against seven held by the seven new entrants under 40 - and no equivalent renewal is visible in the horse codes.*[58]

2.58 In the greyhound industry, of 108 active trainers in the 2024-25 financial year, 18 earnt over $100,000 and eight over $200,000. The median earnings per

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[56] Footnote 20 in chart title below references: Racing Australia registration data and Tasracing trainer records (thoroughbred and harness); OzChase records harness includes interstate trainers with Tasmanian starters; Harness related to FY24 season, as per Annexure 4, p. 20 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[57] Annexure 4, pp. 20-21 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[58] Annexure 4, p. 21 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

trainer, before the costs of feed, veterinarian cover, transport and all other costs are considered, is $29, 187.[59] Further to this:

> *just under two-thirds of earning trainers grossed less than $50,000; the bottom 25 earning trainers have averaged approximately $3,500 per year over the past four seasons; and 15–20% of trainers receive no stakes at all in a given year.*[60]

***Greyhound Races***

2.59 Tasracing develops the racing calendars of all three codes. The draft Transition Plan proposes a gradual reduction in greyhound races over the transition period to enhance the safety of the transition by focusing on a steady and predictable reduction. This will include ensuring the number of races run reflects the shifting quantity of racing greyhounds in the industry at any one time and allows for responsive shifts in conduct in light of unexpected events which may occur.[61] The proposed racing modelling was structured on the numbers of greyhounds, including potential variation for interstate transfers and whelping numbers, used in the Feasibility Study.[62]

2.60 The draft Transition Plan proposes a 25% year-on-year reduction in the greyhound racing calendar.[63] This would see a reduction in races from 1,174 between August 2026 to 31 July 2027, to 614 between August 2028 to 30 June 2029.[64] This model keeps consistent numbers of dogs per race to approximately six, before a further reduction to four in August 2028.[65] The Commissioner noted Tasracing has confirmed it is able to make adjustments to the greyhound racing calendar within a two-to-three month period of time.[66]

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[59] Annexure 4, p. 23 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[60] Annexure 4, p. 23 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[61] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, pp. 30-31, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[62] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, pp. 31-32, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[63] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 32, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[64] Annexure 4, p. 38 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[65] Annexure 4, p. 38 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[66] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, p. 9.

2.61 During the transition period, Tasracing is also expected to provide minimum monthly progress reports on the greyhound racing calendar, including financial and operational data and costs. Further, proposed prizemoney for greyhound races is to be provided by Tasracing to the Commissioner during the transition period and is not to 'exceed the FY2025/26 average prizemoney per race multiplied by the number of races held in that year of racing (plus CPI).'[67]

2.62 The potential financial impact of the transition was also considered in the Feasibility Study in comparison to if no transition occurred, based upon an optimum projection of race meetings and venues, with a maximum of 11 races per meeting. This found that the proposed transition model 'is projected to be essentially self-funding, with a small negative variance of approximately ($82,404) against baseline:'[68]

**Table 6.7 Optimised financial position based on Transition Model (incl. vs. Baseline)**

| Period | Financial Performance |
|---|---|
| 1 Aug 2026 – 31 Jul 2027 | $906,271 |
| *v. Baseline* | *$14,110* |
| 1 Aug 2027 – 31 Jul 2028 | $926,494 |
| *v. Baseline* | *$34,332* |
| 1 Aug 2028 – 30 Jun | $700,161 |
| *v. Baseline* | *($116,736)* |
| **Total** | **$2,532,926** |
| *Total v Baseline* | ***($82,404)*** |

## Management of greyhounds

2.63 A key function of the draft Transition Plan is clarity regarding the management of racing greyhounds during the transition period and after the cessation of the industry. These elements of the draft Transition Plan are hinged upon ensuring clear animal welfare standards are reached, which can be achieved through an orderly and managed transition framework.

2.64 The key parts of the draft Transition Plan which address the management and welfare of greyhounds within and after the transition are:

- the numbers of racing greyhounds;
- the breeding of greyhounds for racing purposes; and
- the retirement and rehoming of greyhounds.

[67] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 33, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[68] Annexure 4, p. 40 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

These areas of the draft Transition Plan will be considered alongside the data provided in the Feasibility Study.

***Number of Racing Greyhounds***

2.65 The Feasibility Study provided updated modelling not previously released which is taken into account in the draft Transition Plan. This modelling is based on the number of active greyhounds in the industry of 893, as per the September 2026 Tasracing audit.[69]

2.66 The baseline projection of the 893 active greyhounds in the industry, with the addition of the number of pups whelped until June 2026 and a final inclusion of predictive assumptions of future whelping through the 2026-27 financial year based on historic data, provided the following proposition:

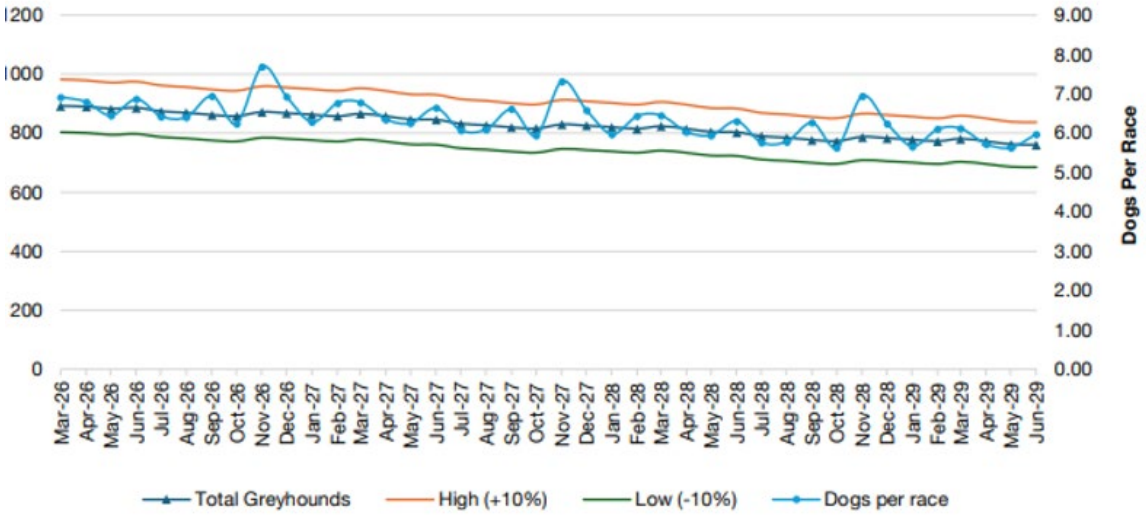
[69] Annexure 4, p. 30 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

**Table 6.1 Projected baseline Tasmanian greyhound numbers, March 2026 to June 2029**

| Period | Baseline projection |
|---|---|
| Mar 2026 | 893 |
| Jun 2026 | 903 |
| Dec 2026 | 885 |
| Jun 2027 | 863 |
| Dec 2027 | 843 |
| Jun 2028 | 820 |
| Dec 2028 | 800 |
| Jun 2029 | 778 |

Under natural attrition alone, the population falls by only approximately 12.9% over the period March 2026 through 30 June 2029, leaving 778 active greyhounds at the Cessation Date. The rehoming consequences of that outcome are addressed at Section 7.6.

**Chart 6.1: Projected baseline Tasmanian greyhound numbers (including high & low projections), and dogs per race metric, March 2026 to June 2029**




2.67 Comparatively, the Feasibility Study projects that, for a successful and safe transition of the number of active greyhounds currently in the industry by end June 2029, the following steps would need to be implemented:[70]

a) *a legislated ban on breeding, with zero pups whelped in Tasmania from 1 September 2026;*

b) *a legislated restriction on the ongoing importation of racing greyhounds into Tasmania, with imports reduced to 10% of historic monthly levels from 1 September 2026;*

c) *trainer or owner led retirements reduced to 50% of historic monthly averages, on the assumption that whelping and import restrictions will cause participants to race the existing population for longer; and*

[70] The Committee notes this model is drafted to include certain commencements under the Bill at 1 September 2026 which, at the time of Reporting, has passed.

d) *a legislated retirement age for greyhounds of six years being implemented on 1 September 2026, which on the basis of the March 2026 greyhound audit will result in 92 retirements in September.*[71] [72]

2.68 This proposed transition model would require the following progress milestones to be met twice yearly until June 2029:

**Table 6.2 Transition Model projected greyhound numbers versus baseline**

| Period | Baseline | Transition model | Variance |
|---|---|---|---|
| Start (Mar 2026) | 893 | 893 | — |
| Jun 2026 | 903 | 903 | — |
| Dec 2026 | 885 | 730 | (155) |
| Jun 2027 | 863 | 593 | (270) |
| Dec 2027 | 843 | 465 | (378) |
| Jun 2028 | 820 | 328 | (492) |
| Dec 2028 | 800 | 200 | (600) |
| Jun 2029 | 778 | 64 | (714) |

***Breeding of Greyhounds***

2.69 The numbers of racing greyhounds intersects with the proposed regulations on breeding in the Bill. These proposed amendments to the regulations on breeding are reflected in the draft Transition Plan. Again, the draft Transition Plan is established on the basis that breeding restrictions will be in place after the passage of the Bill. While this is the anticipated intended outcome of the Bill, the Transition Plan and the Feasibility Study acknowledge the current ongoing status of whelping in Tasmania and imagine what continued breeding without changed restrictions may mean for a safe transition.

2.70 The Feasibility Study supplied breeding numbers in Tasmania since 2018-19 until 2024-25, noting as well whelping in the final two quarters of the 2025-26

[71] Footnote 33, This significant retirement number is a reflection of a buildup of the ageing population of greyhounds, and on our forecasts for the remainder of the phase out period, there will be an average of 6.91 legislated retirements per month in 26/27, increasing to 13.91 in year 27/28, and 20.6 per month in 28/29, for a total of 548 legislated retirements. This compares to our forecast 568 total retirements during the phase out period based on historical monthly averages (including deceased Greyhounds), cited in Annexure 4, p. 36 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[72] Annexure 4, p. 36 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

financial year, which occurred since the announcement of the pending transition:[73]

In the completed 24/25 season, 108 registered trainers had at least one starter in a Tasmanian greyhound race; 712 unique greyhounds recorded a start and more than 850 greyhounds in total were in training across the state. Those trainers competed for over $6.9m in prizemoney, of which trainers ordinarily retain between 10% and 50% depending on their arrangements with owners. Breeding activity has contracted materially from its recent peak. In the 24/25 season, 155 pups were whelped from 25 litters:

**Table 4.2 Greyhound pups whelped and litters in Tasmania, 18/19 through 24/25**

| Season | 18/19 | 19/20 | 20/21 | 21/22 | 22/23 | 23/24 | 24/25 |
|---|---|---|---|---|---|---|---|
| Litters | 40 | 32 | 40 | 44 | 34 | 19 | 25 |
| Pups whelped | 248 | 203 | 283 | 294 | 210 | 110 | 155 |

2.71 The Feasibility Study also included updated data on the whelping numbers for 2025-26, which saw a significant increase in whelping after the tabling of the Bill in November 2025. The number of pups whelped from January 2026 to June 2026 totalled 139. This exceeded the total whelping of 110 greyhounds for the whole of 2023-24 and was over 80% of the total 155 greyhounds whelped in the entire 2024-25 season:[74]

**Table 6.3 Monthly pups whelped in Tasmania, FY26**

| Month | Pups whelped | Month | Pups whelped |
|---|---|---|---|
| Jul 2025 | 0 | Jan 2026 | 31 (2 dec) |
| Aug 2025 | 7 | Feb 2026 | 8 |
| Sep 2025 | 12 | Mar 2026 | 21 |
| Oct 2025 | 0 | Apr 2026 | 35 |
| Nov 2025 | 8 | May 2026 | 25 (4 dec) |
| Dec 2025 | 22 | Jun 2026 | 19 |
| **H1 total** | **49** | **H2 total** | **139** |

2.72 These whelping numbers, and the current absence of the implementation of the proposed breeding restrictions as drafted in the Bill, will further impact the draft Transition Plan and the ability to safely and successfully transition all racing greyhounds out of the industry by end June 2029.[75]

[73] Footnote 31 in Table 4.3 reads as follows: We refer to the Greyhound Breeding, Racing Injury and Retirement Quarterly Report (April to June 2026) released by the TIU, which provides for only 21 pups whelped in May 2026 and two pups whelped in June 2026. These numbers have increased through notifications since this report was published., Annexure 4, p. 29 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[74] Annexure 4, p. 37 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[75] Annexure 4, p. 38 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

2.73 At a hearing on 9 October 2026 the Commissioner discussed the potential reason for the increase in breeding, as well as other associated trends in ownership in the industry:

> ***Ms O'CONNOR*** *- … That goes to your latest audit result too, where we've seen an increase in the number of registered greyhounds. To your knowledge, is that from an increase in breeding or imports? How do you think there has been that shift in a relatively short period of months?*
>
> ***Mr CARROLL*** *- As I have said to this Committee before, that we have seen an increase in breeding from previous years, especially since the announcement of the Bill and the prohibition that was put on breeding. I've spoken to a lot of greyhound participants as to the reasons why there's concerns that if the Bill is passed, there will be a shortage of greyhounds to race up until June 30, 2029, so people are breeding greyhounds. As I said before, it appears, and whilst this is a very small dataset of one audit at this stage, that participants are hanging onto their greyhounds longer to allow them to continue to race. That flies in the face of the proposal in the Bill that greyhounds, at an age of six years, will be retired because of the greater risk of injury and so forth. There are a potential number of reasons for the increase in numbers. I don't want to assume what they may or may not be, but it was something that I think that I'd said to this Committee that we predicted would occur.*[76]

### *Retirement and Rehoming*

2.74 The retirement and consequential rehoming of the majority of former racing greyhounds was a key consideration of the draft Transition Plan. The Feasibility Study considered the historic retirement data from the Tasmanian industry, which found that since October 2022, the majority of greyhounds that retired were rehomed through adoption pathways provided by the Greyhounds as Pets (GAP) program, run by Tasracing, or other third-sector programs:[77] [78]

**Table 7.1 Rehoming pathways for retired Tasmanian greyhounds, Oct 2022 – Jan 2026**

| Pathway | Dogs | % of retirements |
|---|---|---|
| Adoption programs (GAP and third-sector programs) | 340 | 48.2% |
| Rehomed privately as pet (Third party) | 253 | 35.9% |
| Retained as pet (Owner or Trainer) | 81 | 11.5% |
| Retired to Breeding | 24 | 3.4% |
| Surrendered to other agency / other[37] | 7 | 1.0% |
| **Total retirements** | **705** | **100.0%** |

[76] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, p. 5.
[77] Annexure 4, p. 41 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf
[78] Footnote 37 in the Table reads, 'Includes surrender to Hobart Dogs Home, Launceston Dogs Home, or North East Animal Sanctuary,' in Annexure 4, p. 41 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

2.75 Of the retirements through adoption programs since 2022:

- 242 of the greyhounds (71%) were supported through GAP;
- 38 through the Dogs' Homes of Tasmania;
- 26 through Illoura Animal Refuge;
- 21 through Brightside; and
- 12 through RSPCA Tasmania.[79]

2.76 While the historic retirement and rehoming data provide a background to the Tasmanian setting, the Feasibility Study also went on to consider the current rehoming capacity within the state. This work found that the state currently holds the ability to 'absorb' 16-18 greyhounds for rehoming per month from the industry:[80] [81]

[79] Annexure 4, p. 41 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[80] Annexure 4, pp. 43-44 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[81] Footnote 41 in the Table reads, 'Based on reported YTD FY26 rehoming numbers.' in Annexure 4, p. 43 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf and Footnote 42 in the Table reads, 'We note that the Dogs Home of Tasmania currently only receives a rebate of $400-$600 from Tasracing for dental, however for the purpose of forward projections we have used the actual total projected cost of dental procedures required which the RSPCA have advised they will require reimbursement for.' in Annexure 4, p. 43 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

**Table 7.3 Tasmanian greyhound rehoming pathways, capacities and costs**

| Pathway or Organisation | Max. intake at any one time | Avg. length of stay | Cost Breakdown (≈$) | Total Cost (≈$) (Rehoming) |
|---|---|---|---|---|
| **GAP** | ~100-120 dogs/yr adopted[41] | *Not provided* | *See below* | |
| **RSPCA Tasmania – shelter/kennel** | 10 dogs (assessment-flow capacity) | *Not provided* | $400–500 desex + $100 vacc. + $1,000–1,500 actual dental | $2,000 - $2,500 |
| **RSPCA Victoria** | 10 dogs (assessment-flow capacity) | *Not provided* | Presumed Mirrors RSPCA Tasmania + Transport Cost | $2,500 - $3,000 |
| **Dogs' Homes of Tasmania** | 15 dogs (assessment-flow capacity) | *Not provided* | $400–500 desex + $100 vacc. + $1,000 - $1500 dental[42] ≈ $1,400–2,000. | $3,400 - $4,000 |
| **NEAST (North East Animal** | 4–5 dogs at a time | *Not provided* | *Role limited to pre-assessment holding for RSPCA, no separate cost data identified.* | |

2.77 Under the transition model proposed by the Feasibility Study, by financial years 2027-28 and 2028-29, 12-13 greyhounds will need to be rehomed a month. If the transition model occurs, meaning the Bill has passed and the relevant breeding and retirement clauses are enacted, an estimated 64 greyhounds will remain in the industry for rehoming at the cessation date. The proposed transition model for retirements, including rehoming, is outlined in Table 7.6 below:[82] [83]

**Table 7.6 Projected annual departures and rehoming demand: Transition Model**

| Measure | FY27[43] | FY28 | FY29 | Post-cessation |
|---|---|---|---|---|
| Retired & deceased (modelled) | 270 | 172 | 172 | — |
| — Retirements requiring rehoming (≈)[44] | 223 | 142 | 142 | — |
| —Monthly rehoming demand (≈) | 23 | 12 | 12 | — |
| Exports (leave Tasmania) | 116 | 116 | 116 | — |
| Terminal cohort at 30 Jun 2029 | — | — | — | **64** |

[82] Annexure 4, p. 44 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[83] Footnote 44 in the Table reads 'Over FY24 and FY25 there have been 527 retired & deceased greyhounds, 145 (or 27.5%) of which were deceased. We have used this percentage to determine the percentage of retired/deceased greyhounds that require rehoming.', in Annexure 4, p. 44 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

2.78 However, the transition model also considered existing GAP waitlists and the potential impact of this on the desired orderly transition:

> *That being said, with a current seven month waitlist of 40 greyhounds into the GAP program, and a carry-over from FY27 Rehoming Capacity into FY28 and FY29 of ≈77 greyhounds (being 223 – 146 capacity), we would estimate the greyhounds requiring rehoming as at the Cessation Date under the transition model to be approximately 181. This amounts to ≈1.3 times Rehoming Capacity.*
>
> *Orderly absorption of that cohort is expected to take up to 24 months (without requiring the additional assistance of private or owner rehoming programs), which is consistent with the continued operation and funding of GAP through at least FY31–FY32…* [84]

2.79 The costs of the proposed transition model for retirement and rehoming were also considered in the Feasibility Study:

> *Financial impact against the proposed transition model Rehoming costs under the proposed transition model comprise three layers:*
>
> *(a). continuing GAP operations: ≈$0.86m per annum through the Transition Period and through at least FY31–FY32 post-cessation to absorb the terminal cohort, being an indicative $5.2m in aggregate across FY27–FY32. This expenditure is deliberately excluded from the recurring cessation savings in Section 9, because it does not cease at the Cessation Date;*
>
> *(b). in-transition surge buffer: Modelled demand in FY27 would suggest approximately 77 retired greyhounds above Rehoming Capacity, that would need to be kenneled awaiting acceptance into rehoming platforms. Because modelled demand in FY28 and FY29 (≈12– 13/month) sits almost directly on Rehoming Capacity, whilst there would be no increase in kenneling requirements over this period, we would assume such requirements would be maintained throughout the phase out period; and*
>
> *(c). terminal cohort absorption: the 64 greyhound terminal cohort, plus existing waiting list carry over (40) and FY27 retiring greyhounds carry over (77) – a total of 181 greyhounds, will require continued GAP throughput for up to 24 months (already funded under (a)), supplemented as needed by the levers at Section 7.4. The quantum of any supplementary cost is a function of the unit costs flagged above.* [85]

2.80 While the Feasibility Study, and the draft Transition Plan, propose that the ideal path for the transition is with the passage of the Bill as soon as possible, they also consider the likely impacts of ongoing delays. The ongoing delay for the Bill is especially pertinent to consider in regard to the proposed prohibitions on breeding and restrictions on the importation of racing

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[84] Annexure 4, p. 44 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[85] Annexure 4, p. 45 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

greyhounds. The Feasibility Study deemed that further delays could lead to an 'unreasonable window' left in which the Tasmanian industry may transition. Such delays risk the potential of:

> *multi-year holding at kenneling rates, mass interstate transfer, or unacceptable welfare outcomes, at a cost that would be a large multiple of the proposed model's rehoming envelope. Intermediate 'slow early, fast late' profiles scale between these bookends, but share the defining defect: they shift rehoming demand into the period of maximum financial and behavioural fragility, immediately before and after cessation, when participant support structures are winding down.*[86]

2.81 These suggested negative outcomes of ongoing delays were transposed into a projected tangible monetary impact of an additional $8.94 million being required over the transition period if the transition is delayed by another 12 months:[87] [88]

[86] Annexure 4, p. 46 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[87] Annexure 4, p. 46 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[88] Footnote 48 in the Table reads 'The projected cost impact has been calculated on following assumptions: (a) the Proposed Transition Model would require required rehoming outcomes under the current GAP expenditure through FY31; (b) for alternative Transition Models, each additional greyhound (over Transition Model levels) requiring rehoming during the Transition Period will be an additional $3,000; (c) post cessation a maximum 146 greyhounds can be rehomed in each year (111 Gap, 10 RSPCA Tas, 10 RSPCA Vic, 15 Dogs' Homes of Tasmania); (d) all residual greyhounds to be held by current owners or alternative kennels at $30 per day charge pending acceptance into rehoming programs.' In Annexure 4, p. 47 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

**Table 7.8 Projected cost impact of Transition Profile[48]**

| | | Projected Cost ($'000) | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | Transition Period | | | | | Post Cessation Date | | |
| Transition Profile | Cost | FY27 - FY29 | FY30 | FY31 | FY32 | FY33 | FY34 | FY35 | TOTAL |
| **Proposed Transition Model** | GAP | $2,589,309 | $863,103 | $863,103 | | | | | $4,315,515 |
| | Alt Programs | - | - | - | | | | | $0 |
| | Kennelling | $2,445,135 | $383,250 | - | | | | | $2,828,385 |
| | **TOTAL** | **$5,034,444** | **$1,246,353** | **$863,103** | | | | | **$7,143,900** |
| | Resdidual Dogs (EoY) | 181 | 35 | 0 | | | | | |
| **Interventions delayed Aug 27** | GAP | $2,589,309.0 | $887,243 | $887,243 | $887,243 | $863,103 | | | $6,114,141 |
| | Alt Programs | - | $115,000 | $115,000 | $115,000 | $115,000 | | | $460,000 |
| | Kennelling | $2,445,135 | $3,952,950 | $2,354,250 | $755,550 | - | | | $9,507,885 |
| | **TOTAL** | **$5,034,444** | **$4,955,193** | **$3,356,493** | **$1,757,793** | **$978,103** | | | **$16,082,026** |
| | Resdidual Dogs (EoY) | 507 | 361 | 215 | 69 | 0 | | | |
| **Baseline Model** | GAP | $2,589,309 | $887,243 | $887,243 | $887,243 | $887,243 | $887,243 | $872,334 | $7,897,858 |
| | Alt Programs | - | $115,000 | $115,000 | $115,000 | $115,000 | $115,000 | $0 | $575,000 |
| | Kennelling | - | $7,358,400 | $5,759,700 | $4,161,000 | $2,562,300 | $963,600 | $0 | $20,805,000 |
| | **TOTAL** | **$2,589,309** | **$8,360,643** | **$6,761,943** | **$5,163,243** | **$3,564,543** | **$1,965,843** | **$872,334** | **$29,277,858** |
| | Resdidual Dogs (EoY) | 818 | 672 | 526 | 380 | 234 | 88 | 0 | |

2.82 Commissioner Carroll reinforced his concerns about the potential impact of ongoing delays:

> *Am I concerned about the excessive number of greyhounds that we may have that will lead into rehoming if the Bill is delayed or there's no Bill? Yes, I am. At this stage we have very limited number of rehoming options in Tasmania and some have closed over the last couple of years. We have spoken to quite a number of organisations that were interested in rehoming. A lot of those didn't want to be included in the Transition Plan because of the community debate that was going on about greyhounds at this stage, and I respect that, and that's why that information isn't placed in the Transition Plan at this stage. It's been the biggest issue that we've been looking at since we started developing the Transition Plan as to how we could adequately rehome these greyhounds by June 30, 2029.*

2.83 The draft Transition Plan takes the historic data, and projected transition models, of the Feasibility Study into account, aligning with the modelling provided in Table 7.8 above. While endorsing the passage of the Bill to provide the legislative remit for the Transition Plan, the current draft also projects that, depending on the timeliness of this passage, the projected retirement and rehoming numbers will change. The draft Transition Plan accounts for this by noting further adaptions to its scope will likely be required:

*from the time that the Bill is passed, as a result of the legislated mandate on the retirement of Greyhounds, the initial rehoming requirements are projected to be in excess of current capacities across the Rehoming Programs. It is projected that Retired Greyhounds will exceed 120 from 1 January 2027;*[89] *and*

*while the Transition Racing Framework is projected to facilitate measured retirements in Transition Year 3 (within historical annual rehoming capacities), the Feasibility Study projections estimate (assuming current rehoming throughput) approximately 181 Greyhounds requiring rehoming as at the Cessation Date. This supports the need for this Transition Plan to require that Rehoming Programs continue for a further minimum two (2) years after the Cessation Date.*[90]

2.84 The draft Transition Plan endorses the transition model exhibited in the Feasibility Study, including rehoming of retired greyhounds through formal adoption programs as the preferred model of care.[91] However, it also recognises that not all retiring greyhounds will be able to be rehomed and that appropriate measures are required for suitable processes and outcomes in such instances. For such instances where the preferred model of care is not appropriate or possible, the draft Transition Plan includes options for foster care programs through GAP, the surrender of greyhounds to RSPCA Tasmania or the Dogs' Homes of Tasmania and emergency kennelling.[92] Euthanasia also remains an option under the Bill in exceptional and strictly defined circumstances and as approved by Tasracing.

2.85 The Commissioner explained these considerations for rehoming options under the draft Transition Plan further before the Committee:

> ***Mr CARROLL*** *- … The Plan has been, as I said, predicated on the passing of the bill and, without stating the obvious, it is essential that the Plan is read in its entirety as to the implications as to the delays that we may face if there is a delay in decreasing the greyhound population as far as the policy of the Government is concerned. That will have significant implications in the number of greyhounds that we're required to rehome by June 30, 2029. If I look at the number of greyhounds that have come in and out of the industry over the past three or four years and, without going to specifics, what we can say is that approximately there's probably 250 to 300 greyhounds that come into the industry every year and go out of the industry, and that's through breeding but also from interstate*

[89] Cited as Footnote 22, Based on the Second Audit. It is noted that these projections are subject to change based on natural attrition., in Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 36, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[90] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 36, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[91] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 538 https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[92] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, pp. 43-44, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

*greyhounds coming in. Up until this time the rehoming services that have been available - whether they be through GAP, through owners and trainers taking ownership of retired greyhounds or whether they be going to other rehoming centres - the community has been able to cope with those numbers that are going out of the industry. The Plan that has been developed ensures that those numbers will be constant throughout the period until through into 2029, so we won't have a bulging number of greyhounds that go to any particular rehoming centre.*

*What I have done though is look at options for emergency rehoming and we've looked at particular emergency kennels, the Dogs' Home being one of them, that can take on board a number of greyhounds at any one time should that be required. We've made provision in our initial budget assessment to the Government and there are funds that are set aside to accommodate that. We've gone out to RSPCA, Dogs' Home and other rehoming programs to get a cost as a daily rate as to what that's required. We've taken that on board and as you would have seen that, unfortunately, and once again, it's purely a decision for Parliament as to when the bill is passed, but if there is a delay, that cost increases because of the number of greyhounds that are going to be required to be rehomed at any one given time.*[93]

2.86 The Office of the Commissioner has already held an expression of interest process for individuals who may wish to adopt a retired greyhound to measure the level of interest in the community to guide rehoming considerations as presented in the draft Transition Plan.[94] The Commissioner informed the Committee approximately a dozen people had expressed interest so far.[95]

2.87 The draft Transition Plan proposes a two-stage process for retiring racing greyhounds to be considered for rehoming. First, the greyhound must meet the Retirement Preparation guidelines, which includes the formal detransition of the greyhound under the Rules of Racing, including wind-down periods, sterilisation and the provision of updated documents and records to Tasracing.[96] Second, retiring racing greyhounds must partake in an approved unmuzzling program.[97]

2.88 In accordance with the draft Transition Plan, Tasracing will be the body responsible for overseeing the facilitation of access to rehoming program

[93] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, p. 5.
[94] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 39, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf
[95] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, p. 6.
[96] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 40, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf
[97] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, pp. 41-42, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

information for members of the public during and after the transition. Tasracing are obliged to undertake the following:

> *(i) the development and implementation of an adequate online system for Licensed Persons to register any Greyhound for rehoming, allocate the Greyhound to a Rehoming Program, and track the Greyhound through to adoption;*
>
> *(ii) expansion of a foster care program (and network of registered foster carers) to increase rehoming capacity and minimising kennelling requirements at the Rehoming Programs; and*
>
> *(iii) the identification and procurement of additional support from recognised agencies and service providers to help facilitate rehoming and provide adequate options for all Licensed Persons to retire their Greyhound*[98]

2.89 The formal transfer of ownership of greyhounds is also raised in the draft Transition Plan. Part 15 of the draft Transition Plan mirrors the draft provisions in the Bill for ownership transfers during, and after, the transition period.[99]

## Support for Participants

2.90 The draft Transition Plan acknowledges that the experiences of each participant in the greyhound racing industry are individualised and therefore their experience of the transition will also be. Accordingly, a multifaceted approach to supporting participants during, and after, the transition is essential. This includes their wellbeing (including the provision of support) and potential options and supports for their exit from the industry.

### *Participant Wellbeing*

2.91 In working with Positive Solutions, Tasracing's Employee Assistance Program (EAP) provider, and Rural Alive and Well (RAW), the Commissioner has established the following framework for industry participant support, which is further built upon by the draft Transition Plan:

> *i. enable Participants to access individual sessions with Positive Solutions and RAW where they wish to engage these services directly;*
>
> *ii. ensure independent and confidential support services are easily accessible to Participants at greyhound race meetings; and*

[98] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 42, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[99] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 37, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

*iii. provide specialist counselling services, where more tailored and clinical support is required.*[100]

2.92 Greyhound industry participants have access to six (increased from two) free counselling sessions with Positive Solutions, which can be accessed 24 hours a day, seven days a week.[101]

2.93 From May 2026 Positive Solutions were also engaged for an on-track presence for a period of four-weeks at greyhound meets. From June 2026, RAW were also engaged for the remaining duration of that four-week period to provide additional support, given the organisation's knowledge of rural and remote communities. Both services will continue to be administered through the Office of the Commissioner for the duration of the transition.[102]

2.94 In addition to the services of Positive Solutions and RAW, the draft Transition Plan anticipates the placement of some transition funding aside for the funding of specialist counselling services for industry participants who require individualised support.[103] This will be provided on a case-by-case basis and for an initial period of six sessions per relevant participant.[104]

2.95 During an appearance before the Committee in July 2026, prior to the release of the draft Transition Plan, the Commissioner was asked to provide an update on the uptake of available support services by greyhound industry participants:

> ***Ms RATTRAY*** *- I'm just interested in the counselling and wellbeing support services that have been offered. Has there been any data collated in regard to how many people have been accessing either Positive Solutions or Rural Alive and Well? Just numbers - obviously you don't have any full details. But I'm just interested in what uptake there has been and also the on-track opportunities as well around the support for mental health and wellbeing.*
>
> ***Mr CARROLL*** *- There has been. As I think I mentioned last appearance that I had, that we would be looking at the data of take-up from the on-track welfare services and, at this stage, the service has been offered at seven race meetings. There's been a total of 22 one-on-one sessions that have been conducted, a total of 15 group*

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[100] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 47, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[101] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 48, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[102] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 49, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[103] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 49, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[104] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 49, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

*sessions that have been undertaken and a total of 74 participants that have taken up the services that have been provided. We're working at the moment as to what those ongoing services would look like, as I think I raised that this was going to essentially be preliminary sessions to see what the uptake was like before we continued on with those services. We've made a decision that we will continue on with those services at race meetings.*

*It's clear from the data that we've obtained that there's a greater uptake of having those face-to-face meetings than people ringing up on the hotline, which was quite minimal. I think we had two calls that were made to the EAP (employee assistance program) service over a six-month period and I can't say, because they're confidential, whether any of those were aligned to the actual greyhound phase-out, but we'll continue. We're working through both providers at the moment to see what those services will look like.*[105]

2.96 The Commissioner provided an update on these services, as at 9 October 2026:

***Mr CARROLL - ...*** *These services, at this stage, have been confirmed through to December and allocated race meetings for the subsequent months are communicated to the race clubs each month so they can inform their members. In November, planning will take place with the service providers for race meetings from January to June* [2027] *to ensure these services remain available to participants. Those services have been included in the transition budget, and it's estimated those costs will be in the vicinity of about $160,000 through the transition period. As far as any assistance that an individual requires, regardless of their age or their experience, those individuals can make a submission to the Financial Assistance Panel as to what their requirements, as I said before, to ensure that their needs are addressed and met, if required.*

***Ms RATTRAY -*** *But what about the post - $160,000 is a considerable amount of money. What happens well into the future? How long is this going to be put in place for? I mean, they won't be going to race meetings, but would they do one-on-one visits with people? Is that what's proposed if there are no more race meetings?*

***Mr CARROLL -*** *It's certainly proposed. As I said, the assistance to participants will be provided throughout the transition but also for a period of time after the transition. It's not proposed, Ms Rattray, that once June 30* [2029] *arrives that the assistance ceases. In fact we would ,or I would, envisage that the majority of work that would be required for the Financial Assistance Panel and what's required to assist the greyhound participants will certainly increase at that period around cessation and the 12 months after it.*[106]

[105] Transcript of Evidence, 9 July 2026, Tasmanian Racing Integrity Commissioner, pp. 11-12.
[106] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, p. 30.

***Voluntary Exit Scheme***

2.97 Expressions of interest were opened in June 2026 by the Commissioner for industry participants who may wish to exit the industry by 31 December 2026.[107] The Commissioner continues to engage with participants who contact his Office regarding this matter.

2.98 On 1 August 2026, prior to the release of the draft Transition Plan, in a media release from the Minister, it was announced 13 greyhound racing participants had expressed interest in receiving further information regarding the early exit scheme.[108]

2.99 Appearing on 9 October 2026, the Commissioner confirmed that a number of industry participants had lodged expressions of interest, or engaged with the Commissioner or his Office in an informal manner to register their potential interest in the early exit scheme.[109] Any such expressions of interest and discussions regarding them remain preliminary in nature at this time.[110]

2.100 While the Voluntary Exit Scheme continues to develop, the draft Transition Plan proposes likely eligibility and available support to include, but not be limited to:

> *i. the Licensed Person entering into an agreement or deed with the relevant agency (which is to be confirmed), to formalise the Licensed Person's participation in the Voluntary Exit Scheme;*
>
> *ii. eligibility to be subject to ongoing compliance with applicable animal welfare and Tasracing Greyhound Rules and Policies; and*
>
> *iii. support to be subject to (and following) successful completion of rehoming requirements (detailed in section 16 (Retirements and rehoming) of this Transition Plan) relating to all of the Licensed Person's Greyhound(s) and their licence being surrendered (with no ability to re-register).*[111]

2.101 While the final status of the Voluntary Exit Scheme, including total funds to be available, remains to be determined, the Commissioner discussed what exploratory work had been undertaken thus far:

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[107] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, p. 45, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

[108] Media Release, 'Work progresses on greyhound voluntary exit scheme,' Hon. Roger *Jaensch* MP, Minister for Racing and Hon. Jo *Palmer* MLC, Liberal Member for Rosevears, dated 1 August 2026, https://www.premier.tas.gov.au/latest-news/2026/july/work-progresses-on-greyhound-voluntary-exit-scheme

[109] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, p. 11.

[110] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, p. 12.

[111] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, pp. 45-46, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf

> ***Mr WINTER*** *- … it was announced in May or June and the participants need to have signed up by the 31st of December, why is it that there is still not a Deed and is that prohibitive to people from actually being able to access the scheme?*
>
> ***Mr CARROLL*** *- No, not at all. In fact, there are a number of conversations that needed to be held to gain an understanding of the expectation of participants as to what they would receive in a voluntary early exit package.*
>
> ***Mr WINTER*** *- Does that mean there's a draft model that you're able to - are you having discussions about what they would receive?*
>
> ***Mr CARROLL*** *- No, as I said, there's no draft. I can say that I've worked through figures from looking at a pool of $5 million and incrementing by $1 million upwards as to what potentially could be received. There hasn't been a number that's been given to me and that's why I think that the model that we produced in the Transition Plan is effective regardless of what the pool is. That may or may not satisfy the participants as to what that number is, but the requirements of a person entering into the voluntary exit scheme are actually being developed in the Deed at the moment and that's in draft. As I said, that would be a question for the Minister and the NRE as to what those requirements are.*[112]

2.102 During his appearance before the Committee on 9 October 2026, allegations were made to the Commissioner regarding the following matters:

- The undertaking of his functions as the Commissioner, as prescribed in the TASRIC ACT;
- His engagements with greyhound trainer Anthony Bullock regarding the voluntary exit scheme, including potential payments for exiting early; and
- If other potential payment amounts had been discussed with other participants interested in the voluntary early exit scheme.

The evidence from the hearing, and the allegations, were also raised by a Member of the Committee in the House of Assembly in an adjournment item on 29 October 2026.[113]

2.103 Given the nature of these allegations, the Committee provided the Commissioner the opportunity to respond to the matters raised on 9 October 2026. The Commissioner provided a comprehensive response in which he stated the following regarding the allegations:

> *These are serious, untested and unsubstantiated allegations. I unequivocally deny each allegation. The allegations adversely affect the standing of my office and my position as Commissioner.*[114]

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[112] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, p. 15.
[113] Parliamentary Debate, House of Assembly, Parliament of Tasmania, Thursday, 29 October 2026, https://www.parliament.tas.gov.au/house-of-assembly/chamber-proceedings/proceedings/2026/october/house-of-assembly-29-october
[114] Right of Reply Response, Tasmanian Racing Integrity Commissioner, p. 3, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0026/115379/11112026_Commissioner_Right-of-Reply-response_Redacted.pdf

2.104 The evidence before the Committee on 9 October 2026 can be found in full on the Committee's webpage.[115] The Hansard of the adjournment contribution is provided in Appendix C. The Commissioner's full response is available in Appendix D.[116]

### *Participant Retraining*

2.105 The draft Transition Plan notes potential retraining pathways for industry participants, including applicable state and federal vocational training programs. Additionally, the Commissioner will work with Tasmanian Government departments to ascertain if it is suitable to create bespoke training packages for exiting participants.

2.106 The Commissioner was invited to further explain the structure of retraining opportunities provided in the draft Transition Plan:

> ***CHAIR*** *- ... Clearly the data that you're showing after audits is that it's heavily concentrated in a handful of participants who are what would be a Tier 1 or a Tier 2, high financial dependency, moderate financial dependency in terms of trainers in particular. Certainly, there are a lot of hobbyists...*
>
> *Can you explain to the Committee a bit about the participant retraining aspects of the Transition Plan you've talked about in the Transition Plan about Skills Tasmania being engaged to work with the industry? How's that going to play out? We're talking about a very small number of participants who if they choose, again, they might choose to move interstate to another jurisdiction that still allows greyhound training, but they choose to stay here. What might that look like in terms of opportunities for them to learn new skills and engage in a different industry?*
>
> ***Mr CARROLL*** *- Yes and thank you for the question. We're unsure of the number of participants that would seek any transition retraining, and to be fair, it was probably the most difficult area that we needed to cover. There are a number of options that are available to participants that wish to take place and work in another industry. Having said that, as you said before, the number that rely purely on greyhound racing for income is a very small number.*
>
> ***CHAIR*** *- Yes. We're talking probably less than 10?*
>
> ***Mr CARROLL*** *- Yes. We have in our submission to the Government, as far as proposed allocation of budget, put a budget line in there for transition retraining and, as you said, you mentioned a couple of options there. There are also Government-funded areas that people could go into that could seek avenues for retraining. I don't have specifics as to the areas that are required for each of those, and there will probably be discussions that will be held with participants that should choose. What we thought was important that we highlight in the*

[115] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0017/113228/Transcript-of-Evidence_TRIC_091026_JSC-Greyhound-Racing-Transition.pdf

[116] Right of Reply Response, Tasmanian Racing Integrity Commissioner, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0026/115379/11112026_Commissioner_Right-of-Reply-response_Redacted.pdf

*Transition Plan that that's an option for participants to go into and there's an allocated budget that's set aside for that retraining. There are some participants that might want to get into another racing code, for example, and I've had that discussion with a couple of participants.*

***CHAIR** - There would be transferable skills.*

***Mr CARROLL** - Correct.*

***CHAIR** - Obviously, we're talking about a very small cohort of people who would be likely to take up a retraining scheme or some way of participating in that and the vast majority as we say are low to hobbyist Tier in terms of financial impact. They obviously wouldn't be availing themselves of retraining opportunities.*

***Mr CARROLL** - No, they're not, but certainly I would think that the Financial Assistance Panel would be prepared to listen to anyone that put forward a submission to take on board retraining. As I said, there are avenues that a participant can go down that are government-funded retraining programs and ones that would require some financial assistance to do that.*[117]

2.107 Industry participants may access the Financial Assistance Scheme under the draft Transition Plan if they require additional funds for retraining, with 'Transition Retraining Fund,' being one of the five applicable categories under the Scheme. The Scheme may also provide onward referrals to other services to further assist participants as required.

## Findings

The Committee finds:

1. The Government has yet to provide detail on how Tasracing would perform its statutory responsibilities in the absence of public funding for greyhound racing in the new Deed.
2. The draft Transition Plan provides a structured framework that, if implemented, would deliver an orderly and certain pathway to transition.
3. While the draft Transition Plan has been released publicly and is available for public comment, a formal consultation process is not being undertaken prior to the passage of the Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025.
4. A final Transition Plan is contingent on the Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025 passing Parliament, and the timing of passage of the Bill will determine timeframes for implementing the Plan.
5. Further delays to resolving the Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025 will impact the wellbeing of industry participants, the numbers and the welfare of industry greyhounds.
6. The Voluntary Exit Scheme has called for expressions of interest from industry participants who wish to voluntarily leave the greyhound racing industry by 31

[117] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, p. 24.

December 2026. The Scheme is currently in a process of consultation and engagement with participants.

## Recommendation

2. **The Government provide clarity on how Tasracing could undertake its statutory responsibilities to oversight greyhound racing should the code not be funded in the new Deed.**

# 3 FINANCIAL AND ECONOMIC IMPACTS OF THE PHASE OUT

3.1 This Chapter will consider the financial and economic impacts of the proposed phase out of the greyhound racing industry in Tasmania.

## Economic Impacts of the Cessation of Greyhound Racing

3.2 The Tasracing submission provided data for the economic, employment and social baseline for greyhound racing in Tasmania as drawn from the IER, *Size and Scope of the Tasmanian Racing Industry (2023)* study. This data relates to the 2021-22 racing season, as this was the most recent independent measurement available. In terms of economic contribution, the study found:

> *In 2021/22 the Tasmanian racing industry generated total direct expenditure of $189.6 million and a value-added contribution of $207.5 million. Greyhound racing accounted for a material share of that activity as set out below:*

**Table A.2.1 Economic Impact of the Tasmanian Greyhound Industry (21/22)[1]**

| Measure | Greyhound | Industry total | Greyhound share |
|---|---|---|---|
| Total direct expenditure | $51.3m | $189.6m | 27.1% |
| Total value added | $59.7m | $207.5m | 28.7% |
| — of which direct value added | $34.2m | $111.3m | 30.7% |
| — of which flow-on value added | $25.5m | $96.2m | 26.5% |
| Total household income (wages & salaries) | $32.6m | $111.2m | 29.3% |
| Total FTE employment | 486 FTE | 1,735 FTE | 28.0% |

> *More than 85% of the greyhound industry's expenditure impact is generated from racing and wagering related activity, reflecting greyhound racing's positioning as a strong wagering product relative to the other codes.*[118]

3.3 Tasracing also provided data in relation to valued added, and employment, by region:

> *Greyhound racing's economic footprint is concentrated in the two metropolitan centres where racing is staged, but also strongly supports regional Tasmania:*

[118] Submission No. 5, Tasracing, p. 4.

**Table A.2.2 Value Added by Tasmanian Greyhound Racing by Region[2]**

| Region | Greyhound value added | Greyhound FTE | Greyhound participants |
|---|---|---|---|
| Hobart (South) | $30.4m | 244 | 429 |
| Launceston (North) | $11.8m | 100 | 286 |
| Regional / North-West | $17.5m | 142 | 200 |
| **Total** | **$59.7m** | **486** | **915** |

> *Accordingly, and importantly, Tasmanian greyhound racing currently provides $17.5m in value added to regional Tasmania, largely through accommodating over 140 full-time equivalent jobs in regional Tasmania.*[119] [120]

3.4 Tasracing noted for the IER study that, in the 24/25 season, there were approximately 915 individuals involved in Tasmanian greyhound racing as either participants, employees or volunteers.[121] During the 24/25 season, there were 106 registered trainers with at least one starter in a greyhound race, 712 unique greyhounds registering a start and over 850 greyhounds training across the state.[122] Prize money was over $6.9 million, with trainers retaining between 10% and 50% of this depending on arrangements with owners.[123]

3.5 The Feasibility Study, undertaken on behalf of the Commissioner in 2026, made comment on the nature and level of participation in the greyhound racing industry, noting that while individuals may be involved in the code, those reliant on it as a source of primary income is limited:

> *… where despite over 100 individuals carrying on the business of training greyhounds, the 82 trainers outside the top 25 trainers won a total of $1.53m (an average of $22,776 each) - or just 25.6% of total stakes on offer (with 12 winning zero stakes).*[124]

3.6 Tasracing also provided the following data on racing clubs and racing activities in the industry from 2021-25, which it described as 'consistent' even with the closure of racing facilities in Devonport:[125]

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[119] Submission No. 5, Tasracing, p. 4.
[120] Footnote 2 in Table reads 'IER, Size and Scope of the Tasmanian Racing Industry (2023) - Key Findings and Economic Impacts, 2021/22 season,' in Submission No. 5, Tasracing, p.4.
[121] Submission No. 5, Tasracing, p. 5.
[122] Submission No. 5, Tasracing, p. 5.
[123] Submission No. 5, Tasracing, p. 5.
[124] Annexure 4, pp. 28-29 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf
[125] Submission No. 5, Tasracing, p. 5.

**Table A.2.5 Greyhound Racing Clubs and Racing Activity (21/22 through 24/25)**

| Season | 21/22 | 22/23 | 23/24 | 24/25 |
|---|---|---|---|---|
| Racing clubs | 3 | 3 | 3 | 3 |
| Racing tracks | 3 | 2 | 2 | 2 |
| Race meetings | 159 | 157 | 154 | 155 |
| Races held | 1,539 | 1,562 | 1,535 | 1,579 |

3.7 Greyhounds Australasia raised concern regarding the potential economic impact of the closure of the industry on regional Tasmanian communities:

> *The regional dimension of this economic contribution is important context. Trainers, breeders, veterinarians, feed and agricultural suppliers, transport operators, track maintenance contractors, and hospitality and accommodation providers in regional Tasmania all rely directly or indirectly on the industry. In communities where alternative employment and economic opportunities are more limited, the disproportionate impact of closure on regional areas is a material consideration that has not featured adequately in the Government's analysis.*[126]

3.8 Greyhounds Tasmania shared its view of the positive economic influence of the greyhound racing industry in Tasmania:

> *Independent macroeconomic modelling confirms that the greyhound industry alone delivers a total economic footprint of $59.7 million in Tasmania, comprising $34.2 million in direct value-added contributions and $25.5 million in regional flow-on impacts.*
>
> *The greyhound industry supports a vast network of local businesses, including specialised veterinary care, agricultural feed suppliers, trainers, breeders, and track maintenance staff. The cessation of greyhound racing would decimate these small businesses and eliminate jobs in regional hubs where alternative employment options are scarce.*
>
> *The industry also generates a net positive tax contribution of $10.4 million annually across local, state, and federal budgets. This tax generation comfortably outstrips the government funding allocated to the code.*
>
> *Maintaining the three-code model protects regional small businesses from collapse and ensures that the broader racing sector retains the commercial liquidity necessary to fund its own capital infrastructure upgrades, protecting the Crown from absorbing stranded asset liabilities or servicing unbacked debt facilities.*[127]

3.9 Tasracing suggested, on the data provided in the 2021-22 IER study, the removal of greyhound breeding and training from the Tasmanian community would led

[126] Submission No. 4, Greyhounds Australasia, p. 5.
[127] Submission No. 3, Greyhounds Tasmania, p. 7.

to a gross expenditure loss of $7.6 million in the community.[128] The broader flow on effect of the indirect impact of greyhound racing on support networks around the industry, was estimated at $25.5 million in the same IER study.[129]

3.10 Using the data from the 2021-22 IER study specifically in relation to the thoroughbred and harness racing industries, Tasracing calculated that these codes provided a 'real gross value-added contribution of approximately $147.9 million to the Tasmanian economy in 2021/22.'[130] In this same reporting period, the two-codes directly and indirectly supported approximately 1,249 FTE's across Tasmania, with the total combined household income as a result of the industry approximately $78.6 million.[131]

3.11 In 2025, economist Saul Eslake was commissioned by a collective of Tasmanian charities and community groups to assess the funding of the greyhound racing industry.[132] In this report, Mr Eslake considered the 2021-22 IER study, finding that descriptions of the economic contribution of the greyhound racing industry in Tasmania in the IER study should be considered in their full context. The work undertaken by Mr Eslake was completed prior to the Government's announcement of the closure of the greyhound racing industry. Since this announcement, a significant volume of additional data and industry information has become available to assist preparations for the cessation. Mr Eslake did not have access to any such new data or information, and this should be understood when considering his report. Mr Eslake considered the method used in the IER study:

> *IER estimates that all three racing codes 'sustained' 993 FTE jobs directly, and 741 indirectly, in Tasmania in 2021-22 for a total of 1,735 FTE jobs (IER 2023:4). These numbers are substantially greater than the 2021 Census tally of 209 Tasmanians employed in 'horse and dog racing activities' (ABS 2022) – of which 117 were full-time, 83 part-time and 6 'away from work', which equates to about 162 FTE jobs).*
>
> *Even if the 42 people employed in 'horse farming' (of whom 21 were full-time and 22 part-time), and the 101 people employed in 'other gambling activities,' ie, excluding casinos and lotteries (of whom 55 were full-time, 43 part-time and 5 'away from work') at the 2021 Census are regarded as being attributable to 'racing', that amounts to 352 employees (0.13% of total employment in Tasmania), or about 273 FTEs – a little more than one-quarter of IER's estimate of the number of FTE jobs directly 'sustained' by all three racing codes, and less than 16% of IER's estimate of the total number of FTE jobs generated by racing.*
>
> *Other anomalies become apparent from a closer inspection of the regional distribution of jobs and 'participants' in IER's estimates. As noted above, IER*

[128] Submission No. 5, Tasracing, p. 10.
[129] Submission No. 5, Tasracing, p. 10.
[130] Submission No. 5, Tasracing, p. 29.
[131] Submission No. 5, Tasracing, p. 30.
[132] Saul Eslake, *The financing of greyhound racing in Tasmania*, 22 May 2025, https://www.sauleslake.info/the-funding-of-greyhound-racing-in-tasmania/

*estimates there were 192 'participants' in greyhound racing in the south of Tasmania (IER 2023: 55) – which is smaller than the estimated 244 FTE jobs 'sustained' by greyhound racing in the south (IER 2023: 20). On the other hand, the number of 'participants' in greyhound racing in the north-west, 605 (IER 2023: 59) is 4 ¼ times the number of FTE jobs in the north-west, 142, 'sustained' by greyhound racing (IER 2023: 20).*[133]

3.12 Mr Eslake went on to discuss how such determinations may have been arrived at by the IER study through the use of 'multipliers' calculated by Australian Bureau of Statistics (ABS) data:

> *The estimates of economic value added and employment 'sustained' by the racing 'industry' produced by IER rely heavily on the use of 'multipliers' to estimates the value of economic activity and the number of jobs created indirectly through 'flow-on' effects of expenditure on racing.*
>
> *These 'multipliers' are derived from the input-output tables produced annually by the Australian Bureau of Statistics (ABS 2025a). These tables can be thought of as a detailed 'supply-chain map' of the Australian economy, showing the 'upstream' and 'downstream' linkages between the output of more than 900 different 'products' (goods or services) produced by 114 different 'product groups' (or industries).*
>
> *'Multipliers' derived in this way have long been used by businesses, industry associations and other interests – and by consultants engaged to advocate or lobby for them – to highlight the importance of a particular undertaking to the generation of economic activity and employment, especially to a state or a region, and often in support of claims for financial assistance or tax concessions from governments, for protection from competition, or against proposed regulations.*[134]

3.13 As discussed in Chapter 2, the demographic of greyhound trainers in Tasmania is varied. Of the 108 trainers registered in the 2025-26 financial year, the top 25 trainers held 62.2% of registered greyhounds in the state. Within the top 25, the top 5 trainers held 25% of the 712 registered greyhounds in 2025-26.[135] Appearing before the Committee on 9 October 2026, the Commissioner discussed the nature of ownership by trainers with the highest number of racing greyhounds:

> ***Mr CARROLL** - … the top 26 trainers at this stage have 10 dogs or more and then that drops away after the number 26 trainer. That obviously suggests there are a lot of hobbyists and families involved in greyhound racing.*[136]

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[133] Saul Eslake, *The financing of greyhound racing in Tasmania*, 22 May 2025, p. 9, https://www.sauleslake.info/the-funding-of-greyhound-racing-in-tasmania/

[134] Saul Eslake, *The financing of greyhound racing in Tasmania*, 22 May 2025, p. 11, https://www.sauleslake.info/the-funding-of-greyhound-racing-in-tasmania/

[135] Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, pp. 23-24, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf.

[136] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, p. 11.

3.14 Minister *Jaensch* MP was invited to discuss the potential economic impact of ending greyhound racing in Tasmania:

> ***CHAIR*** *- … A lot of those participants that we see on the data might have only one dog, two dogs or no dogs racing, there's a lot that have none registered to race. What we will see, though, is a change if those top 10 that have 40 per cent of the dogs, decide to exit, change their arrangements, reduce the number of their dogs. … In terms of the process, the transition process, we're talking about 10 participants out of an industry, who will see significant impact in terms of commercial operation.*
>
> ***Mr JAENSCH*** *- Yes. Again, it's a very small cohort overall and they're all quite different to each other. We don't want to suppose too much, but you're right, there's a concentration of participation, share of prize-winning, number of employees, et cetera, to a small number with larger numbers of dogs, a far greater number of people with far fewer dogs - for whom, and many of them have expressed to me that it costs them to be a participant, particularly if they're travelling long distances and all the rest. They devote a lot of their life and interest to it, and money, but they're not in it for the winnings or the earnings, it's a social activity and a cultural one as much as anything for them and it performs an important part of their life. We have to recognise that as well, and in terms of the transition we have to have those people in mind.*
>
> *But, what you've said is right, early exit of a few larger players will dramatically change the scene as - I spoke in a previous answer about how we would need to adjust the racing calendar and the governance and the wagering environment around it to ensure that, while there were still greyhounds legally racing, that they were doing so under a properly regulated and fair wagering environment with all of the requisite standards being observed, even if there was an exodus of a large number of participants early.*
>
> *…*
>
> ***CHAIR*** *- … But, there are a number of participants, and again it is very concentrated in that 10 participants in particular, who make a significant amount of money off the back of Government subsidies to this industry. Are you aware of how much some of those key trainers, hall-of-famers might particularly earn a year?*
>
> ***Mr JAENSCH*** *- … we've identified there's a diversity of participants and circumstances; we need to ensure that our transition plan caters for all of them.*
>
> ***CHAIR*** *- … it'd be fair to say that there are a very small, concentrated number of participants who earn a significant amount of money from a Government-funded racing code?*
>
> ***Mr JAENSCH*** *- Yes.*[137]

[137] Transcript of Evidence, 4 August 2026, Hon. Roger *Jaensch* MP, Minister for Racing and Department of Natural Resources and Environment Tasmania, pp. 34-35.

3.15 The Department of Treasury and Finance (Treasury) appeared before a public hearing of the Committee and discussed an economic contributions study undertaken by Treasury:

> ***Mr BURGESS*** *- So it basically shows what would be the impact on the economy if you just remove the industry. Whereas the approach we've taken, I think, more accurately reflects the Government's decision that it has in front of itself, which is about what to do with the funding. Treasury has a computable general equilibrium model capacity now, which is effectively a model of the economy, which is a dynamic model, and the scenarios that we've run in on our advice, or we're running in our advice, is if you ratchet down government funding by set amounts, what is the impact on the economy over time. The difference between that approach is it shows, that the first approach shows there's no response within the economy, just the industry just disappears - where what our modelling shows is, if you cut - reduce funding or change funding, how does that flow through the economy, because you'll get people - some people might be impacted and other people are moved to different activities and the economy adapts. We're doing that work as part of this.*
>
> ***Mr SWAIN*** *- So that CGE model was developed and used in the financial sustainability report and it's something we're using more frequently now that we have that capacity. If you like, it links some of the economic and accounting advice in Treasury and allows us to look at shocks to the economy in one form or another through a common model. So, because the problem - I'm not buying into the specific comment, but it is possible to identify an economic model which will give you the answer, an answer to support your case if that's what you're calling for.*
>
> *…*
>
> ***Mr SWAIN*** *- There's also an efficiency measure that the CGE model took a bit of effort to set up, and cost a little bit to set up, and it's not efficient for every Department to do that separately. So, we're now encouraging agencies to work through Treasury for that modelling.*
> *…*
>
> ***Ms O'CONNOR*** *- … To date, has that modelling shown any shock to the economy, as you described it, from removing the funding for greyhound racing?*
>
> ***Mr BURGESS*** *- We've only looked at scenarios that involve total funding changes –*
> *…*
> ***Mr BURGESS*** *- And then, because it's hard enough to sort of get down to that granularity in the model on an industry-wide basis. It's almost impossible to do it just for greyhounds, but I think it's fair to say that the impacts we're seeing now would be described as manageable for the economy.*[138]

[138] Transcript of Evidence, 4 August 2026, Department of Treasury and Finance, pp. 11-12.

3.16 Treasury representatives also discussed the consideration of labour movement from the greyhound industry within the modelling:

> ***Mr SWAIN*** *- That CGE model does assume labour moves between sectors. So, that's one of the issues with model selection in economics, you can have a model that says this sector employs 1000 people, but it may not tell you that if that funding was halved, that yes, there'll be a downturn in that sector, but some of that downturn will be absorbed by dynamic effects through other sectors where the labour is picked up. So, the CGE modelling is seeking to address that more dynamic effect at a state level. It is more challenged at a regional level - is my understanding.*[139]

3.17 In addition to the current CGE modelling and the review being undertaken for a new funding Deed, Treasury previously undertook a 2020 desktop review into the funding of Tasracing, titled Tasracing Pty Ltd: A desktop review of the costs and functions of Tasracing. Treasury representatives were invited to discuss this desktop review and its relationship to the current development of the new funding Deed:

> ***Ms O'CONNOR*** *– … I just want to ask the Secretary if there's been any updated work. Treasury and Finance did a really excellent report on Tasracing Pty Ltd, a desktop review of the costs and functions of Tasracing. It's now about a four-year-old report, but it goes into the financial structures of Tasracing and examines each of the codes, and it finds that Tasracing, relative to other jurisdictions, receives a much higher level of government funding, and also that the three codes here, per capita, receive a much higher level of public funding than they do in other jurisdictions. Is there any work being done to update, if you like, the Government's understanding of the financial viability of Tasracing, and the impacts on the budget of Tasracing?*
>
> ***Mr SWAIN*** *- … So, I think that work's being built on, and we are looking at comparisons to other jurisdictions as part of the structural review. So, the short answer is yes, and the revenue and expenses of the industry have been considered broadly. So, yes, we're building on that work, I think is the short answer.*
>
> ***Mr BURGESS*** *- So, we're going right into the cost structures, and the flow of funding, which is another important element of the industry, and as well we're sort of building on some other work that was done around economic impacts of the industry as well.*
>
> ***…***
>
> ***Mr SWAIN*** *- I think it would be fair to say, I mean, mechanically it's obvious, the budget context is obviously more challenging than it was when that original piece of work was done –*
>
> ***…***
>
> ***Mr SWAIN*** *- So, there is a fiscal overlay on all of this.*

[139] Transcript of Evidence, 4 August 2026, Department of Treasury and Finance, p. 18.

***Ms O'CONNOR*** *- ... Are you able to detail, because it's to the average reader the funding of racing in Tasmania is quite opaque, and to sort of pull apart the funding for each code can be a bit difficult. According to Saul Eslake, around $75 million or more has been given towards greyhound racing since 2009. Is there any more detail you can share with us, on a contemporary understanding of the amount of funding from Government through the deed that greyhound racing as a code has received, for example, in the past year or so?*

***Mr WILSON*** *- You're right, it is hard to follow the funding flows directly to each code. The main funding deed is largely untied funding. It is a pool of funding that's provided to Tasracing each year, and Tasracing then determines how it passes that on to industry. It's mostly through prize money, and then that flows through to industry through prize money. So, that's one of the things that we've identified is that it can be difficult to determine exactly where money goes.*

***Ms O'CONNOR*** *- ... In the past year or so, is it plus-or-minus $8 million towards greyhound racing?*

***Mr WILSON*** *- So, what we do have is the prize money, paid by Tasracing to the greyhound code. That is one measure, I mean it's probably the best measure of what funding has been provided to the code, but it is difficult to trace that to the government funding because Tasracing has government funding as a revenue source, but it also has its own commercial revenue that is pulled into its total revenue pool and from there it allocates funding to the three codes. So, it's quite difficult to say, 'Okay, that funding paid to the greyhound code is all government money,' if that makes sense. It's all government funding.*[140]

## Financial Impacts of the Cessation of Greyhound Racing

3.18 The Tasracing submission commented on the direct financial impact of the cessation of greyhound racing in Tasmania:

- *wagering turnover on Tasmanian greyhound racing and the associated race-fields revenue (approximately 3.1% of total wagers);*
- *Point of Consumption Tax (POCT) attributable to greyhound wagering;*
- *sponsorship and race day revenue at the Hobart and Launceston clubs;*
- *stakes (prizemoney) as an outgoing; and*
- *race day and non-race day operating costs no longer incurred.*[141]

3.19 Tasracing noted most of the above revenues and costs accrue directly to Tasracing except for the greyhound club related revenue and costs and the POCT retained by the Government:

> *Whilst items such as race field revenues, stakes paid and breeding bonuses are easily attributable between codes, most of Tasracing's internal functions traditionally operate as tricode services, providing industry wide benefits which are not ordinarily allocated between the codes. This includes items such as HR, finance, insurances, corporate governance and administration. Much of the infrastructure*

[140] Transcript of Evidence, 4 August 2026, Department of Treasury and Finance, pp. 4-5.
[141] Submission No. 5, Tasracing, p 7.

*that is serviced and maintained is also multi-code, such as parking areas, grandstands and associated utilities or rates.*

*Tasracing has recently undertaken a detailed review of the FY25 financial results to clarify the net impact of each code of racing in that year. This breakdown for the greyhound code (and associated central areas) is set out below:*

**Table A.3.1 Greyhound Racing Contribution to Tasracing Revenue & Costs (FY25)**

| | Greyhound | GAP | Integrity[4] | Unallocated | Govt Funding | Totals |
|---|---|---|---|---|---|---|
| Race Field Fees | $8,129,421 | $0 | $0 | $0 | | $21,976,442 |
| International Fees | $269,647 | $0 | $0 | $0 | | $924,895 |
| Other Revenue | $25,955 | $38,670 | $1,833,043 | $2,850,309 | | $7,031,707 |
| Govt Grants | | | | | $36,871,975 | $36,871,975 |
| POCT | | | | | $7,303,677 | $7,303,677 |
| **Total Revenue** | **$8,425,023** | **$38,670** | **$1,833,043** | **$2,850,309** | **$44,175,652** | **$74,108,696** |

[4] Please note costs as they relate to Integrity as for part year only, with such internal function commencing in February 2025.

| | Greyhound | GAP | Integrity[4] | Unallocated | Govt Funding | Totals |
|---|---|---|---|---|---|---|
| Code Funding | ($7,488,990) | $0 | $0 | $0 | | ($37,951,081) |
| Labour | ($857,900) | ($619,077) | ($1,010,864) | ($5,107,550) | | ($10,693,887) |
| Depreciation | ($742,131) | ($12,265) | ($2,521) | ($266,124) | | ($4,788,568) |
| Other Expenses | ($2,549,609) | ($271,584) | ($764,039) | ($5,978,420) | | ($21,882,674) |
| **Total Expenditure** | **($11,638,630)** | **($902,926)** | **($1,777,424)** | **($11,352,094)** | **$0** | **($75,316,210)** |
| **Total** | **($3,213,607)** | **($864,256)** | **$55,619** | **($8,501,785)** | **$44,175,652** | **($1,207,514)** |

3.20 Following these tables on revenue and costs of the code, Tasracing noted:

*The review indicates that the greyhound code required **$3,213,607** in additional funding to cover the net loss between commercial revenues (non-Government) and operational costs. A further **$864,256** was required to cover the net impact of the GAP program.*[142]

[142] Submission No. 5, Tasracing, p.8.

3.21 Further:

> *It is important to note that when apportioning costs to the greyhound code, We have allocated costs on items that were clearly attributable to the greyhound code. Accordingly, many shared labour and resources, or other expenses shared across codes, remain unallocated in the assessment completed (≈$11.3M unallocated expenses).*[143]

3.22 Daron Heald, Chief Financial Officer of Tasracing, also discussed the table at paragraph 3.19, at the Committee hearing:

> ***Mr HEALD** - The expenses that we put down here in the revenues and expenses are really the direct expenses and revenues. So, greyhound racing generates turnover, for which we get paid race field fees; that is the strict revenues that we've got there. We do pick up some international revenue as well, a fairly small amount, but it is there that we get, and that's directly calculated from the returns that we get from our agent for those international fees, which is Sky Channel. There are other small revenues. So, those revenues are strictly the commercial revenues which are generated by the code itself.*
>
> *The expenditure is - obviously code funding is in there, that includes the likes of the stakes paid and the - we pay subsidies for injections, and other bits and pieces. The labour cost in there are those costs - some of those costs are directly attributable. We have code-related staff who administer the codes, organise a race starting, and items like that. Others are estimates based on, for example track staff; we have estimates of 1.5 FTE's per track site, in order to look after the tracks on-site. Those individuals may work across various components on our race sites, but in general we are pretty confident that those numbers stack up. Other expenses include anything directly related to the actual code itself.*[144]

3.23 Tasracing has previously submitted to the Committee code contributions for financial year 2025 for all three codes:

> ***Code contributions to FY25 result***
>
> *Tasracing has reviewed the FY25 financial results and where reasonably possible, allocated revenues and costs to each code of racing, the Greyhounds as Pets program and the newly integrated integrity function (operating from 1 Feb 2025).*
>
> *Revenues and costs that had no reasonable basis for allocation have been aggregated into "Unallocated". Examples include Board and Executive costs, hr functions, finance and legal costs, insurance etc.*
>
> *Code funding includes all stake money, riding and driving fees, code bonuses and code contributions to animal welfare.*

[143] Submission No. 5, Tasracing, p.8.

[144] Transcript of Evidence, 4 August 2026, Tasracing, p. 58.

| | Greyhound | GAP | Harness | Thoroughbred | Integrity | Unallocated |
|---|---|---|---|---|---|---|
| Race Field Fees | $8,129,421 | $0 | $3,376,662 | $10,470,359 | $0 | $0 |
| International Fees | $269,647 | $0 | $133,853 | $521,385 | $0 | $0 |
| Other Revenue | $25,955 | $38,678 | $309,516 | $1,974,214 | $1,833,043 | $2,850,309 |
| **Total Revenue** | **$8,425,023** | **$38,678** | **$3,820,032** | **$12,965,958** | **$1,833,043** | **$2,850,309** |
| | | | | | | |
| Code Funding | -$7,374,146 | $0 | -$9,639,377 | -$19,922,911 | $0 | $0 |
| Labour | -$857,900 | -$619,077 | -$817,440 | -$2,281,056 | -$1,010,864 | -$5,107,549 |
| Depreciation | -$742,131 | -$12,265 | -$898,731 | -$2,866,796 | -$2,521 | -$266,124 |
| Other Expenses | -$2,664,453 | -$271,584 | -$3,734,177 | -$9,484,649 | -$764,039 | -$5,978,420 |
| **Total Expenditure** | **-$11,638,630** | **-$902,927** | **-$15,089,724** | **-$34,555,412** | **-$1,777,424** | **-$11,352,094** |
| **Total** | **-$3,213,607** | **-$864,248** | **-$11,269,693** | **-$21,589,454** | **$55,619** | **-$8,501,785** |

*The net cost of operations for FY25 was $45,383,168. Tasracing received $36,716,302 in line with the Funding Deed, $7,303,611under the POCT Deed and recognised $155,673 in training grants during the year leading to a net loss of $1,207,582 in FY25*[145]

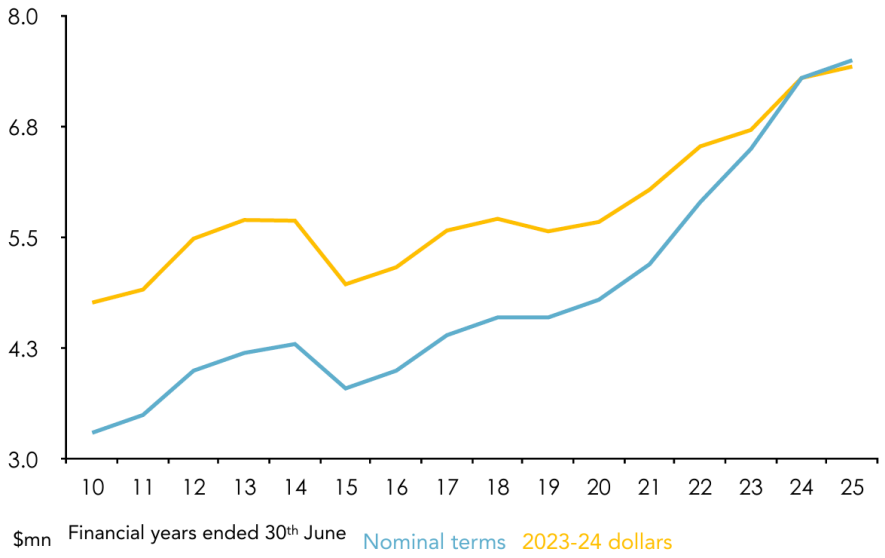
3.24 Saul Eslake in his review of Government funding for greyhound racing states that:

> *Greyhound racing receives just under 20% of the total amount allocated by Tasracing out of this government funding to the three racing codes). Over the past 15 years greyhound racing has received a total of $74.6 million from Tasracing, rising from $3.5 million in 2010-11 to a projected $7.5 million in 2024-25 (Chart 3). That represents an increase of 127%, or an annual average of 5.6% per annum (equivalent to 3.0% per annum in real terms).*
>
> *That's slightly more than the increase in total Tasmanian government 'operating expenses' of 5.2% per annum, on average, over the 15 years to 2024-25, and well in excess of the average annual increase in spending on, for example, education of 4.1% per annum.*[146]

[145] Response to Questions on Notice, Tasracing, Joint Standing Committee on Greyhound Racing Transition, *Inquiry into the Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025*, p. 11, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0016/102724/TasRacing-answers-to-questions-combined.pdf

[146] Saul Eslake, *The financing of greyhound racing in Tasmania*, 22 May 2025, p. 12, https://www.sauleslake.info/the-funding-of-greyhound-racing-in-tasmania/

**Chart 3: Government funding of greyhound racing in Tasmania**




3.25 The interpretation of the flow of funding, expenditure and revenue through the greyhound racing industry continued:

> ***Mr JENKINS*** *– … perhaps the easiest way, or the way that I tend to explain these numbers are that at a gross profit line, the greyhound industry generates - it does pay for itself in the sense that the race field fees generated by the greyhound code exceeds the prize money that is paid out to the industry. However, when you add into that the other costs, as we have in the bottom of the table, the net impact for the industry and Tasracing as the principal racing authority, having allocated to the fullest extent we think we reasonably can costs that can be specifically attributed to the greyhound code, that the true net cost of running the greyhound code is the $3.2 million figure that you're seeing there.*
>
> ***Ms O'CONNOR*** *- But how can you say that, when there's an $864,000 cost of the GAP, because without the greyhound industry, that money wouldn't be presumably required, because we wouldn't be dealing with the waste product of this industry and trying to rehome it. So really, it's closer to $4 million.*
>
> ***Mr JENKINS*** *- Well, that's - it's a reasonable case in terms of how GAP was classified. Yes, costs associated with GAP would be in addition to that number. We've simply separated them out for the purpose of clarity in reporting racing versus post-racing.*
>
> ***Mr HEALD*** *- In particular, this is important because, while greyhound racing may cease in 2029, for example –*
>
> *…*
>
> ***Mr HEALD*** *- We would save, we expect, around about that $3.2 million. However, we would expect GAP to continue for a few years after that. So we wouldn't see that saving immediately happen.*[147]

[147] Transcript of Evidence, 4 August 2026, Tasracing, pp. 58-59.

3.26 When appearing before the Committee to discuss the Commissioner's first iteration of the draft Transition Plan, the Minister for Racing was asked about the anticipated savings to arise from the cessation of the industry:

> ***Mr WINTER*** *- Contrary to all the rhetoric we've heard from your Government, from the Greens and Independents in relation to this, Tasracing has already submitted their annual financials to ASIC and, within the submitted financials to ASIC, outlined that the expected revenue drop from ending greyhound racing will be matched by the expected expenditure drop. What that means is there'll be no savings from ending greyhound racing.*
>
> ***Ms O'CONNOR*** *- That's what Tasracing says.*
>
> ***Mr WINTER*** *- Is that consistent with the advice that you've received?*
>
> ***Mr JAENSCH*** *- No, the advice I have received is that the net difference is in the order of $3.2 million per year, in terms of effective saving in terms of the cost of running racing. I'll just seek the Deputy Secretary's advice.*
>
> ***Mr WINTER*** *- So, the Government's position is that ending greyhound racing will save $3.2 million a year, is that right?*
>
> ***Ms O'CONNOR*** *- That's Treasury advice, isn't it?*
>
> ***Ms WILSON*** *- That's correct. That's the, that's in order, the net effect of cessation of greyhound racing that the Bill has enacted.*[148]

3.27 The Minister later discussed the ongoing questions of how Tasracing's funding will operate if the greyhound racing industry is transitioned to a close:

> ***Mr JAENSCH*** *- … there are the costs of running greyhounds and that Tasracing's funds provided by Government contribute to are more than prize money. They're sort of every aspect and it's very hard to see how not doing greyhound racing anymore doesn't represent a saving because there's all these things you're just not paying for anymore, which cost someone somewhere in the mix. We're not pursuing the cessation of greyhound racing in order to make a saving, but when I look at the taxpayers' liability, from what I'm looking at at the moment, and our modelling of the costs of delivering this transition, in whole, the cost of the transition will be largely met over time, compared to business as usual, through the savings accrued from not doing racing anymore. That, in itself, is mentioned in the feasibility study report that was appended to the Transition Plan. I think that that's something that we need to be able to reassure the taxpayer, that they're not comfortable with their money being used to support this industry anymore, it's going to cost money to have a transition but, in total, those costs will be largely recovered in savings from doing it.*
>
> ***Ms RATTRAY*** *- So, why is Tasracing still looking for the same type of funding for two codes? Give us some understanding of what your understanding is of that.*

[148] Transcript of Evidence, 12 October 2026, Hon. Roger *Jaensch* MP, Minster for Racing and Department of Natural Resources and Environment, pp. 3-4.

***Mr JAENSCH*** *- They're putting a bid into a budget process. They're not going to come and ask for less.*

***Ms RATTRAY*** *- Ask more and then hope to get less?*

***Mr JAENSCH*** *- Well, might be. You'll have to ask them. Where the costs are less, we would expect them to be deducted from the bid going forward. However, there are a lot of other things that we need to consider in the review of the Tasracing deed in terms of the future viability and commercial operation of the industry as well. It's one factor amongst many that's being looked at in the review.*[149]

3.28 Greyhounds Australasia addressed the financial status of the greyhound racing industry in Tasmania, in direct relation to the public perception of the funding for, and revenue created by, the industry:

> *… the greyhound code generated approximately $8.4 million in direct Race Field Fee revenue in FY25 alone, an amount that exceeds the gross code funding allocation. When all revenue contributions derived from greyhound wagering are included, the code's total revenue contribution to Tasracing approaches $10 million annually. The net public subsidy, properly calculated after accounting for all revenues generated by the code, is materially lower than $7.5 million. To continue to quote the $7.5 million code funding figure as if it represents the net cost to government, while ignoring the revenues the code generates, that directly offset or exceed that figure, is to present an incomplete and misleading picture. Greyhound racing remains the most financially viable of the three codes operating under Tasracing. The Tasracing Annual Report for FY25 shows that greyhound wagering turnover grew by 4.9 per cent to $280.5 million while Thoroughbred and Harness wagering contracted.*[150]

3.29 Greyhounds Australasia continued on to discuss the wagering, point of consumption and broadcast turnover resulting from greyhound racing in the state:

> *Greyhounds now account for 39.5 per cent of total Tasmanian wagering turnover. For the year ended 30 June 2025, the greyhound code generated $8.4 million in total direct revenue, comprising $8.1m in domestic product (Race Field) fees and $270k in international wagering fees.*
>
> *When also accounting for Point of Consumption tax derived from Tasmanians betting on greyhound racing around the nation ($1.1m), it is apparent that greyhound racing is by far the most commercially self-sustaining of the three codes.*
>
> *Beyond wagering, greyhound racing generates approximately 54 per cent of Tasmania's total racing broadcast content.*[151]

3.30 Tasracing also considered modelling on the potential impact of the closure of the greyhound racing industry upon the two other racing codes (harness and thoroughbred). It noted that greyhound racing 'currently represents around

[149] Transcript of Evidence, 12 October 2026, Hon. Roger *Jaensch* MP, Minister for Racing and Department of Natural Resources and Environment, p. 16.
[150] Submission No. 4, Greyhounds Australasia, p. 5.
[151] Submission No. 4, Greyhounds Australasia, p. 6.

28% of the industry's value added and FTE employment and a high share of its wagering product, so its removal has both adverse and favourable consequences for the remaining codes.'[152] These included potential risks to the market and financial viability, as well as the operational and social licence feasibility.

3.31 The potential financial burden on the two-code industry was captured in the Tasracing submission:

**Table A.6.4 — Net Additional Recurring Burden on the Remaining Codes**

| Feasibility category | Base case (≈$ p.a.) | Range (best to worst) |
|---|---|---|
| 5.1 Market viability | Neutral | +$325,000 to ($435,000) |
| 5.2 Financial viability | **($800,000)** | Neutral to ($1,707,000) |
| 5.3 Operational feasibility | Adverse (non-quantified) | Neutral/positive to medium adverse |
| 5.4 Social licence feasibility | Neutral | Positive (non-financial) to adverse (non-financial) |
| **Indicative net additional recurring burden** | **≈($800,000)** | **Broadly neutral (best) to in excess of ($2.14m) (worst)** |

3.32 On concerns for the operational feasibility of a two-code industry into the future, Tasracing stated the following:

> *… greyhound racing shares some infrastructure and staffing with the other codes, and accordingly these codes will bear a greater burden of absorbing these costs without greyhound contribution. There is a counter argument that cessation may free shared resources for the remaining codes, but this will necessarily be at the expense of greater shared cost. Some analysis will need to be conducted as to the impact cessation of greyhound racing may have upon the ongoing feasibility of supporting local Tasmanian businesses, specifically in the area of veterinary services (where practices support both equine and dogs), and racing media and supporting companies.*[153]

3.33 Tasracing also noted that the closure of the greyhound racing industry, 'driven substantially by welfare and social-licence considerations,' could impact the social perception of the remaining codes:

- *it may improve the overall public perception of racing in Tasmania, taking the view that the code with greatest risk to the wellbeing of animals has been addressed; or*
- *it may heighten criticism of welfare and integrity practices in other codes from parties who can now narrow their focus, with no continued distraction of greyhound racing.*

[152] Submission No. 5, Tasracing, p. 18.
[153] Submission No. 5, Tasracing, p. 19.

*On balance, we do not believe that the cessation of greyhound racing will have any positive effect on the way in which the public perceives the remaining industries in Tasmania, and we believe there is a real risk in the short to medium term of an increase in the negative commentary afforded to welfare and integrity across these codes.*[154]

3.34 In modelling in its submission, Tasracing suggested it would receive a saving of $3.07 million at 1 July 2029 as a result of the cessation of the greyhound industry. However, this nominal saving was deconstructed in Tasracing's submission, suggesting it would not be this substantial in reality:

> *GAP program expenditure (~$0.86m) will continue post cessation of Greyhound cessation on 30 June 2026,*[155] *and accordingly will not be taken into account in terms of the immediate annual and ongoing financial impact of Greyhound cessation.*
>
> *Potential capital expenditure savings have not been counted.*
>
> *This recurring saving is, however, materially qualified: approximately $11.3m of shared and unallocated costs are not eliminated by cessation and are instead re-apportioned to the remaining codes, while Government forgoes =$0.16m of POCT and the clubs =$0.10m of net surplus.*
>
> *Against that narrow cash improvement sits a much larger economic footprint. On the IER 2021/22 baseline, the code is associated with up to =$59.7m of total value added, $32.6m of household income and ≈486 FTE, disproportionately concentrated in regional Tasmania and only partially recoverable as activity and expenditure redirect.*
>
> *The transition itself is projected to be self-funding. Optimised scheduling under the proposed transition model delivers an estimated ($82,404) negative result over the transition period against a baseline scenario.*
>
> *Finally, the ongoing feasibility of the remaining codes carries a net additional recurring burden estimated at =$800K per annum in the base case, driven by shared-cost reallocation and exposure on the Ladbrokes and Sky commercial arrangements.*[156]

## Findings

7. There are various assessments of the economic impact of the greyhound racing industry.
8. Department of Treasury and Finance modelling indicates the economic impact from the cessation of greyhound racing is manageable.
9. Tasracing estimates that the cessation of greyhound racing in 2029 could represent a saving of $3.07 million per year.

[154] Submission No. 5, Tasracing, p. 19.
[155] It is expected that expenditure on the GAP program will be required to continue at least through FY32., cited as Footnote 10 in Submission No. 5, Tasracing, p.23.
[156] Submission No. 5, Tasracing, p. 23.

10. The cost of rehoming greyhounds will continue beyond the cessation date of 30 June 2029.
11. Full costs of implementing the Transition Plan cannot be finalised until the Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025 is passed and the phaseout timeline is clear.

# 4 ANIMAL WELFARE IMPACTS OF THE PHASE OUT

4.1 This Chapter considers the animal welfare impacts of the proposed phase out of greyhound racing in Tasmania. These concerns relate to current standards of care in the industry, potential risks to animal welfare during the transition and the rehoming process required to facilitate a safe transition.

4.2 The Minister for Racing, Hon. Roger *Jaensch* MP, noted improvements in both animal welfare and integrity standards in the industry but agreed ongoing problems persist:

> ***Ms O'CONNOR*** *- … Minister, as part of our workplan, we've agreed to focus on animal welfare aspects of greyhound racing. I want to take you to last Thursday night at Elwick Racecourse. That's the 8th of October* [2026]*. We had a dog euthanised on track after a catastrophic injury. That was Angry Mac. And then we had a dog called Black Brush Ben also very injured on the track, dislocation of the right hock, 90 days' standdown. We had evidence from the Commissioner last week that indicated injuries in greyhound racing are at a persistently high level. By our count, there's 46 dead greyhounds since 1 January this year* [2026]*, obviously not all of them on track. But would you agree, Minister, that the animal welfare issues associated with this industry remain persistently and unacceptably outside of community expectations?*
>
> ***Mr JAENSCH*** *- Yes. I think there's been improvement in the industry and the way the technologies, the design of tracks, the operating of races, the vet checks, the integrity matters. I also believe, having met a large number of greyhound owners, that there's a great level of care from owners for their dogs.*
>
> ***Ms O'CONNOR –*** *Not all of them.*
>
> ***Mr JAENSCH*** *- But the people I've met, I think they love their dogs, and I think their dogs love racing.*
>
> *…*
>
> ***Mr JAENSCH*** *- …despite all of that, the racing of greyhounds is inherently dangerous to the wellbeing of the animals in it. I think people can do everything they can to make it safer, but the racing itself is dangerous for dogs. It's traumatic for everyone when a dog is injured or dies or has to be put down. I believe that in the industry, it's something that they have a level of - they accept that risk, but the community more broadly I don't think accepts that anymore –*
>
> ***Ms O'CONNOR*** *- And, of course, the greyhounds don't get a say.*
>
> *…*
>
> ***Mr JAENSCH*** *- But they're part of an activity which has inherent risks for them that they don't choose, that they can't mitigate either. Our view and what our policy is based on is that this is no longer something that the Tasmanian taxpayer wants to support, at so many levels. There is Government money that enables and facilitates greyhound racing for entertainment. The risks to the animal welfare in it are, we believe, now something that the community doesn't accept any more.*

*...*

***Ms O'CONNOR** - Notwithstanding those changes to some industry practices - better tech that you point to on track, a different euthanasia policy so dogs aren't being wasted, killed on a whim or unnecessarily, you would agree that there's been no significant improvement in the welfare of dogs on the track in terms of deaths and injuries to racing greyhounds? That's on the data. You'd have to agree with that.*

***Mr JAENSCH** - Even just on the incidents at the meet the other day and the injuries there, clearly, all of that work hasn't been sufficient to remove that significant risk to animal welfare. I think that that's something that the community now draws a line and says this is not something that we should be supporting with Government money for the purposes of entertainment.*[157]

4.3 The Minister explained the Government is committed to the cessation of greyhound racing:

***Mr WINTER** - Minister, you said in an earlier answer to a question that greyhound racing is inherently dangerous, the racing itself is dangerous, and the loss of dogs is traumatic for everyone. Given that view, why is it that the Government's position is that it must shut down greyhound racing, but not the two equine codes, or even rodeos where there are fatalities and injuries?*

***Mr JAENSCH** - Our policy, you're right, focuses on greyhound racing and its cessation. Our policy is also that we'll continue to support the equine codes, and continuing improvement in those codes on animal welfare and integrity in the sector. We've undertaken significant reforms you're well aware of over recent years. One of the factors that's particularly different is that in the equine codes there's a rider or a driver who is also able to manage what happens during the race, in a way that we cannot do when the dogs are released and they're off and running.*

***Ms O'CONNOR** - That's right.*

***Mr JAENSCH** - There's a human element in the managing of how their race plays out, how the animals and their welfare is managed throughout the race that we don't have in greyhounds.*

***Mr WINTER** - Minister, there have been on-track deaths at, for example, the Launceston Cup early last year I believe, with The Inevitable. We've seen deaths of thoroughbreds on Devonport Cup Day in front of the main crowd. Given that you've said the reason you're shutting greyhound racing is because it's inherently dangerous, what confidence could the two equine codes have that your Government isn't going to shut them down as well?*

***Mr JAENSCH** - Now we've made our commitment to that, to continuing, supporting and improving the equine codes plainly clear. That will also be underpinned in the new racing Deed. We know that there will be impacts on racing as a whole from the cessation of greyhound racing, and that there may be costs that the other codes, or the management of other codes, may need to*

[157] Transcript of Evidence, 12 October 2026, Hon. Roger *Jaensch* MP, Minister for Racing and Department of Natural Resources and Environment, pp. 4-5.

*absorb because they're not shared across three codes anymore, fewer participants. But the other things that we see - and it was included in the economic assessment or the financial assessment that was published with the Transition Plan - is that the other codes have some challenges of their own economically, and I'm looking forward in the new Deed to being able to chart a course with the harness racing and thoroughbred sectors on how we drive the commercial viability of those codes, as well as the integrity and animal welfare performance of the codes.*[158]

4.4 The Racing Integrity Commissioner told the Committee the August-September 2026 audit undertaken by his office identified 1120 industry registered greyhounds in Tasmania, a significant animal welfare and rehoming challenge in the event of the planned phase out by 1 July 2029.

4.5 The Commissioner also confirmed the rehoming challenge is compounded by an increase in breeding rates since the Government announced it would end greyhound racing:

> ***Mr CARROLL*** *- As I have said to this Committee before, that we have seen an increase in breeding from previous years, especially since the announcement of the Bill and the prohibition that was put on breeding. I've spoken to a lot of greyhound participants as to the reasons why there's concerns that if the Bill is passed, there will be a shortage of greyhounds to race up until June 30, 2029, so people are breeding greyhounds. As I said before, it appears, and whilst this is a very small dataset of one audit at this stage, that participants are hanging onto their greyhounds longer to allow them to continue to race. That flies in the face of the proposal in the Bill that greyhounds, at an age of six years, will be retired because of the greater risk of injury and so forth. There are a potential number of reasons for the increase in numbers. I don't want to assume what they may or may not be, but it was something that I think that I'd said to this Committee that we predicted would occur.*
>
> *...*
>
> ***Ms RATTRAY*** *- ... Commissioner, you talked about your concerns about the number of greyhounds being bred. Is there any reason why there can't be a restriction now on the number of greyhounds being bred? I mean, does it need legislation to do that or can that be something that you could recommend and that the code could take on board?*
>
> ***Mr CARROLL*** *- It's not my position to pre-empt what will occur out of this Parliament in relation to the Bill. As I said, in answer to Mr Winter's question, I have no idea what's going to occur on the outcome of the Bill. If the Bill doesn't pass, I don't know what the Government's position will be in relation to the policy that they announced last year* [2025]*. So, from that point of view I would have thought, and it's only my personal position, that it would be unfair at this stage*

[158] Transcript of Evidence, 12 October 2026, Hon. Roger *Jaensch* MP, Minister for Racing and Department of Natural Resources and Environment, pp. 8-9.

*to put a restriction on the breeding of greyhounds if greyhound racing is to continue as business as usual if the Bill doesn't pass.*

***Ms RATTRAY** - Even if you're looking at it from a welfare perspective, I mean, there are 'x' amount of litters that can be bred. People have to work out who might be able to breed this year or whatever. You still don't see a positive out of that?*

***Mr CARROLL** - Once again, the greyhounds are bred not only for racing in this state, but also other states. I think at this stage my personal belief is that it would be unfair to put those restrictions on until we know what's going to occur because it's not my position to prevent someone from doing a lawful activity whilst it's still a lawful activity. If it does become unlawful, then clearly restrictions need to be put in place. But, as I said, some breeders will sell their greyhound pups to other states as they're entitled to and so I don't think at this stage that we should be putting a restriction on.*

*We've seen greyhound numbers, whelping numbers, in the last five or six years decrease significantly. There are a range of reasons as to why that occurred. We've seen an uplift, as I said, in the number of litters that have been whelped since the announcement, given the gestation period. So, yes, that is concerning as to if the Bill is passed and how we deal with those, but once again I'm trying to have a balanced view on this - that if the Bill isn't passed, and as I said, that's not my decision, that's one for Parliament, as to - and the decision made that greyhound racing continues as normal, then those people are entitled to breed those number of greyhounds.*

***Ms WEBB** - I understand why you might not choose to unilaterally bring in new rules about breeding in the absence of the Bill yet to be passed, but if the Bill doesn't pass, for example, can you remind us under your legislation, is the Minister in a position to direct you to make such rules as those or to go into that space?*

***Mr CARROLL** - No, the Minister wouldn't direct me to. He can ask me to look at it, those issues, and in fairness, and I hope that I've displayed this in the 20 months that I've been in the role, our office has been prepared to take feedback from any person as to the way in which the racing industry operates, as we should, because I'm there as a representative of the Tasmanian public to ensure that all racing prospers throughout the community. I've had a lot of discussions with a lot of people about changes to the Rules of Racing across the three racing codes. Every Rule of Racing that's proposed comes through my office and I provide feedback on that, and I can make recommendations to Tasracing as to the introduction of local rules as I'm proposing in the draft Transition Plan. I would think that, once again, it's not my position to pre-empt what will occur if the Bill doesn't pass, but there'll be certainly some discussions had as to what the next steps are once we learn what they are.*[159]

[159] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, pp. 5-10.

4.6 The Office of the Racing Integrity Commission has also identified an increase in the number of injuries sustained by racing greyhounds:

> ***Mr CARROLL*** *- The issue of injury, or ultimate death, to any racing animal is something that is a concern. What we have seen is that, yes, there has been a slight increase in the number of injuries that have been sustained. But what I would also say is that that has come about because there's now greater accountability on those participants to record injuries with Tasracing. So, once again, Tasracing has been quite proactive in actually recording the number of injuries. That hadn't occurred before. So, yes, we're going to see that increase.*[160]

4.7 The Commissioner acknowledged the scale of the rehoming challenge both during and following phase-out of the industry in Tasmania should the Bill pass the Parliament:

> ***Mr CARROLL****- … The Plan has been, as I said, predicated on the passing of the bill and, without stating the obvious, it is essential that the Plan is read in its entirety as to the implications as to the delays that we may face if there is a delay in decreasing the greyhound population as far as the policy of the Government is concerned. That will have significant implications in the number of greyhounds that we're required to rehome by June 30, 2029. If I look at the number of greyhounds that have come in and out of the industry over the past three or four years and, without going to specifics, what we can say is that approximately there's probably 250 to 300 greyhounds that come into the industry every year and go out of the industry, and that's through breeding but also from interstate greyhounds coming in. Up until this time the rehoming services that have been available - whether they be through GAP, through owners and trainers taking ownership of retired greyhounds or whether they be going to other rehoming centres - the community has been able to cope with those numbers that are going out of the industry. The Plan that has been developed ensures that those numbers will be constant throughout the period until through into 2029, so we won't have a bulging number of greyhounds that go to any particular rehoming centre.*
>
> *What I have done though is look at options for emergency rehoming and we've looked at particular emergency kennels, the Dogs' Home being one of them, that can take on board a number of greyhounds at any one time should that be required. We've made provision in our initial budget assessment to the Government and there are funds that are set aside to accommodate that. We've gone out to RSPCA, Dogs' Home and other rehoming programs to get a cost as a daily rate as to what that's required. We've taken that on board and as you would have seen that, unfortunately, and once again, it's purely a decision for Parliament as to when the bill is passed, but if there is a delay, that cost increases because of the number of greyhounds that are going to be required to be rehomed at any one given time.*
>
> *…*

[160] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, p. 20.

***Ms O'CONNOR*** *- … We recently visited the Greyhounds As Pets to walk through the operation, meet the staff, and meet the dogs. You said earlier that the community is sort of able to cope with the number of greyhounds that come out the end of the other side of the industry, and I'd sort of challenge that because there's a backlog there. GAP is full of dogs all waiting for a home. Now we've got an increased number of greyhounds that at some point will be looking for a home. There's a capacity issue here already, and I know it's only a draft Transition Plan, but there's not a lot of detail in there about how you deal with what's going to be the need for a significant increase in capacity before rehoming.*

***Mr CARROLL*** *- … Let me start by saying I think that GAP does a wonderful job in rehoming greyhounds and there's no doubt that over the last few years that we've seen the capacity of greyhounds entering GAP has increased and that is the reason that there's been investment into the GAP facility to increase the number of kennels that they have to accommodate that.*

*Without dismissing your question too much, the concern that I have is that the issue that we may face, and these are the reasons I've spoken to RSPCA Victoria and rehoming organisations in other states is that Tasmania has a lot smaller population than other states and there will be only a certain number of greyhounds that can be taken into the community. That will have an impact on other breeds of dogs and the adoption of other breeds of dogs from places like the Dogs' Home.*

*That is why the Transition Plan has been written the way it has, to have a progressive introduction of those dogs over the next two and a half years should the Bill be passed.*

*Am I concerned about the excessive number of greyhounds that we may have that will lead into rehoming if the Bill is delayed or there's no Bill? Yes, I am. At this stage we have very limited number of rehoming options in Tasmania and some have closed over the last couple of years. We have spoken to quite a number of organisations that were interested in rehoming. A lot of those didn't want to be included in the Transition Plan because of the community debate that was going on about greyhounds at this stage, and I respect that, and that's why that information isn't placed in the Transition Plan at this stage. It's been the biggest issue that we've been looking at since we started developing the Transition Plan as to how we could adequately rehome these greyhounds by June 30, 2029.*

***Mr WINTER*** *- In the draft Transition Plan, just following on from Ms O'Connor's questions, there was discussion about an expression of interest process for people looking to adopt greyhounds.*

***Mr CARROLL*** *- Yes.*

***Mr WINTER*** *- I'm not sure if you've answered this already, but can you tell us how many people have expressed interest?*

***Mr CARROLL*** *- At that stage, I think we had a dozen people that have written into our office to express interest.*

***Mr WINTER*** *- How has that been advertised?*

***Mr CARROLL -*** *We put it in all the newspapers throughout Tasmania - took out half-page advertisements.*

***Mr WINTER*** *- This is for people to adopt the greyhounds?*

***Mr CARROLL*** *- Yes.*

***Mr WINTER*** *- Okay, that seems unusual - it seems a bit lower than I would have expected.*

***Mr CARROLL*** *- It was a lot lower than I thought. I was surprised by the lack of numbers and the uptake. I thought it would have been quite higher. As to how I answered the questions from Ms O'Connor before, the concern that I have is that having such a condensed period of time to rehome a significant number of greyhounds that we may reach saturation point for the number of greyhounds that will go into the community.*[161]

4.8 Dr Alex Brittan, former Chief Veterinary Officer of Greyhound Racing New South Wales, urged the transition date in Tasmania to be brought forward from June 2029 to June 2028 to protect greyhounds:

> ***Dr BRITTAN*** *-… Two years was more than enough time for New Zealand and the ACT. Delaying this closure unnecessarily will only serve to allow more dogs to be injured and killed. This is a decision for a compassionate and modern Tasmania.*[162]

4.9 Dr Brittan, described the five pillars of animal welfare for all animals to the Committee, which he contends are not met for racing greyhounds:

> *There's what's called the five pillars of animal welfare, and the greyhound industry, while the dog is within its clutches, fails on those five pillars. These are basic things. They're good nutritional support - and, yes, there will be some participants who feed their dogs good food, but the majority of them are underweight, wormy, poor dentition. Their housing is poor; they're concrete pens with mesh fences that are remarkably small and would be inadequate by RSPCA domestic standards. They are kept in confinement and isolation for approximately 95 per cent of their lives. They are not provided with socialisation, playtime and exercise. All of these are basic, accepted international tenets of the five pillars of animal welfare*
>
> *…*
>
> *Once the dog goes racing - it's race day, dog gets out of its pen, gets pushed into the trailer or the caravan and transported to the track. No eating, no drinking, on the day of racing. It then has a fairly cursory, one-minute check to make sure that it's fit to race and then is locked into the racing pens until its race is up, and when its race is up, it's called out and put in a box and raced.*
>
> *Now, the environment that it's in then, that then becomes an extreme risk. You've got dogs who are at extreme risk of extreme injuries. They are at extreme risk of sustaining a life-threatening injury. And this is done - these are not invisible risks. Everybody knows these risks. These numbers are published. There's what's called the track lethality index, which publishes how dangerous each track is relative to*

[161] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, pp. 5-7.
[162] Transcript of Evidence, 28 July 2026, Dr Alex Brittan, p. 3.

*all the other tracks. It looks at all the metrics - it looks at how many injuries, what type of injuries, how many deaths occur.*

*So, the participants know this, and despite knowing that by placing these industry dogs at a race and racing them in these conditions, they're at extreme - relative to a domestic dog - risk of being injured or being killed, they continue to do so. So that, to me, is an ethical question about: if you love your dog, why would you put it in that environment where you know that it's got an extreme risk of being severely injured or being dead?*[163]

4.10 Tasracing Chief Veterinary and Animal Welfare Officer, Dr Martin Lenz, responded to the comments made by Dr Brittan:

***Mr WINTER** – ... Dr Brittan also said, and I quote, this is to the ABC:*

> *The numbers don't lie. A number of dogs that aren't rehomed are classified as backlog and they tend to live out their lives in commercial kennels, akin to being in solitary confinement with no hope of ever being rehomed.*

*Is that a practice you're aware of occurring in Tasmania?*

***Dr LENZ** - No, certainly not. Not that I'm aware of. And look –*

***Ms O'CONNOR** - Are you saying there's no backlog of ex-racing greyhounds waiting for a home?*

***Dr LENZ** - Could you requote the?*

***Mr WINTER** - It did talk about commercial kennels, which is I think what you're talking about. The quote was:*

> *A number of dogs that aren't rehomed are classified as backlog and they tend to live out their lives in commercial kennels, akin to being in solitary confinement with no hope of ever being rehomed.*

***Dr LENZ** - Look, I suppose without being able to get him to exactly define what he's talking about there - but we have a waiting list. When they come into GAP, they are assessed. When they become suitable for responsible rehoming, we don't hang onto them, right? They go out the door, because there are, obviously, other dogs ready to come in. I'm not sure whether, perhaps - and I don't even want to put it out there - but whether that is something that he was exposed to in New South Wales or whether - I don't know where that's come from.*

***CHAIR** - It's referring to those dogs on the GAP waiting list for instance.*

***Mr WINTER** - Which is why I sort of - the prelude to my question, sort of around, you know, how many dogs are there for a prolonged period of time? In that quote he talks about them having no hope of being rehomed, but, I can't imagine why you would be keeping dogs that have no hope of being rehomed –*

[163] Transcript of Evidence, 28 July 2026, Dr Alex Brittan, pp. 6-7.

***Ms O'CONNOR** - But it's up to people to come in and choose those dogs that they want. So some of them - I encourage you to look at the GAP website - some of them have been there since February this year at least. That is the backlog.*

*…*

***Ms WEBB** - Mr Winter asked a question about average length of time in GAP. Whereas I take that quote that you've just provided to be talking about the dogs on the waiting list that essentially aren't in GAP yet, are they? They haven't arrived to GAP yet, so are you able to provide data for the average length of time dogs spend in that state of being?*

***Dr LENZ** - Yes.*

***Ms WEBB** - And the quick follow-up question about that was: do you also record deaths of dogs during that period and cause of death of dogs during that period? Are you able to provide data on that?*

***Dr LENZ** - There is a list that is publicly available, of basically the wait list for GAP. That lists each individual animal. When that animal gets to the top of the list, if there's space on the program, we take them off the list. I'm not sure where is the opportunity there for dogs to fall off the list.*

***Ms WEBB** - That is what I'm trying to establish. For a start, on average how long they spend on the list. Secondly, dogs that may die while on the list and where that data is recorded, including cause of death for any that die while on that list.*

***Dr LENZ** - A dog that is retired is still subject to the rules of racing, and there is still a need to report mortality within a given timeframe.*

*…*

*… They're still under obligation to report.*[164]

4.11 A qualified veterinary nurse, who wished to remain anonymous, provided evidence to the Committee in relation to their time working at a clinic where racing greyhounds were often brought for care. They stated the common experience was that racing greyhounds were brought for emergency care, not preventative or standard care.[165] They shared with the Committee their experience in caring for a greyhound named Nitro Grace, who was brought to the clinic in labour, having delivered six puppies already at her owner's home. The Private Witness stated:

> *When I first saw Grace, I was shocked by her physical condition. She appeared severely underweight. She was heavily infested with live fleas. She had significant dental disease and extremely offensive breath. She was profoundly exhausted, barely responsive, and did not even lift her head when I approached her.*
>
> *Dark discharge continued to ooze from her as she lay on the floor. The attending vet and I were both extremely concerned that she might not survive the anaesthetic. However, surgery was the only remaining option. During the c-section*

[164] Transcript of Evidence, 4 August 2026, Tasracing, pp. 73-75.
[165] Transcript of Evidence, 29 July 2026, Private Witness, p. 2.

*we successfully delivered and revived another six puppies. Grace never recovered. She suffered cardiac arrest during the surgery and despite extensive resuscitation efforts, she died on the operating table.*[166]

4.12 The incident raised by the Private Witness was shared with Tasracing at the time that it occurred.[167] The Committee requested comment from Tasracing regarding the matter, who provided the following detail from the investigation which was, at the time, undertaken by the then Office of Racing Integrity (ORI), who closed the case on 21 August 2023:

> *The trainer contacted the veterinarian at 3 am to take the dog to the vet. This is not the action of someone who does not care for the animal. They paid up front to the veterinary clinic for the caesarean procedure.*
>
> *The wife of the trainer (interviewed) has been a vet nurse and this was the second litter from Nitro Grace, the first being uneventful. She also kept notes* [provided]*… during the birth of the first 6 pups* (born at the kennels prior to the caesarean operation).
>
> *When ORI went to the site, the trainer and his wife were hand feeding the pups from the litter.*
>
> *The vet noted fleas present* (on the bitch)*, but the trainer demonstrated their flea treatment after the interview* [provided] *…*

Information referenced in the above is available on the Committee's webpage, alongside the clinical summary of the veterinarian[168]. The Committee also notes that, of the 11 pups that survived, five are racing, two are littered (not yet raced) and four are retired as pets.[169]

4.13 Greyhounds Tasmania claimed 'sustained welfare improvements' have occurred in the industry:

> *The Tasmanian greyhound industry has undergone a decade of structured reform, transitioning into one of the most heavily regulated animal-sport sectors in Australia. Mandatory whole-of-life tracking, strengthened integrity systems, compulsory veterinary oversight, and industry-funded rehoming programs ensure that every stage of a greyhound's lifecycle is governed by strict welfare standards. Zero-tolerance policies for integrity breaches and enhanced compliance auditing further reinforce this framework.*[170]

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[166] Transcript of Evidence, 29 July 2026, Private Witness, p. 2.
[167] Transcript of Evidence, 29 July 2026, Private Witness, p. 3.
[168] Correspondence from Tasracing, dated 9 November 2026, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0018/115380/For-Publication_-09112026_Tasracing-Correspondence_Redacted.pdf
[169] Correspondence from Tasracing, dated 9 November 2026, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0018/115380/For-Publication_-09112026_Tasracing-Correspondence_Redacted.pdf
[170] Submission No. 3, Greyhounds Tasmania, p. 7.

4.14 The joint submission from RSPCA Australia and RSPCA Tasmania discussed the rate of serious injuries in greyhound racing in Tasmania:

> *Serious injuries in Tasmania increased by 75% from 20 in 2024, to 35 in 2025, which is of significant concern. While Tasracing celebrates a decline in the number of greyhounds who died or were euthanised on race day, it fails to explain this is largely due to the Greyhound Recovery Rebate Scheme providing financial support for treating serious on-track injuries. This scheme raises significant concerns relating to the outcomes for these greyhounds and rehabilitation often involves multiple surgeries, long-term confinement, chronic conditions and impacts on rehoming success. Injured dogs suffer pain, fear and anxiety relating to the injury itself as well as subsequent treatment and rehabilitation efforts.*[171]

4.15 The Commissioner gave evidence that, despite some improvements to animal welfare standards in the industry, the injury and euthanasia rates of racing dogs has not declined in recent years:

> ***Mr CARROLL** - I think there are certain safeguards that are in place with a number of race meetings that a dog can take part in within the Rules of Racing that provide those safeguards. What I would say is that, as I said - and when I say other sports, I'm talking about AFL, cricket and rugby and things like that where our athletes are getting bigger and faster and stronger and susceptible to more injury because of that. Our racing animals are getting bigger, faster and stronger, so we have to make sure that we're continually monitoring that to ensure that those safeguards are in place. If that means that we have to address the amount that a racing animal races within a certain period of time, then that's what we have to do. But what I would say is that I think that the recorded increase of injuries is because of the better recording now that's being done by Tasracing.*
>
> ***Ms O'CONNOR** - Okay. So, the extension of that is dogs are being injured and then subsequently, off track, some have been euthanised, or like Memphis Rains, injured on track here and sent to Melbourne and her life was snuffed out with a broken ankle - a dog's right hock - her hock was fractured. What are you seeing, as Commissioner, in terms of euthanasia rates and practices?*
>
> ***Mr CARROLL** - I think that the euthanasia rates that we've had probably haven't been anything dissimilar to previous years.*
>
> ***Ms O'CONNOR** - So, they're not coming down?*
>
> ***Mr CARROLL** - No, they're not coming down. But what I would say once again is that there's more accurate recording by Tasracing and responsibility on the participants now to go through a process of approval for euthanasia that wasn't in place before and the Racing Integrity Officer at Tasracing has to approve every dog that's euthanised - racing dog in Tasmania. So, we have more accurate records than we would have had beforehand. To that position, I think we're - and once again, because of this, and I think regardless of what the outcome is of this Bill, we now have a Traceability Officer at Tasracing that is keeping accurate records of the*

[171] Submission No. 1, RSPCA Australia and RSPCA Tasmania, p. 16.

*movement and the lifespan of a greyhound from birth to death, and that's a positive.*

*As I said before, and I'm not trying to avoid answering the question, but I think you'll see that there'll be an uplift in those injuries and recorded deaths of greyhounds away from the track because we've got better record keeping and we now have a Traceability Officer in place.*[172]

4.16 Greyhounds Australasia also commented on the injuries sustained in greyhound racing:

> *The comprehensiveness of injury data in greyhound racing is a product of the rigour of the industry's welfare framework, not evidence of a welfare crisis. Every post-race veterinary observation is recorded and published, from minor abrasions and split foot pads through to significant injuries, because racing greyhounds are subject to mandatory veterinary inspections before and after every race meeting. More than 80 per cent of reported injuries are classified as minor, with a stand-down period only, and would not prompt a visit to a vet if sustained by a domestic pet. They are recorded because the integrity of the wagering product demands that every racing dog is certified fit to compete, and because the industry has built transparent, accountable oversight systems to ensure that standard is met. The depth of injury reporting in greyhound racing is a mark of the framework's strength, not its failure. By contrast, injury data for most other animal sports and activities is not collected or publicly reported at all.*[173]

4.17 RSPCA Australia and RSPCA Tasmania also raised concern with a lack of effective traceability of racing greyhounds in Tasmania:

> *Tasracing does not utilise an e-tracking system such as that used in New South Wales. Instead, it relies primarily on the OzChase database, which utilises self-reporting and is not designed to provide comprehensive whole of life traceability, thus limiting visibility of greyhound outcomes over time. This raises significant concerns around whole of life traceability.*
>
> *...*
>
> [RSPCA Australia] *Recommendation 12: Require TIU kennel audits to verify the status of all registered greyhounds attached to licensed premises against Tasracing's records.*[174]

4.18 Tasracing CEO, Mr Jenkins, gave evidence that traceability of racing greyhounds is improving:

> ***Mr JENKINS** - ... Our commitment is to trying to ensure the best possible traceability practices that we can implement. What I would say specifically is - and I mentioned earlier, and I would acknowledge that historically and certainly taking over the former Office of Racing Integrity, records were not up to a reasonable standard. Since the Tasracing Integrity Unit has been created under the new act, our investment has continued to increase toward traceability and*

[172] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, pp. 21-22.
[173] Submission No. 4, Greyhounds Australasia, p. 11.
[174] Submission No. 1, RSPCA Australia and RSPCA Tasmania, p. 13.

*enhancing animal welfare outcomes for greyhounds. Again, as I mentioned earlier, we've conducted two whole-of-state greyhound audits. That proactive activity, again, I acknowledge evidence that certainly during the first audit the records that we were handed over were substandard.*

***Ms O'CONNOR** - Was that the racing integrity unit's fault?*

***Mr JENKINS** - No, absolutely not. They were picking up from a baseline that was, as it turned out - and hence validated the investment in and the need for, certainly, the initial audit, because it did identify that what was on paper, so to speak, was not the reality of what was happening on the ground, and we acknowledge that. What I can say, with a high degree of confidence is, on the back of that first audit, and certainly the second audit or the repeat audit, is that the information that we have on paper is reflective of what is happening on the ground. So we know where the dogs - where the dogs are.*

***Ms O'CONNOR** - You're not there yet though, are you, because we had to have a finding in our first report that your data is unreliable, unfortunately, and we've been going down data rabbit holes on and off in this Committee ever since. Tasracing's data is not yet robust, is it?*

***Mr JENKINS** - I wouldn't say that that's the case. As I say, in terms of the audit data that we're working with and we generate, I'm very confident that that is reflective of the physical status of kennels and dogs.*

***Ms O'CONNOR** - But you can't say that you're doing whole-of-life tracking.*

***Mr JENKINS** - I would acknowledge that one of the things that we're continuing to work through, Ms O'Connor, is working even more closely with our industry participants to impart on them the importance of updated record-keeping, so that if a dog is moved or retired or otherwise, that there is a requirement for the status to be appropriately updated in the system.*

*...*

***Mr JENKINS** - ...in terms of whole-of-life tracking, we would acknowledge that once a greyhound enters private life as a domestic animal, no, as the principal racing authority, we don't have jurisdiction over that greyhound. It becomes a private or domestic dog. It's another dog.*

***Ms O'CONNOR** - Or it just disappears.*[175]

4.19 Greyhound industry stakeholders spoke to the increase in animal welfare standards in the Tasmanian industry, especially over the last eight years.[176] Such stakeholders suggested that greyhounds would be more at risk during, and after, the transition from the industry than they are within it:

> *To close greyhound racing in Tasmania, and in doing so remove the code from the regulated, traceable, welfare-accountable framework that distinguishes Australia's system from those 20-plus unregulated alternatives, is to make greyhounds less visible, not more protected. GA's earlier submissions document in*

[175] Transcript of Evidence, 4 August 2026, Tasracing, pp. 77-78.
[176] Submission No. 4, Greyhounds Australasia, p. 8.

*detail how the Bill's unregulated breeding provisions would produce precisely this outcome.*

*Welfare outcomes in Tasmanian greyhound racing have been improving consistently. The FY25 total injury incidence rate of 23.39 per 1,000 starters is the lowest in a decade.*

*Euthanasia rates for exiting greyhounds have fallen from 43 per cent in FY17/18 to 15 per cent in FY24/25. There has been only one substantiated animal welfare breach since 1 February 2025, from approximately 300 kennel audits and inspections. Claims made in public advocacy, including that 279 greyhounds were killed or injured while racing last year, misrepresent data that in fact demonstrates ongoing and measurable improvement.*[177]

4.20 Greyhounds Australasia suggested that a closure of the industry would hinder, not help, the greyhound breed:

> *Australia's regulated system places it among the leading jurisdictions globally in terms of oversight, welfare standards and integrity systems. The industry continues to work with governments and regulators across all states and territories to strengthen regulation, improve animal welfare outcomes, support rehoming programs for retired greyhounds and deliver community confidence.*[178]

4.21 Greyhounds Tasmania also shared concern for animal welfare as a result of the transition:

> *Welfare Risks of a Phase-Out: A rapid or forced phase-out poses significant and foreseeable welfare risks. Abruptly dismantling the industry would overwhelm existing rehoming networks, strain the capacity of canine adoption organisations, and jeopardise the welfare of hundreds of greyhounds requiring structured transition pathways. The current industry framework ensures that greyhounds are actively cared for, conditioned, and rehomed through coordinated, well-resourced, and professionally managed programs. Removing this framework without a viable, fully funded alternative would create avoidable welfare harm.*[179]

4.22 The RSPCA Australia and RSPCA Tasmania submission raised concerns around the potential risk for increased injuries and deaths of dogs as the closure of the industry approaches:

> *As the phase out progresses and the population of racing greyhounds' declines, there is a risk that greyhounds may be raced more frequently, continue racing beyond when they would normally be retired due to injury or age, or move from the rehoming waiting list to return to race until the closure. Additionally, it is likely that there will be less investment into track safety.*[180]

4.23 In light of this concern, RSPCA Australia and RSPCA Tasmania advocated for the continuation of greyhound oversight for a period after the transition date of 1

[177] Submission No. 4 Greyhounds Australasia, p. 11.
[178] Submission No. 4, Greyhounds Australasia, p. 11.
[179] Submission No. 3, Greyhounds Tasmania, p. 7.
[180] Submission No. 1, RSPCA Australia and RSPCA Tasmania, p. 16.

July 2029, as some greyhounds may still not be rehomed. Such dogs may be at an increased risk of poor animal welfare standards during this time.[181] The organisations recommend:

> *Recommendation 10: Require annual kennel audits and reporting to continue beyond 1 July 2029 for any greyhounds remaining in racing kennels, rehabilitation, or awaiting rehoming.*
>
> *Recommendation 11: Establish an Animal Welfare Advisory Panel to review welfare related standards, policies and rules, and provide independent expert advice on rehoming, welfare and euthanasia decisions. The Panel's role should continue beyond 1 July 2029 until all suitable greyhounds are independently verified as successfully rehomed.*[182]

4.24 A recent development in the greyhound welfare space was the release by Tasracing of a draft *Code of Practice for Greyhound Welfare* for public consultation in June 2026.[183] Following this consultation, the *Code of Practice* was endorsed by the Tasracing Board on 29 July 2026 and has been referred to the 'Racing Integrity Committee for their priority consideration, with a view to implementation as soon as possible.'[184]

4.25 The basis of the *Code of Practice* was raised during a hearing with Tasracing:

> ***Ms O'CONNOR** - ... Given that the board made the decision to implement the code of welfare, is it the board's contention that this is a best-practice code of welfare?*
>
> *...*
>
> ***Dr LENZ** - Thank you, and through you, Chair, so the code of practice, it's listed in the back of the document, the source documentation that it was based on, I did - anticipating a similar question, I have those source documents here. As far as is it a best-practice document, it is closely based on existing documentation from other jurisdictions and other states. Where there was a level of discrepancy, we have tended to err on the side of higher welfare. From that point of view, I'm happy to say that, as an Australasian standard, yes, it is up there with the best of them.*
>
> ***Ms O'CONNOR** - Okay. It doesn't incorporate the five domains of animal welfare; are you going to dispute that?*
>
> ***Dr LENZ** - I am, absolutely.*
>
> ***Ms O'CONNOR** - Okay. How does it improve a greyhound's social and mental wellbeing to be kept in a kennel that is 1.2 metres wide by 1.8 metres high, to a total area of 3.5 square metres, for 23-and-a-half hours a day?*
>
> ***Dr LENZ** - We have a full chapter on socialisation and enrichment, which is part of the total document. If we're looking at - and obviously, having listened to some of the previous interviews here with other invited guests. The dimensions of the*

[181] Submission No. 1, RSPCA Australia and RSPCA Tasmania, p. 12.
[182] Submission No. 1, RSPCA Australia and RSPCA Tasmania, p. 13.
[183] Transcript of Evidence, 4 August 2026, Tasracing, p. 55.
[184] Transcript of Evidence, 4 August 2026, Tasracing, p. 55.

*kennels. Once again, it's looked at all the existing documents, and we've pitched it at the higher end of those. I did note your comment that there was only a requirement for 30 minutes of free exercise, correct?*

***Ms O'CONNOR** - For a racing dog. 7.10, page 19.*

***Dr LENZ** - Yes. Thirty minutes of free exercise. That sits outside of all the racing-related training preparation that occurs, and it also sits very much outside of the, as I refer to that chapter on enrichment and socialisation. All of those activities are additional requirements to the accommodation chapter.*

***Ms O'CONNOR** - Right, okay. The assertion is that they should all be read together, and that it is not reasonable to suggest that these dogs are spending more than 23 hours a day on average in their kennels.*

***Dr LENZ** - Not if the code of practice is followed in its entirety.*

***Ms O'CONNOR** - Who's overseeing and monitoring that?*

***Dr LENZ** - That will be part of the work that the TIU is charged with and obviously there will be some assistance and guidance from a veterinary and animal welfare part of Tasracing with that.*[185]

4.26 The Commissioner, was invited to comment on the draft *Code of Practice:*

***Mr CARROLL** - ... You may be aware that one of the recommendations that we had out of certain investigations and through the greyhound code of practice was the development of a greyhound code of practice. I am aware that that code of practice had been in development for a number of years; there had been significant periods of consultation with the greyhound participants. It came to our office, I'm going to say, in March or April this year* [2026] *and we gave it to my independent veterinary adviser, Kate Savage, who went through that, provided feedback. My understanding is it's gone to the board, it's going out for further consultation to the greyhound community, at which time we'll probably receive the final draft copy and then assess where it sits.*

***Ms O'CONNOR** - So, presumably, this code of practice, which is in draft form now, will align with what standards you've issued or set out? I mean, presumably, this draft code of practice will improve, for the time that the industry is in place, at least some of the circumstances for racing greyhounds?*

***Mr CARROLL** - I think whether it's a code of practice for racehorses or code of practice for greyhounds, we would look to see continual improvement of the code itself. There'll be reference to the code of practice in the animal welfare standard that my office is currently working on. You will be aware that recently for all other aspects of integrity and animal welfare that our office released eight standards on the first of this month. Given the significance of the animal welfare standard, there's still further consultation that's being undertaken regarding that, but it will make reference to both the code of practice for racehorses and for greyhounds.*[186]

[185] Transcript of Evidence, 4 August 2026, Tasracing, pp. 55-56.
[186] Transcript of Evidence, 9 July 2026, Tasmanian Racing Integrity Commissioner, p. 5.

4.27 Fiona Masters, an accredited fear-free positive reinforcement dog trainer, was asked her opinion of the metrics included in the draft *Code of Practice:*

> ***Ms O'CONNOR** - ... So, we have a draft code of practice for greyhound welfare that's been put out by Tasracing. It's the first one in all these years of greyhound racing in Tasmania, and the draft code prescribes certain expectations around housing. One of them is that dogs, greyhounds, a pen, a kennel has a minimum width of 1.2 metres, a minimum height of 1.8 metres for a total area of 3.5 square metres, and then later on in the draft code it talks about racing greyhounds having to be provided with at least 30 minutes of free exercise each day outside their housing area.*
>
> *In your view, is that a contemporary code of practice for dogs? Is that, in terms of a dog's life, being stuck in a 3.5-square-metre kennel and being let out for 30 minutes a day?*
>
> ***Ms MASTERS** - No, it's not a life. It is the same as chaining a dog up in the back yard and not offering any shelter. It's a different aspect, but it's the same process, and the RSPCA has the ability to pick that dog up because they're not being provided with adequate shelter or food or clean water. So no, simple, it's just simply, it's not any way to treat a sentient dog.*
>
> ***Ms O'CONNO**R - In your view, is it cruel?*
>
> ***Ms MASTERS** - In my view as a dog trainer and a person. As a human being, I think that's despicable.*[187]

## Risks of Racing

4.28 The Committee considered the nature of racing as an activity for greyhounds and what risks, including of potential serious injury or death, exist for dogs who participate in it. This welfare risk was raised with the Minister:

> ***Ms O'CONNOR** - … I want to take you to last Thursday night at Elwick Racecourse. That's the 8th of October* [2026]*. We had a dog euthanised on track after a catastrophic injury. That was Angry Mac. And then we had a dog called Black Brush Ben also very injured on the track, dislocation of the right hock, 90 days' standdown. We had evidence from the Commissioner last week that indicated injuries in greyhound racing are at a persistently high level. By our count, there's 46 dead greyhounds since 1 January this year* [2026]*, obviously not all of them on track. But would you agree, Minister, that the animal welfare issues associated with this industry remain persistently and unacceptably outside of community expectations?*
>
> ***Mr JAENSCH** - Yes. I think there's been improvement in the industry and the way the technologies, the design of tracks, the operating of races, the vet checks, the integrity matters. I also believe, having met a large number of greyhound owners, that there's a great level of care from owners for their dogs.*

[187] Transcript of Evidence, 29 July 2026, Welfare Alliance for Greyhounds, p. 40.

***Ms O'CONNOR*** *- Not all of them.*

***Mr JAENSCH*** *- But the people I've met, I think they love their dogs, and I think their dogs love racing.*

*…*

***Mr JAENSCH*** *- … despite all of that, the racing of greyhounds is inherently dangerous to the wellbeing of the animals in it. I think people can do everything they can to make it safer, but the racing itself is dangerous for dogs. It's traumatic for everyone when a dog is injured or dies or has to be put down. I believe that in the industry, it's something that they have a level of - they accept that risk, but the community more broadly I don't think accepts that anymore –*

***Ms O'CONNOR*** *- And, of course, the greyhounds don't get a say.*

***Mr JAENSCH*** *- particularly given the level of - frankly, I've watched them. I think the greyhounds love to run, I really think they do.*

***Ms O'CONNOR*** *- Sure, but it's the track, it's the nature of the racing.*

***Mr JAENSCH*** *- But they're part of an activity which has inherent risks for them that they don't choose, that they can't mitigate either. Our view and what our policy is based on is that this is no longer something that the Tasmanian taxpayer wants to support, at so many levels. There is Government money that enables and facilitates greyhound racing for entertainment. The risks to the animal welfare in it are, we believe, now something that the community doesn't accept any more.*[188]

4.29 The risk to dogs from the activity of racing was another animal welfare concern considered. RSPCA Australia and RSPCA Tasmania stated that there is no safe or acceptable industry practice that can eliminate all risk. Industry representatives were asked what level of risk or injury they saw as acceptable for racing dogs:

***Ms WEBB*** *- … I'm interested, from the industry's point of view, about what is an acceptable rate of injury and what is an acceptable rate of death in dogs; not per starts, but per dog, racing in the industry. What do we say is an acceptable rate of serious injuries or deaths that can be attributed to being in the racing environment?*

***Mr GATEHOUSE*** *-As we've discussed before, Ms Webb, and thank you for the question, we aim to minimise the risk of injury to the greyhounds. We don't deny that there is –*

***Ms WEBB*** *- That's fine, but I'm asking you a specific question. What is an acceptable rate, where the industry would decide, yes, that's an acceptable rate of injury and death?*

[188] Transcript of Evidence, 12 October 2026, Hon. Roger *Jaensch* MP, Minister for Racing and Department of Natural Resources and Environment, pp. 4-5.

***Mr GATEHOUSE** - I don't think we can define an exact number of 'this is acceptable'. Like, you know, in a perfect world, it would be zero. We don't live in a perfect world.*

***Ms WEBB** - Well, we live in a world where racing cannot be removed from the risk of serious injury and death, can it? We can agree on that, can't we, Mr Gatehouse - that greyhound racing absolutely, categorically, will involve serious injury and death.*

*…*

***Ms WEBB** - I'm asking you: it's clearly a risk that exists at a much higher level than any other activity any dog in our community is going to be involved in. We would agree on that?*

***Mr GATEHOUSE** - No.*

***Ms O'CONNOR** - What other dogs face a life like that?*

***Ms WEBB** - What are the other activities that are more high risk than greyhound racing for dogs to be involved in?*

***Mr GATEHOUSE** - I go to a local dog beach quite often in the summer, and there's certain times of day or certain days of the week where I won't go down there because of the risk to my dogs.*

***Ms WEBB** - How many horrific injuries occur on dog beaches in Tasmania, I wonder? We could seek that information out. I doubt you can point me to any data that indicates that that's a high risk that we have catastrophic injuries on dog beaches.*

***Mr GATEHOUSE** - They don't have the level of oversight and regulation that we have in the greyhound racing industry.*

***Ms WEBB** - But they also don't have the level of risk that you have in the greyhound industry. Can we come back to the question: so we agree that there is a risk that dogs will be seriously injured, catastrophically injured and killed, but you won't define what's the acceptable level, because you must, by definition, by promoting this sport, agree that, from your point of view, there's an acceptable level. What is the acceptable level?*

***Mr GATEHOUSE** - I'm not a policymaker, so you're trying to point me in a direction –*

***Ms WEBB** - You're representing an industry. I'd like the industry position.*

***Mr GATEHOUSE** - You will have to ask one of the controlling bodies, I'm sorry.*[189]

4.30 Similar questions were put to Simon Stout, CEO of Greyhounds Australasia:

***Ms WEBB** - …given we can all agree that there's inherent risk in greyhound racing as an activity for the dogs, from your perspective as an industry representative nationally, what's the acceptable level of risk for dogs participating in this industry in terms of serious injury or death?*

[189] Transcript of Evidence, 29 July 2026, Greyhounds Tasmania, pp. 8-9.

***Mr STOUT*** *- We're committed to reducing risk at every possible opportunity and improving racing safety. We invest significantly in research to identify and study risks associated with greyhound racing and reduce that wherever possible. We've had implementation of initiatives such as upgraded safety rails, Safechase lures. You've heard the story of what had happened around a catastrophic injury around a cable lure that had broken. So, the Safechase lures have been brought in to reduce the need for the cable lures - that's one initiative - preferred box draws on races to reduce collisions, and we're consistently investing in other areas including studying biometric data to try and identify the precursor to risk around serious injury. We're committed to doing that across the board and reducing that amount of risk.*

***Ms WEBB*** *- Thank you. I appreciate that and it's positive to hear about those efforts. However, they don't inherently make the activity safe. There's still an accepted, I think we would all agree, level of risk of serious injury and death. The industry participants that you represent are all choosing to participate in that currently and have dogs in that environment currently. So, is the risk that's there now the acceptable level of risk for this industry? If it's not the situation now, what is the minimum acceptable level of risk?*

***Mr STOUT*** *- That risk has continued to reduce through the strategies and the measures that we've put in place. We're not done. It's not linear –*

***Ms WEBB*** *- Would it be fair to say, though, that participants participating right now in the industry, with the level of risk sitting where it sits, they are all accepting the current arrangement as an acceptable level of risk of serious injury and death to dogs, given that they're participating today?*

***Mr STOUT*** *- And that level of risk is significantly less than it was five years ago.*

***Ms WEBB*** *- But clearly it's acceptable, though, the level of risk that's there today for the industry, given that people are participating in it with their dogs.*

***Mr STOUT*** *- And we'll continue to reduce that risk.*[190]

## Rehoming

4.31 Impacts of, and requirements for, the appropriate rehoming of former-racing greyhounds is a key consideration of animal welfare through the transition. RSPCA Australia and RSPCA Tasmania noted the capacity and resourcing of rehoming facilities was of concern, as well as the likelihood that greyhounds arriving in the care of such facilities generally require higher than average veterinary care, training, and general support.[191] Appropriate funding is therefore essential.[192]

4.32 RSPCA Australia and RSPCA Tasmania suggested the Government consider the creation of a 'government-appointed rehoming body' which could act as a

[190] Transcript of Evidence, 29 July 2026, Greyhounds Australasia, p. 31.
[191] Submission No. 1, RSPCA Australia and RSPCA Tasmania, p. 14.
[192] Submission No. 1, RSPCA Australia and RSPCA Tasmania, p. 14.

coordinator of rehoming services to ensure all were compliant and standardised, including in the following areas:

a. *mandatory veterinary health checks;*
b. *desexing requirements;*
c. *behavioural assessments, using qualified canine behavioural expertise, to confirm each greyhound's suitability for rehoming;*
d. *clear processes for managing greyhounds assessed as unsuitable for rehoming;*
e. *robust home checks and matching processes for suitable homes;*
f. *a comprehensive foster care program;*
g. *follow-up support and independent verification of the new owner; and*
h. *transparent, biannual reporting of all rehoming outcomes.*[193]

4.33 Dogs' Homes of Tasmania emphasised the closure of the industry should not simply be considered as the end goal of the transition:

> *If Parliament determines that greyhound racing should end, its responsibility does not end with that decision. It begins there.*
>
> *The measure of this transition will not be how the industry ends.*
>
> *It will be how the dogs are treated afterwards.*[194]

4.34 Michelle Jesson, representing the North East Animal Sanctury, discussed the common difficulties greyhounds in the care of her organisation face upon their arrival:

> ***Ms JESSON** - ... they're not house-trained, so they've not been in that situation. They haven't had bedding, different things like, you know, the sounds of being inside a house - like, you're vacuuming - different things. They do come in quite shut down, because they just don't - you know, it's been a very big upheaval for them coming from racing and coming into a home or coming into a shelter, even. It's quite distressing for them, and it does take a long time for them to get over that, with our help.*
>
> *And none of them seem to know their names. I mean, you've got to try and find a new name for them because they've just got no idea. They're just shut down, which is really distressing to see, because they're such beautiful animals - but yes, it is a whole new life for them.*[195]

4.35 Ms Jesson was asked about the ways in which greyhounds arrive at the care of North East Animal Sanctury:

> ***CHAIR** - ... Just wanting for you to elaborate on how dogs are coming into your care.*

[193] Submission No. 1, RSPCA Australia and RSPCA Tasmania, p. 14.
[194] Submission No. 2, Dogs' Homes of Tasmania, p. 3.
[195] Transcript of Evidence, 29 July 2026, Welfare Alliance for Greyhounds, p. 37.

***Ms JESSON*** *- … we've had people come from - like seeing dogs on Gumtree, they'll go and collect them, bring them up to us and you don't know anything of what these animals have been through. So, really, you're starting a bit on the back foot.*

***CHAIR*** *- So, you don't get a full history, for instance. I mean, I imagine a dog offered up on Marketplace or Gumtree, you may not be dealing with the person who's had primary care for that dog, so the owner or the trainer, for instance, and so you wouldn't know their medical history, you wouldn't know the conditions they've been kept in and so, it's very much a period of time trying to understand what that dog might have been through.*

***Ms JESSON*** *– Yes, exactly, and also, you know, generally we find the microchip and we get in touch with Tasracing to find out if they've been vaccinated, if they've even been through the correct wind-down periods. And trying to get information sometimes is really difficult because trainers - we've had a couple of trainers down south, they're like, 'Oh no that's not my dog' and you're like well, Tasracing says that it is, but they don't want to help you find out more about the dog that you've just taken on because they were just going to give it away, so it is quite difficult.*[196]

4.36 Ms Masters suggested four key considerations for the rehoming of greyhounds:

- the financial cost;
- the knowledge of adopters;
- the emotional toll of adopting; and
- services for rehoming organisations.[197]

She described how the adjustment of former-racing greyhounds to training and social activities can vastly differ from dog to dog:

***Ms MASTERS*** *- … The greyhounds bred in this industry have a very different early start. Once they're adults, their existence revolves around being taken to tracks to chase mechanical lure at maximum speed.*

*Many do not have guardians in any normal sense. Indeed, a significant proportion are syndicate-owned where they may see them only on a video during a race. It's normal for racing dogs to change hands regularly and to be shuttled from state to state, kennel to kennel, trainer to trainer and often country to country. If they do make their way to pet guardianship, they rarely have names that they recognise or respond to.*

*Like many adult dogs who find themselves at rescue organisations, they've got no concept of how to live in a domestic world. Stairs, noisy appliances, other dogs, traffic, children, mobility aids. The list is endless, right? So like other breeds, greyhounds are individuals and some adapt and learn really quickly. Others take a little bit longer.*

*A lot depends on how long they've been in the racing industry and what experiences they've had there. Whatever the experience though, it is a stressful*

[196] Transcript of Evidence, 29 July 2026, Welfare Alliance for Greyhounds, p. 44.
[197] Transcript of Evidence, 29 July 2026, Welfare Alliance for Greyhounds, p. 36.

*transition and it's a bit like taking a child who's not experienced schooling and then chucking them in a really busy, noisy school. It's a bit overwhelming.*

*And dogs, in short, these greyhounds need to learn to be dogs, and they are amazing dogs. They're affectionate, they're goofy, quick to learn, and like all dogs, they have their own personality, love to play with toys and other dogs, they love a quick zoomie and they love a good bed.*[198]

4.37 Ms Masters and Ms Jesson shared their experiences with a change in social perception towards greyhounds as pets:

> ***CHAIR*** *-... What do you think we could do in terms of overcoming some of those urban myths, you know - that they need extensive exercise to be able to have a greyhound, you know the biggest couch potatoes you could possibly imagine. So, what are the some of the things that from your experience in terms of engaging with foster carers and other in the community to help rehome greyhounds that need to be debunked by any rehoming program?*
>
> ***Ms JESSON*** *- Well, I would say we need a lot more - like we have adoption events every month at Petstock, but we need to get out there in the public eye and, you know, educate people. I mean, so many people have met our dogs who've been through the muzzling process and the difference that you see when you've got your greyhound out with no muzzle compared to when you have got a muzzle is very different and just a perception that people have when they see a greyhound with a muzzle. It's just like, 'Oh my God, what's that scary thing?'*
>
> *So, like you said, they are the most gentle dogs that you could ever meet. They're just amazing. So, I think we need to get out there in the public eye and maybe, like you said, do some more campaigns, get some more exposure to help promote how amazing these dogs are.*
>
> ***Ms MASTERS*** *- I've actually seen a real change, particularly over the last five years. I'm no longer seeing people go, 'There's a greyhound', or picking their little fluffy number up going, 'Oh, there's a greyhound'. I'm not seeing that anymore and in actual fact, because I'm out and about a lot with my dogs, obviously, everyone has said, 'Shouldn't be doing the racing. These are lovely dogs.' There's been a real shift in public sentiment, real shift. It's very noticeable. Absolutely. So, I think certainly down here in Hobart, there is absolutely no doubt that people no longer have these myths about greyhounds and would love to see the racing stop.*[199]

4.38 Currently in Tasmania, Tasracing operates the Greyhounds as Pets (GAP) program. The program is part of a national initiative 'preparing and promoting retired greyhound as pets'[200] and is owned and run by Tasracing.[201] GAP has capacity to house 47 greyhounds. At the end of June 2026, GAP has 42 dogs in the program, including dogs who were, at the time, in foster care.[202] The

[198] Transcript of Evidence, 29 July 2026, Welfare Alliance for Greyhounds, pp. 34.
[199] Transcript of Evidence, 29 July 2026, Welfare Alliance for Greyhounds, pp. 42-43.
[200] Greyhounds as Pets, Tasracing, https://tasracing.com.au/gap
[201] Greyhounds as Pets, Tasracing, https://tasracing.com.au/gap
[202] Transcript of Evidence, 4 August 2026, Tasracing, p. 69.

waitlist for dogs to enter the GAP program, at the end of June 2026, sat at 55, 65 and 76 respectively for the three months of the last quarter of the financial year, which had seen a positive downward trend in comparison to the start of the 2025-26 financial year.[203] Trainers and owners of greyhounds are provided with the *Prepare your Greyhound for Rehoming Guide*, to assist in the transition to GAP.[204]

4.39 GAP provides an industry-based pathway for the retirement and rehoming of racing greyhounds, including a requirement to assess each dog's suitability for transition. Consideration is given to the behavioural and health status of greyhounds during this process.

4.40 Tasracing noted that, during the 2025-26 financial year, seven former-racing greyhounds were euthanised as they were found to be behaviourally unsuitable for rehoming or had a chronic medical condition which could not be effectively treated to provide the dog with an acceptable quality of life.[205]

4.41 In a response to a Question taken on Notice, Tasracing confirmed that since GAP records began in 2022, 120 greyhounds had been removed from the waitlist for entry into GAP, six of which had their status changed to 'deceased.'[206] The following table depicts these six occurrences:[207]

| Race Name | Ear Brand | Date of Death | Cause of Death |
|---|---|---|---|
| Ollie Jack | VMITY | 5/08/2026 | Euthanasia approved - Uncontrolled seizures despite high levels of medication, likely to result in severe brain damage. |
| Willow Tree | QJBCI | 11/02/2026 | Snake Bite - TIU attended, nil suspicious circumstances. |
| Frankie May | TLAJM | 11/01/2026 | Snake Bite - snake killed by trainer, |

[203] Transcript of Evidence, 4 August 2026, Tasracing, p. 69.
[204] Response to Questions on Notice, Tasracing, from p. 8, dated 3 September 2026, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0026/113696/03092026_Tasracing-Questions-on-Notice-Responses.pdf
[205] Transcript of Evidence, 4 August 2026, Tasracing, p. 70.
[206] Response to Questions on Notice, Tasracing, dated 3 September 2026, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0026/113696/03092026_Tasracing-Questions-on-Notice-Responses.pdf
[207]Response to Questions on Notice, Tasracing, dated 3 September 2026, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0026/113696/03092026_Tasracing-Questions-on-Notice-Responses.pdf

| | | | |
|---|---|---|---|
| | | | snake still present in run. |
| Stari Grad | VGWLL | 10/10/2025 | Splenic torsion/ruptured splenic tumour. |
| Buckle Up Eli | TJAEW | 27/08/2025 | Euthanasia approved - severe aggression towards people. |
| Minstrel Adios | NJFWZ | 13/12/2024 | Euthanasia approved due to high level guarding - Ori confirmed deceased. |

4.42 RSPCA Australia and RSPCA Tasmania endorsed the publication of waiting lists for:

- entry into GAP;
- entry into foster programs; and
- adoption.[208]

It was also further suggested that data on the return rate, and reason for return, of greyhounds to GAP be made public.[209]

4.43 Tasracing currently have in place a retirement preparation scheme for greyhounds, which includes desexing, dental care and vaccination top-ups as required.[210] This is a standard of care provided whether greyhounds are rehomed in retirement or remain with their industry owners.[211] For the 2024-25 financial year, 224 greyhounds were processed through this scheme at a cost of approximately $184,000.[212] Dr Lenz, Chief Veterinary and Animal Welfare Officer of Tasracing, was asked if it was mandatory for retiring racing greyhounds to transition through this scheme:

> ***Dr LENZ*** *- It's mandatory for every dog to be sterilised when they come out of racing, but we recognise that another big cost is dental, so we expanded the scheme. It was originally just covering the very basic necessity, under the rules, of having dogs sterilised. But we know that there is significant money that goes into dentistry, so we incorporated that probably two and half years ago. We actually have recently increased the amount that we rebate on dentistry, once again in recognition of the fact that there is a significant cost there. We've basically doubled the rebate.*
>
> *…*

[208] Submission No. 1, RSPCA Australia and RSPCA Tasmania, p. 15.
[209] Submission No. 1, RSPCA Australia and RSPCA Tasmania, p. 15.
[210] Transcript of Evidence, 4 August 2026, Tasracing, p. 61.
[211] Transcript of Evidence, 4 August 2026, Tasracing, p. 61.
[212] Transcript of Evidence, 4 August 2026, Tasracing, p. 62.

***Ms WEBB** - Just to be clear, if I had a dog that retired and was going to be rehomed and I was accessing this scheme to help with payments for sterilising and dental, I still could well be out of pocket for each of those activities based on the caps you put on in your scheme, and it's not mandatory for me to bring them through your scheme?*

***Dr LENZ** - Okay, no it's not mandatory to go through the scheme. It is mandatory to have dogs –*

*…*

***Dr LENZ** - sterilised. We don't see very many people not take advantage of the scheme because it is a rebate that's available. We also purposefully - you have to be careful with a rebate. If you set it too high, you get inflation. All the prices just meet the rebate. So –*

***Ms O'CONNOR** - Or overservicing, almost, potentially.*

***Dr LENZ** - Well, sometimes overservicing, sometimes under-servicing to meet the rebate. So, it is a matter of fine balance and we do that. This data is analysed by my team every month. We look at data as it comes in, and we also listen to - we get feedback from participants, we also get feedback from the veterinary practices, and we also get feedback from some of the ancillary rehomers. So, we do take an approach that we want welfare outcomes. They are going to come at a cost, but we also need to be aware that we're not fuelling price inflation. So, we have to manage that.*[213]

4.44 In a response to questions on notice, Tasracing provided the following information regarding retirements under the scheme in the 2025-26 financial year:

> *While 148 retired greyhounds had desexing and/or dental procedures funded by GPRS, a further 73 greyhounds were funded through the scheme during the last financial year but are not included in the retired figures. This is because they either retired after 30 June 2026 or we have not yet received the final retirement paperwork required to officially retire them in the system.*
>
> *Of the greyhounds funded by GPRS, 31 did not undergo dental work as the assessment criteria indicated that treatment was not required.*
>
> *Records marked "Audit" in the comments relate to greyhounds reconciled following the greyhound audit conducted in February 2026. Most of these dogs were over 10 years of age and had been retired as pets many years earlier. During the audit they were scanned, but desexing and other retirement documentation that may have previously been provided to ORI could not be located. This does not necessarily mean these dogs were not desexed. Rather, the supporting*

[213] Transcript of Evidence, 4 August 2026, Tasracing, pp. 62-63.

*documentation cannot be found, so they have been recorded as not desexed for reporting purposes.*[214]

4.45 Experiences of those who support rehoming organisations or processes were also raised with the Committee. Ms Jesson, from the North East Animal Sanctuary, was invited to discuss the emotional and psychological impact rehoming former-racing greyhounds can have on staff and volunteers:

> ***Ms JESSON -*** *It does, because of how long it takes us to get greyhounds ready, you see so many more that need to come in and that you can't help them all at once, it's really - it's frustrating and it is heartbreaking when you see these beautiful animals that they don't know how to be a dog. As a dog lover, it's really, really sad, and it does break your heart to see some of the conditions that they come in, and to think some of the injuries they've sustained that aren't treated and you just think, I don't understand how people can do that like, you know, with these beautiful animals, and it does take its toll on you. Then you've got the other side, the racing participants that get online and troll and try and cause trouble and put your name in disrepute, that's quite distressing as well when you're just trying to do the best for these animals.*[215]

4.46 A Private Witness based in Western Australia who volunteers for a greyhound welfare advocacy organisation shared their observations of the effect on individuals who provide support for greyhounds exiting the racing industry:

> *There is another lesson from our experience in WA that I believe is particularly important for this Committee. When Government talk about the economic impact of ending greyhound racing, they count the people who earn money from it, but they rarely count the people who work for free because of it and the community that take in the greyhounds to be part of their family. I see those people constantly. I am one of those people. They are the rescuers who collect dogs, transport them, foster them, adopt them, socialise them, pay veterinary bills, raise funds and awareness - all this directly helps the racing code. They use their own cars, their own homes, their own time and their own money. When a greyhound comes out of racing, very often injured, frightened, poorly socialised or simply unprepared for pet life, it is this unpaid workforce that takes responsibility.*
>
> *The evidence given in Tasmania shows the exact same thing. The Dogs' Home of Tasmania told this Committee that it has been rehoming greyhounds with no funding and that the average cost of rehoming one greyhound is approximately $3500. That is not charity work created by chance; it is a cost created by dog racing.*
>
> *Yet you are now discussing individual transition arrangements, counselling, compensation and voluntary exit packages for racing participants. I would argue where have these been for decades for the volunteer greyhound rescue organisations? How would these dogs have been rehomed without them? I support people being treated fairly, but fairness cannot stop with the humans who*

[214] Response to Questions on Notice, Tasracing, dated 3 September 2026, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0026/113696/03092026_Tasracing-Questions-on-Notice-Responses.pdf

[215] Transcript of Evidence, 29 July 2026, Welfare Alliance for Greyhounds, p. 46.

*participate in racing. Where is the equivalent guarantee for the organisations that would be asked to take responsibility for these dogs?*[216]

4.47 The potential costs of rehoming former-racing greyhounds is a matter which has been raised with the Committee in its inquiries, including during the workplan. Previously, RSPCA Tasmania has suggested it would anticipate rehoming costs per greyhound to be around $500 per dog, plus the cost of dental care.[217] Dogs' Homes of Tasmania suggested $3500 per greyhound, for an estimated expected stay of 40-50 days.[218] These two projected costs are likely to result in approximately the same dollar figure per rehomed greyhound.

4.48 Richard Mussell, CEO of RSPCA Australia, discussed the need for an orderly transition plan to inform the process of rehoming for animal welfare organisations:

> ***Mr MUSSELL*** *- … because every animal is going to be slightly different, the time it would take would have to be taken into consideration. I think, just a broad statement, we would not want to see potential cost be a reason for this not to continue because what the animal welfare industry needs is time and planning and because they're generally run from and operated by donations and with volunteers, and where there is a problem, usually, is when large amounts of dogs need to be rehomed in one hit. So, transition and planning is essential and that's why an orderly phase out and planning.*
>
> *Essentially, what is needed from a rehoming perspective are the veterinary costs covered, of course, and the time it takes to rehabilitate that dog and get it to a position, like we said earlier, into a home.*'[219]

4.49 Greyhounds Australasia, in its submission to the workplan, provided information about rehoming costs based on the NZ transition model.[220] The Committee notes this is not comparable to the intended transition model in Tasmania.

4.50 Appearing before a hearing of the Committee on 9 October 2026, the Commissioner was invited to discuss the draft Tasmanian Transition Plan in comparison to the NZ transition model, including potential costs:

> ***Mr WINTER*** *- … Have you been across the cost of transition in New Zealand? Can you talk a little bit to how those costs might compare to a cost in Tasmania?*
>
> ***Mr CARROLL -*** *We spoke to both the head of the oversight body and then also the CEO of the transition program two weeks ago. It's fair to say that there's significant cost associated with the way in which they went about the cessation of greyhounds. Their model was that they would continue business as usual up until a certain date with no transition at all. My understanding was the cost was*

[216] Transcript of Evidence, 28 August 2026, Private Witness, p. 1.
[217] Transcript of Evidence, 11 February 2026, Dogs' Homes of Tasmania and RSCPA Tasmania, pp. 37-38.
[218] Transcript of Evidence, 11 February 2026, Dogs' Homes of Tasmania and RSCPA Tasmania, pp. 37-38.
[219] Transcript of Evidence, 4 August 2026, RSPCA Australia, p. 48.
[220] Submission No. 4, Greyhounds Australasia, pp. 8-9.

*$64 million and that, essentially, is providing a subsidy to all the trainers and owners to maintain their greyhounds until they can appropriately be rehomed.*

***Mr WINTER** - So, a different model? Okay.*

***Mr CARROLL -** My position was that wasn't a model that I wanted to go down as far as both animal welfare and costs are concerned.*

***CHAIR** - Obviously, it's such a high amount because it's a hard stop, and so the industry continued on as normal. If there had of been a decline over time, that means that you can manage the profile of transition costs over a period of time. Is that what you're suggesting? So, the model that we're proposing here in Tasmania allows for natural exiting, retirement and the usual process of greyhounds exiting the industry without necessarily incurring a cost?*

***Mr CARROLL -** Yeah. You'll see in the feasibility study that the cost of rehoming will increase substantially if there's a delay in the passing of the Bill, and that's a significant increase. The position of the New Zealand Government was that they would have, I think it was an 18-month -*

***CHAIR** - Very short period of time.*

***Mr CARROLL -...** That was their decision, that suited their needs at the time. I'm only working to what, as I said, the dates that I've been provided by the Government as to what we can. As I said, I sat down for many, many days and nights working through various modelling as to what it would look like as to having the right amount of greyhounds as of 30 June [2029] that we could rehome, but making sure that every greyhound at that stage could be rehomed adequately through that period.*

***CHAIR** - So, it's fair to say then, to compare the costs of ending greyhound racing in New Zealand to what we're proposing here in Tasmania is like comparing apples and oranges; they're not comparable because they are entirely different models of winding up an industry?*

***Mr CARROLL -** That is ultimately why they're apples and oranges. If the decision was made that we would just draw a line through a date - 30 June 2029, it's quite conceivable that we would be looking at $40 million in rehoming costs.*

***CHAIR** - But we're not undertaking that; we've got a Transition Plan that's strategic and managed, so it's not the same model as what New Zealand has done?*

***Mr CARROLL -** That's what the modelling is working out.*[221]

4.51 Tasracing also provided the Committee with proposed modelling to achieve an orderly transition of the industry by 30 June 2029, with the transition of dogs from the industry on a rolling basis, including rehoming rates that would need to be achieved:

> *In order to project greyhound numbers during the transition period leading to cessation on 30 June 2029, and overlay a scheduling approach consistent with the Transition Philosophy, several key assumptions were applied:*

[221] Transcript of Evidence, 9 October 2026, Tasmanian Racing Integrity Commissioner, pp. 26-27.

*As per base modelling, numbers were adjusted based on historic monthly average movements (whelped, imported, exported, retired, deceased) for the period 1 October 2022 to 31 December 2025;*

*Over and above these numbers, consistent with current draft legislation as it relates to the proposed cessation of greyhound racing, zero pups whelped in Tasmania from 1 September 2026 was assumed, and dogs imported to Tasmania reduced to 10% of historic monthly levels;*

*Greyhound retirements were reduced to 50% of historic monthly averages on the assumption whelping bans and import restrictions may cause current greyhound participants to continue to race the current greyhound population for longer.*

*Table A.4.2 Transition Model Projected Greyhound Numbers (v. Baseline)*

*(March 2026 - June 2029)*

| Period | Baseline Projection | Transition Model | Transition Model vs Baseline |
|---|---|---|---|
| Start | 893 | 893 | — |
| Jun 2026 | 886 | 889 | — |
| Dec 2026 | 868 | 802 | (66) |
| Jun 2027 | 846 | 665 | (181) |
| Dec 2027 | 826 | 537 | (289) |
| Jun 2028 | 804 | 401 | (403) |
| Dec 2028 | 785 | 272 | (513) |
| Jun 2029 | 761 | 136 | (625) |

*As can be seen from the above, we project that appropriate intervention levers - namely the breeding prohibition, an import restriction, and mandated retirement - will allow the Tasmanian greyhound racing industry to reach an orderly cessation, reducing the active population to approximately 136 by June 2029, consistent with the 1 July 2029 cessation target.*[222]

[222] Submission No.5, Tasracing, pp. 14-15.

4.52 Alongside the reduction of greyhounds within the industry up until June 2029, Tasracing proposed a 25% year-on-year reduction on scheduled greyhound races as follows:[223]

**Table A.4.3 Transition Model: Proposed Race Numbers with 25% Year-on-Year Reduction**

| Period | Races | Projected Weekly Races (End of Period) | Decrease (%) |
|---|---|---|---|
| 1 August 2025 – 31 July 2026 | 1,562 | 31.38 | |
| 1 August 2026 – 31 July 2027 | 1,174 | 19 | 75.16 |
| 1 August 2027 – 31 July 2028 | 881 | 14.25 | 75.04 |
| 1 August 2028 – 30 June 2029 | 614 | 11.02 | 69.70 |

[223] Submission No.5, Tasracing, p. 15.

## Findings

The Committee finds:

12. In recent years, there have been some improvements made to the welfare of racing greyhounds.
13. Concerns remain that standards relating to the five pillars of animal welfare are not being met for racing greyhounds.
14. There is an inherent, unresolvable risk of serious injury or death to dogs involved in greyhound racing.
15. Industry representatives were unable to define an acceptable level of risk to dogs involved in greyhound racing.
16. The Government believes the community no longer accepts the inherent risk to dogs involved in greyhound racing.
17. There is significant financial and emotional impact on community members involved in the rehoming of greyhounds.
18. A staged, managed and appropriately funded program of rehoming of greyhounds is required to meet animal welfare needs and to avoid an escalation of costs at the cessation of racing.

# 5 THE TASMANIAN RACING DEED

5.1 This Chapter considers the current Tasmanian racing Deeds, the status of a future Deed or Deeds and propositions by relevant stakeholders for inclusion in the future arrangement. Alike other aspects of this Report, Chapter 5 is written with information available up until 13 November 2026. The Committee will further address developments on the future Deed/s in its later reporting, as information becomes available.

## The Current Deeds

5.2 Currently, the Government and Tasracing share three separate Deeds being:

- the original 2009 Funding Deed;
- the 2020 Grant Deed (on the Tasracing Share of Point of Consumption Tax); and
- the Integrity Deed.

The three Deeds cover distinct areas of Government funding to Tasracing.

5.3 While the three Deeds are all in place at the time of writing, colloquially the original 2009 Funding Deed is often that which is referred to when the 'Tasracing Deed' is discussed in the public domain. Throughout this Chapter, each Deed will be identified when it is raised.

### 2009 Funding Deed

5.4 The original 2009 Funding Deed was signed in 2009 by the then-Government and the Tasmanian Racing Board (TRB), the-then statutory body in charge of racing industry governance in Tasmania. The Funding Deed arose as a result of the then-Government's decision to privatise TOTE Tasmania, which had previously provided revenue to the racing industry through its wagering operations.[224]

5.5 In 2008, the Racing Regulation Amendment (Governance Reform) Bill 2008[225] received Royal Assent, leading to the creation of Tasracing from 1 January 2009. Tasracing was to take over administrative and governance functions previously held by TOTE Tasmania for the Tasmanian racing industry.

5.6 In April 2009, the TOTE Tasmania (Sale) Bill 2009[226] passed the Parliament of Tasmania, leading to the formal cessation of funding to TOTE Tasmania, setting the scene for the Funding Deed. TOTE Tasmania did not go on to sell until 2011, following a period in which its sale was withdrawn, but then re-proposed.

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[224] Submission No. 5, Tasracing, p. 26.
[225] Racing Regulation Amendment (Governance Reform) Bill 2008, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0018/40077/79_of_2008.pdf
[226] TOTE Tasmania (Sale) Bill 2009, https://www.parliament.tas.gov.au/bills/bills2009/17_of_2009

5.7 The Funding Deed provides that, for each financial year from 1 July 2009 to 30 June 2029, Tasracing receive an amount of $27 million, indexed to the Consumer Price Index (CPI), from the Government.

5.8 The Tasracing 2025 Annual Report shows that, during the 2024-25 financial year, the company received $36.7 million from the Government through the Funding Deed.[227] In addition to this total, funds were also received for the Thoroughbred and Harness Racing Breeding Grant (totalling $350,000) and the Racing Industry Training Initiative Grant (totalling $155,673).[228] A further sum of money was also provided under the Integrity Deed, to be discussed below.

5.9 In a hearing, Treasury confirmed Government funding provided under the current Deed is higher per capita than what is provided in other jurisdictions:

> ***Ms O'CONNOR*** *- .... On page 11 of your earlier work on Tasracing, it goes through the per capita funding by jurisdiction of each of the racing entities and Tasracing sits at - this is in the year up to 2019 - $58.68 per capita. The closest is the Northern Territory at $47.33 per capita and the next closest is Queensland at a bit under $13 per capita. So, it's substantially higher public subsidy that goes to Tasracing. Does Treasury have any information on where that per capita funding sits today? Is it about the same?*
>
> *...*
>
> ***Mr WILSON*** *- The updated per capita?*
>
> ***Ms O'CONNOR*** *- Yes. Do you have that available?*
>
> ***Mr WILSON*** *- I can find it. Broadly, those findings haven't changed. The key point that you highlighted there that, per capita, Tasracing receives a lot more than other jurisdictions is still true.*

5.10 The Funding Deed includes a clause for the payment of $40 million to the TRB/Tasracing after the sale of TOTE Tasmania as a one-off capital injection.[229] While the sale of TOTE Tasmania was temporarily stalled from 2009-2011, the then-Government provided a $40 million line of credit to Tasracing through TASCORP in 2011. This was instead of the one-off capital injection noted in the Funding Deed.

5.11 In 2015, a variation of the Funding Deed occurred, 'allowing Tasracing to reallocate prize money into future years.'[230]

5.12 During an appearance before the Committee, representatives from the Department of Treasury and Finance (Treasury) were asked questions in relation to a 2018 variation, to the Funding Deed, which was never formally

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[227] Tasracing, *Annual Report 2025*, p. 59, https://tasracing.com.au/documents/annual-reports.
[228] Tasracing, *Annual Report 2025*, p. 59, https://tasracing.com.au/documents/annual-reports.
[229] Tasracing, *Annual Report 2025*, p. 59, https://tasracing.com.au/documents/annual-reports.
[230] Department of Treasury and Finance, *Tasracing Pty Ltd A Desktop Review of the Costs and Functions of Tasracing*, 2020, https://www.treasury.tas.gov.au/Documents/Tasracing%20Review%20Report%202020%20-FINAL.pdf

signed by the then-Minister for Racing, Ms Elise *Archer*. The 2018 variation proposed the removal of efficiency dividends for Tasracing.[231] Tasracing signed this variation in 2018. The then-Minister for Racing did not. In responses to questions on notice, Treasury explained the process by which the lack of ministerial approval was discovered:

> *In June 2022, the then Treasurer requested that Treasury identify potential Budget savings. Treasury subsequently presented to the Government in November 2022 on challenges and opportunities more broadly with respect to Government businesses, including a recommendation that it prepare a paper on the funding provided to Tasracing and issues relating to that funding. This paper was provided in August 2023.*[232]

5.13 After advice was provided to the then-Treasurer on 10 July 2024, Treasury reimplemented the efficiency dividend for Tasracing for the 2024-25 financial year.[233] Treasury provided on notice the estimated savings made by this reimplementation:

> *The net amount saved by the reimplementation of the efficiency dividend, taking into consideration the compounding effects of indexation, is estimated to be $2.2 million in the three years to 2026-27.*
>
> *The reimplementation of the efficiency dividend is estimated to deliver net budget savings of $5.8 million by 2028-29, taking into account the compounding impacts of indexation.*[234]

5.14 Tasracing noted the following uses of the current Funding Deed by the organisation:

- *Prizemoney and owner incentive schemes: ensuring competitive prize pools that attract participation from Tasmanian and interstate owners, trainers and breeders;*
- *Operational grants to racing clubs: supporting the licensed thoroughbred and harness racing clubs to conduct race meetings, maintain facilities and engage their communities;*
- *Racing infrastructure maintenance and capital works: track upgrades, lighting, timing systems, facilities and grandstand works across all venues;*
- *Industry administration and integrity services: funding Tasracing's regulatory, stewardship and compliance functions under the Racing Regulation Act 2004;*
- *Breeding incentive schemes: implementation of the TasBred Thoroughbred Breeding Incentive Scheme and harness breeding incentives, providing financial incentives to grow local breeding;*

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[231] Transcript of Evidence, 4 August 2026, Department of Treasury and Finance, p. 6.
[232] Questions on Notice response, Department of Treasury and Finance, dated 27 August 2026, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0025/113695/27082026_Treasury-QoN-Response_Redacted.pdf
[233] Transcript of Evidence, 4 August 2026, Department of Treasury and Finance, p. 7.
[234] Questions on Notice response, Department of Treasury and Finance, dated 27 August 2026, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0025/113695/27082026_Treasury-QoN-Response_Redacted.pdf

- *Animal welfare programs: the equine Off-The-Track (OTT) program, veterinary oversight, and development of enforceable welfare codes of practice;*
- *Workforce development and training: the Apprentice Jockey Program, Harness Academy, stablehand courses, track riding and stewards programs; and*
- *Marketing and events: the promotion of racing events to grow attendance and public engagement, including the Hobart Cup, Launceston Cup, and major harness feature meetings.*[235]

## 2020 Grant Deed – Tasracing Share of Point of Consumption Tax

5.15 The Grant Deed was signed on 19 November 2020 by Treasury and Tasracing. The Grant Deed was a result of the instigation in Tasmania of a Point of Consumption (POC) tax from 1 January 2020, applicable to 'all betting operators licenses in Australia where their net wagering revenue (NWR) from Tasmanian bets exceeds the annual tax-free threshold,' of $150,000.[236]

5.16 The Grant Deed expires on 30 June 2027. Treasury provided the following to the Committee regarding the initial calculations underpinning the Grant Deed:

> *The POC tax was introduced in the 2019-20 financial year and a deed to share the tax revenue was agreed between the Government and Tasracing at that time. Under the original POC Tax Grant Deed, 80 per cent of the additional revenue collected by the Government each year was agreed to be paid to Tasracing as a grant. The additional revenue was calculated as the revenue raised by the POC Tax, plus the Annual Wagering Levy from UBET, less the Totalizator Wagering Levy that would have otherwise been paid if the POC tax had not been introduced.*
>
> *Payments were to be made to Tasracing in any financial year related to the Government's POC tax revenue in the preceding financial year. This sharing arrangement resulted in between 42.3 per cent and 46.3 per cent of the POC tax revenue collected by Government being shared with Tasracing each year, for payments made to Tasracing over the period 2020-21 to 2023-24.*[237]

5.17 The additional information from Treasury went on to explain a variation to the Grant Deed, signed on 19 March 2025, which shifted the calculation of POC Tax from the 2024-25 financial year on:

> *… POC tax funding to Tasracing is now delinked from the Government's POC tax revenue. Instead, POC tax funding to Tasracing is indexed annually, using an indexation rate that references the Consumer Price Index (All Groups) for the eight capital cities.*

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[235] Submission No. 5, Tasracing, p. 26.

[236] Department of Treasury and Finance, 'Liquor and Gaming,' https://www.treasury.tas.gov.au/liquor-and-gaming/fees/point-of-consumption-tax-on-wagering

[237] Additional information, Department of Treasury and Finance, dated 21 August 2026, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0014/111119/20260820-Letter-to-Joint-Standing-Committee-on-~-clarification-of-POC-tax-sharing-arrangements_Redacted.pdf

*The POC tax payments to Tasracing have equated to an average of 49.8 per cent of the Government's POC tax revenue, over the two years since the payments to Tasracing were delinked from the POC tax revenue.*[238]

5.18 During the 2024-25 financial year, Tasracing received $7.3 million from POC tax revenue.[239] Treasury provided an estimate to the Committee that in the 2026-27 financial year, Tasracing would receive $7.8 million in POC tax revenue, equating to 52% of actual POC tax revenue received by the Government.[240]

5.19 In its submission, Tasracing discussed the POC tax revenue it receives, noting the organisation is unable to determine how much of wagering revenue arises purely as a result of wagering on greyhound races. However, it undertook the following anecdotal consideration to provide some potential guidance on the matter:

> *… depending on the relevant Wagering Services Provider (WSP), we understand that greyhound racing makes up ≈24-27% of all racing turnover. We also understand that Tasmanian greyhounds make up ≈3% of the total greyhound racing turnover across all providers. That would mean that Tasmanian greyhounds account for approximately 0.81% of the national racing turnover. We are also informed by WSPs that ≈6% of turnover on Tasmanian racing is from Tasmanian customers, which is 3 times the population average (being the proportion Tasmanian punters contribute to interstate markets). Accordingly, we would estimate that Tasmanian greyhounds make up approximately 2.4% of Tasmanian betting turnover on racing.*
>
> *If we approximate sports betting to make up around 20% of the wagering product turnover for Tasmanian POCT calculations (consistent with national estimates), this would suggest that Tasmanian greyhounds make up around 1.9% of Tasmanian POCT. In terms of the POCT distribution received by Tasracing set out above, this would equate to approximately $139,000 in POCT receipts attributable to Tasmanian greyhound racing.*[241]

## Integrity Deed

5.20 Samuel Wilson, Assistant Director, Shareholder Policy and Markets at the Department of Treasury and Finance, provided evidence to the Committee in which he described the three Deeds between the Government and Tasracing. He described the third Deed as the most recent, 'to assist with the

[238] Additional information, Department of Treasury and Finance, dated 21 August 2026, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0014/111119/20260820-Letter-to-Joint-Standing-Committee-on-~-clarification-of-POC-tax-sharing-arrangements_Redacted.pdf
[239] Tasracing, *Annual Report 2025*, p.53, https://tasracing.com.au/documents/annual-reports
[240] Questions on Notice response, Department of Treasury and Finance, dated 27 August 2026, https://www.parliament.tas.gov.au/__data/assets/pdf_file/0025/113695/27082026_Treasury-QoN-Response_Redacted.pdf
[241] Submission No. 5, Tasracing, p. 8.

implementation of Tasracing's new integrity functions,' which is due to expire on 30 June 2029.[242]

5.21 The existence of an Integrity Deed is noted in the Tasracing 2025 Annual Report:

> *Government funding increased $2.77m to $39.04m (2024: $36.27m) with the annual funding deed increasing by $0.94m or 2.62% (CPI less the 1% efficiency dividend). New Government funding of $1.03m was recognized to support the new integrity functions along with supplementary funding of $0.78m to support the integration process.*[243]

## Status of the New funding Deed (as at 13 November 2026)

5.22 The Committee sought evidence throughout this stage of its workplan into the status of the new funding Deed, to understand when information regarding the review of the current Deeds, and the proposed new funding Deed, may be made public and later signed.

5.23 In his submission on the workplan, the Minister for Racing, the Hon. Roger *Jaensch* MP provided the following background to the consideration of the new funding Deed:

> *I understand that in March 2025, the then Shareholding Ministers wrote to Tasracing advising that they had approved for the Department of Treasury and Finance (Treasury) to work with the Department of Natural Resources and Environment Tasmania, to identity options of reviewing the future funding model of the Tasmanian racing industry, including the existing Deed arrangements.*
>
> *The initial Terms of Reference for the review were approved by the then Government in May 2025. Following the information of the current Government later in 2025, the Terms of Reference were updated to reflect the phase-out of greyhound racing by 2029. The revised Terms of Reference were provided to Tasracing on 11 November 2025.*
>
> *The review is examining funding options available to the Government for the equine racing codes beyond 2029. It will also include an assessment of the financial impact of the phase out of greyhound code on Tasracing.*
>
> *I am advised that the report will be provided to the Government by no later than 31 August 2026.*[244]

5.24 Representatives from Treasury confirmed that they were undertaking a review of the structure of the Deeds, including the 'arrangement in terms of the incentives it creates, the terms and conditions, the reporting arrangements,' not the policy matter of the transition.[245] This review had not, at the time evidence was received on 4 August 2026, been seen by or discussed with the

[242] Transcript of Evidence, 4 August 2026, Department of Treasury and Finance, p. 3.
[243] Tasracing, *Annual Report 2025*, p. 52, https://tasracing.com.au/documents/annual-reports
[244] Submission No. 6, Hon. Roger *Jaensch* MP, Minister for Racing, p. 4.
[245] Transcript of Evidence, 4 August 2026, Department of Treasury and Finance, p. 1.

Minister for Racing or other Government representatives. Treasury facilitates a review committee made up of Treasury and NRE representatives, which has consulted with relevant stakeholders, including Tasracing and industry groups from across the three racing codes.[246]

5.25 Gary Swain, Secretary of Treasury, confirmed the three Deeds were being considered in this review:

> ***Mr WINTER*** *- … Is the work you're doing on all three deeds at the moment, or just the main deed?*
>
> ***Mr SWAIN*** *- Yes, three. One of the issues that's under consideration is the opportunity for consolidation of funding.*
>
> ***Mr WINTER*** *- Consolidating all three into a single deed?*
>
> ***Mr SWAIN*** *- It's a consideration, yes. Thinking about creating incentives, the right incentives and reporting arrangements, that will probably be easier to execute under a single deed than it would be under three which then need to talk to each other and contemplate each other. That will be up for the government to decide at the end of the day, but we will have a look at that issue.*[247]

5.26 Appearing before the Committee on 12 October 2026, the Minister provided an update on the status of the consideration of the new funding Deed:

> ***Mr JAENSCH*** *- There's been a report presented to the shareholding Ministers by Treasury and NRE, who conducted that work, and we're considering the advice that's come up. The report raises a range of issues and options for Government to consider and we're working through those. I anticipate that in the not-too-distant future we'll have something that we can release so that people can see the matters under consideration. Our aim would be to consult and finalise a Government position with a view to making submissions into the upcoming budget process to start to schedule a new Deed into the forward Estimates.*
>
> ***CHAIR*** *- Thank you. Do you have a timeline around that? You said it would come shortly, so at the end of the year or -?*
>
> ***Mr JAENSCH*** *- We would aim to be feeding that into the budget process before the end of the year.*[248]

5.27 The Minister continued:

> ***Mr WINTER*** *- … On the Deed, we were told last year by the former Minister for Racing that she expected the Deed to be finalised by May of this year.*
>
> *The deed was originally drafted by Tasracing and submitted in 2023, more than three years ago. Are you saying that we're not going to have finalisation on a new*

[246] Transcript of Evidence, 4 August 2026, Department of Treasury and Finance, p. 4.
[247] Transcript of Evidence, 4 August 2026, Department of Treasury and Finance, p. 4.
[248] Transcript of Evidence, 12 October 2026, Hon. Roger *Jaensch* MP, Minister for Racing and Department of Natural Resources and Environment, p. 2.

*Deed until the budget next year? If so, do you understand what the implications of that will be for the Tasmanian equine breeding industry?*

***Mr JAENSCH** - Yes. I became Minister in June this year and I picked up on the need to accelerate the process for establishing a new Deed as part of my incoming briefs so, yes, we've been working on that. There has been this review commissioned. It's now reported back to us. What we want to do is get the key parameters of that out for further consultation with industry and Tasracing to finalise as soon as possible. We've indicated to the industry, particularly the equine breeding sector, what we're doing so that they are aware that there is a process underway, that it hasn't just stalled or been forgotten or pushed back, that they're aware that our intention is to have a Deed. When we release the review report and finalise negotiations, they'll see what are the other matters in hand. I've had discussions with a number of people in the industry also to understand what their particular sensitivities are and what their needs would be, and I think that they'll see those matters canvassed in the review.*

***Mr WINTER** - Do you understand that without a Deed, the sale in February this year, particularly the Magic Millions sale that takes place up at Carrick, is going to be very, very difficult, if not unviable, because there is going to be - there are owners in Tasmania, and potential owners, who simply won't invest without a Deed in place?*

***...***

***Mr JAENSCH** - As incoming Minister in June, this is one of the absolute priorities identified for me by industry. I've picked up on the work that's been done. The review has now been concluded. We are considering some of the key matters in that before releasing the review and finalising our intentions regarding the Deed as soon as possible. I can't go back a couple of years and bring this on sooner. I'm working as hard and fast as I can to provide that certainty.*

*I've written to the industry laying out what our intentions are, that there will be a Deed, that we understand the need for certainty, that the place for the Deed to be - you know, given that there is a Deed through to the end of June 2029, that what I understand they need for comfort is that there is the form of a Deed and that they can see it in the forward Estimates. That's what we'd be aiming to achieve by securing it through the budget process.*

***Mr WINTER** - Tasracing's provided evidence to this Committee, and the last time they were here, they outlined that there was, effectively, a drop-dead date for needing a Deed in place to provide the industry certainty, to be early next year.*[249] *You're now confirming that the Government is going to go past that date and not have a deed in place ready for the coming sales season?*

***Mr JAENSCH** - I think we would be aiming to have something that the industry can see and have confidence in by way of the form of a Deed, the terms of the Deed as*

[249] The desired date for the new funding Deed to be finalised by, raised by Mr Winter, was discussed at a public hearing on 4 August 2026. Mr Jenkins, Tasracing CEO stated it 'would be problematic if we were to go beyond the end of this breeding season without certainty.' Mr Winter inferred this to mean the new funding Deed should be finalised by March 2027. Refer to Transcript of Evidence, 4 August 2026, Tasracing, p. 85.

*well, and for us to capture that in some form of heads of agreement or similar arrangement that can provide certainty for them of the Government's intentions ahead of that Deed appearing reflected in the budget papers.*[250]

5.28 In its submission Thoroughbred Advisory Network (TAN) expressed that the two racing codes remaining in Tasmania required certainty on the new funding Deed:

> *Waiting until 2029 to settle the next Deed leaves three more years of investment decisions exposed to uncertainty and risks locking in further decline before the new framework even begins.*[251]

## Propositions for Consideration in the New Funding Deed

5.29 The Committee received proposals for inclusion and consideration in the new funding Deed arrangement. This included a detailed 'funding request' from Tasracing in relation to the transition to a two-code industry.

5.30 Greyhounds Australasia said the following in relation to the Deed:

> *Any restructuring of the Deed that removes or diminishes greyhound racing's position within it would effectively achieve by administrative means what the Bill has been unable to achieve through Parliament. The Deed is the commercial and regulatory instrument through which Tasracing fulfils its obligations to all three racing codes. Greyhound racing currently generates approximately 39.5 per cent of total Tasmanian wagering turnover and in excess of $8 million in product revenue (Race Field Fees) annually. Removing the code from the Deed would not eliminate these financial realities. It would create a circumstance in which Tasracing receives government funding premised on managing three codes while having the commercial base of one stripped away by administrative action.*[252]

5.31 Greyhounds Australasia argue the current Funding Deed contains a number of weaknesses including not being tied to industry performance, the Government assuming financial risks previously carried by industry-generated revenue and no incentives for commercial growth or efficiency.[253]

5.32 Further it noted:

> *Those weaknesses have not been meaningfully addressed by successive governments, which have instead offered assurances of renewal without tackling the underlying structural flaws. The Deed's approaching expiry in June 2029 is therefore not simply a contractual milestone; it is the long-deferred moment at which the inadequacies of a model must be confronted.*
>
> *The failure of successive governments to address these structural concerns has imposed costs on Tasmanian taxpayers that a properly designed, performance-*

[250] Transcript of Evidence, 12 October 2026, Hon. Roger *Jaensch* MP, Minister for Racing and Department of Natural Resources and Environment, pp. 2-3.
[251] Submission No. 7, Thoroughbred Advisory Network (TAN), p. 9.
[252] Submission No. 4, Greyhounds Australasia, p. 13.
[253] Submission No. 4, Greyhounds Australasia, p. 13.

*linked model would have diminished. GA submits that the Committee has an opportunity to recommend that this pattern not be repeated in the post-2029 framework, and that the answer to those failings is not to further weaken the industry by excommunicating its most commercially productive code, but to build a framework in which all three codes contribute to reducing taxpayer exposure through commercial performance and alternate funding arrangements.*[254]

5.33 Greyhounds Australasia submitted the following considerations for reform:

> • ***Step change to Performance-linked funding.*** *Future government support should be linked to a stepped change focussed on promoting measurable commercial outcomes, wagering growth and return on investment, creating incentives for efficiency reducing the passive reliance on Treasury allocation.*
>
> • ***Government funding focussed on welfare and integrity.*** *Continuation and strengthening of welfare, compliance and integrity systems maintaining the governance standards on which racing's social licence depends.*
>
> • ***Revenue growth across all three codes.*** *Maximising Race Field Fee revenue, wagering returns and commercial sponsorship opportunities to fund commercial racing expenditure (e.g. prizemoney and club funding) progressively through the deed, with the three-code structure retained as the essential foundation of commercial attractiveness and efficiency.*
>
> • ***Independent economic assessment.*** *Commission a forward-looking, independent economic assessment focused specifically on financial modelling for a post-2029 performance-linked Deed that works over its duration to fulfil the 2012 parliamentary recommendation to tie funding directly to performance and return on investment.*
>
> *The retention of all three codes is a prerequisite for achieving the commercial scale and revenue diversity that a financially independent industry requires.*[255]

5.34 Greyhounds Tasmania endorsed the continuation of a new funding Deed which compromises the current triad of codes, including the strategic planning to decrease 'reliance on direct government funding.'[256] Greyhounds Tasmania believe this would facilitate the continuation of the greyhound racing industry, through a growing industry self-funding model to enable its continuation.[257] The organisation proposes that, as the Bill is yet to pass Parliament, it is difficult to commence the necessary in-depth considerations and planning for the new funding Deed:

> *This legislative stalemate extends far beyond the greyhound code; it paralyses long-term strategic planning, infrastructure allocation, and commercial negotiations for the Thoroughbred and Harness sectors as well. The industry cannot safely or effectively map its transition toward decreased government reliance while a core component of its shared revenue ecosystem remains under an*

[254] Submission No. 4, Greyhounds Australasia, p. 1
[255] Submission No. 4, Greyhounds Australasia, pp. 14-15.
[256] Submission No. 3, Greyhounds Tasmania, p. 2.
[257] Submission No. 3, Greyhounds Tasmania, p. 3.

*open-ended cloud of political ambiguity. Specifically, this indefinite delay fractures industry-wide stability in two critical areas:*

***Deed Renegotiation and Post-2029 Planning:*** *As the 2029 horizon approaches, Tasracing must finalise the successor framework to the current Funding Deed. The indefinite legislative delay makes it impossible to establish an accurate baseline for these negotiations. Participants across all three codes are left entirely in the dark regarding future prize money, track allocations, and structural funding security. This uncertainty may influence breeding decisions across all three codes, leading to a foreseeable shortage of racing animals as we approach 2029.*

***Capital Works and Investment Paralysis:*** *The $40 million Crown-guaranteed TASCORP debt facility requires rigorous, Treasury-approved business cases that assume long-term operational continuity. The current legislative limbo creates an unacceptable risk of asset impairment, completely stalling critical infrastructure upgrades at shared, multi-code facilities across the State.*[258]

5.35 Greyhounds Tasmania contended that the three codes of racing in Tasmania are inherently interlinked with a shared financial interdependency:

*Attempting to operate a downsized, two-code industry destroys the economic scale required to move toward financial self-sufficiency. Tasracing has historically struggled to meet its statutory objective to operate as a successful business in accordance with sound commercial practice. Its ability to prepare financial statements as a going concern relies entirely on State underwriting. If government support were altered or withdrawn without a commercial replacement, Tasracing's assets would immediately face severe impairment testing.*

*Greyhound racing acts as the critical financial anchor to prevent this impairment due to its unmatched commercial efficiency:*

- *Domestic Racefield Fees: $8.1m*
- *International wagering fees: $0.3m*
- *Sponsorship: $0.5m*
- *PoC Tax contribution: $1.1m*

*Total commercial revenue contribution: $10.1m*

*Against direct code funding expense, labour, and shared allocations totalling $11.6m, the true net operating position is a minor deficit of $1.6m —an exceptionally strong result for a racing code of this scale.*

*If greyhound racing is removed or structurally weakened, the $8.4 million in direct racefield fees (domestic and international) disappears instantly, while fixed overheads remain. This would permanently increase the subsidy required by the remaining codes.*[259]

5.36 The Committee notes Tasracing's submission outlining a net cost of greyhound racing of $3.2 million. This estimate is supported by evidence from Treasury and

[258] Submission No. 3, Greyhounds Tasmania, p. 3.
[259] Submission No. 3, Greyhounds Tasmania, p. 6.

it is noted that while all three codes operate at a deficit, greyhound racing has the smallest deficit.[260]

5.37 A new funding Deed based on a commercial, performance linked structure, rather than the flat-guarantee model of the current deed, was proposed by Greyhounds Tasmania:

> *This future model should be built upon five core pillars:*
>
> 1. *Retaining the Three-Code Revenue Base: Maintain all three codes to preserve maximum racefield fee volume.*
> 2. *Performance-Linked Benchmarking and ROI: Structure future code distributions based on verified commercial returns and performance metrics.*
> 3. *Optimising Shared Infrastructure: Streamline multi-code track usage and joint administrative services to systematically lower fixed operational costs.*
> 4. *Codified Welfare and Integrity Co-Funding: Maintain and expand strict, industry-funded animal welfare and compliance tracking models.*
> 5. *Commercial Capital Allocation: Ensure all capital expenditure proposals meet rigorous commercial return criteria.*[261]

5.38 The TAN proposed the following considerations for the new funding Deed:

> *TAN is requesting that the Funding Deed should be at the present level, or preferably higher, and be fully indexed.*
>
> *The Deed needs to be renewed for at least another 20 years and not have any onerous conditions or review periods that threaten its certainty.*
>
> *It needs to be renewed now and not left till 2029.*
>
> *TAN also recommends the State Government provide a larger % of the Point of Consumption Tax (POCT) to industry. It is presently less than 50% and could be increased to 100%.*[262]

5.39 In its submission to the Committee, Tasracing provided a proposal for a new funding Deed which addresses the transition of the Tasmanian racing industry to a two-code system, making 'the case for a new, purpose-built funding arrangement that reflects both the industry's proven economic and social value, and its commitment to fundamental transformation - operating with greater commercial discipline, structural efficiently and strategic clarity than at any previous point in its history.'[263] The organisation maintains that the two-codes provide significant direct and indirect financial, social and economic

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[260] Annexure 4, p. 13 found in the Tasmanian Racing Integrity Commissioner, *Greyhound Racing Transition Plan – Version 1*, dated August 2026, https://nre.tas.gov.au/Documents/Draft%20Greyhound%20Racing%20Transition%20Plan.pdf.

[261] Submission No. 3, Greyhounds Tasmania, p. 8.

[262] Submission No. 7, Thoroughbred Advisory Network (TAN), p. 10.

[263] Submission No. 5, Tasracing, p. 33.

opportunities for the Tasmanian community, as well as a strong return on Government investment.[264] For further discussion of the financial and economic impact of the closure of the greyhound racing industry, refer to Chapter 3.

5.40 Tasracing, in its submission, noted the development of the *Tasmanian Racing Industry Strategy 2026-2050* (Industry Strategy) and the associated Operational Plan, developed through extensive consultation with the thoroughbred and harness racing industries. This new approach by the industries is led with the following agreed to Industry Vision:

> *Tasmania's racing industry, reimagined – united, transparent and built to last.*[265]

5.41 The Industry Strategy includes the following five strategic pillars: animal welfare & integrity; financial sustainability & operational excellence; industry development, participation & innovation; market position, brand & audience growth; and industry leadership, culture & trust.[266]

5.42 Alongside this work with stakeholders, Tasracing commissioned an independent review into the current structure and performance of the two-codes which will continue after the closure of greyhound racing should the Bill pass Parliament. This independent review found the population of horses in both codes had decreased, but the amount of race meetings had not changed to reflect this. Further, the administration of the two-codes currently has unnecessarily duplication.[267] In its submission, Tasracing said it was considering a reduction in race meetings, reinvestment of funds from this reduction into other areas as required and increased administrative collaboration between the codes to decrease duplication. Tasracing's modelling in the submission indicated these changes would deliver a positive financial impact to Tasracing of $2.2 million a year.[268]

5.43 Tasracing also suggested potential threats to the racing industry in Tasmania without a new appropriate Deed arrangement. These would include:

- reductions in races;
- reductions in support schemes for participants;
- closure or merging of racing clubs and facilities; and
- the need for further feasibility testing into the future.

Tasracing theorised the following potential tangible impacts of a lack of funding:

> • *Loss of direct and indirect FTE positions, with likely concentrated impact in regional communities where alternative employment is most limited, potentially*

[264] Submission No. 5, Tasracing, p. 33.
[265] Submission No. 5, Tasracing, p. 34.
[266] Submission No. 5, Tasracing, pp. 34-35.
[267] Submission No. 5, Tasracing, p. 36.
[268] Submission No. 5, Tasracing, p. 36.

*resulting in up to the loss of 561 FTE regional jobs and up to $35.3 million in household income in regional areas;*

*• Closure or curtailment of racing club operations in regional centres, removing community assets serving functions well beyond racing – including key regional facilities and institutions such as Burnie Harness Club, Devonport Racing Club, ST* [sic]*. Marys Racing Club;*

*• Reduction or eradication of the POCT revenue currently returned to government;*

*• Deterioration of animal welfare outcomes through reduced funding for the Off The Track program and reduced veterinary oversight capacity;*

*• Reputational damage to Tasmania as a racing jurisdiction, reducing or eliminating interstate trainer and owner participation and associated visitor expenditure;*

*• Complete Loss of breeding industry (impacting approximately 188 staff, a further 305 volunteers, and $13.7 million in economic activity from the production and care of breeding stock*[269]*). This is a real risk, and without necessary support the breeding industry could be lost to Tasmania;*

*• At its highest, the necessary controlled closure of either Thoroughbred Racing of Harness Racing Industry, or both, with significant financial and ongoing mental health consequences for Tasmanians, and a dent in the Tasmanian economy.*[270]

5.44 Tasracing proposed that a new 20-year Deed should commence on 1 July 2030. It claims the next funding Deed would enable the long-term viability of the new two-code system:

- *Provide the planning certainty needed to execute and embed the structural reforms described in Section B.4. Rationalisation decisions of the significance contemplated cannot be responsibly made without funding certainty extending well beyond annual budget cycles;*
- *Underpin capital investment decisions at key venues - particularly Devonport Racing Club (Spreyton facilities track upgrade), and potential harness infrastructure investment at Elwick, Carrick Park and a proposed Maxfield site - which require a funding horizon of at least 15-20 years to justify;*
- *Enable commercial partnerships with WSPs, Tourism Tasmania, sponsors and media partners that require multi-year commitment to be negotiated on competitive terms; and*
- *Provide the industry's participant community, in particular breeders, trainers and facilities, with confidence that the structural changes being asked of them are matched by a stable and committed government partnership.*[271]

[269] Footnote 20, IER, Size and Scope of the Tasmanian Racing Industry (2023) - Key Findings and Economic Impacts, 2021/22 season, cited in Submission No. 5, Tasracing, p. 40.
[270] Submission No. 5, Tasracing, p. 40.
[271] Submission No. 5, Tasracing, pp. 42-43.

5.45 These considerations have led to Tasracing proposing a new 20 year Deed, with two potential implementation models both amounting to a funding request in excess of $1 billion. The first, represented in Table B.6.1 below, represents a structure most similar to that of the current Government support through both the Funding Deed and the Grant Deed.[272]

**Table B.6.1 Proposed Funding FY2030 to FY49 to Tasracing**

| Financial Year | Projected POCT Distribution | Funding Deed | Total Contribution ($) |
|---|---|---|---|
| FY30 | $8,316,050 | $42,100,000 | $50,416,050 |
| FY31 | $8,482,371 | $42,942,000 | $51,424,371 |
| FY32 | $8,652,018 | $43,800,840 | $52,452,858 |
| FY33 | $8,825,058 | $44,676,857 | $53,501,916 |
| FY34 | $9,001,560 | $45,570,394 | $54,571,954 |
| FY35 | $9,181,591 | $46,481,802 | $55,663,393 |
| FY36 | $9,365,223 | $47,411,438 | $56,776,661 |
| FY37 | $9,552,527 | $48,359,667 | $57,912,194 |
| FY38 | $9,743,578 | $49,326,860 | $59,070,438 |
| FY39 | $9,938,449 | $50,313,398 | $60,251,847 |
| FY40 | $10,137,218 | $51,319,665 | $61,456,884 |
| FY41 | $10,339,963 | $52,346,059 | $62,686,021 |
| FY42 | $10,546,762 | $53,392,980 | $63,939,742 |
| FY43 | $10,757,697 | $54,460,840 | $65,218,537 |
| FY44 | $10,972,851 | $55,550,056 | $66,522,907 |
| FY45 | $11,192,308 | $56,661,057 | $67,853,365 |
| FY46 | $11,416,154 | $57,794,279 | $69,210,433 |
| FY47 | $11,644,477 | $58,950,164 | $70,594,641 |
| FY48 | $11,877,367 | $60,129,168 | $72,006,534 |
| FY49 | $12,114,914 | $61,331,751 | $73,446,665 |

5.46 The second option proposed by Tasracing changes the structure of Government funding but maintains the same total funding request. Option two adjusts the proportion of funding received from POCT revenue and direct Government funding, shifting the proposed percentage share. This was based on the following:

> *Tasracing is proposing increasing the share of POCT receipts from 80% of net additional revenues to 100% of total gross receipts, which includes the currently deducted pari-mutuel licence fee offset of around $6 million. This would in turn allow a corresponding reduction in funding received under the Funding Deed.*
>
> *The allocation of POCT funding to the Tasmanian racing industry is a relatively easy justification given the source of these funds are Tasmanian wagering customers.*

[272] Submission No. 5, Tasracing, p. 41.

*This represents a clear user-pays principle where Tasmanian wagering customers are supporting the Tasmanian racing industry.*[273]

**Table B.6.2 Proposed Funding FY2030 to FY49 to Tasracing**

| Financial Year | Projected Total POCT Receipts | Funding Deed | Total ($m) |
|---|---|---|---|
| FY30 | $15,788,722 | $34,627,328 | $50,416,050 |
| FY31 | $16,104,496 | $35,319,875 | $51,424,371 |
| FY32 | $16,426,586 | $36,026,272 | $52,452,858 |
| FY33 | $16,755,118 | $36,746,798 | $53,501,916 |
| FY34 | $17,090,220 | $37,481,734 | $54,571,954 |
| FY35 | $17,432,025 | $38,231,368 | $55,663,393 |
| FY36 | $17,780,665 | $38,995,996 | $56,776,661 |
| FY37 | $18,136,279 | $39,775,916 | $57,912,194 |
| FY38 | $18,499,004 | $40,571,434 | $59,070,438 |
| FY39 | $18,868,984 | $41,382,863 | $60,251,847 |
| FY40 | $19,246,364 | $42,210,520 | $61,456,884 |
| FY41 | $19,631,291 | $43,054,730 | $62,686,021 |
| FY42 | $20,023,917 | $43,915,825 | $63,939,742 |
| FY43 | $20,424,395 | $44,794,141 | $65,218,537 |
| FY44 | $20,832,883 | $45,690,024 | $66,522,907 |
| FY45 | $21,249,541 | $46,603,825 | $67,853,365 |
| FY46 | $21,674,532 | $47,535,901 | $69,210,433 |
| FY47 | $22,108,022 | $48,486,619 | $70,594,641 |
| FY48 | $22,550,183 | $49,456,351 | $72,006,534 |
| FY49 | $23,001,186 | $50,445,478 | $73,446,665 |

5.47 Having received the submission from Tasracing for the proposed new funding Deed, the nature of the new funding Deed, including the total amount, was raised with Treasury:

> ***Ms O'CONNOR*** *-... Has Treasury done any work on what it would regard as an appropriate and sustainable level of funding for Tasracing following the enactment of a new deed that removed the greyhound code?*
>
> ***Mr BURGESS*** *- Again, if I might - we haven't actually, as I said, we're not targeting a particular level of funding. What I think is fair to say that we are looking at is what arrangements or conditions can be attached to the funding to achieve a couple of outcomes, which is, one, incentivise Tasracing to operate commercially*

[273] Submission No. 5, Tasracing, pp. 42-43.

*and efficiently, and also to clearly demonstrate to the community what it's getting for its money.*

***Ms O'CONNOR** - Where the value lies.*

***Mr BURGESS** - Yeah, because I think our work to date has shown that both of those matters are somewhat opaque with the current funding arrangements.*

***Ms O'CONNOR** - That's right. So, Tasracing's submission to government on funding, has that been also presented to Treasury and Finance? And has Treasury provided advice back to government on that submission?*

***Mr WILSON** - Forms the context to our review.*

***Ms O'CONNOR** - It's contextual to the review –*

***Mr BURGESS** - Certainly with Saul Eslake's work - we're looking at that as well in the context to the reviews.*

***Ms O'CONNOR** - Oh, so Saul Eslake's work on the greyhound code is also informing the work on the deed?*

***Mr WILSON** – As a contextual piece. Yeah, we make the point that the environment for the racing industry is highly uncertain. There's been a number of government reviews and external reviews in the industry.*

***Ms O'CONNOR** - Big shift in public opinion.*

***Mr WILSON** - Yeah, it's a significant public policy decision, is what we're trying to say.*

***Ms O'CONNOR -** So, Treasury hasn't provided advice to Government on Tasracing's ambit claim for $73 million going forward?*

***Mr SWAIN** - No, we haven't provided specific advice on that. But I'm mindful that, I think, the Government has said that it will not be directly funding greyhound racing.*[274]

5.48 Noting Treasury had previously confirmed Tasmania has the highest per capita funding of the greyhound racing industry, information was sought as to how that would be considered within the current Tasmanian budget context:

***Ms O'CONNOR** - And that understanding would inform the advice that Treasury gives to the Treasurer and the Racing Minister in the context of a very constrained budget?*

***Mr SWAIN** - Because one of the things we're looking at is that comparison to other jurisdictions.*

***Mr BURGESS** - So, while we're not recommending a number in terms of the funding, we are setting out quite clearly, I think, the context within which you would consider that number. In terms of funding received to date, economic benefits –*

***Mr SWAIN** - Jurisdictional comparisons.*[275]

[274] Transcript of Evidence, 4 August 2026, Department of Treasury and Finance, pp. 13-14.
[275] Transcript of Evidence, 4 August 2026, Department of Treasury and Finance, p. 10.

5.49 In its submission TAN stated in relation to the duration of the new funding Deed:

> *For breeders in particular, a Deed materially shorter than 20 years does not match the investment horizon and will not provide the certainty required to make major long-term decisions. Just as importantly, that certainty is needed now.*[276]

5.50 Treasury representatives also responded to a question regarding what the duration of the new funding Deed should be:

> ***Mr BURGESS*** *- I think we're probably in the realms of - we're still formulating advice on that and we will have to present that to Government, and it will be a matter, I think, of balancing legitimate desire from industry for certainty against flexibility for the budget. I'd like to add that a lot of private-sector companies out there are making long-term investments in hotels and businesses without the same level of revenue certainty.*[277]

5.51 During his appearance on 12 October 2026, at which time the Government had received the Deed report from Treasury, the Minister was asked to confirm if the new funding Deed would, or would not, fund greyhound racing:

> ***Ms O'CONNOR*** *- … is it still the Government's position that it does not intend to continue funding for greyhound racing in the new Deed?*
>
> ***Mr JAENSCH*** *- Our discussions around the Deed are recognising the Government's policy position of phasing out greyhound racing within the life of the existing Deed.*
>
> ***Ms O'CONNOR*** *- Okay, so that would be confirmation that - I respect that you have a working document presented to you by Treasury and NRE, but that working document presumably lays out the pathway to give effect, at least in terms of funding, to the Government's policy to phase out greyhound racing?*
>
> ***Mr JAENSCH*** *- What it includes is advice on the likely implications for the Tasracing deed of not continuing with greyhound racing, which is slightly different to looking at how the Deed would be funded. It looks at a change of costs and revenue that would be associated with closing out racing, as per the Government's policy position.*[278]

5.52 At this hearing, the Minister was also asked to respond to the proposed bid for the new funding Deed provided by Tasracing in its submission:

> ***Mr WINTER*** *- … We also have the funding submission that was submitted to Government from Tasracing itself and the submission that we've received in b. 6 - The Funding Requests - outlines a request from Tasracing for $1.2 billion over 20 years. That doesn't include the point of consumption tax distribution. Effectively, they're asking for about $1 billion over 20 years in net terms. What's the*

[276] Submission No. 7, Thoroughbred Advisory Network, p. 9.
[277] Transcript of Evidence, 4 August 2026, Department of Treasury and Finance, p. 21.
[278] Transcript of Evidence, 12 October 2026, Hon. Roger *Jaensch* MP, Minister for Racing and Department of Natural Resources and Environment, p. 2.

*Government's response to that and does the Government agree with Tasracing when it says in (b. 5.4) that there are major consequences for not being provided with that level of funding?*

*...*

***Mr JAENSCH** - In any budget process there are bids put forward and there's due diligence done. There's then a process of negotiation to find a manageable outcome, so what I'm looking at is the review of the Tasracing Deed that's been undertaken with fresh figures, very recently, by Treasury and NRE that the Government's been briefed on, and it raises a range of matters in there. It also looks at the changed cost structure and revenue for Tasracing and racing as a whole with the cessation of greyhounds. This is an area where there is significant Government investment.*

*On a surprising range of levels in greyhound racing, there's a range of costs that go from contribution to the stakes available for racing to subsidies for some owners to bring their animals to races. There are contributions to facilities that they race on, the stewards and the integrity structures of racing, the services of veterinarians pre and post each race, every dog. There are rebates for treatments of injuries to dogs. There are rebates for the euthanising of dogs where that's required on medical grounds, and there is the cost of rehoming. The is $0.9 million every year in the Tasracing budget, which is specifically for rehoming.*

*There's a lot of costs associated with having greyhound racing at every turn that we will not have as costs if greyhound racing finishes, and we believe that the Tasmanian community doesn't want to spend its money on all those things to enable this industry for entertainment purposes, given its animal welfare risks that are inherent in it and can no longer be mitigated sufficiently to meet the community's expectation. So, we believe when you take those costs out and once the tail of rehoming the remaining dogs after the cessation of greyhound racing is met, and when the assets involved in greyhound racing activities are distributed, according to their constitutions, that, yes, there will be savings to the costs of running racing.*[279]

[279] Transcript of Evidence, 12 October 2026, Hon. Roger *Jaensch*, Minister for Racing, p. 10.

## Findings

The Committee finds:

19. Existing funding arrangements lack transparency, accountability, performance improvement measures and have entrenched the financial dependence of the industry on Government funding.
20. Uncertainty around the future of the Tasmanian racing Deed may make it difficult to attract private investment in the remaining two codes.
21. Twenty years is an unusually long term for a Government deed.
22. The Government has reaffirmed its position that it will not fund greyhound racing in the new funding Deed.

## Recommendations

3. **The new funding Deed should not include greyhound racing.**
4. **The new funding Deed should decrease reliance on taxpayer funding over the life of the Deed.**
5. **The new funding Deed should contain strong public reporting and accountability requirements, including key performance indicators on integrity, animal welfare and financial performance.**

# 6 OTHER JURISDICTIONS

6.1 Chapter 6 examines other jurisdictions in relation to transitions away from the greyhound racing industry, including any parliamentary or statutory inquiries, decisions to phase out the relevant industry, transition frameworks implemented, animal welfare issues, support for participants, compensation arrangements, timelines followed and social and economic impacts.

6.2 The Chapter provides an assessment of evidence provided, as well as publicly available information relating to jurisdictions with considerations underway in relation to the greyhound racing industry. The Committee notes a number of these jurisdictions, much like Tasmania, continue to consider and implement transitions away from their greyhound racing industries.

## Closures of Greyhound Racing Industries

### Australian Capital Territory

6.3 Effective as of April 2018, the Australian Capital Territory (ACT) is the only Australian jurisdiction to have fully implemented a ban on greyhound racing. The ban followed the release of a Budget review on 7 February 2017 which included the redirection, from 1 July 2017, of the funding of greyhound racing to 'assist workers to re-skill, as well as re-home and care for the greyhounds.'[280]

6.4 Following the release of the Budget review in February 2017, the ACT Government commissioned Mary Durkin to undertake a 'Greyhound Racing Industry Transition Options Analysis,' which resulted in the release of a report of the same name in May 2017.[281] This analysis explored greyhound breeding and racing in the ACT, as well as options for a transition away from the industry. The ACT Government ultimately agreed with the recommendations of the analysis, announcing in June 2017 that it would proceed with the ban.[282]

6.5 Greyhound racing ended in the ACT on 30 April 2018, following the passage of two pieces of legislation in November 2017.[283] The two Bills have the effect that:

- *greyhound racing and trialling in the ACT to cease with effect from 30 April 2018;*

[280] Australian Capital Territory Government, *2017-17 Budget Review*, p. 42, ACT 2016-17 Budget Review
[281] Durkin, Mary, *Greyhound Racing Industry Transition Option Analysis*, 15 May 2017, https://www.cmtedd.act.gov.au/__data/assets/pdf_file/0006/1075911/Durlkin-Report-Greyhound-Racing-Industry-Transition-Options-Analysis.pdf
[282] Chief Minister, Treasury and Economic Development ACT (CMTED), 'Question Time brief: Greyhound Racing, 24 July 2018' in Freedom of Information release Chief Minister Question Time Briefs July – August 2018.
[283] Racing (Greyhounds) Amendment Bill 2017 (ACT), https://www.legislation.act.gov.au/a/2017-44/default.asp and Domestic Animals (Racing Greyhounds) Amendment Bill 2017 (ACT), https://www.legislation.act.gov.au/a/2017-44/default.asp

- *removal of provisions relating to a controlling body for greyhound racing in the ACT;*
- *amendments to the definition of 'race' so that it no longer includes greyhound racing in the ACT; and*
- *the ownership, breeding and training of greyhounds in the ACT for racing outside the ACT to continue on the basis that it:*
  - *is at no cost to the ACT community; and*
  - *complies with strict animal welfare standards.*[284]

6.6 A significant difference between the ACT legislation and the proposed Tasmanian Bill, is provision in the ACT for greyhounds to still be owned, bred and trained in the territory, and to participate in racing outside the ACT.[285] Given the close proximity of the ACT to New South Wales (NSW), this resulted in a transition of racing practices across the border. Individuals who wished to continue to race greyhounds outside the ACT were ineligible to receive transition support from the ACT Government.

6.7 The ongoing existence of ACT based participants in greyhound racing in other jurisdictions led to the passage of the Animal Welfare (Keeping and Breeding of Racing Greyhounds in the ACT) Mandatory Code of Practice 2018,[286] a disallowable instrument under the *Animal Welfare Act 1992* (ACT). While still allowed, a 2023 update from the then-Minister for Transport and City Services suggested that breeding in the Territory had, to the ACT Government's awareness, halted.[287]

6.8 Transition support was provided by the ACT Government through the Greyhound Industry Transition Taskforce, on a case-by-case basis, with individually personalised support packages.[288] Eligibility for the support packages was publicised as follows, with applications for the scheme remaining open for five months after the closure of the industry:

> *Employees of the Canberra Greyhound Racing Club are eligible for transition support. Contractors, businesses, and their employees who provide racing-related services to the Club will also be eligible, as well as ACT residents active and registered as breeders or owners of racing greyhounds who decide to discontinue*

[284] Explanatory Statement, Domestic Animals (Racing Greyhounds) Amendment Bill 2017, https://legislation.act.gov.au/View/es/db_57087/20171102-67480/html/db_57087.html
[285] Explanatory Statement, Domestic Animals (Racing Greyhounds) Amendment Bill 2017, https://legislation.act.gov.au/View/es/db_57087/20171102-67480/html/db_57087.html
[286] Australian Capital Territory Government, Animal Welfare (Keeping and Breeding of Racing Greyhounds in the ACT) Mandatory Code of Practice 2018 (No 1), https://www.legislation.act.gov.au/di/2018-76
[287] Legislative Assembly of the Australian Capital Territory, Question Number 1491 from Jo Clay MLA to the Minister for Transport and City Services, response published on 22 November 2023, https://questions.parliament.act.gov.au/details/58d1821b2b024fbca1312e4b52920b83
[288] Explanatory Statement, Domestic Animals (Racing Greyhounds) Amendment Bill 2017, https://legislation.act.gov.au/View/es/db_57087/20171102-67480/html/db_57087.html

*their involvement in greyhound racing. Anybody who is substantially affected by the end of the industry can make an application to the Taskforce for support.*[289]

6.9 Potential inclusions in support packages included:

- *training and re-skilling opportunities (including subsidised places in training programs)*
- *short-term financial support for those employed within, or who can demonstrate significant dependence on, the industry, and who are not able to access a redundancy payment*
- *business skills support (including subsidised assistance in business planning)*
- *specialist advice, guidance and planning about future career options*
- *access to financial counselling and planning services*
- *provision of interest free loans to meet immediate individual needs; or microcredit loans to re-engineer existing small businesses, or support new small business ventures*
- *access to counselling to provide emotional support for anybody involved in the industry transition.*[290]

6.10 While the ACT Government made the redirected racing funds of around $1 million available for support, some industry participants boycotted the assistance citing an inability to place a cost on the financial, social and emotional impact of the ban.[291] In total, the following financial support was provided by the ACT Government:

- Two participants received $21,000 in total to transition away from the industry;
- 23 applications for greyhound rehoming support were granted to a total amount of $24,400; and
- Two organisations providing rehoming services received $20,000 in total.[292]

[289] Australian Capital Territory Government, 'Freedom of Information Response to Reference CMTEDDFOI 2019-016,' p. 10 https://www.cmtedd.act.gov.au/__data/assets/pdf_file/0008/1322666/2019-016.pdf

[290] Australian Capital Territory Government, 'Freedom of Information Response to Reference CMTEDDFOI 2019-016,' pp. 10-11, https://www.cmtedd.act.gov.au/__data/assets/pdf_file/0008/1322666/2019-016.pdf

[291] Durkin, Mary, *Greyhound Racing Industry Transition Option Analysis*, 15 May 2017, p. 38, https://www.cmtedd.act.gov.au/__data/assets/pdf_file/0006/1075911/Durlkin-Report-Greyhound-Racing-Industry-Transition-Options-Analysis.pdf

[292] Legislative Assembly for the Australian Capital Territory, Ministerial Statement by Mr Gordon Ramsay, then-Attorney-General, Minister for the Arts and Cultural Events, Minister for Building Quality Improvements, Minister for Business and Regulatory Services and Minister for Seniors and Veterans, 11 November 2018, https://www.hansard.act.gov.au/hansard/9th-assembly/2018/HTML/week12/4606.htm

## New Zealand

6.11 The New Zealand (NZ) Government announced an end to greyhound racing in the country on 10 December 2024. In publicly announcing the ban, Deputy Prime Minister, Winston Peters, said:

> *This is not a decision that is taken lightly but is ultimately driven by protecting the welfare of racing dogs.*
>
> *Despite significant progress made by the greyhound racing industry in recent years, the percentage of dogs being injured remains persistently high and the time has come to make a call in the best interest of the animals,*
>
> *The greyhound industry has been on notice over animal welfare concerns for several years. There have been three reviews into the industry over the past decade, all recommending significant changes.*
>
> *We acknowledge the work done by Greyhound Racing New Zealand to improve safety. While fewer dogs are dying, injury rates, while down slightly, have plateaued and remain unacceptably high*[293]

6.12 The greyhound racing ban officially commenced on 1 August 2026. On the day the proposed ban was announced, the NZ Parliament passed legislation banning the unnecessary destruction of greyhounds during the transition period and the creation of a Ministerial Advisory Committee to:

> *a. provide expert independent advice and planning to the Minister for Racing on the transition to closure of the greyhound racing industry*
>
> *b. provide independent oversight of the closure of the greyhound racing industry.*[294]

6.13 The NZ Cabinet formally endorsed the racing ban in August 2025. On 11 November 2025 the formal legislative mechanism for the closure of the industry, the Racing Industry (Closure of Greyhound Racing Industry) Amendment Bill 2025 was referred to the NZ Parliament's Primary Production Committee. The Committee Inquiry on the Bill received 2,113 submissions and heard oral evidence from 76 witnesses.[295] All bar three of the clauses of the Bill

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[293] Media Release, RT Hon. Winson Peter, New Zealand Racing Minister, 'Government announces future of greyhound racing in New Zealand,' dated 10 December 2024, Government announces future of greyhound racing in New Zealand | Beehive.govt.nz

[294] Greyhound Racing Ministerial Advisory Committee, *Interim Report of the Greyhound Racing Ministerial Advisory Committee*, May 2025, https://www.dia.govt.nz/diawebsite.nsf/Files/Greyhound-Racing-2025/$file/Interim-Report-of-the-Greyhound-Racing-Ministerial-Committee-May-2025.pdf

[295] New Zealand Parliament, Primary Production Committee, Inquiry into the Racing Industry (Closure of Greyhound Racing Industry) Amendment Bill, *Final Report*, tabled 13 March 2026, p. 8, https://selectcommittees.parliament.nz/v/6/f1c35a77-b2b9-43d5-935b-08de8081d208?lang=en

were endorsed unanimously by the Committee.[296] The Bill went on to pass the Parliament on 2 April 2026 (Ayes 112, Noes 11).[297]

6.14 The Bill proposed a three-staged closure, described as follows:

> *The first stage will be from the day after Royal assent. This stage will see the Greyhound Racing Transition Agency established and lay down the framework for closure ahead of 1 August 2026. The Transition Agency will be responsible for, among other things, ensuring a transition plan is in place, closing Greyhound Racing New Zealand and clubs, facilitating greyhound rehoming, and supporting industry participants.*
>
> *The second stage will be from 1 August 2026 and will see the cessation greyhound racing in New Zealand. During this stage, GRNZ will be dissolved, and appropriate remaining functions would be transferred to the Transition Agency.*
>
> *The third stage will begin on a date set by Order in Council, but no later than on 1 August 2031 and will see the repeal of provisions relating to the closure. Once the Transition Agency's duties are fulfilled, it will be disestablished. The Bill anticipates this will be on 31 July 2029, however, there is an ability to extend this date by Order in Council, to a date no later than 31 July 2031.*[298]

6.15 The closure scheme has an estimated cost of $60 million NZD (approximately $49.5 million AUD), to be paid by the industry.[299] The closure scheme, as provided under the Bill, did not provide compensation for potential financial loss due to the industry closure.

6.15 The Transition Agency will create and facilitate the transition plan, as legislated in their remit under the aforementioned Bill. Key elements for inclusion in the transition plan are rehoming processes; advice, support and funding for the closure and participants; monitoring of compliance with the relevant Act and the transition to closure of Greyhound Racing New Zealand, being the previous governing body of the sport.[300]

6.16 The Transition Agency was also created to be a single coordinator of the rehoming of former-racing greyhounds within the country, with ownership transferred to the Agency and rehoming then facilitated with 'rehoming preparation and adoption partners' who are 'established experts who have

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[296] New Zealand Parliament, Primary Production Committee, Inquiry into the Racing Industry (Closure of Greyhound Racing Industry) Amendment Bill, *Final Report*, tabled 13 March 2026, p. 1, https://selectcommittees.parliament.nz/v/6/f1c35a77-b2b9-43d5-935b-08de8081d208?lang=en

[297] https://journals.parliament.nz/v/0/6cd9c930-e86f-489f-1de7-08deb565d4b2?lang=en#_Toc40

[298] Department of Internal Affairs, New Zealand Government, 'Racing Policy,' https://www.dia.govt.nz/resource-material-our-policy-advice-areas-racing-policy

[299] Department of Internal Affairs, New Zealand Government, 'Regulatory Impact Statement: Transition of the New Zealand greyhound racing industry to closure,' 7 August 2025, https://www.regulation.govt.nz/assets/RIS-Documents/Regulatory-Impact-Statement-Transition-of-the-New-Zealand-greyhound-racing-industry-to-closure.pdf

[300] *Racing Industry (Closure of Greyhound Racing Industry) Amendment Act 2026*, https://www.legislation.govt.nz/act/public/2026/12/en/2026-04-09/#LMS1530039

been rehoming greyhounds for years.'[301] The Transition Agency anticipates 1300-1400 greyhounds will need to be rehomed.[302]

6.17 While rehoming and a safe and supported transition was the objective of the NZ Bill, it did not legislate that greyhounds could not be transferred or rehomed to another country. On the day the ban commenced, media reports on the day suggested that an estimated 150 greyhounds were exported to Australia ahead of the ban.[303]

6.18 Mr Stout, CEO of Greyhounds Australasia explained some elements of the NZ transition to the Committee. This evidence was received two days before the closure commenced:

> ***Mr STOUT*** *- ... We are and have been working with GRNZ and the transition agency. The transition agency is in place and will take effective ownership of greyhounds that the participants wish to enter the rehoming scheme as of this weekend, with the last race meeting being conducted on Friday, which I'm heading off to actually be at. As part of that process, those greyhounds, a considerable number of them will remain in the care of the trainers and the people that are currently looking after them. They're going to be provided with a daily stipend for the care of those greyhounds, and that's $36 a day, that doesn't include overheads including veterinary costs or other out-of-pockets that the transition agency will be covering. If the owners determine that they don't want their greyhounds to go into that scheme, they don't have to submit to that, and they'll be taken out of that scheme and they'll be responsible for the care of them on their own.*
>
> ***Ms RATTRAY*** *- But there is full traceability for each of those greyhounds?*
>
> ***Mr STOUT*** *- Yes. The systems that are in place - and importantly, too, from a licensing perspective, GRNZ have extended their licence period through to 31 October this year. What that has done is ensure that there's an umbrella of the GA rules and the licencing requirements and the licencing standards over that period as well, such that people will have, I guess, dual responsibility - one under the law and then secondly under their licencing agreements. There'll be contracts in place between those parties that determine they want to be part of the scheme and the transition agency going forward. But that three-month period will also give people the opportunity to determine if they want to relocate to Australia. We are aware that there has been some inquiries to regulators here in Australia from persons looking to relocate. Some of them have indicated that they may be*

[301] Greyhound Transition Agency, 'Our plan,' https://cdn.prod.website-files.com/69a73420d0733d993ea260b3/6a61338fcb5ef36705220540_Greyhound-Transition-Agency-Our-Plan.pdf

[302] SPCA Royal New Zealand Society for the Prevention of Cruelty to Animals, 'How to adopt a Greyhound,' https://www.spca.nz/adopt-a-greyhound

[303] Fitzgerald, Elissa, ABC News, 'Charter flights to bring about 150 greyhounds to Australia as NZ racing ban begins,' dated 1 August 2026, https://www.abc.net.au/news/2026-08-01/nz-greyhound-racing-ban-charter-flights/106985844

*seeking to try to bring their dogs with them as well. That's very much still a very fluid process.*[304]

6.19 A comparison between the NZ transition model and that proposed in the draft Transition Plan in Tasmania is provided in Chapter 4.

## Wales

6.20 On 18 February 2025, the Welsh Government announced it would ban greyhound racing 'as soon as practicably possible,' following ongoing public consultation[305] and parliamentary work into the possible closure.[306] At that time, Wales only had one racetrack in operation and an estimated 10 registered trainers, although a full number of potentially effected individuals is not known.[307]

6.21 The Greyhound Racing Ban Implementation Group was established in July 2025, to advise on 'introducing the ban while safeguarding the welfare of dogs, communities and the economy,' to report to Cabinet.[308]

6.22 On 29 September 2025 the Prohibition of Greyhound Racing (Wales) Bill was tabled in the Welsh Parliament. The Bill passed on 17 March 2026 (39 Ayes, 10 Noes),[309] with an enforcement date set for 'no sooner than 1 April 2027' and 'no later than 1 April 2030.'[310] The Bill does not include transitional arrangements for animal welfare or greyhound racing regulation, with the existing standards of the industry instead continuing until its closure.[311] The Bill also does not ban the breeding, kennelling or training of greyhounds in Wales, only their racing. It could be anticipated therefore that cross-jurisdictional ownership and racing may occur, similar to that in the ACT and NSW example in Australia.[312]

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[304] Transcript of Evidence, 29 July 2026, Greyhounds Australasia, p. 23.
[305] Welsh Government, 'Licensing of animal welfare establishments, activities and exhibits consultation,' last updated 3 February 2025, https://www.gov.wales/licensing-animal-welfare-establishments-activities-and-exhibits
[306] Welsh Parliament, Petitions Committee, Report, *The Final Bend? P-06-1253 Ban greyhound racing in Wales*, tabled December 2022, https://senedd.wales/media/leyh4d3l/cr-ld15555-e.pdf
[307] Welsh Parliament, Culture, Communications, Welsh Language, Sport, and International Relations Committee, Stage 1 Report, 'Prohibition of Greyhound Racing (Wales) Bill,' tabled December 2025, p. 12, https://laiddocuments.senedd.wales/cr-ld17610-en.pdf
[308] Welsh Government, 'Greyhound Racing Ban Implementation Group,' https://www.gov.wales/greyhound-racing-ban-implementation-group
[309] Welsh Parliament, Votes and Proceedings – Plenary, 17 March 2026, https://business.senedd.wales/documents/g15772/Printable%20minutes%20Tuesday%2017-Mar-2026%2013.30%20Plenary%20-%20Sixth%20Senedd.pdf?T=1
[310] Welsh Government, Overview of the *Prohibition of Greyhound Racing (Wales) Act 2026*, https://www.gov.wales/prohibition-greyhound-racing-wales-act-2026
[311] Welsh Government, Overview of the *Prohibition of Greyhound Racing (Wales) Act 2026*, https://www.gov.wales/prohibition-greyhound-racing-wales-act-2026
[312] Welsh Parliament, Culture, Communications, Welsh Language, Sport, and International Relations Committee, Stage 1 Report, 'Prohibition of Greyhound Racing (Wales) Bill,' tabled December 2025, https://laiddocuments.senedd.wales/cr-ld17610-en.pdf

6.23 To assist with the legislated transition, the Welsh Government will cover the administrative costs, estimated to be around £77,000 ($148,145 AUD).[313] This amount is to focus, as per the Bill, on the making of an offence and will not provide support to industry participants. Rather, the Greyhound Racing Ban Implementation Group will provide support to participants in regard to potential social and economic impacts of the transition, including potential retraining or alternate employment options.[314]

6.24 No specific provisions have so far been established for the rehoming of greyhounds in Wales, with animal welfare organisations anticipated to take carriage of any monetary or administrative burden arising from the transition.[315]

## Scotland

6.25 In March 2026, the Scottish Parliament passed the Greyhound Racing (Offences) (Scotland) Bill 2025 (Ayes 70, Noes 27),[316] to come into effect 12 months after Royal Assent.[317] The Bill originated as a Private Members Bill from the Scottish Green Party and received support from the Scottish Government for its passage.

6.26 A key point of variation with the Scottish experience in comparison to other jurisdictions is that, when the Bill was passed, the were no current active licensed greyhound racetracks in use in the country. One independent racetrack was owned at the time the Bill was passed, which was the most recent to run greyhound races in Scotland.[318] While an estimated 27 greyhound breeders and trainers, who are registered with the Greyhound Board of Great Britian (GBGB), live in Scotland, they participate in races in other locations in the United Kingdom not in Scotland.

6.27 While the GBGB has an active Greyhound Retirement Scheme, this is not anticipated to provide assistance for Scottish trainers or breeders who may

[313] Welsh Government, Explanatory Memorandum of the Prohibition of Greyhound Racing (Wales) Bill 2026, https://business.senedd.wales/documents/s172040/Explanatory%20Memorandum%20-%202%20March%202026.pdf
[314] Welsh Government, Greyhound Racing Ban Implementation Group, 'What we do,' https://www.gov.wales/what-we-do
[315] Welsh Government, Explanatory Memorandum of the Prohibition of Greyhound Racing (Wales) Bill 2026, p. 24, https://business.senedd.wales/documents/s172040/Explanatory%20Memorandum%20-%202%20March%202026.pdf
[316] Scottish Parliament, Minutes of Proceedings, 18 March 2026, https://www.parliament.scot/-/media/files/chamber-office/minutes-of-proceedings/march-2026/chamber_minutes_20260318.pdf
[317] Greyhound Racing (Offences) (Scotland) Bill, https://www.parliament.scot/bills-and-laws/bills/s6/greyhound-racing-offences-scotland-bill
[318] Scottish Government, Environmental Information (Scotland) Regulations 2004 response, 'Greyhound race track query: EIR Release', dated 13 May 2026, https://www.gov.scot/publications/foi-202600504318/

look to rehome their greyhound as a result of the transition.[319] Animal welfare groups have, however, indicated they will provide rehoming assistance if required.[320]

## Ongoing or Recent Inquiries into Greyhound Racing Industries

### New South Wales

6.28 Since 2013, a number of reviews and inquiries have been undertaken in NSW in relation to the greyhound racing industry, including consideration of a potential ban. In 2013-2014 a parliamentary inquiry was held, followed by the *Special Commission of Inquiry into the Greyhound Racing Industry in New South Wales* from 2015-2016. This led to an announcement from the then-Liberal Government in July 2016 that the industry would be shut down by 1 July 2017.[321]

6.29 The groundwork for the transition of the industry commenced from this point in time, including with the passage of the Greyhound Racing Prohibition Bill 2016 (NSW) through the NSW Parliament on 24 August 2016 (Ayes 49, Noes 30).[322] This Bill was supported by the establishment of a Greyhound Transition Taskforce, responsible for the formation of a full transition plan which was anticipated for public release by the end of 2016.

6.30 The then-NSW Government's decision to ban greyhound racing was reversed in October 2016, citing an intention to require the industry to improve animal welfare standards in lieu of a ban.[323]

6.31 While new animal welfare standards were legislated, animal welfare concerns about the industry continued, leading to the *Inquiry into Greyhound Racing NSW* (the Drake Inquiry) by the Hon. Lea Drake, which was completed in July 2025. The Drake Inquiry highlighted ongoing animal welfare concerns and issues with the governance of Greyhound Racing NSW including: management; welfare

[319] Scottish Government, Policy Memorandum, Greyhound Racing (Offences) (Scotland) Bill, p. 8, https://www.parliament.scot/-/media/files/legislation/bills/s6-bills/greyhound-racing-offences-scotland-bill/introduced/spbill65pms062025accessible.pdf

[320] Scottish Government, Policy Memorandum, Greyhound Racing (Offences) (Scotland) Bill, p. 9, https://www.parliament.scot/-/media/files/legislation/bills/s6-bills/greyhound-racing-offences-scotland-bill/introduced/spbill65pms062025accessible.pdf

[321] NSW Parliamentary Research Service, *Issues Backgrounder – The NSW greyhound racing industry*, July 2016, p. 2, https://www.parliament.nsw.gov.au/_media/documents/parliamentary-business/research/clearinghouse/the-nsw-greyhound-racing-industry-7b2d452d.pdf

[322] Greyhound Racing Prohibition Nill 2016 (NSW), https://www.parliament.nsw.gov.au/parliamentary-business/bills/bill-details?billId=3322&ref=1849

[323] *Greyhound Racing Act 2017* (NSW), https://legislation.nsw.gov.au/view/whole/html/inforce/current/act-2017-013 and the Greyhound Welfare & Integrity Commission (NSW), https://www.gwic.nsw.gov.au/

and culture; financial issues; and a lack of appropriate accountability and oversight mechanisms.[324]

6.32 Former Chief Vet of Greyhounds NSW, Dr Brittan gave evidence that the Drake Inquiry recommended the industry shut down:

> *The $4.5 million Drake inquiry lasted 12 months and it turned the industry inside-out. GRNSW were forced to spend $3 million in legal fees to defend their side of the story. GWIC are yet to release their legal costs.*
>
> *After listening to expert witnesses, Drake issued her findings and recommendations. … Commissioner Drake … was withering in her dissection and assessment of the industry. Her 700 pages make for excruciating reading.*
>
> *Commissioner Drake recommended that the industry in New South Wales be suspended in December 25 if easily achievable marker points were met. They were not. Other marker points were then placed for June 26. They have not been met. Drake advised that the industry be suspended. It has not.*[325]

6.33 The NSW Government responded to the Drake Inquiry in December 2025, acknowledging the 'need for reform in response to the Report's recommendations, to ensure the highest standards of governance, integrity and animal welfare in the greyhound racing industry.'[326] From the outset, the NSW Government committed to amending the Greyhound Racing NSW Operating Licence to reflect the Government's expectation that the organisation met the relevant recommendations of the Drake Inquiry. The NSW Government also issued a Ministerial Statement of Expectations to the Greyhound Welfare & Integrity Commission to reflect the organisation's role in meeting recommendations from the Drake Inquiry into greyhound welfare and industry integrity.[327]

6.34 Dr Brittan stated the following regarding an increase in the industry mortality rate in NSW:

> ***Dr BRITTAN*** *- … Despite all of this, injury rates have gone up, the mortality rate has gone up 60 per cent in the last three years, and that's despite putting all of this money in…*
>
> ***Mr WINTER*** *- … I think you said that the mortality rate has gone up by 60 per cent in the last three years. Did I mishear? Is that correct?*

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[324] Drake, Lea, *Report of the Inquiry into Greyhound Racing NSW*, 31 July 2025, p. vii, https://www.nsw.gov.au/sites/default/files/noindex/2025-12/report-of-the-inquiry-into-greyhound-racing-nsw.pdf

[325] Transcript of Evidence, 28 July 2026, Dr Alex Brittan, p. 2.

[326] New South Wales Government, *NSW Government Response: Inquiry into Greyhound Racing NSW*, December 2025, p. 2, https://www.nsw.gov.au/sites/default/files/noindex/2025-12/nsw-government-response-to-inquiry-into-grnsw.pdf

[327] New South Wales Government, *NSW Government Response: Inquiry into Greyhound Racing NSW*, December 2025, p. 2, https://www.nsw.gov.au/sites/default/files/noindex/2025-12/nsw-government-response-to-inquiry-into-grnsw.pdf

> ***Dr BRITTAN*** *- No, in New South Wales, the death rate, the number of dead dogs produced by the industry every year, last year it was in New South Wales 1154, which is a 60 per cent increase on the three years prior to that. It used to be - goodness me - 670, then it was 850, then it was 900, then it was 1000, then it was 1154. This is in New South Wales, because that's the area where I've got the most experience.*[328]

6.35 The Committee requested Dr Brittan provide further detail on the increased mortality rate in the NSW industry. In a submission to the Inquiry, Dr Brittan noted his previous calculations were for the period 2021-24. Since this time, data for 2025 has also become available through the NSW Greyhound Welfare & Integrity Commission (GRWIC) which Dr Brittan suggests now shows a 75% increase in 'reported dead greyhounds' from 2021-25:

> *In 2021 471 Greyhounds were euthanased AND 188 Greyhounds were "reported" as having died.*
>
> *The TOTAL reported mortalities for 2021, as stated by GWIC was 659.*
>
> *…*
>
> *The TOTAL reported mortalities for 2025, as stated by GWIC was 1,153.*
>
> *1,153 is 75% greater than 659.*[329]

6.36 Appearing before the Committee on 29 July 2026, Mr Stout, CEO of Greyhounds Australasia provided a response to the evidence given during a hearing by Dr Brittan. This included providing the Committee with a copy of a publication from Greyhound Racing NSW titled *Counterfactual Response: Brittan Report 2026*.[330] This publication was in reference to a handover report written by Dr Brittan to Greyhound Racing NSW at the termination of his employment. The handover was requested by the organisation and later made public under Standing Order 52 of the Legislative Council of the NSW Parliament.[331] Greyhound Racing NSW suggest the following regarding the information presented by Dr Brittan in his handover report:

> *GRNSW's assessment is that many of these claims are unsupported, based on incomplete or misinterpreted information, or extend beyond Dr Brittan's area of professional expertise.*
>
> *Across the substantive matters raised, GRNSW has found that numerous claims are factually incorrect, based on misread data, unsupported by available evidence, or presented without sufficient foundation.*[332]

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[328] Transcript of Evidence, 28 July 2026, Dr Alex Brittan, pp. 12-13.

[329] Submission No. 8, Dr Alex Brittan, p. 7.

[330] Greyhound Racing New South Wales, *Counterfactual Response: Brittan Report*. 2026, https://www.grnsw.com.au/news/2026-07-29/counterfactual-response-brittan-report

[331] Ordered Papers from Greyhound Racing New South Wales, ordered by the Legislative Council, Parliament of New South Wales, tabled on 10 July 2024, https://greyhoundcoalition.com/wp-content/uploads/2021/02/Reduced-size-FULL-SO52-BRITTAN-REPORT-1_Redacted_Part1.pdf

[332] Greyhound Racing New South Wales, *Counterfactual Response: Brittan Report*. 2026, https://www.grnsw.com.au/news/2026-07-29/counterfactual-response-brittan-report

6.37 Mr Stout responded to questions regarding the veracity of evidence provided by Dr Brittan before the Committee and to the Drake Inquiry:

> ***Ms O'CONNOR*** *- … He* [Dr Brittan] *gave evidence which he said was truthfully given to the Drake Inquiry. You have alluded to that evidence not being reliable. What is it about what Dr Brittan has said, either to the Drake Inquiry or to us yesterday* [28 July 2026]*, because presumably you've had some reports, that you are able to dispute in an evidence-based way?*
>
> ***Mr STOUT*** *- Well, I think primarily around this, is the report that I will provide that was released yesterday by Greyhound Racing NSW. It's a counterfactual report to Dr Brittan's report and his evidence at the Drake Inquiry. They have presented - what's in that report was presented in totality to the Minister, to the Racing Minister, in New South Wales in relation to the Drake Inquiry. I only got a copy of that report yesterday. I've only had a cursory look at it, I haven't had an in-depth review of it, but there's certainly - in terms of some of the methodology and accounting applied by Dr Brittan in relation to his interpretation of the numbers in New South Wales, and by extrapolation some of his methodology that he applied here yesterday, there's certainly some questions around those, which is contained within that report from GRNSW.*
>
> *…*
>
> ***Ms O'CONNOR*** *- So Dr Brittan told us that in preparing the material that he submitted in New South Wales, he had full access to the system and its data, and yet Greyhounds Australasia believes that his evidence is not to be relied on. Is that correct?*
>
> ***Mr STOUT*** *- … from the GRNSW response, and this also includes evidence that was tabled with the Minister in New South Wales by the GWIC* [Greyhound Welfare & integrity Commission] –
>
> ***Ms O'CONNOR*** *- The Government's industry body?*
>
> ***Mr STOUT*** *- Yes, so the Welfare and Integrity Commission's Chief Vet in relation to - he reviewed those numbers based on the database as well and said that he believed that Dr Brittan was in error.*[333]

6.38 Mr Stout was also asked if specific propositions put by Dr Brittan during his verbal evidence was correct:

> ***Mr WINTER -*** *Dr Brittan also claimed that surgical AI* [artificial insemination] *was still occurring. Can you confirm that it's not occurring?*
>
> ***Mr STOUT*** *- It has not occurred since 1 January* [2026] *this year.*
>
> ***Ms O'CONNOR*** *- Only this year.*
>
> ***Mr STOUT*** *- In fact, greyhounds are the only dog in Australia that you cannot get surgical AI performed upon.*

[333] Transcript of Evidence, 29 July 2026, Greyhounds Australasia, pp. 26-27.

***Mr WINTER** - He also claimed that there were rehoming failures and that up to 70 per cent of dogs were un-rehomeable; is that correct in terms of the data you've seen?*

***Mr STOUT** - Not that we've seen, no.*

***Mr WINTER** - He also said that the injury rates were going up. Is that correct in terms of the data you've seen?*

***Mr STOUT** - No, that's not correct.* [334]

## Western Australia

6.39 In Western Australia (WA), following a community campaign and the tabling of a petition with 26,500 signatures, a parliamentary inquiry titled the *Inquiry into the greyhound racing industry in Western Australia* (WA Inquiry), commenced in September 2025. The Inquiry has the following Terms of Reference:

> *The Committee will inquire into and report on the greyhound racing industry in Western Australia, with a particular focus on animal welfare and industry transparency, including:*
>
> *a) industry practices and operations*
>
> *b) the current governance arrangements, compliance and enforcement mechanisms*
>
> *c) data collection, accessibility and reporting*
>
> *d) adoption, rehoming programs and post-racing care*
>
> *e) any other matters the Committee considers relevant.* [335]

6.40 As at the time of writing, the WA Inquiry has received over 5,000 submissions and held three days of public hearings.[336]

6.41 The work of the WA Inquiry continues, with no reporting date currently set.

## South Australia

6.42 In response to the public release of drone footage showing the severe mistreatment of racing greyhounds, on 14 August 2023, South Australia (SA) established the *Independent Inquiry into the Governance of the Greyhound*

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[334] Transcript of Evidence, 29 July 2026, Greyhounds Australasia, p. 29.

[335] Parliament of Western Australia, Legislative Council Environment and Public Affairs Committee, *Inquiry into the greyhound racing industry in Western Australia,* Terms of Reference, https://www.parliament.wa.gov.au/Parliament/commit.nsf/(EvidenceOnly)/4063977B19FDEAAB48258D06002D701C?opendocument#ToR

[336] Parliament of Western Australia, Legislative Council Environment and Public Affairs Committee, *Inquiry into the greyhound racing industry in Western Australia,* https://www.parliament.wa.gov.au/Parliament/commit.nsf/(EvidenceOnly)/4063977B19FDEAAB48258D06002D701C?opendocument#Details

*Racing Industry* (the Ashton Review), undertaken by Graham Ashton AM APM.[337] The Ashton Review found the following:

> *there is an urgent need for the greyhound racing industry in South Australia to reform if it is to meet contemporary community expectations. These reforms are considerable and are dominated by greyhound welfare concerns including the sustainability of the GAP program. The industry generates significant funding which flows into the economy of the state and employs many people. Some of these people derive their fulltime income from the sport as well as having made significant investment into it. If the sport is to retain a social licence into the future, it will only be achieved if the reforms recommended in this report are immediate and widespread.*[338]

6.43 The Ashton Review endorsed a two year reform period to be 'oversighted by an Independent Inspector, with reporting functions to Government.'[339] This oversight would be over the 87 recommendations arising from the Ashton Review, with the intention that, 'only if this Inspector is satisfied after a period of two years that reforms have been archived would this Review recommend a long-term continuance of the industry with an oversight model considered best practice at that time.'[340] Of the 87 recommendations, 78 are considered to be the responsibility of the SA greyhound racing industry and nine to be that of the SA Government.[341]

6.44 On 8 May 2024, Sal Perna AM was appointed to the role of Greyhound Industry Reform Inspector.[342] In this role Mr Perna AM has released, at the time of writing, seven quarterly progress statements in relation to the progress towards the fulfilment of the Ashton Review recommendations.[343] The Seventh, and final, Quarter Progress Statement stated that, as at 7 April 2026,

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[337] Ashton, Graham, *Independent Inquiry into the Governance of the Greyhound Racing Industry*, 30 November 2023, https://orsr.sa.gov.au/__data/assets/pdf_file/0019/972010/Greyhound-Racing-Inquiry-Report.pdf

[338] Ashton, Graham, *Independent Inquiry into the Governance of the Greyhound Racing Industry*, 30 November 2023,p. 10, https://orsr.sa.gov.au/__data/assets/pdf_file/0019/972010/Greyhound-Racing-Inquiry-Report.pdf

[339] Ashton, Graham, *Independent Inquiry into the Governance of the Greyhound Racing Industry*, 30 November 2023, https://orsr.sa.gov.au/__data/assets/pdf_file/0019/972010/Greyhound-Racing-Inquiry-Report.pdf

[340] Ashton, Graham, *Independent Inquiry into the Governance of the Greyhound Racing Industry*, 30 November 2023, p. 11, https://orsr.sa.gov.au/__data/assets/pdf_file/0019/972010/Greyhound-Racing-Inquiry-Report.pdf

[341] Greyhound Industry Reform Inspector, *Seventh GIRI Public Progress Statement,* https://orsr.sa.gov.au/__data/assets/pdf_file/0004/1404661/Seventh-Quarter-GIRI-Public-Statement.pdf

[342] Office for Recreation, Sport and Racing, Government of South Australia, 'Sal Perna AM announced as Greyhound Industry Reform Inspector,' 8 May 2024, https://www.orsr.sa.gov.au/news/2024/sal-perna-am-announced-as-greyhound-industry-reform-inspector

[343] Greyhound Industry Reform Inspector, 'Greyhound Industry Reform Inspector Progress,' https://orsr.sa.gov.au/about-us/racing/greyhound-industry-reform-inspector-progress

60 of the 87 recommendations had been completed, with another one partially implemented.[344]

6.45 On 23 September 2026 Mr Perna AM released his final report on the progress of the recommendations, titled *Progress of reforms in the South Australian Greyhound Industry 2024-2026: Final Report* [345] (Perna Report). Mr Perna's overarching decision was that a satisfactory level of reform had been met in the SA greyhound racing industry and, therefore, it was recommended the industry continue.[346]

6.46 The Perna Report found that of the 78 recommendations of the Ashton Review for completion by the SA greyhound racing industry, 73 (or 93.6%) had been completed, although it is notable that all key animal welfare recommendations remain outstanding.[347] Mr Perna AM also stated that, outside of the implementation of most of these formal recommendations, other positive actions had been undertaken by the industry which also informed his final decision including:

- *the appointment of a former RSPCA CEO to the GRSA* [Greyhound Racing SA] *Board;*
- *recruitment of the RSPCA SA Chief Inspector as the new GRSA GM Integrity and Welfare;*
- *hiring of intelligence and investigation expertise;*
- *investment of significant levels of expenditure in track safety, greyhound housing, a traceability system, an intelligence management system and rehoming facilities.*
- *GRSA's changes to staffing over the reform period are considered to have enhanced its ability to reform.*[348]

6.47 Mr Perna AM also noted that while significant progress had been made, areas of concern remain:

> *There are also other aspects regarding GRSA which fall outside the scope of this work but considered to be worthy of review. During the reform period there was no full-time, on-site GRSA Human Relations Manager and the scope, workload and 'hands-on' operational involvement of the GRSA CEO appeared inappropriate for that level.*
>
> *In addition, whilst the majority of recommendations have been implemented, only time will tell how effective they prove to be.*

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[344] Greyhound Industry Reform Inspector, *Seventh GIRI Public Progress Statement,* https://orsr.sa.gov.au/__data/assets/pdf_file/0004/1404661/Seventh-Quarter-GIRI-Public-Statement.pdf
[345] Perna, Sal, *Progress of reforms in the South Australian Greyhound Industry 2024 – 2026: Final Report,* September 2026, SA-Greyhound-Industry-Reform-Final-Report.pdf
[346] Perna, Sal, *Progress of reforms in the South Australian Greyhound Industry 2024 – 2026: Final Report,* p. 6, September 2026, SA-Greyhound-Industry-Reform-Final-Report.pdf
[347] Perna, Sal, *Progress of reforms in the South Australian Greyhound Industry 2024 – 2026: Final Report,* p. 14, September 2026, SA-Greyhound-Industry-Reform-Final-Report.pdf
[348] Perna, Sal, *Progress of reforms in the South Australian Greyhound Industry 2024 – 2026: Final Report,* p. 14, September 2026, SA-Greyhound-Industry-Reform-Final-Report.pdf

*The SA greyhound racing industry has made meaningful progress since the release of the Ashton Report. GRSA deserves recognition for implementing a substantial number of recommendations and driving important cultural and operational change.*

*Whilst progress should be recognised, it is equally important to acknowledge that key recommendations remain incomplete, some reforms have progressed slowly and there remains a risk that improvements achieved over the past two years could diminish if external scrutiny and public attention reduce.*[349]

6.48 In his capacity as Greyhound Industry Reform Inspector, Mr Perna AM was also required to 'express a view as to the most appropriate oversight model going forward,'[350] if the industry was to continue. In consideration of this alongside his final decision that the industry does continue, Mr Perna AM proposed that a Racing Integrity Commissioner be established via statute, to operate independently of both the SA Government and the industry. In the first instance, this role is to oversee the greyhound racing industry only, but a review is proposed after three years for consideration of an expansion in remit to cover the thoroughbred and harness racing codes. The proposed scope of the SA Racing Integrity Commissioner is:

> *Oversight of the greyhound racing industry. Oversight of all welfare and integrity-related aspects of greyhound racing. Includes oversight of GRSA (Board, staff and contractors), all persons licenced or registered, committees, clubs and persons who were in those categories at time of the issue/matter under investigation but have since left.*[351]

A full list of the proposed functions and powers of the SA Racing Integrity Commissioner are available in the Perna Report.[352]

6.49 The SA Government has accepted the final decisions of the Perna Report for the continuation of the industry and the bolstering of its integrity structure. Legislation is to be bought before the SA Parliament in 2027, with the Office for Recreation, Sport and Racing to continue to monitor progress against the outstanding Ashton Review recommendations at this time.[353]

6.50 Most recently, the SA Parliament's Standing Committee on Social Development commenced the *Inquiry into Petition No.1/2026 – Immediate Ban of Greyhound*

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[349] Perna, Sal, *Progress of reforms in the South Australian Greyhound Industry 2024 – 2026: Final Report,* p. 15, September 2026, SA-Greyhound-Industry-Reform-Final-Report.pdf

[350] Perna, Sal, *Progress of reforms in the South Australian Greyhound Industry 2024 – 2026: Final Report,* p. 16, September 2026, SA-Greyhound-Industry-Reform-Final-Report.pdf

[351] Perna, Sal, *Progress of reforms in the South Australian Greyhound Industry 2024 – 2026: Final Report,* p. 16, September 2026, SA-Greyhound-Industry-Reform-Final-Report.pdf

[352] Perna, Sal, *Progress of reforms in the South Australian Greyhound Industry 2024 – 2026: Final Report,* p. 16, September 2026, SA-Greyhound-Industry-Reform-Final-Report.pdf

[353] Government of South Australia, Office for Recreation, Sport and Racing, *Greyhound Racing Reform Inspector delivers final report on industry reform,* dated 23 September 2026, https://orsr.sa.gov.au/news/2026/greyhound-racing-reform-inspector-delivers-final-report-on-industry-reform

*Racing in South Australia* (SA Inquiry).[354] At the time of writing, the Committee had received 595 submissions and held two public hearings.[355] The Committee does not have a scheduled reporting date.

## Finding

The Committee finds:

23. A number of Australian jurisdictions have responded to community concern about animal welfare in greyhound racing by establishing relevant inquiries and reviews, and in the case of the Australian Capital Territory, implementing a ban.

[354] Parliament of South Australia, Standing Committee on Social Development, *Inquiry into Petition No.1/2026 – Immediate Ban of Greyhound Racing in South Australia,* 25 August 2026, https://newpublic-uat.parliament.sa.gov.au/en/News/2026/08/26/01/23/SUBMISSIONS-OPEN---Immediate-ban-of-greyhound-racing-in-South-Australia

[355] Parliament of South Australia, Standing Committee on Social Development, *Inquiry into Petition No.1/2026 – Immediate Ban of Greyhound Racing in South Australia,* https://www.parliament.sa.gov.au/Search/Result?type=committee&id=182&returnUrl=cXVlcnk9Z3JleWhvdW5k

# Dissenting Statement – The Hon. Tania Rattray MLC, Member for McIntyre

The Independent Member for McIntyre in the Legislative Council, Hon Tania Rattray, dissents from a number of findings and a recommendation contained in the **Joint Standing Committee on Greyhound Racing Transition Interim Report - Workplan.**

In my dissent to the Committee's earlier report on the Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025, I raised concerns about the adequacy of consultation and the need to properly consider the welfare of both greyhounds and industry participants. I acknowledge the further work undertaken by the Committee and thank those who have provided evidence. However, I remain opposed to the proposed closure of greyhound racing in Tasmania.

I support high standards of animal welfare, effective integrity oversight, and transparent and accountable funding of the racing industry. My disagreement is with the conclusions drawn in the following findings and recommendation.

**Chapter 2 - Finding 2**

I acknowledge the draft Transition Plan sets out a proposed framework. However, I cannot support the conclusion that it would deliver an orderly and certain pathway to transition. The Plan remains provisional and dependent upon the passage of legislation which the Legislative Council has not agreed to. The total funding for financial assistance, together with important aspects of its implementation, remains to be determined, and a formal consultation process on the draft Plan has not been undertaken. A more detailed proposal should not be presented as certainty for the people whose livelihoods and animals would be affected.

**Chapter 4 - Finding 13**

The Committee received differing evidence about animal welfare practices in the Tasmanian greyhound racing industry. While concerns raised by veterinary and animal welfare witnesses must be taken seriously, evidence was also presented regarding improvements in veterinary checks, traceability measures and animal welfare oversight. Finding 13 records concerns that standards relating to the five pillars of animal welfare are not being met. In my view, concerns of this nature should be assessed against consistent, independently verified evidence before conclusions are drawn about conditions across the industry. Where deficiencies are established, they should be addressed through increased standards, compliance and enforcement.

**Chapter 4 - Finding 14**
I acknowledge that greyhound racing carries some risk of injury and that, on infrequent and very unfortunate occasions, a fatality does occur. Any such incident is distressing and should prompt continued efforts to improve safety. I do not, however, agree with the characterisation of that risk as unresolvable. Evidence before the Committee referred to existing and increased proposed safety measures, including veterinary oversight and changes to racing practices. The fact that risk cannot be eliminated entirely does not establish that it cannot be further reduced through regulation and reform.

**Chapter 4 - Finding 15**
In my view, based on my understanding of the greyhound racing industry, the inability of industry representatives to identify a single numerical level of acceptable risk should not be used as a basis for assessing the welfare of racing greyhounds. Instead, welfare standards should be guided by independent veterinary expertise, reliable injury data and enforceable requirements. The responsibility of the industry and its regulators should be to continually minimise preventable injuries and harm, rather than to establish a numerical threshold at which serious injury or death is considered acceptable.

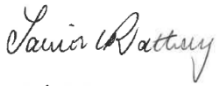
**Chapter 5 - Finding 19**
I support greater transparency, accountability and performance measures in any future racing funding arrangement. However, I am unable to support the finding regarding the existing Deeds. The current funding arrangements have developed over successive Governments, including following the privatisation of TOTE Tasmania, and support all three racing codes. There are legitimate questions about how public funding should be linked to performance and commercial returns, but these should be considered in the context of the entire racing industry and the contribution made by each code to the social and economic fabric of our state.

**Chapter 5 - Recommendation 3**
I do not support a recommendation that the new funding Deed exclude greyhound racing. As I stated in my earlier dissent, any new Deed developed to support the racing industry should include greyhound racing in the event the Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025 not pass the Parliament. The Committee itself has identified unanswered questions about how Tas Racing would fulfil its statutory responsibilities without public funding for the code. These matters require an answer, rather than a recommendation which anticipates the outcome of the legitimate parliamentary process.

For these reasons, I dissent from Findings 2, 13, 14, 15 and 19, and Recommendation 3 of the Interim Report.

I remain committed to supporting the code improving animal welfare and integrity standards, to fair and respectful treatment of industry participants, and to a funding framework that is accountable to the Tasmanian community. Such outcomes should be pursued on the basis of sound evidence, genuine consultation and respect for the decision of the Parliament.

I acknowledge and personally thank all those that have continued to provide input into the work of this Committee.



**Tania Rattray**
**MEMBER FOR MCINTYRE**

**Parliament House HOBART**
**17 November 2026**

# Dissenting Statement – Mr Dean Winter MP, Labor Member for Franklin

**Introduction**

Four Members of the Committee have decided that shutting down greyhound racing should occur, which is the basis for the report.

I wholeheartedly disagree.

I am sure all members of the Legislative Council will make their decision on this Bill based on its merits. But they shouldn't make that decision absent from the context of how we got here.

Premier Jeremy Rockliff wrote a letter to the Northwest Greyhound Racing Club in the days before the 2025 election outlining his strong support for the club and the broader industry. No one was surprised – the Liberal Party had supported the industry for its 11 years in Government and across its entire history.

Weeks later, without evidence, economic modelling or advice, the Premier announced he would do the opposite – his government would shut the industry down.

Ultimately, it worked as intended with the House of Assembly supporting the formation of his government, in part, based on this policy concession. But it was more than just a concession, it was the sellout of hundreds of families, businesses and a way of life that is almost 100 years old in the state.

Effectively, the Liberals put their jobs ahead of the jobs of hundreds of participants and their families. It was a shameful sellout of decent people that will stay with Premier Rockliff and the Liberal Party for many years to come.

Debate on the Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025 was adjourned in the Legislative Council on 15 April 2026 because the Government believed it would fail.

No one should pretend this report was produced because Members of the Legislative Council asked for it. They did not. Their questions could have been answered on the floor of the House by the Government. Legislative Councillors were ready to debate the Bill.

Instead, it has now been 15 months since the Premier's announcement that has put thousands of Tasmanian racing families, breeders, trainers and regional workers' livelihoods, investments and family traditions on trial.

Mental health support has now been made available on track for participants – many of whom fear for their family and friends in the industry.

Following the decision not to debate the legislation in the Legislative Council, the Premier announced he would de-fund greyhound racing no matter what the outcome of the Bill was. It was quite an extraordinary thing to say considering the matter was before Parliament. In the following six months, his government failed to explain what the announcement means.

If the Government intends to withdraw regulatory oversight without legislative change, it will likely be acting inconsistently with the *Racing Regulation and Integrity Act 2024*, exposing the State to significant legal and financial risk and creating a vacuum in animal welfare oversight.

Alternatively, if "de-funding" is restricted to code funding while maintaining the Government's regulatory function as required by legislation, this also requires further explanation.

The Government then announced a Voluntary Exit Scheme (VES). It received just 13 expressions of interest and the latest evidence received is that there is no finalised funding envelope, no policy document governing the scheme and no Deed in place. It is due to be finalised by 31 December 2026.

I have raised serious concerns about the way this scheme is being administered. My Parliamentary contribution and the Racing Integrity Commissioner's response are contained within the report. Sections of questions during the hearing is also contained within the report.

I strongly stand by my concerns.

The Racing Integrity Commissioner position was established by the Parliament to independently oversee integrity, compliance and disciplinary matters across the racing industry. The position was not created to negotiate payments for participants to leave the industry.

How can the person responsible for overseeing integrity matters also be engaging in discussions about financial incentives to leave the industry? Even the perception of conflict creates a serious risk to public confidence.

One point I will passionately agree with the report on is that the Bill must be dealt with this year. Too many good people have already lost too much through this truly awful period. They don't deserve any longer in limbo.

The Government's own draft transition plan outlines that the longer they delay, the higher the cost to taxpayers if the legislation is passed.

Whatever the outcome of the Legislative Council vote, I would like to place on record my thanks to the racing participants who have been so open and willing to work with me. They did not ask for this and they did not deserve to be sold out.

## Transition Update

Since the Committee's earlier deliberations, the Government has released a draft of the Greyhound Racing Transition Plan and the *Alignsport Feasibility Study.*

The Plan defers almost every matter that participants need resolved including Voluntary Exit Scheme (VES) arrangements, Financial Assistance Scheme payment tiers, per-person caps, retraining packages and emergency kenneling costs.

The plan explicitly excludes participants' physical assets and facilities, such as kennels and trailers.

The only dedicated funding commitment in the Plan is $4.8 million in the 2026–27 State Budget, leaving substantial liabilities unallocated – including $2.8 million for interim kennelling in 2026–27 and $0.86 million per year for post-cessation Greyhounds as Pets (GAP) operations beyond the 30 June 2029 expiry of Tasracing's funding deed.

The Plan relies on 'quarantined savings' from reduced racing to fund participant support, yet the Feasibility Study outlines that those savings do not exist with any certainty.

## Financial and Economic Impacts

A major part of the campaign against greyhound racing has been the claim of massive taxpayer subsidies being given to the code.  In part, Premier Rockliff and the Liberal Government used this to justify their changed position.

However, if the purpose of the policy is to spend less public money regulating and running racing, then the evidence shows that shutting the most commercial of the three codes is the absolute worst thing the government could do.

The Alignsport Feasibility Study outlines that every race across all three codes operates at a loss before Government funding, but greyhound racing loses just $1,414 per race in Hobart and $1,710 in Launceston – compared to $10,400–$10,700 per race for harness and approximately $22,000 per race for thoroughbreds.

Greyhound racing generates nearly 40 per cent of all Tasmanian wagering turnover and approximately 54 per cent of Tasmania's racing broadcast content. In FY25 alone, greyhound wagering turnover grew by 4.9 per cent to $280.5 million while thoroughbred and harness wagering contracted, generating $8.4 million in direct domestic and international race field fees – exceeding the code's direct prizemoney allocation – alongside $1.1 million in Point of Consumption Tax receipts.

In my view, a ban on greyhound racing will inevitably lead to the end of all racing in the state. Given Tasmania's rich racing history, that would be a terrible outcome.

In relation to the *Financing of Greyhound Racing in Tasmania* report, authored by economist Saul Eslake, I firstly note that Mr Eslake is unrivalled when it comes to Tasmanian economic analysis.

However, Mr Eslake's report was written when the code's actual net financing allocations were not available. Tasracing has now released 2024–25 figures showing that greyhound racing's net operating subsidy was just $3.21 million, compared with $21.59 million for thoroughbred racing and $11.27 million for harness. Far from being almost entirely dependent on the government, greyhound racing receives only around 11 per cent of specific code subsidies and is, by a considerable margin, the closest of Tasmania's three codes to commercial self-sufficiency.

Tasracing Annual Report comments on the proposed greyhound ban as follows:

> *Tasracing currently anticipates no significant impact on the net cash flows of the company with lost revenues expected to match savings from any closure.*

This is consistent with the evidence provided by Tasracing CEO, Andrew Jenkins, to the Committee in February 2026:

> ***Mr WINTER*** *- … What's the expectation from Tasracing's board about the amount of funding that's going to be required from 2029 onwards? Are we looking at a similar amount of money or are we looking at a reduction in total that you'll be requesting?*
>
> *…*
>
> ***Mr JENKINS*** *- I would expect, Mr Winter, that our submission will be for funding in the order of what is currently in place. What's often –*
>
> ***Ms O'CONNOR*** *- Sorry, just to be clear, do you think the harness and thoroughbred codes should have the greyhound money?*
>
> *…*
>
> ***Mr JENKINS*** *- I would expect so, yes. Obviously, it's not finalised yet, Chair, but based on our early thinking, yes, it would be in the order of what is currently being received. As you would appreciate, there are a number of costs that, simply by removing one code, it doesn't mean that a third of our organisation or a third of our infrastructure and other costs are removed.*

Tasracing has since submitted a funding proposal for over $1.2 billion in public funding over a 20-year deed, to run only two codes of racing while generating 30% less economic activity. Effectively the organisation has asked for twice as much public money

### The Tasmanian Racing Deed

The Government's chaotic handling of the greyhound shutdown has now infected the thoroughbred and harness racing codes – the codes the Government claims it supports.

The 2009 Funding Deed expires on 30 June 2029. Tasracing originally submitted a draft replacement Deed to the Government in 2023 – more than three years ago. In November 2025, the former Minister for Racing told this Committee she expected advice and a report on the new Deed within four to six months, by May 2026. That deadline came and went. Then the current Minister advised the Committee that the Treasury and NRE review report was due by 31 August 2026. To date, that has not been publicly released and the Minister has now said the Government would not finalise a new Deed ahead of the crucial February 2027 Magic Millions yearling sales.

Thoroughbred and harness breeders make multi-year capital investments based on the certainty of a long-term funding deed. Leaving the industry without a settled Deed until after the 2027 sales – will have a significant impact on the industry. As Tasracing warned in its submission, failing to deliver certainty and adequate funding risks the collapse of Tasmania's breeding sector (188 staff, 305 volunteers, and $13.7 million in economic activity) and the closure of regional clubs including Burnie, Devonport, and St Marys.

### Other Jurisdictions: The South Australian Lesson

One year ago, proponents of this ban claimed that Western Australia and South Australia were on the verge of following Tasmania's lead and shutting down greyhound racing. That did not happen. Quite the opposite.

While the report devotes pages to New Zealand, Wales, and Scotland – jurisdictions with vastly different governance or virtually no active tracks – it largely glosses over the significance of South Australia's decision to retain and reform its industry.

South Australia did not rush into a knee-jerk ban without analysis, modelling or consultation. Instead, it established a structured two-year reform program overseen by an independent Greyhound Industry Reform Inspector, Mr Sal Perna AM, with clear, measurable targets.

On 23 September 2026, Mr Perna AM delivered his Final Report recommending that greyhound racing continue in South Australia – a recommendation formally accepted by the South Australian Government. In his report, Mr Perna concluded:

> *The SA greyhound racing industry has made meaningful progress since the release of the Ashton Report. GRSA deserves recognition for implementing a substantial number of recommendations and driving important cultural and operational change... Mr Perna's overarching decision was that a satisfactory*

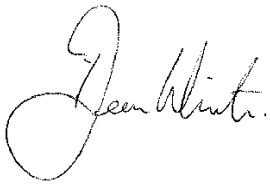
> *level of reform had been met in the SA greyhound racing industry and, therefore, it was recommended the industry continue.*
>
> **– Progress of Reforms in the South Australian Greyhound Industry 2024–2026: Final Report (Perna Report), 23 September 2026**

South Australia took two years, conducted rigorous analysis, took independent advice, set concrete welfare and governance benchmarks, and backed an independent statutory integrity model so the industry could continue safely. That is precisely what Tasmania could – and should – have done if the Rockliff Government had any genuine interest in animal welfare rather than political survival.

## Conclusion

The Rockliff Government's decision to shut down greyhound racing was born out of political self-interest and executed without economic modelling or departmental advice. 15 months on, taxpayers face millions of dollars in unbudgeted transition, rehoming and compensation costs. The remaining two racing codes face severe financial instability without a settled Deed and the most commercial racing code supporting the broader sector.

The Legislative Council should reject the Bill and the Government should abandon this destructive shutdown and work with the industry to strengthen integrity, welfare and commercial sustainability across all three racing codes.



Parliament House
HOBART
17 November 2026

**Dean Winter MP**
**MEMBER FOR FRANKLIN**

# Appendix A - List of Submissions

1. RSPCA Australia and RSPCA Tasmania
2. Dogs' Homes of Tasmania
3. Greyhounds Tasmania
4. Greyhounds Australasia
5. Tasracing
6. Tasmanian Government
7. Thoroughbred Advisory Network (TAN)
8. Dr Alex Brittan

# Appendix B - List of witnesses

| **Thursday, 9 July 2026, Parliament House, Hobart** | |
|---|---|
| **Witness** | **Organisation (if applicable)** |
| Sean Carroll, Tasmanian Racing Integrity Commissioner | Office of the Tasmanian Racing Integrity Commissioner |

| **Tuesday, 28 July 2026, Parliament House, Hobart** | |
|---|---|
| Dr Alex Brittan | |

| **Wednesday, 29 July 2026, Parliament House, Hobart** | |
|---|---|
| **Witness** | **Organisation (if applicable)** |
| Luke Gatehouse, Strategic Consultant | Greyhounds Tasmania |
| Simon Stout, CEO | Greyhound Australasia |
| Michelle Jesson<br>Fiona Masters | Welfare Alliance for Greyhounds (WAG) Tasmania |
| Private witness | |

| **Tuesday, 4 August 2026, Parliament House, Hobart** | |
|---|---|
| **Witness** | **Organisation (if applicable)** |
| Gary Swain, Secretary<br>Dean Burgess, Deputy Secretary, Economic and Financial Policy<br>Sam Wilson, Assistant Director, Shareholder Policy and Markets | Department of Treasury and Finance |
| Hon. Roger Jaensch, Minister for Racing<br>Deidre Wilson, Deputy Secretary<br>Anita Yan, General Manager, Business Services Strategy and Business Services | Department of Natural Resources and Environment |
| Andrew Jenkins, Chief Executive Officer<br>Dr Martin Lenz, Chief Veterinary & Animal Welfare Officer<br>Daron Heald, Chief Financial Officer | Tasracing |

| **Friday, 28 August 2026, Parliament House, Hobart** | |
|---|---|
| **Witness** | **Organisation (if applicable)** |
| Private Witness | |

| **Friday, 9 October 2026, Parliament House, Hobart** | |
|---|---|
| **Witness** | **Organisation (if applicable)** |
| Sean Carroll, Tasmanian Racing Integrity Commissioner | Office of the Tasmanian Racing Integrity Commissioner |
| | |
| **Monday, 12 October 2026, Parliament House, Hobart** | |
| Hon. Roger Jaensch, Minister for Racing<br>Deidre Wilson, Deputy Secretary | Department of Natural Resources and Environment |

# Appendix C – Adjournment Speech, 29 October 2026

**Racing Integrity Commissioner**

[5.44 p.m.]

**Mr WINTER** (Franklin) - The integrity of public administration relies on clear policies, proper governance and adherence to established financial management networks. But evidence provided to the Greyhound Transition Committee raises serious questions about whether those standards have been met in relation to the government's Greyhound Voluntary Exit Scheme. The scheme was announced earlier this year, but as too often is the case with this government, the announcement came long before any detail.

On 1 August, the minister for Racing and the Racing Integrity Commissioner issued a joint media release, stating that the Commissioner's Office had received 13 expressions of interest from participants seeking information about the scheme. Yet when the Commissioner appeared before the Joint Standing Committee, he refused, on five separate occasions, to tell the committee how many expressions of interest had been received, claiming the greyhound industry was too small, and the participants might speculate about each other.

The Commissioner was more forthcoming in a government media release than he was under oath before the parliamentary committee responsible for scrutinising his activities. This raises another question: why is an independent statutory officer appearing alongside government ministers in media releases promoting government policy? The Commissioner frequently emphasises his independence, yet he's become the public face of the government's policy that has no legislative basis. During the hearing, the Commissioner was forced to concede that the deed governing the voluntary exit scheme was still being drafted, and there was no finalised funding pool, and that participants did not necessarily need to submit an expression of interest to be considered under the scheme. Those admissions are extraordinary.

The committee was first told that no participant had been offered a figure, then was told no participants had been offered any amount that they could accept. We later learned that figures had, in fact, been discussed with various participants. Those propositions cannot sit comfortably together, and it will be for the committee to consider whether it has been misled.

That brings me to the statutory declaration provided by licenced trainer Anthony Bullock, which led to the Commissioner's evidence. According to Mr Bullock's sworn declaration, the Commissioner approached him on multiple occasions regarding the voluntary exit scheme. Mr Bullock outlines that the Commissioner said he had 'hundreds of thousands of dollars' available for him to leave the industry, later

referring to a cheque beginning with a '3', and ultimately indicated that $300,000 was all that he was prepared to offer.

Mr Bullock never submitted an expression of interest. He says he never sought an exit package. Yet according to the statutory declaration, he was repeatedly approached and presented with financial figures. If those allegations are correct, they raise serious questions. We are talking about a scheme whereby the Commissioner's own evidence, key arrangements remained unfinished, including the governing deed and final funding pool. Yet the Commissioner admits financial figures were being discussed with industry participants.

Even more concerning is the overlap between the voluntary exit discussions and a regulatory matter involving Mr Bullock's greyhound, Dewana Craig. According to the Tasracing Integrity Unit investigation report issued in late 2025, the matter concluded with the finding that 'the matter is considered finalised and no further concerns have been identified.' Yet, according to Mr Bullock's statutory declaration on 14 July 2026, more than six months after the matter had been deemed finalised by the Integrity Unit, he received advice that a further hearing would now occur.

Mr Bullock further alleges that the following day, he received a call from the Racing Integrity Commissioner during which the Commissioner discussed the potential consequences of that matter, including the possibility of suspension, while also telling him that he had 'hundreds of thousands of dollars' available for him to leave the industry. Mr Bullock also alleges that the discussions about financial figures under the voluntary exit scheme and discussions relating to the Dewana Craig matter continued to intersect over the subsequent period.

Honourable Speaker, those allegations are deeply concerning. The Racing Integrity Commissioner position was established by the parliament to independently oversee integrity, compliance and disciplinary matters across the racing industry. The position was not created to negotiate payments for participants to leave the industry. This is why this is a central question and so important. How can the person responsible for enforcing the rules and exercising disciplinary powers over licence-holders also be engaging in discussions about financial incentives to leave the industry? Even the perception of conflicts of interest is a serious risk to public confidence.

These matters warrant further explanation and, given members of the Joint Select Committee had a heavy focus on integrity matters throughout their time in the parliament, I look forward to their forensic interrogation of this matter. This is not about whether members support or oppose the phase-out of greyhound racing. It's

about process, it's about governance, and it's about whether legal power has been exercised in a matter consistent with the legislation.[356]

[356] As at the time of publication, the Hansard Transcript of Evidence for Thursday, 29 October 2026 remains in draft form. The adjournment speech is available from p. 100 under the Hansard tab at https://www.parliament.tas.gov.au/house-of-assembly/chamber-proceedings/proceedings/2026/october/house-of-assembly-29-october

# Appendix D – Right of Reply response from the Tasmanian Racing Integrity Commissioner

TASMANIAN
RACING INTEGRITY
COMMISSIONER

11 November 2026

Kristie Johnston MP
Chair
Joint Standing Committee on Greyhound Racing Transition
Parliament House
Hobart TAS 7000

Dear Chair,

**Public hearing of the Joint Standing Committee on Greyhound Racing Transition on 9 October 2026**
**Responses to allegations**

Thank you for your correspondence dated 2 November 2026 regarding my appearance before the Joint Standing Committee on Greyhound Racing Transition (the ***JSC***) on 9 October 2026 (the ***Hearing***).

From the outset, I wish to acknowledge the important role of the JSC, particularly in overseeing the Government's decision to phase out greyhound racing and, at the request of Government, the work being conducted by my office.

As recognised in the draft Greyhound Racing Transition Plan, I am committed to assisting the JSC on matters relating to greyhound racing in Tasmania and the work being undertaken by my office.

Importantly, I do so at the invitation of the JSC and in good faith.

While appearing before the JSC, I am also obliged to uphold the confidentiality undertakings I have given to racing participants and comply with my other obligations under the *Racing Regulation and Integrity Act 2024* (the ***Act***).

As noted in your correspondence, allegations have been made by the Member for Franklin Mr Winter MP, regarding the management of expressions of interest in the Government's greyhound racing voluntary exit scheme (the ***VES***).

These allegations were first made during the Hearing, and further allegations were made during the Member's speech on the adjournment debate in the House of Assembly on 29 October 2026 (the ***House of Assembly Debate***).

The purpose of this correspondence is to respond to each of Mr Winter's allegations.

**A. Background**

Before addressing the allegations, for completeness, I will first set out some relevant background information.

I am the current Tasmanian Racing Integrity Commissioner appointed by the Governor under section 7 of the Act. I lead a small team that assists me in performing my functions under the Act. References in this correspondence to 'my office' encompass both me, in my capacity as Commissioner, and the staff who assist me.

As the JSC is aware, following the Government's announcement in August 2025 that it intended to phase out greyhound racing, the Premier and the former Minister for Racing requested that I, in my capacity as Commissioner, undertake work associated with the proposed transition of the industry.

As I understand it, this request was made of my office having regard to my statutory functions under the Act and the independence of my office from Government, the Department of Natural Resources and Environment (***NRE***), Tasracing and animal welfare groups. Since its establishment, my office has also been able to develop an understanding of the Tasmanian racing industry and develop relationships with participants and the relevant bodies.

As an extension of the transition-related work already being undertaken by my office, on 2 June 2026, I was advised of the Government's announcement of the VES. The VES was intended to provide immediate support to greyhound racing participants wishing to voluntarily exit the industry before 31 December 2026. The former Minister for Racing then wrote to me in my capacity as Commissioner, requesting that my office develop and facilitate the proposed scheme and assess the level of interest among greyhound racing participants.

Following the request, my office publicly called for expressions of interest in the VES (a copy of which can be accessed here) and I wrote to all registered greyhound racing participants (see Annexure A for a copy of the template letter used to send to all greyhound racing participants). Both the media release and participant letter address the matter of confidentiality.

The intention of the consultation process regarding the VES has been to develop fair,

practical and evidence-based transitional arrangements for those participants who wish to voluntarily leave the greyhound racing industry by 31 December 2026. Consultation has been critical to understanding the individual participant's circumstances and transitional needs, including the future care and rehoming, where required, for their greyhounds.

As such I have subsequently met with all participants who have submitted a written EOI or raised questions about participating in such a scheme. As I outlined to participants with whom I met, the purpose of these discussions was to answer questions where I was able to do so, ascertain the level of interest in a voluntary transition and understand the participant's individual circumstances and transitional needs. I advised these participants that I would provide Government with advice regarding participant expectations concerning any potential arrangements, including financial assistance.

This work has inherently required discussing potential financial outcomes with participants and developing an understanding of the level of financial assistance that might be acceptable to each participant.

NRE is responsible for managing all financial aspects of the VES, including making any formal offers to participants.

I have made undertakings to participants with whom I have met, and consistently stated publicly, that my office will treat any expression of interest and any related discussions regarding the VES as strictly confidential.

Given concerns raised by a number of participants about maintaining their anonymity, particularly if they choose to participate in the VES, these undertakings are critical to enabling participants to engage openly with the process, without fear of being identified publicly or to other participants in the greyhound racing industry.

More broadly, the effectiveness of my office relies on the trust and confidence of the community.

This trust has been established, in part, through the confidential engagement that members of the Tasmanian racing community and the broader public have been able to have with my office.

Trust and confidentiality are fundamental to the proactive reporting of information, complaints, intelligence, and trends to my office. Without that information, the ability of my office to provide meaningful oversight of racing integrity and the welfare of racing animals in Tasmania would be substantially compromised.

This trust and confidence would be quickly undermined if persons engaging with my office cannot be confident that undertakings of confidentiality will be respected.

**B. The Allegations**

In relation to my role as the Commissioner, I paraphrase Mr Winter's substantive allegations
to be:

1. **Allegation 1:** as the Commissioner, my involvement in respect of the VES is outside my statutory functions of the Act;
2. **Allegation 2:** I interfered in the Tasracing stewards' inquiry concerning greyhound trainer, Mr Anthony Bullock's greyhound, Dewana Craig (the ***Inquiry***), and the matter was relisted for 8 October 2026 because Mr Bullock had not accepted any offer of financial assistance to leave the industry;
3. **Allegation 3:** I have subjected Mr Bullock to undue pressure to participate in the VES, including by reference to the Inquiry; and
4. **Allegation 4:** I have made various financial offers to participants to exit the greyhound racing industry, and have misled the JSC.

These are serious, untested and unsubstantiated allegations. I unequivocally deny each allegation. The allegations adversely affect the standing of my office and my position as Commissioner.

Accordingly, I respond to each of these allegations below. Given the nature of the allegations made by Mr Winter, I therefore request that Mr Winter retract the allegations publicly, or correct the factual inaccuracies and misrepresentations on public record.

(i) <u>Allegation 1</u>

During the House of Assembly Debate, Mr Winter alleged:

> *The Racing Integrity Commissioner position was established by the parliament to independently oversee integrity, compliance and disciplinary matters across the racing industry. The position was not created to negotiate payments for participants to leave the industry. This is why this is a central question and so important. How can the person responsible for enforcing the rules and exercising disciplinary powers over licence-holders also be engaging in discussions about financial incentives to leave the industry? Even the perception of conflicts of interest is a serious risk to public confidence.*

Allegations were also made during the Hearing that in undertaking the work on the VES, I am acting outside of the functions under the Act and my role as Commissioner.

In response to the first component of the allegation (relating to the functions of the Commissioner under the Act), among other matters, the overall purpose of the Act is 'to safeguard the welfare of animals, and for related purposes'.

The Act provides that the functions of the Commissioner include:

- overseeing integrity in racing and the welfare of animals that are or have been involved in racing;
- monitoring the administration and regulation of racing;
- promoting animal welfare; and
- facilitating cooperation on animal welfare initiatives.

Section 9(r) also includes, among the Commissioner's functions, inquiring 'into any matters referred to the Commissioner by the Minister or such matters as requested by Tasracing'.

Section 10(1) of the Act further provides that:

> *[t]he Commissioner has power to do such things (other than employ persons) as the Commissioner considers necessary or convenient for, or in connection with, the exercise or performance of any power or function conferred or imposed on the Commissioner by this or any other Act.*

At all times I have acted in good faith, in line with requests made by the Minister for Racing (former and current) and undertaken inquiries concerning the VES consistently with the Commissioner's functions and powers under the Act.

The former Minister for Racing's media release dated 1 June 2026 stated that the VES was being developed:

> *to provide financial assistance and practical support for those participants who want to leave the industry now.*
>
> *This scheme will help participants transition with confidence, while ensuring the welfare of greyhounds remains a top priority.*

The Government intended the VES to support positive animal welfare outcomes. At the request of the former Minister for Racing, I have conducted inquiries with participants to gather information and understand their expectations and transitional needs. I reiterate that NRE is responsible for making any formal financial offers to any participant. My role has been to report to Government on the information obtained through the consultation process, including participants' expectations about potential financial assistance.

The second component of the allegation concerns allegations that my office exercises disciplinary powers over licence-holders. Importantly, the Act does not grant my office any powers to enforce 'the rules and exercis[e] disciplinary powers over licence-holders' as asserted by Mr Winter.

Under the Act, section 59(2)(h) makes clear that Tasracing is responsible for 'ensuring that the Rules of Racing for all codes of racing are properly enforced by stewards'.

Section 66 of the Act assigns the performance of these responsibilities to the Tasracing Integrity Unit.

The Tasmanian Racing Appeal Board (**TRAB**) is the forum, as constituted by the Act, for appeals of certain decisions of Tasracing and/or the stewards (see Part 6).

Accordingly, the Act is clear on the functions of my office, Tasracing and the TRAB.

My office has no statutory role in prosecuting or determining alleged breaches of the Rules of Racing, imposing penalties on racing participants, or directing the conduct or outcome of any Tasracing disciplinary proceedings.

Further, my office does not have any involvement in determining what matters Tasracing pursues and the timing of such inquiries, or when TRAB hearings are to be scheduled.

These functions are performed through separate and established integrity and disciplinary processes within Tasracing and the TRAB.

In this regard, Tasracing does not take direction from me in relation to the commencement, conduct or determination of disciplinary matters. I did not direct, instruct or otherwise request Tasracing, the Tasracing Integrity Unit or any steward to take, refrain from taking or defer any action in relation to the Inquiry.

I will revisit this important point on the separation of these statutory functions and responsibilities again in respect of Allegation 2.

Mr Winter's allegations are therefore fundamentally flawed and in stark contrast to the statutory framework established by the Act and the conduct of my office, Tasracing and the stewards.

It is prudent that these misrepresentations are corrected so as not to undermine the important integrity reforms that have been given effect by the Act.

(ii) Allegation 2

During the Hearing and House of Assembly Debate, Mr Winter referred to and relied on a Statutory Declaration said to have been made by Mr Bullock on 7 October 2026 (the
***Statutory Declaration***).

The Statutory Declaration alleges that the Inquiry had been relisted by Tasracing because Mr Bullock had not accepted offers to exit the greyhound racing industry:

> *It is my belief that the matter is being relisted as I have not accepted the offers to exit the Greyhound Industry by Commissioner Carroll…*

The Statutory Declaration states that the Inquiry was listed for 8 October 2026.

During the House of Assembly Debate, Mr Winter pursued these allegations:

> *Even more concerning is the overlap between the voluntary exit discussions and a regulatory matter involving Mr Bullock's greyhound, Dewana Craig. According to the Tasracing Integrity Unit investigation report issued in late 2025, the matter concluded with the finding that 'the matter is considered finalised and no further concerns have been identified.' Yet, according to Mr Bullock's statutory declaration on 14 July 2026, more than six months after the matter had been deemed finalised by the Integrity Unit, he received advice that a further hearing would now occur.*
>
> *Mr Bullock further alleges that the following day, he received a call from the Racing Integrity Commissioner during which the Commissioner discussed the potential consequences of that matter, including the possibility of suspension, while also telling him that he had 'hundreds of thousands of dollars' available for him to leave the industry. Mr Bullock also alleges that the discussions about financial figures under the voluntary exit scheme and discussions relating to the Dewana Craig matter continued to intersect over the subsequent period.*
>
> *Honourable Speaker, those allegations are deeply concerning.*

In respect of the Inquiry or any investigation into Dewana Craig, other than the matter being raised at the Hearing, I became aware of these matters on 15 October 2026 (after the Hearing). Given the allegations made in the Statutory Declaration and line of questioning by Mr Winter at the Hearing, in the course of a discussion with the Tasracing Chief Racing Integrity Officer on 15 October 2026, I asked about the Inquiry.

During this discussion, I was advised that Tasracing had discontinued the Inquiry on 8

October 2026 and communicated that decision to Mr Bullock on that same day, being the day after the Statutory Declaration was signed and the day before the Hearing.

In respect of any interference with the Inquiry, I reiterate the matters detailed in Allegation 1 as they relate to the separation of statutory functions and responsibilities under the Act, including the functions and powers of my office.

Any allegation of interference by my office, which is denied, intrinsically calls into question the conduct of Tasracing and its staff (including the stewards) in relating to the Inquiry and, in turn, the effective operation of the Act. The allegation calls into question not only the integrity of my office, but also the integrity of Tasracing, Tasracing staff (including the stewards) and the TRAB.

Accordingly, all allegations that I have interfered with or influenced Tasracing to pursue action against Mr Bullock by reason of the VES are unequivocally denied.

(iii) Allegation 3

The Statutory Declaration also alleges that Mr Bullock has been subjected to undue pressure by me to participate in the VES:

> *I am feeling pressured to leave the industry as I have made no approach to Commissioner Carroll nor have I expressed interest in leaving the industry.*
>
> *It is a voluntay [sic] scheme, however, I am undue pressure [sic] from the Commissioner.*

These allegations were reiterated by Mr Winter during the House of Assembly Debate. I have already outlined Mr Winter's allegations in Allegation 2, and therefore I have not restated them here.

As I stated in my evidence at the Hearing, I have had a number of conversations with Mr Bullock. I reiterate that I will not disclose the content of any of those discussions, given the confidentiality undertakings I have made not only to Mr Bullock but to all participants with whom I have discussed the VES. In this regard, I reiterate the matters outlined in Background regarding the confidentiality undertakings I have made.

I unequivocally deny that I used the Inquiry to pressure Mr Bullock to participate in the VES or otherwise exercised undue influence over him. In that regard, I rely on the matters set out under Allegation 1 concerning my statutory functions and under Allegation 2 concerning my knowledge of the Inquiry.

(iv) Allegation 4

At the Hearing and during the House of Assembly Debate, Mr Winter made various allegations in respect of financial offers being made to participants. Independent Member for McIntyre, Ms Tanya Rattray MLC, made similar allegations at the Hearing.

At the Hearing, I provided the following explanations as to the discussions I have had with participants regarding the VES:

> *What I would say to that is there's been - the first question people normally ask is: how much am I going to get? I give a range as to what that expectation may be based, as I said before, on various pools that may be available, as far as that is concerned. A lot of people will come back and say 'No, I want this amount of money'. I'm not about, as I said before, to go in and to breach any conversation I've had with any participant. At this stage, no-one has actually been offered a figure to leave at this stage, despite what any person may have told you or other people. There have been figures that have been mentioned as potentially being available, depending on what the pool is. Once again –*
>
> *...*
>
> *... There has been no formal offer made to anyone at this stage as to a figure. Figures have been discussed with various participants. That's a confidential process that I'm not going to breach. But at this stage, once again, as I had said earlier, we were gathering that information, collating the information and then making an assessment, assessing what that would look like. At this stage, I can't even tell you what the detail, as I said before, of those requirements are as far as what the Deed's concerned because there hasn't been a finalised Deed. I'm not aware what the pool is at the moment. Once again, what I can say, in the conversations that I've had with each participant, is that when they would come back and say that, 'We're after amount 'x' -', I cannot give them any guarantees that will be what the amount they will or wouldn't receive depending on what the pool is.*
>
> *...*
>
> *...Once again, as I said to you earlier, when we were looking at the modelling that's mentioned in the financial assistance package, I looked at various amounts that might be available in the pool. The first question I ask is what their expectation is and they give a number. That might be*

*out of the realms of even the largest pool that I may be assuming that might come through to be available for financial assistance, and so -*

I stand by that evidence. In my discussions with participants, I sought to understand their expectations regarding financial assistance and their transitional needs. Although indicative figures were discussed, neither my office nor I made any formal offer to a participant. As stated above, NRE is responsible for making any formal financial offers to any participant, and I did not provide any participant with a deed or communicate any financial amount as an offer capable of acceptance.

Accordingly, I strenuously deny that I made any formal offer to Mr Bullock. More broadly, neither my office nor I have made a formal offer to any participant under the VES.

I also maintain my position in respect of any questions as to specific details of discussions I have had with individual participants regarding the VES. In accordance with the confidentiality undertakings made to participants, I have consistently maintained the position of confidentiality and repeatedly declined to confirm or deny any aspect of any individual's engagement with my office in relation to the VES.

During the Hearing, Independent Member for Nelson, Ms Meg Webb MLC, accurately paraphrased the position and role of my office in respect of the VES as follows:

> ***Ms WEBB*** *- Just probably to try and clarify a little bit around this. We've got the Government has requested that you establish a voluntary exit scheme; you've deemed that to be within your legislated role and have been undertaking that. What I'm imagining, from what you've described about the process, and perhaps you can confirm if this is the case: you've been having to have those interactions with participants in a range of ways to help accommodate people's levels of comfort about formality or informality, or having things in writing or not in writing. So, you've undertaken that in a range of ways?*
>
> ***Mr CARROLL*** *- That's correct, yes.*
>
> ***Ms WEBB*** *- What I'm imagining is, you've asked them about their expectations. That's what you've described. I would have thought, and perhaps you could confirm if this is true, they would have wanted to have conversations about specific amounts. Would that be the case? They've mostly been pretty interested to know what the amounts might be?*
>
> ***Mr CARROLL*** *- As I said earlier in my evidence, that's the first question they ask.*
>
> ***Ms WEBB*** *- Yes, that's right. So, you've developed up a model from what*

*you've described for us today, that you've said, 'Okay, let's imagine the pool is 'x', let's imagine it's 'y', let's imagine it's 'z'.' Then you've developed some theoretical amounts based on that model, and those are things you may have discussed with people?*

***Mr CARROLL** - Yes, that is a broad description of the conversations I've had, without breaching their confidence.*

***Ms WEBB** - And that's exactly what participants in the industry would have expected of these exploratory conversations, from your point of view?*

***Mr CARROLL** - As I've said, the participants have been driving these conversations as to what they could be expected to receive.*

***Ms WEBB** - So, quite possibly, if you'd been refusing to have conversations about theoretical potential amounts, we might have been at this table putting questions to you now saying, 'Why haven't you been telling people specific amounts?'*

Allegations that I have misled the JSC by virtue of the evidence I gave at the Hearing are unfounded. The extracts of my evidence demonstrate a clear position of the broad discussions that have occurred with participants, including discussions as to the financial figures that a participant may receive under the VES.

**C. Clarification of the VES governance framework**

For completeness, I consider it necessary to clarify the governance framework applicable to the VES.

As detailed above, at the request of Government, my involvement in the VES has been limited to commencing an expression of interest process, engaging with industry participants, gathering information and advising the Government about participants' levels of interest, financial expectations and transitional needs.

NRE is responsible for managing all financial aspects of the VES, including making any formal offers to participants on behalf of the Crown.

Any decision to accept an offer or enter into a deed is entirely voluntary and rests solely with the individual participant.

Any further questions on the governance of the VES ought to be directed to the Minister for Racing and/or NRE.

Yours sincerely,
Sean Carroll
**Tasmanian Racing Integrity Commissioner**

Annexure A: Template Letter dated 2 July 2026 to Greyhound Racing Participants

TASMANIAN
RACING INTEGRITY
COMMISSIONER

2 July 2026

Mr XXXXXX
XXXXXX Rd
Hobart TAS 7000

Dear Mr XXXXX

**Greyhound Racing – Voluntary Exit Scheme**

I am writing to you as a member of the greyhound racing community.

Many of you will be aware that in August 2025, following the Government's announcement to phase out greyhound racing in Tasmania by 30 June 2029, the Premier requested I develop a transition plan for greyhound racing. I acknowledge that the Government's announcement has caused significant upset, stress and uncertainty for members of the greyhound racing community; and continues to do so.

While Parliament continues to work through the *Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025* (Tas), my role is to ensure that the transition is managed appropriately, effectively, and with fairness for everyone involved.

Your wellbeing remains my number one priority as work continues on this transition, particularly given the current state of the *Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025* (Tas).

Earlier this month, the Government announced it is moving to provide immediate support for greyhound racing participants who wish to exit the industry by 31 December 2026. The Government has proposed this scheme to provide certainty to greyhound racing participants, while work continues on a long-term transition.

Following this announcement, my office has been asked by Government to develop this voluntary exit scheme. It is envisaged this voluntary exit scheme will provide

immediate support measures and compensation payment for greyhound racing participants wishing to exit the racing code by 31 December 2026.
I am inviting expressions of interest (EOIs) for greyhound racing participants who wish to participate in a period of consultation and discussions regarding access to such a scheme.

The consultation process is intended to support the development of fair, practical and evidence-based transitional arrangements to those participants who wish to voluntarily leave the greyhound racing industry by 31 December 2026.

I will hold confidential individual meetings with each participant that has submitted an EOI to discuss their circumstances and transition needs. These meetings will commence during the week of 13 July 2026 in Hobart, Launceston and Devonport.

EOIs should be submitted by 13 July 2026, using the form enclosed, or emailing the form to my office at greyhoundtransition@racingintegrity.tas.gov.au.

If assistance is required in lodging the EOI form or if you have any queries, please contact my office on 0408 533 463.

**Counselling and wellbeing support services**
Tasracing and my office wish to ensure that all greyhound racing participants can access the counselling services of Positive Solutions, Tasracing's Employee Assistance Provider, and Rural Alive and Well if, and when, they need.

You may have seen counsellors and outreach staff of both Positive Solutions and Rural Alive and Well at various race meets in June. Participants can access these counselling services at any time by contacting Positive Solutions or Rural Alive and Well directly.

These sessions are flexible and can be held face to face, via phone or online, whichever format is going to be most comfortable for each participant.

*Positive Solutions*
These details are below:
Toll-free number: 1800 064 039
Email: admin@positivesolutions.com.au
Face to face counselling is available at Positive Solutions offices located in Hobart, Burnie, Devonport and Launceston.

*Rural Alive and Well*
Toll-free number: 1800 729 827
These services are strictly confidential, and can be accessed by all greyhound racing participants.

Yours sincerely
Sean Carroll
**Tasmanian Racing Integrity Commissioner**

**Greyhound Racing – Voluntary Exit Scheme**
**Expression of Interest**

**Participant Contact Details**

| | |
|---|---|
| **Name** | |
| **Contact Number** | |
| **Address** | |
| **Email (Optional)** | |

**I would prefer to be contacted by (please select):**
☐ Phone
☐ Email
☐ Post

**Background Information**

| | |
|---|---|
| **Licence held (owner, trainer etc)** | |
| **Number of Greyhounds** | |

Please complete and return this Form to the Tasmanian Racing Integrity Commissioner using the reply-paid envelope enclosed:

**Tasmanian Racing Integrity Commissioner**
**GPO Box 584, Hobart TAS 7001**

This form can also be emailed to the Tasmanian Racing Integrity Commissioner at:
**GreyhoundTransition@racingintegrity.tas.gov.au**

# Appendix E – Minutes of the Committee

**THURSDAY, 14 May 2026**

The Committee met in Committee Room 3, Parliament House, Hobart at 1:01 p.m.

**Members Present:**

Ms *Johnston*
Ms *Rattray*
Ms *Webb*
Ms *O'Connor*
Mr *Winter*
Mr *Vermey* (via Teams)

**APOLOGIES**

There were no apologies.

**MINUTES**

*Resolved*, the minutes of the meeting held on 30 April 2026, as read, were accepted as an accurate record (Ms *Webb*).

**CORRESPONDENCE RECEIVED**

The Committee received and noted the correspondence from the Premier, Jeremy *Rockliff* MP to Kristie *Johnston* MP regarding the next steps on the *Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025* dated 4 May 2025 (Ms *Johnston*).

The Committee received and noted the correspondence from six Legislative Councillors to the Premier regarding the *Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025* dated 8 May 2025 and received by this Committee 13 May 2025 (Mr *Winter*).

**COMMITTEE NEXT STEPS**

The Committee considered its next steps both in light of the above correspondence and its remit generally.

At 1.10 p.m. Mr *Vermey* joined the meeting in person.

Discussion continued.

Ms *Johnston* proposed the following potential topics for the Committee to consider:

1. An examination of other jurisdictions that have made the decision to end greyhound racing, including pathways adopted, transition frameworks implemented, compensation arrangements, timelines followed and the social and economic impact; and
2. An examination of comparable parliamentary or statutory inquiries into the animal welfare in the greyhound industry conducted in other jurisdictions including their findings and recommendations and subsequent implementation (Ms *Johnston*).

*Resolved*, Ms *Johnston* send the above wording to members for consideration for further discussion at the Committee's next meeting.

Ms *Johnston* moved a motion: - That the Committee reply to the Premier regarding his correspondence noting that it is not the work of the Committee to answer the questions raised in the Legislative Council but noting the Committee will continue with its oversight role within its terms of reference.

The Committee divided:

| Ayes 4 | Noes 2 |
|---|---|
| Ms *Johnston* | Ms *Rattray* |
| Ms *O'Connor* | Mr *Winter* |
| Mr *Vermey* | |
| Ms *Webb* | |

And so it was resolved in the Affirmative.

Ms *Johnston* moved a motion: - That the Committee develop a workplan for future work with the aim to make a report to the Parliament by early September if not sooner.

The Committee divided:

| Ayes 4 | Noes 2 |
|---|---|
| Ms *Johnston* | Ms *Rattray* |
| Ms *O'Connor* | Mr *Winter* |
| Mr *Vermey* | |

Ms *Webb*

And so it was resolved in the Affirmative.

*Resolved*, that the Parliamentary Research Service be asked to prepare a paper on the topics proposed by Ms *Johnston* (Ms *Webb*).

**COMMUNICATION PLAN FOR COMMITTEE ACTIVITY**

It was noted there is a need for a communication plan for the Committee, however given the time, this topic of discussion was deferred for further consideration to the Committee's next meeting.

*Resolved*, the Committee is to meet on Monday 25 May 2026 to further discuss its workplan and communication plan at 12 p.m. to 12.30 p.m. (Ms *Johnston*).

**OTHER MATTERS**

There were no other matters.

**NEXT MEETING**

At 2.01 p.m. the Committee adjourned until Monday, 25 May.

Confirmed,

**MONDAY, 25 MAY 2026**

The Committee met in Committee Room 3, Parliament House, Hobart at 12.02 p.m.

**Members Present:**

Ms *Johnston*
Ms *Rattray*
Ms *Webb*
Ms *O'Connor*
Mr *Vermey (via Teams)*
Mr *Winter*

**APOLOGIES**

There were no apologies.

**MINUTES**

*Resolved*, the minutes of the meeting held on 14 May 2026, as read, were accepted as an accurate record (Mr *Winter*).

**INCOMING CORRESPONDENCE**

Noted cc'd correspondence to the Chair from Sean Carroll as sent to the Minister for Racing and Dean Winter, dated 21 May 2026 (Ms *Rattray*).

**COMMITTEE WORKPLAN**

The Committee considered the draft workplan.

Ms *O'Connor* proposed amendments to the workplan, with the addition of two new points:

1. Financial, economic and animal welfare impacts of the phase out and
2. The future of the Tasmanian Racing Deed.

The Committee considered the draft workplan and proposed amendments. *Resolved*, to adopt the following as the workplan of the Committee (Ms *O'Connor*):

1. An examination of other jurisdictions, including any parliamentary or statutory inquiries, decisions to phase out the industry, transition frameworks implemented, animal welfare issues, support for participants, compensation arrangements, timelines followed and social and economic impacts;

2. Financial, economic and animal welfare impacts of the proposed phase out of greyhound racing in Tasmania; and

3. The future of the Tasmanian Racing Deed.

*Resolved,* that PRS be provided with updated Point 1 of the workplan, with the aim to provide a briefing paper to the Committee around 3 July 2026. PRS to be advised that the Committee wishes for this report to be attributable for public reference (Ms *Webb*). The Committee will consider the next steps for Point 1 of the workplan upon receipt of the briefing paper.

*Resolved*, to invite the following relevant individuals and organisations to provide a submission, and later attend a hearing, in relation to Points 2 and 3 of the workplan (Ms *Johnston*):

- Greyhounds Tasmania;

- Tasracing (including the Chair, Gene Phair, and Chief Veterinary and Animal Welfare Officer, Dr Martin Lenz);
- Greyhounds Australasia;
- Ben Sellenger;
- The Department of Treasury and Finance;
- The Treasurer, the Hon. Eric Abetz MP;
- Tasmanian Racing Integrity Commissioner, Sean Carroll;
- Welfare Alliance for Greyhounds;
- Minister for Racing, the Hon. Jane Howlett MP; and
- Dr Michael Power.

Noted letter inviting submissions to include reference to the Committee's intention to vote to attend public hearings those who have submitted and, that if a submission is not received, such invitation to attend a hearing may not be extended.

**COMMITTEE WORKPLAN TIMELINE**

*Resolved*, to the following timeline for the implementation of the workplan:

- Submissions to close: Monday 29 June 2026;

Public hearings: to be held from week of Monday 6 July or 13 July 2026, dates to be circulated out of session.

**COMMUNICATION PLAN**

*Resolved*, to publish the letter from the Premier to the Committee and the letter from the Committee to the Premier on the Committee webpage (Mr *Winter*).

*Resolved*, to publish adopted workplan on the Committee's webpage (Ms *O'Connor*).

Secretary to advise Members once the letters and workplan have been published.

**OTHER MATTERS**

**PAPERS**

Ms *O'Connor* tabled 'Application for Assessed Disclosure – Right to Information Act 2009 – Retired and Deceased Greyhounds,' dated 20 May 2026.

At 12.33 p.m. the Committee adjourned until a date to be determined.

Confirmed,

**FRIDAY, 3 JULY 2026**

The Committee met in Committee Room 3, Parliament House, Hobart at 11.02 a.m.

**Members Present:**

Ms *Johnston*
Ms *O'Connor*
Ms *Rattray (via Teams)*
Ms *Webb*
Mr *Winter*

**APOLOGIES**

Mr *Vermey* was an apology, noting he may join via Teams later in the meeting.

**MINUTES**

*Resolved*, the minutes of the meeting held on 25 May 2026, as read, were accepted as an accurate record (Ms *Webb*).

**APPROVAL FOR MEDIA RELEASE**

The Committee noted the out of session resolution to circulate a media release which noted the commencement of the Committee's current workplan, dated 28 May 2026 (Mr *Winter*).

**REQUESTS TO PROVIDE A SUBMISSION**

The Committee noted the emails from the RSPCA Tasmania and the Dogs' Homes Tasmania requesting to provide submissions to the Committee's inquiry. *Resolved*, that these requests were approved out of session via email (Ms *O'Connor*).

**REQUEST FOR SUBMISSION EXTENSION**

The Committee noted the request from the new Minister for Racing, the Hon. Roger *Jaensch* MP, for an extension to the due date for the Government submission.

*Resolved,* that the request was approved and granted out of session via email (Mr *Winter*).

**CORRESPONDENCE**

The Committee received and noted the following correspondence (Ms *Webb*):

- Ben Sellenger, dated 9 June 2026;
- Gary Swain, Secretary Department of Treasury and Finance, dated 12 June 2026;
- Sean Carroll, Tasmanian Racing Integrity Commissioner, request for in camera hearing, received 25 June 2026; and
- … witness, …, request for in camera portion of hearing, received 27 June 2026.

**RECEIPT OF SUBMISSIONS**

*Ordered*, that the following submissions be received and published in full, with the personal contact details of individuals being removed (Mr *Winter*):

Submission No. 1: RSPCA Tasmania

Submission No. 2: Dogs' Homes of Tasmania

Submission No. 3: Greyhounds Tasmania

Submission No. 4: Greyhounds Australasia

Submission No. 5: Tasracing.

At 11.08 a.m. Mr *Vermey* joined via Teams.

**PUBLIC HEARINGS AS SCHEDULED**

The Committee discussed the upcoming public hearings to be held on 6 and 9 July 2026.

*Resolved*, to write to all scheduled witnesses thanking them for their submission and willingness to appear as witnesses before the Committee but postponing the hearings to a later date to be determined (Ms *Webb*).

*Resolved*, to hear from the Tasmanian Racing Integrity Commissioner for one hour on Thursday 9 July 2026 (Ms *Johnston*).

*Resolved*, to hold hearings on 28 and 29 July 2026 and to invite the following witnesses:

July 28th:

- Gary Swain, Secretary, Department of Treasury and Finance;
- Tasracing;
- Dr Alex Brittan former Chief Veterinarian NSW;
- Dr Liz Arnott, RSPCA NSW;
- Hon Lea Drake, former Racing Commissioner NSW.

July 29th:

- A contact from the New Zealand industry
- A contact from the from SA industry

**FUTURE MEETING DATES**

*Resolved*, that the Committee set aside the following dates for further Committee work:

- 4 August;
- 28 August;
- 14 September until 1pm;
- 20 October; and
- 21 October.

**COMMUNICATION PLAN**

*Resolved*, to defer the discussion of the communication plan to another date (Ms *Johnston*)

**OTHER MATTERS**

There were no other matters.

At 11.49 a.m. the Committee adjourned until 9 July 2026.

Confirmed,

**THURSDAY, 9 JULY 2026**

The Committee met in Committee Room 1, Parliament House, Hobart at 3.29 p.m.

**Members Present:**

Ms *Johnston*
Ms *Rattray (via Teams)*
Ms *Webb*
Ms *O'Connor*
Mr *Vermey*
Mr *Winter*

**PUBLIC HEARING**

At 3.30 p.m. Sean Carroll, Tasmanian Racing Integrity Commissioner, was called, made the statutory declaration, and was examined by the Committee in public.

**IN CAMERA HEARING**
At 4.25 p.m. the Committee moved to an *in camera* session, having already considered Mr Carroll's request on this matter at the last meeting of the Committee on 3 July 2026.

At 4.45 p.m. the witness withdrew.

**APOLOGIES**
There were no apologies.

**CORRESPONDENCE**
Noted and received the incoming correspondence from Sean Carroll, dated 3 July 2026. (Mr *Winter)*

*Resolved,* that the correspondence be published (Ms *Webb*).

There was no outgoing correspondence.

**FUTURE PUBLIC HEARINGS**
The upcoming public hearings on 28 and 29 July, as well as 4 August, were discussed.

*Resolved*, to propose the following arrangements, pending the availability of witnesses (Ms *Johnston)*:

28 July 2026
- Dr Alex Brittan, 1 hour from 9am – 10am;
- Dr Liz Arnott, 45 minutes from 10am – 10.45am;
- Hon. Lea Drake, 1 hour from 11am – 12pm;
- Dr Martin Lenz, 1 hour from 1pm – 2pm.

29 July 2026
- Gary Swain, Secretary of the Department of Treasury and Finance for 1 hour from 9am – 10am;
- Greyhounds Tasmania for 1 hour from 10am – 11am (*to be offered on a voluntary basis);*
- Greyhounds Australasia for 30 minutes from 11am – 11.30am (*to be offered on a voluntary basis)*; and
- WAG for a period of 1 hour and 30 minutes.

4 August 2026
- Request if the Minister can extend his appearance to a two-hour period, with NRE to appear with him; and
- Tasracing for a period of 2 hours.

**OTHER MATTERS**
*Resolved*, that a site visit to GAP be arranged for the scheduled meeting time on 28 August 2026 if possible (Ms *O'Connor*).

At 5.04 p.m. the Committee adjourned until Tuesday, 28 July 2026.

Confirmed,

**TUESDAY, 28 JULY 2026**

The Committee met in Committee Room 1, Parliament House, Hobart at 8.54 a.m.

**Members Present:**

Ms *Johnston*
Ms *Rattray*
Ms *Webb*
Ms *O'Connor*
Mr *Vermey*
Mr *Winter*

**APOLOGIES**
There were no apologies.

**MINUTES**

The minutes of the meeting held 3 July 2026, and 9 July 2026 were agreed to as an accurate record (Mr *Winter*).

**PRS PAPER**
The Committee received and noted the paper prepared by the Parliamentary Research Service: *Greyhound Racing: jurisdictional comparison* (Ms *O'Connor*).

**CORRESPONDENCE**

Noted and received the incoming correspondence from the Office of the Tasmanian Racing Commissioner received 17 July 2026 (Mr *Winter).*

There was no outgoing correspondence.

**SUBMISSIONS**

*Ordered*, that the following submission be received and published in full, with the personal contact details of individuals being removed (Mr *Winter*):

6. Minister for Racing

**OTHER MATTERS**

**TASRACING APPEARANCE**

The Committee discussed the request from Tasracing that Dr Lenz not appear separately from other Tasracing witnesses on 4 August 2026.

The time being 9 a.m. the Committee deferred their discussion to after the days hearing.

**PUBLIC HEARING**

At 9.02 a.m. Dr Alex Brittan, was called, made the Statutory Declaration, and was examined by the Committee in public.

At 9.57 a.m. Ms *Rattray* withdrew.

At 9.58 a.m. Ms *Rattray* returned to the Table.

At 10.17 a.m. the witness withdrew.

Suspension of sitting 10.17 a.m. to 10.20 a.m.

**OTHER MATTERS**

**TASRACING APPEARANCE**

The Committee continued its discussion around the appearance of Tasracing before the Committee.

*Resolved*, that the Committee aim to split the time questioning Tasracing into an hour of time for animal welfare issues and an hour of time for other issues. (Mr *Winter*).

At 10.25 a.m. the Committee adjourned until Wednesday, 29 July 2026.

Confirmed,

**WEDNESDAY, 29 JULY 2026**

The Committee met in Committee Room 1, Parliament House, Hobart at 10.00 a.m.

**Members Present:**

Ms *Johnston*
Ms *Rattray (via Teams)*
Ms *Webb*
Ms *O'Connor*
Mr *Vermey*
Mr *Winter*

**PUBLIC HEARING**

At 10 a.m. Luke Gatehouse, Greyhounds Tasmania, was called via Teams, made the Statutory Declaration, and was examined by the Committee in public.

At 11.02 a.m. the witness withdrew.

Suspension of sitting from 11.02 a.m. to 11. 06 a.m.

**PUBLIC HEARING**

At 11.07 a.m. Simon Stout, Greyhounds Australasia, was called, made the Statutory Declaration, and was examined by the Committee in public.

At 11.46 a.m. the witness withdrew.

Suspension of sitting from 11.46 a.m. to 11.53 a.m.

**PUBLIC HEARING**

At 11.53 a.m. Fiona Masters (in person) and Michelle Jesson (via Teams), Welfare Alliance for Greyhounds (WAG) Tasmania, were called, made the Statutory Declaration, and were examined by the Committee in public.

At 12.45 p.m. Ms *Rattray* withdrew.

At 12.48 p.m. Ms *Rattray* returned to the Table.

At 1 p.m. the witnesses withdrew.

Suspension of sitting from 1 p.m. to 1.02 p.m.

**IN-CAMERA HEARING**

At 1.02 p.m. … ,… , was called, made the Statutory Declaration, and was examined by the Committee in camera.

At 1.26 p.m. the witness withdrew.

**APOLOGIES**

There were no apologies.

**OTHER MATTERS**

GAP site visit:

The Committee discussed its request to GAP to attend a site visit. *Resolved*, to attend at 10.30

a.m. on Friday 28 August 2026, subject to witness availabilities for the rest of the day.

Additional witness 4 August 2026:

The Committee discussed a potential additional witness to the 4 August 2026 hearings.

*Resolved*, to invite Richard Mussell, CEO, RSPCA Australia from 11.15 a.m. to 12 p.m.

*Resolved*, to invite the following witnesses to attend on Friday 28 August 2026:

- Dr Stephanie Wu, Greyhound WA veterinarian
- Mel Harrison, President Free the Hounds, WA
- Susan Metcalfe, journalist.

At 1.33 p.m. the Committee adjourned until Tuesday, 4 August 2026.

Confirmed,

**TUESDAY, 4 AUGUST 2026**

The Committee met in Committee Room 2, Parliament House, Hobart at 9.01 a.m.

**Members Present:**

Ms *Johnston*
Ms *Webb*
Ms *O'Connor*
Mr *Vermey*
Mr *Winter*

**PUBLIC HEARING**

At 9.01 a.m. Gary Swain, Secretary, Dean Burgess, Deputy Secretary, Economic and Financial Policy, and Sam Wilson, Assistant Director, Shareholder Policy and Markets from the Department of Treasury and Finance were called, made the Statutory Declaration, and were examined by the Committee in public.

At 10.03 a.m. the witnesses withdrew.

Suspension of sitting 10.03 a.m. to 10.07 a.m.

**PUBLIC HEARING**

At 10.08 a.m. Hon. Roger *Jaensch* MP, Minister for Racing, Deidre Wilson, Deputy Secretary, Strategy and Business Services, Department of Natural and Resources and Environment, and Anita Yan, General Manager, Business Services Strategy and Business Services, Department of Natural Resources and Environment, were called.

Ms Wilson and Ms Yan made the Statutory Declaration and all witnesses were examined by the Committee in public.

At 11.06 a.m. the witnesses withdrew.

Suspension of sitting 11.06 a.m. to 11.15 a.m.

**PUBLIC HEARING**

At 11.15 a.m. Richard Mussell, CEO and Dr Mairi Stewart, Senior Scientific Officer, RSPCA Australia were called via Teams and examined by the Committee in public.

At 11.58 a.m. the witnesses withdrew.

**DELIBERATIVE MEETING**

**APOLOGIES**

Ms *Rattray* was an apology.

**MINUTES**

The minutes of the meetings held 28 July 2026, and 29 July 2026 were agreed to as an accurate record (Ms *Webb*).

**CORRESPONDENCE**

**OUTGOING**

The Committee noted the following outgoing correspondence:

- Letter to GAP regarding site visit dated 29 July 2026 (Ms *O'Connor*)

Suspension of sitting 11.58 a.m. to 12.59 p.m.

**PUBLIC HEARING**

Members present:
Ms *Johnston*
Ms *O'Connor*
Ms *Webb*
Mr *Winter*

At 1 p.m. Andrew Jenkins, Chief Executive Officer,
Daron Heald, Chief Financial Officer, and Dr Martin Lenz, Chief Veterinary & Animal Welfare Officer, were called, made the

Statutory Declaration, and were examined by the Committee in public.

At 3.04 p.m. the witnesses withdrew.

**OTHER MATTERS**

There were no other matters.

At 3.04 p.m. the Committee adjourned until Friday, 28 August 2026.

Confirmed,

**FRIDAY, 28 AUGUST 2026**

The Committee met at Greyhounds as Pets Tasmania, 1164 Midland Hwy, Mangalore, at 10.30 a.m.

**Members Present:**

Ms *Johnston*
Ms *Webb*
Ms *O'Connor*
Mr *Vermey*
Mr *Winter* (via Teams)

**SITE VISIT**

At 10.30 a.m. the Committee attended a site visit at Greyhounds as Pets Tasmania at 1164 Midland Hwy, Mangalore TAS.

**DELIBERATIVE MEETING**

At 1.46 p.m. the Committee resumed proceedings in Committee room 1, Parliament House, Hobart.

**APOLOGIES**

Ms *Rattray* was an apology.

**MINUTES**

The minutes of the meeting held 4 August 2026 were agreed to as an accurate record (Ms *O'Connor*).

**CORRESPONDENCE**

The Committee received and noted the following correspondence:

- Gary Swain, Secretary, Department of Treasury and Finance, received 21 August 2026.

*Resolved*, that the correspondence be published (Mr *Winter*).

**IN-CAMERA HEARING REQUEST**

*Resolved*, to receive evidence from …, as per … request to the Committee (Ms *Johnston*).

**DISCUSSION OF NEXT STEPS AND COMMITTEE REPORT**

The Committee opened discussion of its next steps, including its reporting consideration, and the three currently planned next meetings. It was noted that no Draft Reports will be prepared for consideration by 14 September 2026.

The Committee considered if further evidence is needed (such as from NZ) as well as the potential pending information regarding the new deed and the transitions in SA and WA. The Committee noted that, while these matters are relevant to the current workplan, a 'point in time' may need to be selected at which the Committee decides to stop considering new information so that an Interim Report can be tabled in a timely manner.

Mr *Winter* raised whether the Committee should write to the Minister for Racing requesting guidance as to the process and timeline for the new deed from here.

Further discussion deferred until after the *in-camera* hearing.

**IN-CAMERA HEARING**

At 2.02 p.m. … was called and was examined by the Committee *in-camera*, via Microsoft Teams.

At 2.51 p.m. the witness withdrew.

**CONTINUATION OF DISCUSSION OF NEXT STEPS AND COMMITTEE REPORT**

The Committee continued its discussion of next steps and the pending Report.

*Resolved*, to write to the Minister for Racing requesting advice as to the timeline on the new deed including its public release and the Government's response to it, as these matters impact the Committee's work moving forward (Ms *Webb*).

*Resolved*, that the 'cut off' for new material for consideration by the Committee be 30 September 2026 (Ms *Johnston*).

*Resolved*, to seek participation from a relevant NZ representative to appear at a hearing on 14 September 2026, with the Chair to request assistance with the matter from Mr Carroll (Ms *O'Connor*).

The Committee discussed seeking an update from Mr Carroll in regard to his latest audit, which is understood to be underway. Secretariat to also check the status of correspondence received from Mr Carroll in regard to the previous audit information.

*Resolved*, that an 'Interim Report' be prepared to address all 3 points of the workplan, for consideration by the Committee in October (Ms *Johnston*).

The Committee discussed further potential meeting dates for consideration of the draft Interim Report. The following dates were suitable for Members present and it was *Resolved*, that the dates be provided to Ms *Rattray* via email to ascertain her availability in relation to them:

- Monday 2 November – 9am – 3pm;
- Friday 13 November – 9am – 3pm; and

Friday 20 November – 10am – 1pm (or otherwise start time to work around LC Quorum call) (Ms *Webb*).

**OTHER MATTERS**
There were no other matters.

At 3.03 p.m. the Committee adjourned until Monday, 14 September 2026.

Confirmed,

**FRIDAY, 9 OCTOBER 2026**

The Committee met in Committee Room 1, Parliament House, Hobart at 9.00 a.m.

**Members Present:**

Ms *Johnston*
Ms *Webb*
Ms *O'Connor*
Ms *Rattray* (Via Teams)
Mr *Vermey*
Mr *Winter*

**APOLOGIES**

There were no apologies.

**PUBLIC HEARING**

At 9.00 a.m. Sean Carroll, Tasmanian Racing Integrity Commissioner, was called, made the statutory declaration and was examined by the Committee in public.

The Commissioner provided a document in relation to statewide greyhound audit.

The Commissioner provided a document in relation to trainer numbers as a private document.

At 9.49 a.m. Ms *Webb* withdrew and returned at 9.50 a.m.

At 10.03 a.m. Mr *Winter* withdrew and returned at 10.05 a.m.

At 10.21 a.m. Ms *O'Connor* withdrew.

Mr *Winter* provided Mr Carroll with a copy of a statutory declaration from Mr Anthony Bullock in relation to the voluntary exit scheme.

At 11.a.m. the witness withdrew.

**OTHER MATTERS**
There were no other matters.

At 11.00 a.m. the Committee adjourned until Monday, 12 October 2026.

Confirmed,

**MONDAY, 12 OCTOBER 2026**

The Committee met in Committee Room 2, Parliament House, Hobart at 9.59 a.m.

**Members Present:**

Ms *Johnston*
Ms *Webb*
Ms *O'Connor*
Ms *Rattray* (via Teams)
Mr *Vermey* (from 10.21 a.m.)
Mr *Winter*

**APOLOGIES**

There were no apologies.

**PUBLIC HEARING**

At 9.59 a.m. Hon. Roger *Jaensch*, Minister for Racing and Deidre Wilson, Deputy Secretary, Department of Natural Resources and Environment, were called. Ms Wilson made the statutory declaration, and the witnesses were examined by the Committee in public.

At 10.21 a.m. Mr *Vermey* took a seat at the Table.

At 11.00 a.m. the witnesses withdrew.

**OTHER MATTERS**

There were no other matters.

At 11.00 a.m. the Committee adjourned until Tuesday, 20 October 2026.

Confirmed,

**TUESDAY, 20 OCTOBER 2026**

The Committee met in Committee Room 3, Parliament House, Hobart and via Microsoft Teams at 9.04 a.m.

**Members Present:**

Ms *Johnston*
Ms *Webb*
Ms *O'Connor*
Ms *Rattray*
Mr *Vermey* (via Teams)
Mr *Winter* (in person and later via Teams)

**APOLOGIES**

There were no apologies.

**MINUTES**

The minutes of the meetings held on 28 August 2026, 9 October 2026 and 12 October 2026 were agreed to, as read, as an accurate record (Ms *Johnston*).

**INCOMING CORRESPONDENCE**

The Committee noted and received the following correspondence:

a. Correspondence from Natalia Bennett, received on 27 August 2026;
b. Response to Questions on Notice from the Department of Treasury and Finance, dated 27 August 2026;
c. Email from …, dated 28 August 2026, with links to WA Inquiries; and
d. Email 2 from …, dated 28 August 2026, with 2 attachments
e. Response to Questions on Notice – RSPCA Australia dated 3 September 2026
f. Response to Questions on Notice – Tasracing dated 3 September 2026 with attachment
g. Letter from Minister Jaensch dated 21 September 2026
h. Letter from Minister Jaensch dated 29 September 2026.
i. Email from Christine Bennet, NZ Greyhound Transition Agency dated 2 October 2026
j. Letter from Dr Eliot Forbes NZ Racing Integrity Board dated 7 October 2026
k. Submission to Committee workplan from Thoroughbred Advisory Network (TAN) received 9 October 2026

*Resolved*, that items b, e, f and k be published (Mr *Winter*).

Noted that all efforts possible had been made to receive evidence from the NZ experience and that no further avenues would be pursued.

**OUTGOING CORRESPONDENCE**

The following outgoing correspondence was noted:

a. Letter to Minister Jaensch dated 31 August 2026
b. Letter to Christine Bennett, NZ Greyhound Transition Agency dated 31 August 2026
c. Letter to Dr Forbes, NZ Racing Integrity Board dated 21 September 2026

**REPORT DELIBERATIVE**

The Committee discussed its approach to the draft Interim Report now that the Commissioner has released the draft Transition Plan, with the Committee also having received evidence on it.

*Resolved*, to prepare one report for tabling which will combine evidence received on the

draft Transition Plan and the Committee's workplan (Ms *O'Connor*).

The Committee considered the draft Interim Report.

Chapter 1 considered and amended.

Chapter 2 deferred, pending inclusion of evidence on draft Transition Plan.

Chapter 3 considered and amended.

Resolved, that the Committee take Saul Eslake's report on *The Finance of greyhound racing in Tasmania*, 2025, into evidence (Ms *O'Connor*).

Chapter 3 further considered and amended.

At 10.00 a.m. Mr *Vermey* withdrew from the Table.

At 10.05 a.m. Ms *O'Connor* withdrew from the Table and returned at 10.09 a.m.

Findings considered and amended.

*Suspension of sitting from 10.33 a.m. – 10.50 a.m.*

Members present: Ms *Johnston*, Ms *Webb*, Ms *O'Connor*, Ms *Rattray* and Mr *Winter.*

Chapter 4 considered and amended.

*Resolved*, that the Chair write to Tasracing in regard to Nitro Grace (Mr *Winter*).

Chapter 4 further considered and amended.

*Suspension of sitting from 12.45 p.m. – 1.30 p.m.*

All Members present, Mr *Vermey* and Mr *Winter* via Teams.

Chapter 4 further considered and amended.

At 1.54 p.m. Ms *O'Connor* withdrew and returned at 2.13 p.m.

Findings considered and amended.

Chapter 5 considered and amended.

*Resolved*, that the Chair write to Treasury seeking a copy of the Integrity Deed (Ms *O'Connor).*

Chapter 5 further considered and amended.

**OTHER MATTERS**
No other matters.

At 3.51 p.m. the Committee adjourned until Wednesday, 21 October 2026.

Confirmed,

**WEDNESDAY, 21 OCTOBER 2026**

The Committee met in Committee Room 1, Parliament House, Hobart and via Microsoft Teams at 9.11 a.m.

**Members Present:**

Ms *Johnston*
Ms *Webb*
Ms *O'Connor*
Mr *Vermey (*via Teams from 10.08 a.m., and later in person)
Mr *Winter* (via Teams and in person throughout meeting)

**APOLOGIES**
Ms *Rattray* was an apology.

**MEETING DATES**

The Committee considered future meeting dates to ensure sufficient time to prepare the Interim Report for tabling before the end of the year.

*Resolved*, to seek availability from Mr *Vermey* and Ms *Rattray* as to whether they can extend meeting on Friday, 13 November 2026 until 4 p.m. (Ms *Johnston*).

**REPORT DELIBERATIVE**

The Committee continued consideration of the draft Interim Report.

Ms *O'Connor* raised that she will prepare proposed paragraphs for insertion at the next meeting on 2 November 2026 regarding the Commissioner's updated breeding and audit data, and evidence from Dr Brittan.

Chapter 5 further considered and amended.

At 9.48 a.m. Mr *Winter* joined the meeting in person.

Chapter 5 further considered and amended.

At 10.08 a.m. Mr *Vermey* joined the meeting via Teams.

Chapter 5 further considered and amended.

*Suspension of sitting from 10.29 a.m. – 10.46 a.m.*

All Members present.

Chapter 5 further considered and amended.

Findings considered and amended.

At 11.33 a.m. Ms *Webb* withdrew from the Table and returned at 11.35 a.m.

Chapter 5 further considered and amended.

Flagged finding for Chapter 2 re the legality of the transition and Chapter 3 re the funding loss in the thoroughbred code.

Chapter 5 further considered and amended.

Considered whether recommendations on the new Deed are appropriate at this point in time or not.

*Suspension of sitting from 12.31 p.m. – 1.47 p.m.*

All Members present, Mr *Vermey* via Teams.

Chapter 6 considered and amended.

At 2.05 p.m. Mr *Vermey* withdrew from the Table.

Chapter 6 further considered and amended.

At 2.25 p.m. Mr *Winter* transitioned to attendance via Teams.

Chapter 6 further considered and amended.

At 3.01 p.m. Mr *Vermey* took a seat at the Table, in person.

Chapter 6 further considered and amended.

At 3.10 p.m. Mr *Winter* withdrew from the Table.

*Resolved*, that the Minister be requested to provide a copy of the Treasury report, *in camera*, to the Committee (Ms *Johnston*).

*Resolved*, that Dr Alex Brittan be emailed in regard to his evidence on 28 July 2026 (Ms *Johnston*).

**OTHER MATTERS**

No other matters raised.

At 3.25 p.m. the Committee adjourned until Monday, 2 November 2026.

Confirmed,

**MONDAY, 2 NOVEMBER 2026**

The Committee met in Committee Room 2, Parliament House, Hobart and via Microsoft Teams at 9.00 a.m.

**Members Present:**

Ms *Johnston*
Ms *Webb*
Ms *O'Connor*
Ms *Rattray* (via Teams)
Mr *Vermey* (in person and later via Teams from 11.30 a.m.)
Mr *Winter*

**APOLOGIES**

There were no apologies.

**MINUTES**

The minutes of the meetings held on 20 and 21 October 2026, as read, were adopted as an accurate record (Ms *O'Connor*)

**INCOMING CORRESPONDENCE**

The Committee received the following items of incoming correspondence:

a. Questions on Notice response from Sean Carroll, dated 28 October 2026;
b. CONFIDENTIAL Questions on Notice response from Sean Carroll, dated 28 October 2026; and
c. Questions on Notice response from Minister Jaensch, dated 29 October 2026.

*Resolved*, to publish items a and c.

The Committee discussed item b, including the Commissioner's request for confidentiality.

*Resolved*, to write to the Commissioner inquiring as to whether the information regarding formal EOI applicants, and the members of the Financial Assistance Panel, still require confidentiality (Ms *Webb*). Once received, the Committee will consider this response for inclusion in the draft Interim Report.

**OUTGOING CORRESPONDENCE**

The Committee noted the following items of outgoing correspondence:

a. Questions on Notice to Sean Carroll, dated 14 October 2026;

b. Questions on Notice to Minister Jaensch, dated 14 October 2026;
c. Letter to Minister Jaensch requesting Treasury Report, dated 23 October 2026;
d. Letter to Tasracing regarding Nitro Grace, dated 23 October 2026;
e. Letter to Treasury regarding the 'Integrity Deed, 'dated 23 October 2026;
f. Email to Dr Alex Brittan dated 23 October 2026.

**EVIDENCE OF AND COMMENTARY REGARDING THE COMMISSIONER**

The Chair raised the evidence of Sean Carroll, Tasmanian Racing Integrity Commissioner, before the Committee on 9 October 2026, and an adjournment speech referring to this evidence by Mr *Winter* MP in the House of Assembly on 29 October 2026.

*Resolved*, to write to Mr Carroll inviting him to provide a right of reply response to the hearing and to raise the matter from the House with him (Ms *Johnston*).

Response to be due by 10 November 2026.

**REPORT DELIBERATIVE**

The Committee continued consideration of the draft Interim Report, commencing at Chapter 2.

Chapter 2 considered and amended.

*Resolved*, to write to the Minister for Racing regarding the Government's position on defunding the industry should the Bill not pass the Parliament (Mr *Winter*).

Chapter 2 further considered and amended.

At 10.06 a.m. Ms *O'Connor* withdrew from the Table and returned at 10.08 a.m.

Chapter 2 further considered and amended.

At 10.12 a.m. Ms *Webb* withdrew from the Table and returned at 10.16 a.m.

Chapter 2 further considered and amended.

*Suspension of sitting from 10.59 a.m. – 11.32 a.m.*

All Members present, with Mr *Vermey* and *Ms Rattray* via Teams.

Chapter 2 further considered and amended.

Findings and Recommendations inserted and amended.

The Committee discussed its next meeting. Noted that Members should come prepared to the meeting, including with proposed inclusions, amendments, Findings and Recommendations to assist the Committee to undertake its work. Secretariat to circulate updated Report, a document of Findings and Recommendations and all pending incoming correspondence ahead of the next meeting.

**OTHER MATTERS**

Correspondence from Treasury, dated 2 November 2026, received. *Resolved*, to write to NRE requesting the Integrity Deed (Ms *Johnston*).

At 1.01 p.m. the Committee adjourned until Friday, 13 November 2026.

Confirmed,

**FRIDAY, 13 NOVEMBER 2026**

The Committee met in Committee Room 3, Parliament House, Hobart, via the telephone and later via Microsoft Teams at 9.07 a.m.

**Members Present:**

Ms *Johnston*
Ms *Webb*
Ms *O'Connor*
Ms *Rattray* (via the telephone and later via Teams)
Mr *Vermey*
Mr *Winter*

**APOLOGIES**

There were no apologies.

**MINUTES**

The minutes of the meeting held on 2 November 2026, as read, were adopted as an accurate record (Ms *O'Connor*).

**INCOMING CORRESPONDENCE**

The Committee received and noted the following items of incoming correspondence:

*a.* Submission (with 1 attachment) from Dr Alex Brittan, received 8 November 2026;

*b.* Tasracing response regarding Nitro Grace, dated 9 November 2026. With 5 attachments (4 in one combined document);

*c.* Minister for Racing, dated 10 November 2026 regarding the Treasury Report on the new Deed;

*d.* Follow up on Question on Notice Response from Sean Carroll, dated 11 November 2026; and

*e.* Right of Reply Response from Sean Carroll, dated 11 November 2026.

*Resolved*, to publish item a, but keep the attachment confidential (Ms *Johnston*).

*Resolved*, to publish item b, with personal identifying information redacted and with attachment 5 kept confidential (Ms *O'Connor*).

*Resolved*, to publish item c (Mr *Winter*).

*Resolved*, to publish the original *in camera* Question on Notice response from the Commissioner, with the response to Question One redacted (Ms *Webb*).

*Resolved*, to publish item e (Ms *Johnston*).

**OUTGOING CORRESPONDENCE**

The Committee noted the following items of outgoing correspondence:

- Letter to NRE regarding the 'Integrity Deed;
- Letter to Sean Carroll (QoN publication);
- Letter to Sean Carroll (Right of Reply);
- Letter to Minister for Racing regarding the Government's policy.

**REPORT DELIBERATIVE**

The Committee continued consideration of the draft Interim Report, assessing the proposed changes, as well as Findings and Recommendations.

Chapter 1 further considered.

Chapter 2 further considered, including Findings and Recommendations.

Chapter 3 further considered, including Findings.

*Suspension of sitting from 10.22 a.m. – 10.47 a.m.*

Chapter 4 further considered, including proposed additions from Ms *O'Connor*. Findings considered.

Chapter 5 further considered, including Findings and Recommendations.

Chapter 6 further considered, including Findings.

*Suspension of sitting from 11.57 a.m. – 12.02 a.m.*

Paragraphs 1.1 to 1.17 agreed to.

And the Question was put – That Chapter 1 stand as part of the Committee's Report.

And it was resolved in the Affirmative.

Paragraphs 2.1 to 2.107 considered.

And the Question was put – That Paragraphs 2.1 to 2.107 stand as part of the Committee's Report.

The Committee divided

| Ayes 5 | Noes 1 |
|---|---|
| Ms *Johnston* | Mr *Winter* |
| Ms *O'Connor* | |
| Ms *Rattray* | |
| Mr *Vermey* | |
| Ms *Webb* | |

And it was resolved in the Affirmative.

Finding 1 agreed to.

Finding 2 considered.

And the Question was put – That Finding 2 stand as part of the Committee's Report.

The Committee divided

| Ayes 4 | Noes 2 |
|---|---|
| Ms *Johnston* | Ms *Rattray* |

| | |
|---|---|
| Ms *O'Connor* | Mr *Winter* |
| Mr *Vermey* | |
| Ms *Webb* | |

And it was resolved in the Affirmative.

Findings 3 – 5 agreed to.

Finding 6 considered.

And the Question was put – That Finding 6 stand as part of the Committee's Report.

The Committee divided

| Ayes 5 | Noes 1 |
|---|---|
| Ms *Johnston* | Mr *Winter* |
| Ms *O'Connor* | |
| Ms *Rattray* | |
| Mr *Vermey* | |
| Ms *Webb* | |

And it was resolved in the Affirmative.

Recommendation 2 agreed to.

Draft Recommendation 3 removed.

And the Question was put – That Chapter 2, as amended, stand part of the Committee's Report.

The Committee Divided

| Ayes 5 | Noes 1 |
|---|---|
| Ms *Johnston* | Mr *Winter* |
| Ms *O'Connor* | |
| Ms *Rattray* | |
| Mr *Vermey* | |
| Ms *Webb* | |

And it was resolved in the Affirmative.

Paragraphs 3.1 – 3.34 considered.

And the Question was put – That Paragraphs 3.1 – 3.34 stand part of the Committee's Report.

The Committee divided

| Ayes 5 | Noes 1 |
|---|---|
| Ms *Johnston* | Mr *Winter* |
| Ms *O'Connor* | |
| Ms *Rattray* | |
| Mr *Vermey* | |
| Ms *Webb* | |

And it was resolved in the Affirmative.

Findings 7 – 10 agreed to.

Finding 11 agreed to as amended.

And the Question was put – That Chapter 3 stand part of the Committee's Report.

The Committee divided

| Ayes 5 | Noes 1 |
|---|---|
| Ms *Johnston* | Mr *Winter* |
| Ms *O'Connor* | |
| Ms *Rattray* | |
| Mr *Vermey* | |
| Ms *Webb* | |

And it was resolved in the Affirmative.

Paragraphs 4.1 to 4.52 agreed to.

Finding 12 agreed to.

Finding 13 considered.

And the Question was put – That Finding 13 stand part of the Committee's Report.

The Committee divided

| Ayes 4 | Noes 2 |
|---|---|
| Ms *Johnston* | Ms *Rattray* |
| Ms *O'Connor* | Mr *Winter* |
| Mr *Vermey* | |
| Ms *Webb* | |

And it was resolved in the Affirmative.

Finding 14 considered.

And the Question was put – That Finding 14 stand part of the Committee's Report.

The Committee divided

| Ayes 4 | Noes 2 |
|---|---|
| Ms *Johnston* | Ms *Rattray* |
| Ms *O'Connor* | Mr *Winter* |
| Mr *Vermey* | |
| Ms *Webb* | |

And it was resolved in the Affirmative.

Finding 15 was considered.

And the Question was put – that Finding 15 stand part of the Committee's Report.

The Committee divided

| Ayes 4 | Noes 2 |
|---|---|
| Ms *Johnston* | Ms *Rattray* |
| Ms *O'Connor* | Mr *Winter* |
| Mr *Vermey* | |
| Ms *Webb* | |

And it was resolved in the Affirmative.

Findings 16 – 18 agreed to.

And the Question was put – That Chapter 4 stand part of the Committee's Report.

And it was resolved in the Affirmative.

Paragraph's 5.1 – 5.52 agreed to.

Finding 19 considered.

And the Question was put – That Finding 19 stand part of the Committee's Report.

The Committee divided

| Ayes 5 | Noes 1 |
|---|---|
| Ms *Johnston* | Ms *Rattray* |
| Ms *O'Connor* | |
| Mr *Vermey* | |
| Ms *Webb* | |
| Mr *Winter* | |

And it was resolved in the Affirmative.

Findings 20 – 22 agreed to.

Recommendation 3 considered.

And the Question was put – that Recommendation 3 stand part of the Committee's Report.

The Committee divided

| Ayes 4 | Noes 2 |
|---|---|
| Ms *Johnston* | Ms *Rattray* |
| Ms *O'Connor* | Mr *Winter* |
| Mr *Vermey* | |
| Ms *Webb* | |

And it was resolved in the Affirmative.

Recommendation 4 considered.

And the Question was put – that Recommendation 4 stand part of the Committee's Report.

The Committee divided

| Ayes 5 | Noes 1 |
|---|---|
| Ms *Johnston* | Mr *Winter* |
| Ms *O'Connor* | |
| Ms *Rattray* | |
| Mr *Vermey* | |
| Ms *Webb* | |

And it was resolved in the Affirmative.

Recommendation 5 agreed to.

And the Question was put – That Chapter 5 stand part of the Committee's Report.

And it was resolved in the Affirmative.

Paragraphs 6.1 – 6.50 agreed to.

Finding 23 agreed to.

And the Question was put – That Chapter 6 stand part of the Committee's Report.

And it was resolved in the Affirmative.

Recommendation 1 agreed to.

*Resolved*, that the unconfirmed minutes of today's meeting be included in the Report (Ms *Johnston*)

And the Question put – That the Report be the Report of the Committee.

And it was resolved in the Affirmative.

*Resolved*, that any dissenting reports be provided to the secretariat by 5 p.m. on Tuesday, 17 November 2026 (Ms *Johnston*).

*Resolved*, that on Wednesday, 18 November 2026 the Chair table the Report in the House and the Deputy Chair in the Council (Ms *Johnston*).

**OTHER MATTERS**

Correspondence from the Minister, dated 13 November 2026, received (Ms *Johnston*).

Noted, that the meeting scheduled for next Friday, 20 November 2026 be cancelled.

At 12.27 p.m. the Committee adjourned *sine die.*

*Unconfirmed*

# Appendix F – Transcripts of Evidence