

**Submission to the Joint Standing Committee
On Greyhound Racing Transition**

&

**Thoroughbred Advisory Network (TAN)
Submission on the Funding Deed**

Thoroughbred Advisory Network (TAN)

SUBMISSION TO THE JOINT STANDING COMMITTEE ON GREYHOUND RACING TRANSITION

Thoroughbred Advisory Network (TAN)

Workplan Points 1, 2 and 3

28 September 2026

Executive Summary

The Thoroughbred Advisory Network (TAN) represents major participants in Tasmania's thoroughbred industry, including owners, breeders, trainers, jockeys and race clubs. TAN is making this submission because the future of one racing code has direct implications for the structure, funding, infrastructure, workforce and economic sustainability of the Tasmanian racing industry as a whole.

The Government's position on greyhound racing has created uncertainty and affected investment across the whole Tasmanian racing industry.

TAN's position is that the Committee's consideration should be informed by evidence from jurisdictions that have undertaken reform rather than assuming that the only available policy response to animal welfare and integrity concerns is the closure of an entire racing code. South Australia provides a current example in which an independent reform inspector reported in September 2026 that reforms had sufficiently addressed the issues to support continuation, while recommending stronger independent oversight. The South Australian Government accepted those recommendations.

TAN also considers that the economic consequences of a phase-out should be assessed using the best available Tasmanian evidence. The 2023 IER Size and Scope of the Tasmanian Racing Industry study estimated that greyhound racing generated \$51.3 million in direct expenditure and \$59.7 million in total value added in 2021/22, including \$34.2 million in direct value added and \$25.5 million in flow-on value added. IER estimated 486 FTE jobs and 915 participants associated with the greyhound code.

Finally, TAN submits that the future of the Tasmanian Racing Funding Deed should be considered as a long-term industry framework rather than solely as a response to the proposed closure of greyhound racing. TAN's separate Funding Deed submission seeks a long-term, fully indexed deed of at least 20 years, agreed as soon as possible, providing certainty for investment and allowing the remaining racing codes to plan beyond 2029.

1. Other Jurisdictions, Reform and Transition

The Committee's first workplan point asks it to examine other jurisdictions, including inquiries, decisions to phase out racing, transition frameworks, animal welfare issues, participant support, compensation, timelines and social and economic impacts. TAN submits that South Australia is particularly relevant because it has recently completed a two-year reform process rather than closing the greyhound industry.

South Australia

On 23 September 2026, the South Australian Government published the final report of the independent Greyhound Industry Reform Inspector (GIRI), Sal Perna AM. The Inspector reported that he was satisfied with the industry's overall progress in implementing the reforms arising from the earlier independent inquiry. The final report made two key recommendations: that greyhound racing continue to operate in South Australia, and that greater oversight of animal welfare and integrity issues be established. The South Australian Government accepted both recommendations.

The South Australian reform process is relevant to Tasmania because it demonstrates a model in which identified welfare and integrity concerns were addressed through specific reforms, monitoring and independent oversight while the underlying racing activity continued. During the two-year reform period, Greyhound Racing SA completed 73 of the 78 recommendations for which it was accountable (93.5%), including traceability, track-safety measures, injury review arrangements and changes to artificial insemination practices.

TAN submits that the South Australian experience warrants careful consideration by the Committee when assessing whether Tasmania's policy objective of improved animal welfare and integrity could be achieved through strengthened regulation, measurable standards, independent oversight and transparent reporting, rather than through the permanent removal of the code.

Queensland also provides a current example of a jurisdiction pursuing a long-term sustainability framework for all three racing codes. In December 2025, the Queensland Government announced a plan directed to the long-term viability of thoroughbred, harness and greyhound racing, including enhanced animal welfare and integrity protocols, infrastructure investment and a Racing Future Fund. This is relevant to the Committee's comparative assessment because it shows another jurisdiction addressing sustainability and welfare within a continuing three-code model.

2. Financial, Economic and Animal Welfare Impacts of the Proposed Phase-Out

The Committee's second workplan point requires consideration of the financial, economic and animal welfare impacts of the proposed phase-out. TAN considers that these impacts should be assessed separately and then considered together, with particular attention to regional communities and the consequences for the broader Tasmanian racing system.

Economic contribution identified by IER

The IER Size and Scope of the Tasmanian Racing Industry report, prepared in August 2023 using 2021/22 data, provides the clearest published Tasmanian baseline. IER estimated the greyhound code's economic contribution as follows:

Measure	Greyhound racing – IER 2023
Direct expenditure	\$51.3 million
Direct value added	\$34.2 million
Flow-on value added	\$25.5 million
Total value added	\$59.7 million
Household income	\$32.6 million
FTE employment	486
Participants	915
Race meetings	159
Races	1,539
Race meeting attendances	23,740

The \$59.7 million value-added figure comprises \$34.2 million of direct value added and \$25.5 million of flow-on value added. IER defines value added as the value of sales less the value of inputs used in production, and the model includes direct and indirect impacts associated with breeding, preparation/training, racing and wagering, racing-club and industry expenditure and customer expenditure.

IER's modelling also shows that the greyhound contribution was not confined to metropolitan Tasmania. Of the \$59.7 million total value added, IER allocated \$17.5 million to regional Tasmania, \$11.8 million to Launceston and \$30.4 million to Hobart. The corresponding FTE employment estimates were 142 in regional Tasmania, 100 in Launceston and 244 in Hobart.

The participant profile recorded by IER included 85 breeders, 159 owners, 150 trainers, 75 racing club and industry staff, 69 breeder staff, 101 stable/kennel employees, 31 racing-club volunteers and 245 volunteers assisting participants. IER cautions that there is some duplication in participation categories because of the inability to fully de-duplicate individual databases.

What the IER study does – and does not – establish

IER's study is an economic contribution study based on 2021/22 activity. It does not model a hypothetical closure of greyhound racing in Tasmania, nor does it calculate the net fiscal or economic effect of replacing greyhound racing activity with alternative uses of participants, facilities or wagering expenditure. Accordingly, TAN does not suggest that the \$59.7 million figure is itself a forecast of the precise economic loss that would occur after 2029.

Instead, TAN submits that the IER baseline should be used as the starting point for a specific phase-out impact assessment. That assessment should identify which expenditure, employment, wagering activity, regional business activity and government revenue would cease, move interstate, be replaced, or be retained in another form.

Animal welfare and transition impacts

TAN recognises that animal welfare is central to the Committee's work. TAN does not seek to minimise welfare concerns or suggest that economic contribution should override welfare standards. The relevant policy question is whether the welfare objectives identified by government can be achieved through enforceable reform, independent oversight and measurable outcomes while retaining racing, or whether a permanent phase-out is necessary.

The Tasmanian Government's own transition material identifies a number of welfare and operational issues that require active management during a phase-out, including rehoming, restrictions on breeding, controls on interstate greyhounds, retirement and deregistration arrangements, and safeguards concerning euthanasia. The Draft Greyhound Racing Transition Plan also proposes participant support, welfare and rehoming measures, integrity functions and financial assistance arrangements.

TAN submits that the Committee should therefore examine both sides of the welfare equation: the welfare standards and safeguards that could apply under a continuing, reformed industry; and the welfare risks, capacity requirements and costs associated with managing the large-scale transition and rehoming of racing greyhounds if the phase-out proceeds.

TAN proposes the Committee consider

- an independent comparison of the Tasmanian welfare and integrity framework with the reformed South Australian model;
- clear, measurable welfare and integrity benchmarks that a continuing Tasmanian industry would be required to meet;
- independent monitoring and public reporting against those benchmarks;
- the full economic and regional impact of the proposed phase-out, including direct, indirect and induced impacts;
- the impact on trainers, breeders, owners, kennel employees, race clubs, suppliers and other businesses;
- the capacity and cost of greyhound rehoming and support services throughout the transition and beyond;
- the fiscal implications for government, including changes in racing-related revenue and expenditure; and
- the impact of reduced greyhound activity on the funding and sustainability of the remaining racing codes.

3. The Future of the Tasmanian Racing Deed

TAN's detailed position on the future of the Racing Funding Deed is set out in its separate Funding Deed submission. TAN considers that the Committee's work on greyhound transition should recognise that the funding framework for thoroughbred and harness racing cannot be separated entirely from decisions affecting the third code.

TAN seeks a new long-term, indexed Racing Funding Deed agreed as soon as possible, rather than waiting until the current arrangements approach their June 2029 expiry. TAN's position is that the Deed should be maintained at the present level or preferably higher, fully indexed, renewed for at least 20 years and not subject to conditions or review periods that undermine certainty.

TAN's Funding Deed submission explains that racing is a long-cycle industry. Breeding, ownership, training, employment and infrastructure decisions are made years ahead of the racetrack. TAN therefore considers that funding certainty needs to be established before 2029 so that participants and businesses can make rational long-term investment decisions.

TAN also recommends that a larger proportion of Point of Consumption Tax (POCT) be returned to the racing industry, noting in its separate submission that the current return is less than 50% and could be increased to 100%. TAN considers that increased certainty and an appropriate funding framework are particularly important while the industry adjusts to the structural changes associated with the proposed greyhound phase-out.

TAN further submits that the future deed should recognise racing as an integrated economic system. Breeding, ownership, training, racing, wagering, race clubs, suppliers and government revenue are interconnected. Changes to one code can therefore affect the economics and sustainability of the remaining codes.

Conclusion

TAN respectfully submits that the Committee's review provides an opportunity to assess the proposed phase-out against evidence from other jurisdictions and against the measured economic and social contribution of Tasmanian racing. The South Australian experience demonstrates that substantial reform, independent oversight and continued racing can operate together. The 2023 IER study demonstrates that greyhound racing forms a measurable part of Tasmania's economic and employment base, including in regional communities.

TAN therefore supports the Committee giving close consideration to a reform-and-continuation framework for greyhound racing, with animal welfare and integrity requirements that are clear, enforceable and independently monitored. TAN also supports certainty for the remaining racing codes through a long-term, indexed Funding Deed agreed well before the current arrangements expire.

TAN would welcome the opportunity to provide further evidence to the Committee, including on the economic relationship between the three racing codes, regional impacts, the Funding Deed and the practical consequences of changes to Tasmanian racing infrastructure and funding.

Sources and supporting material

- Parliament of Tasmania – Joint Standing Committee on Greyhound Racing Transition, Current Workplan, including Workplan Points 1, 2 and 3 (25 May 2026).
- IER Pty Ltd, Size and Scope of the Tasmanian Racing Industry, August 2023, commissioned by Tasracing.
- South Australian Office for Recreation, Sport and Racing, Greyhound Racing Reform Inspector delivers final report on industry reform, 23 September 2026.

- Tasmanian Department of Natural Resources and Environment – Draft Greyhound Racing Transition Plan, September 2026.
- Tasmanian Racing Integrity Commissioner – Greyhound Racing Transition materials.
- TAN, Thoroughbred Advisory Network Submission on the Funding Deed (supporting document).

Prepared for submission by the Thoroughbred Advisory Network (TAN)

Thoroughbred Advisory Network (TAN) Submission on the Funding Deed

The Thoroughbred Advisory Network (TAN) represents the major participants in Tasmania's thoroughbred industry, including owners, breeders, trainers, jockeys and race clubs. The industry is seeking a new long-term, indexed Racing Funding Deed that is agreed now and provides genuine certainty from 2026—not a process that waits until the current arrangements approach expiry in 2029. The new framework must strengthen and protect Tasmania's thoroughbred industry. It must also recognise thoroughbred racing and breeding as one vertically integrated regional industry.

The Funding Deed was established to replace income permanently lost when the TOTE was sold. That structural loss remains. The renewal of the Deed should therefore not be approached as a new subsidy, but as the continuation of a funding framework that enables the industry to plan, invest, employ and generate economic activity for Tasmania.

The Funding Deed should be at the present level, or preferably higher, and be fully indexed (not with an efficiency dividend extracted).

The Deed needs to be renewed for at least another 20 years and not have any onerous conditions that threaten its certainty.

The loss of confidence is not theoretical or something that may occur closer to 2029. Investment decisions are being reconsidered now. Continued uncertainty, combined with limited meaningful engagement and the absence of positive long-term messaging from Government, is already discouraging investment across breeding, ownership and racing businesses. Doing nothing is therefore not a neutral position — it is contributing to decline.

That certainty is required now, not in 2029. TAN therefore seeks a long-term, indexed Funding Deed of at least 20 years, agreed as soon as possible. Without that certainty, the decline in investment already underway will accelerate — fewer mares will be bred, fewer horses will be purchased and trained, fewer people will commit to careers in the industry and, over time, race fields and wagering turnover will decline. Once those decisions are made, rebuilding the industry's horse population, skills base and investor confidence will take many years. Providing certainty now is considerably less costly than attempting to rebuild the industry later.

POCT

TAN also recommends the State Government provide a larger % of the Point of Consumption Tax (POCT). It is presently less than 50% and could be increased to 100%. The Government retained the exclusivity license fee it lost with the introduction of the POCT. They also kept an additional 20% + and renegotiated a reduced exclusivity license fee.

Owner confidence in investing in the industry has been shaken by a number of factors. These include the arbitrary decision of Government to abolish one of the three Codes, and the uncertainty around the continuity of the Funding Deed.

Certainty Matters

Racing is a long-cycle industry. Owners buy horses years before they know whether they will race successfully. Breeders commit capital before conception and may wait three to five years before the resulting horse reaches the racetrack. Investment in broodmares and stallions is longer again: these are

typically five- to fifteen-year decisions involving substantial capital, infrastructure, staff and land. Trainers build stables, employ staff and develop client bases over years. Jockeys and other equine professionals require specialist training, experience and physical skill that cannot be created overnight.

A secure Deed is therefore not simply about next year's prizemoney. It is what gives owners confidence to buy, breeders confidence to invest in broodmares and stallions, trainers' confidence to employ and invest, race clubs' confidence to plan and improve facilities, and young people confidence that becoming a jockey, trainer, farrier, vet or other equine professional can provide a viable long-term career in Tasmania. 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. 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.

Certainty is required now and TAN therefore seeks a long-term, fully indexed Funding Deed of at least 20 years, agreed as soon as possible. Without that certainty, the decline in investment already underway will accelerate — fewer mares will be bred, fewer horses will be purchased and trained, fewer people will commit to careers in the industry and, over time, race fields and wagering turnover will decline. Once those decisions are made, rebuilding the industry's horse population, skills base and investor confidence will take many years. Providing certainty now is considerably less costly than attempting to rebuild the industry later.

An integrated industry

The thoroughbred industry should be viewed as a single economic pipeline: breeding → rearing → sales → breaking-in and education → training → racing → wagering → industry and Government revenue.

Each year Tasmania breeds hundreds of thoroughbred foals and breeders commit millions of dollars of private capital to their production and care. That expenditure flows immediately into regional Tasmania through stallion farms, stud farms, veterinarians, farriers, feed and fodder producers, transport operators, agistment, fencing and agricultural contractors, equipment suppliers and other small businesses. A strong breeding sector also creates horses for owners to buy, trainers to train, jockeys to ride, clubs to race and customers to wager on.

The lag is critical. A horse bred in 2026 may not reach the racetrack until somewhere between 2029 and 2031. Investment in the broodmares and stallions producing those horses may span five to fifteen years. If confidence falls and fewer mares are bred today, the damage is not fully visible until years later—when there are fewer yearlings, fewer horses entering training, smaller race fields and weaker wagering turnover. By then, the lost production cannot be recreated and government income through wagering will be greatly reduced.

Racings' value to Tasmania

The 2023 IER study found that Tasmanian racing generated \$207.5 million in value added in 2021/22 and sustained 1,735 FTE jobs, with more than 63% of the 6,446 participants in racing located in regional communities. Thoroughbred racing alone accounted for \$103.4 million in value added and \$95.6 million in direct expenditure.

The industry is a major employer in the state and particularly important in providing income and employment in regional and rural areas and to groups that do not or may not have other gainful

employment opportunities, including people with few qualifications. It is also a major employer of women and supports many small businesses.

The industry provides livelihoods for trainers, jockeys, stable staff, breeders, farriers and race club employees, while also sustaining demand for veterinary practices, feed businesses, transport, accommodation, trades, construction and professional services. Many of these roles are based in areas where alternative skilled employment can be limited.

Just as importantly, the industry invests in people. A capable jockey, trainer, farrier, stud hand or equine professional is developed through years of education, mentoring and practical experience. Funding uncertainty does not only deter financial investment—it discourages people from committing to a career in racing and makes it harder for employers to recruit, train and retain the next generation. Once those skills leave Tasmania, rebuilding them is slow and expensive.

Racing is also part of Tasmania's social fabric. Thoroughbred racing provides entertainment and brings communities together across the State, including King Island. The Longford, Devonport, Hobart and Launceston Cups are major social events. In 2025 the Tasmanian Racing Club celebrated its 150th anniversary, and racing had been an important part of southern Tasmania for many years prior to that. This year the Tasmanian Turf Club is celebrating 200 years of racing in northern Tasmania.

Racing Clubs connect racing to their local communities, support regional events and tourism, and provide the venues and infrastructure through which the industry reaches the public. Funding certainty therefore matters to clubs as well as participants: they need confidence to plan events, maintain facilities, retain staff and invest for the future.

Summary

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%.

The regulatory layering that accompanies the racing industry has expanded in recent years, along with associated costs. Funding of this is a function of government and should not impact on the level of income returned to participants.

The State Government provides support for many industries, both as a regulator and as direct subsidies.

Tasmania's thoroughbred industry is not asking Government to carry it alone. Owners, breeders, trainers, jockeys, race clubs and associated businesses invest many millions of dollars, employ Tasmanians and support regional businesses. What that private investment requires from Government is certainty.

Our unique and significant industry has been part of the Tasmanian community and economy since the early 1800s. It needs to be allowed to grow and flourish.

