

Report on the Prohibition of Greyhound Racing (Wales) Bill

December 2025



The Welsh Parliament is the democratically elected body that represents the interests of Wales and its people. Commonly known as the Senedd, it makes laws for Wales, agrees Welsh taxes and holds the Welsh Government to account.

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About the Committee

The Committee was established on 26 May 2021. Its remit can be found at www.senedd.wales/SeneddLJC

Current Committee membership:



Committee Chair:
Mike Hedges MS
Welsh Labour



Alun Davies MS
Welsh Labour



Samuel Kurtz MS
Welsh Conservatives



Adam Price MS
Plaid Cymru

The following Member attended as a substitute during the scrutiny of the Bill.



Siân Gwenllïan MS
Plaid Cymru

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1. Introduction

On 29 September 2025, the Deputy First Minister and Cabinet Secretary for Climate Change and Rural Affairs, Huw Irranca-Davies MS (the Cabinet Secretary), introduced the Prohibition of Greyhound Racing (Wales) Bill¹ (the Bill), and accompanying Explanatory Memorandum (EM).²

1. On 5 August 2025, the Business Committee agreed to refer the Bill to the Culture, Communications, Welsh Language and Sport Committee, and on 23 September 2025 set a deadline of 5 December 2025 for reporting on its general principles.³
2. On 8 July 2025, the Cabinet Secretary issued a statement of policy intent for subordinate legislation to be made under the Bill (the statement of policy intent).⁴

Purpose of the Bill

3. In the EM, the Cabinet Secretary states that the Bill:

“... makes it an offence to operate a stadium or similar venue in Wales and use it, or knowingly permit it to be used, for greyhound racing. The Bill also makes it an offence to be involved in organising greyhound racing in Wales. ‘Greyhound racing’ is defined as setting greyhounds to run around a track in pursuit of a lure activated by mechanical means and includes timing or training a greyhound as it runs around a track.”⁵

¹ Welsh Government, [Prohibition of Greyhound Racing \(Wales\) Bill, as introduced](#).

² Welsh Government, [Prohibition of Greyhound Racing \(Wales\) Bill, Explanatory Memorandum incorporating the Regulatory Impact Assessment and Explanatory Notes](#), 29 September 2025

³ Business Committee, [Timetable for consideration: Prohibition of Greyhound Racing \(Wales\) Bill](#), September 2025

⁴ [Statement of Policy Intent for the Prohibition of Greyhound Racing \(Wales\) Bill](#), 29 September 2025

⁵ EM, page 3

4. The Cabinet Secretary also provides some context for the Bill, noting in particular that:

“The Greyhound Board of Great Britain (GBGB) is the body with responsibility for the governance, regulation, and management of GBGB licensing of greyhound racing in England, Scotland and Wales. As of 2025, it is understood that there are 19 greyhound tracks licensed by GBGB across the UK. One active track remains in Wales.

Valley Greyhound Stadium (Valley), located in Ystrad Mynach, is the only remaining greyhound racing track in Wales. Opened in 1976, it operated independently until August 2023, when it became licensed by GBGB, with its first race under GBGB licence held in November 2023.

It is our understanding that there are currently 10 greyhound trainers based in Wales who are licensed with GBGB. These trainers predominantly race their greyhounds at Valley. In total, 12 trainers, two of which are located outside of Wales, are affiliated with the stadium, with a reported 265 greyhounds eligible to race at Valley.”⁶

5. The Cabinet Secretary also notes that an implementation group was set up to guide the transition towards an intended ban and provide advice and practical guidance to the Welsh Ministers.⁷

The Committee’s remit

6. The remit of the Legislation, Justice and Constitution Committee is to carry out the functions of the responsible committee set out in Standing Orders 21 and 26C. The Committee may also consider any matter relating to legislation, devolution, the constitution, justice, and external affairs, within or relating to the competence of the Senedd or the Welsh Ministers, including the quality of legislation.

⁶ EM, paragraphs 3.4 to 3.6

⁷ EM, paragraph 3.47. See also Welsh Government, Written Statement: The implementation group to guide the transition towards a ban on greyhound racing in Wales, 11 July 2025

7. In our scrutiny of Bills introduced into the Senedd, our approach is to consider:

- matters relating to the competence of the Senedd, including compatibility with the human rights protected by the European Convention on Human Rights (the ECHR);
- the balance between the information that is included on the face of the Bill and that which is left to subordinate legislation;
- whether an appropriate legislative procedure has been chosen in relation to the granting of powers to the Welsh Ministers to make subordinate legislation; and
- any other matter we consider relevant to the quality of legislation.

8. We took evidence from the Cabinet Secretary on 20 October 2025.⁸ Following the evidence session, we wrote to the Cabinet Secretary on 22 October 2025 including a series of additional questions in relation to the Bill.⁹

9. We received a response from the Cabinet Secretary on 4 November 2025.¹⁰

⁸ Legislation, Justice and Constitution (LJC) Committee, 20 October 2025, Record of Proceedings (RoP)

⁹ Letter to the Deputy First Minister and Cabinet Secretary for Climate Change and Rural Affairs, 22 October 2025

¹⁰ Letter from the Deputy First Minister and Cabinet Secretary for Climate Change and Rural Affairs, 4 November 2025

2. Legislative competence

The Welsh Government is satisfied that the Bill would be within the legislative competence of the Senedd.¹¹

10. We considered the Bill under the reserved powers model of legislative competence, as set out in section 108A of the *Government of Wales Act 2006* (the 2006 Act).

11. In her statement on legislative competence, the Llywydd stated that the provisions of the Bill would be within the legislative competence of the Senedd.¹²

12. The Cabinet Secretary confirmed in evidence that he was satisfied the Bill is within the Senedd's legislative competence.¹³

Human rights implications

13. In the EM the Cabinet Secretary states that the Bill has been drafted with due regard to human rights.¹⁴

14. We asked the Cabinet Secretary what assessments had been undertaken in relation to the human rights impacts of the Bill and what the outcome of those assessments was. He told us:

"We've fully considered human rights implications within the legislation. We're satisfied the Bill is compatible with the European convention on human rights, including article 1, protocol 1 and article 8. In addition to the explanatory memorandum (...) a regulatory impact assessment was completed and published, and we'll also have additional impact assessments, which are being prepared, and they'll be kept under review in the passage of the Bill. I think this is important to say as well to the committee, because the work of the implementation group and the additional information that we have from the implementation group, including from Valley

¹¹ EM, Member's Declaration, page 1

¹² Presiding Officer's Statement on Legislative Competence: Prohibition of Greyhound Racing (Wales) Bill, 29 September 2025

¹³ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [9]

¹⁴ EM, paragraph 3.40

stadium in particular, will help us modify and bring forward additional impact assessments. But we are confident ... that the Bill is compatible with the European convention on human rights.”¹⁵

15. We followed this question by asking whether specific steps had to be taken in order to limit the interference with the human rights of those affected by the Bill as part of the assessment. The Cabinet Secretary replied:

“Yes, we do. In bringing forward this legislation, we need to make sure that we have a fair and proportionate balance between the protection of the rights of those affected by the Bill and the effectiveness of the proposed ban. So, this includes, for example, the potential for the repurposing of the track and also the long lead-in time that we’ve provided for the ban to take effect, subject to the advice from the implementation group. You will know that there’s a period of time that they can introduce the ban from. So, the length of the lead-in time ensures that any impacts can be properly managed and mitigated, as far as possible.”¹⁶

16. The enforcement provisions in Schedule 2 to the Bill engage Article 8 of the ECHR, which is the right to respect for private and family life, home and correspondence. In addition, the power of seizure engages Article 1 of the First Protocol to the ECHR, which protects the right to peaceful enjoyment of possessions.

17. The Cabinet Secretary made reference to the enforcement powers as well as requirements around powers of entry in Schedule 2 as part of his response to our questioning about the steps that had to be taken in order to limit the interference with the human rights of those affected by the Bill. He told us:

“... Schedule 2 has powers of entry, including powers to enter dwellings and powers of inspection and seizure, but these powers to enter the dwellings must be if the occupier in charge of the premises consents or if a warrant is obtained from the magistrate. There are further details on the obtaining of a warrant, then, in paragraph 3 of Schedule 2, for the conditions

¹⁵ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [65]

¹⁶ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [67]

that need to be met. So, we're confident, (...) that we've taken into account the human rights impacts but also how we can actually limit the interference with the human rights as well."¹⁷

18. The prohibition of greyhound racing will prevent the track at Valley Stadium being used for that purpose, which engages Article 1 of the First Protocol to the ECHR (protecting the right to peaceful enjoyment of possessions).

19. We asked the Cabinet Secretary if a fair summary of his position was that, to all intents and purposes, the business that currently keeps the only track in Wales in operation will come to an end, which will affect the human rights of those running the business, but enough mitigation measures are in place to strike the right balance in that regard. In response, he said:

*"So, what this legislation seeks to do is to ban greyhound racing, as described within the legislation as to what greyhound racing is. It does not actually preclude the use of that track whatsoever for repurposing for future use. We've built in time in order to mitigate and manage the impacts on that, so the owners can look to alternative uses, and this is exactly what we are hoping can be explored within the implementation group as well, alongside the local authority and other partners. So, with those mitigations and the fact we've built in a timescale as opposed to a firm implementation date, subject to the views of the implementation group, I think it manages those impacts on human rights. And just to emphasise again, it is the prohibition of greyhound racing not the prohibition of the use of that facility for different uses is what this legislation does."*¹⁸

20. We also asked if the right to the peaceful enjoyment of possessions is protected sufficiently in this legislation. The Cabinet Secretary responded:

"We have indeed, and I won't rehearse again the measures we've taken to mitigate the human rights impact, but that includes the article 1 implications,¹⁹ and we're very keen, I have to say, in the implementation group to work with Valley stadium. In fact, my officials have requested further information on things such as commercial contracts, et cetera, from the

¹⁷ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [68]

¹⁸ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [72]

¹⁹ We have taken this reference to be a reference to Article 1 of the First Protocol to the ECHR.

*implementation group on things such as attendance numbers, all of those considerations, so we have a really good understanding of the economic impact and so on (...) the track can be repurposed for other uses (...) but we're keen to assess from Valley stadium some of the social and economic and financial impacts of any closure, and we'll keep on working with them and asking them for that information to be provided. That's why we may bring along additional impact assessments as we go forward as well, when we have additional information."*²⁰

21. We pursued some of these issues further in correspondence.

22. The Equality Impact Assessment, in relation to Article 1 of the First Protocol to the ECHR, states that "[t]here may be a negative impact to the owners of Valley Greyhounds, in that they may be deprived of using their property as they wish"²¹. We asked the Cabinet Secretary if he considered that the Bill amounted to a deprivation of property in relation to Valley Stadium and he replied:

*"Our view on the facts as we currently understand them is that the prohibition does not amount to a deprivation of property. The impact assessment recognises that the prohibition will mean that the owners will no longer be able to use the property for greyhound racing."*²²

23. We also questioned the Cabinet Secretary on whether he considered that restricting how Valley Stadium will be able to use its property is "in the general interest", for the purpose of Article 1 of the First Protocol and if so, if he could explain how. He replied:

*"I am content the proposed ban is justified and in the general interest. The Explanatory Memorandum explains the context and purpose of the Bill."*²³

²⁰ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [74]

²¹ Welsh Government, [The Prohibition of Greyhound Racing \(Wales\) Bill Equality Impact Assessment](#), Version 5 – September 2025, First published, 1 October 2025, page 4 (referred to on the Welsh Government website as the Prohibition of Greyhound Racing (Wales) Bill: equality, diversity, inclusion and human rights impact assessment). We have taken the reference to Valley Greyhounds to be a reference to Valley Stadium.

²² Letter from the Cabinet Secretary, 4 November 2025, response to question 5

²³ Letter from the Cabinet Secretary, 4 November 2025, response to question 6

24. We also asked the Cabinet Secretary if he considered the prohibition in the Bill to be proportionate, and if it strikes a fair balance between the general interest and the private interests of Valley Stadium. In response he said:

"I am content the Bill achieves a fair and proportionate balance between the protection of the rights of those affected by the Bill and the general interest. This takes account of a range of factors including the potential for re-purposing of the track and the long lead in time provided for the ban to take effect.

*The length of the lead in time will ensure that any impacts can be properly managed and mitigated as far as possible. We will continue to assess all evidence and information provided during the Bill process and will keep this under review."*²⁴

25. In terms of alternative options that would have had a less invasive impact on Valley Stadium, the Cabinet Secretary told us:

"An assessment of policy options, including their associated costs and benefits, is set out in the published Regulatory Impact Assessment and Explanatory Memorandum. Alternatives were considered, including those with less impact on Valley Stadium.

*Among these was the licensing of owners, keepers, or trainers. However, as outlined in the Explanatory Memorandum, this approach would not achieve the primary policy objective of preventing the risks associated with greyhound racing, including injury, race fatality and poor post racing outcomes. An ethical argument is also brought forward for a ban. The public and stakeholder support for a ban on greyhound racing reflects a desire for meaningful change."*²⁵

26. As indicated In paragraph 22 of the report, the Equality Impact Assessment refers to the possible negative impact to the owners of "Valley Greyhounds"²⁶ because they may be deprived of using their property as they wish. The justification provided in the assessment for interfering with the rights under

²⁴ Letter from the Cabinet Secretary, 4 November 2025, response to question 7

²⁵ Letter from the Cabinet Secretary, 4 November 2025, response to question 7

²⁶ We have taken this to be a reference to Valley Stadium.

Article 1 of the First Protocol is that “these proposals need to be balanced against the prevention of animals suffering for sport”²⁷. Considering the negative consequences of the prohibition on Valley Stadium, we asked the Cabinet Secretary if he was satisfied that the assessment is sufficiently detailed for the purposes of justifying the interference with Valley Stadium’s right to peaceful enjoyment of their possessions. He replied:

“In addition to the Explanatory Memorandum, a Regulatory Impact Assessment and a number of impact assessments have been completed and published. We will continue to assess all evidence and information provided during the passage of the Bill and will keep the Explanatory Memorandum, the Regulatory Impact Assessment and the impact assessments under review.

I am content that the Bill achieves a fair and proportionate balance between the protection of the rights of those affected by the Bill and the effectiveness of the proposed ban. This takes account of a range of factors including the potential for re-purposing of the track and the long lead in time provided for the ban to take effect. The length of the lead in time will ensure that any impacts can be properly managed and mitigated as far as possible.”²⁸

27. We also asked the Cabinet Secretary what assessments have been made of the contracts currently in place at Valley Stadium and whether there are any contracts that would be in place beyond the earliest date a ban could come into force. In response, the Cabinet Secretary said:

“The published Regulatory Impact Assessment accompanying the draft legislation sets out our understanding of these impacts. At present the extent of some impacts are not fully known, including on employment, the local economy and communities and secondary industries associated to Valley Greyhound Stadium. It acknowledges the limitations of available data and highlights areas where further analysis will be undertaken as the Bill progresses.

²⁷ Welsh Government, [The Prohibition of Greyhound Racing \(Wales\) Bill Equality Impact Assessment](#), Version 5 – September 2025, First published, 1 October 2025, page 4

²⁸ Letter from the Cabinet Secretary, 4 November 2025, response to question 8

We have listened to the evidence provided to the Culture, Communications, Welsh Language, Sport, and International Relations Committee from the industry, academics and other stakeholders. We will continue to assess all evidence and information provided during the Bill process and consider any additional information provided to further inform our assessments.

The impact of the ban remains a key consideration, and we are actively undertaking work to assess implications as part of our ongoing work. These assessments will be kept under review during the passage of the Bill.”²⁹

28. He also noted that detailed information from Valley Stadium had been requested on a number of occasions via the implementation group, adding:

“The legislation is proposed to come into force between April 2027 and April 2030. This window gives time to consider how the industry in Wales will wind down its activities and allows the Implementation Group to advise us on whether any key areas need to be addressed during that period in readiness for a ban.”³⁰

29. The Cabinet Secretary told us that information about assessments related to contracts had not been included in the Equality Impact Assessment because:

“The impact assessments are subject to ongoing review, and we will ensure that the equality, diversity, inclusion and human rights impact assessment reflects all relevant information that we are provided.”³¹

30. We also wanted to know whether the Cabinet Secretary considered that the rights of owners and keepers of greyhounds that currently race in Wales are impacted by the provisions of the Bill and whether any assessments have been carried out. He replied:

²⁹ Letter from the Cabinet Secretary, 4 November 2025, response to question 9

³⁰ Letter from the Cabinet Secretary, 4 November 2025, response to question 9

³¹ Letter from the Cabinet Secretary, 4 November 2025, response to question 9

“Human rights implications have been considered in relation to all those who may be impacted by the provisions of the Bill, including owners and keepers of greyhounds in Wales.

The Bill prohibits the racing of greyhounds in Wales and will not prevent or restrict the owning or keeping of greyhounds in Wales. For owners and keepers who are also trainers of racing greyhounds, the Bill will prohibit them in Wales from being involved in organising training practices that involve setting greyhounds to run around a track in pursuit of a lure activated by mechanical means.

The Regulatory Impact Assessment sets out the anticipated impacts, disbenefits and associated costs of the Bill’s provisions.”³²

31. The Cabinet Secretary also repeated his previous answer about impact assessments being subject to ongoing review and ensuring that the Equality Impact Assessment reflects all relevant information provided to the Welsh Government.³³

32. Specifically, on the more general issue of how the Welsh Government has taken account of Article 8 of the ECHR in developing the Bill, we asked why the Equality Impact Assessment did not include any information in relation to the interference with Article 8 rights. In response, the Cabinet Secretary said:

“The impact assessments have been published alongside the Bill and are subject to ongoing review. We will ensure that the equality, diversity, inclusion and human rights impact assessment reflects the assessment undertaken in respect of Article 8.”³⁴

Our view

33. We note the evidence in relation to matters of legislative competence from the Cabinet Secretary.

³² Letter from the Cabinet Secretary, 4 November 2025, response to question 10

³³ Letter from the Cabinet Secretary, 4 November 2025, response to question 10

³⁴ Letter from the Cabinet Secretary, 4 November 2025, response to question 4

34. One of the requirements which must be met for a Bill to be within the legislative competence of the Senedd is set out in section 108A(2)(e) of the 2006 Act. It requires all provisions of a Bill to be compatible with the ECHR.

35. As we have stated previously,³⁵ we believe that an assessment of a Bill's engagement with the rights protected by the ECHR should be included as a matter of course within the accompanying EM, and that assessment should also set out any steps which have been taken to mitigate any interference.

36. In the absence of this information, and in order to better understand the assessment undertaken by the Cabinet Secretary and his statement that "the Bill has been drafted with due regard to human rights", we asked a series of questions during the evidence session and in correspondence.

37. We note the Cabinet Secretary's view that in implementing the ban on greyhound racing, the Welsh Government has built in time in order to mitigate and manage the impacts of the ban so that the owners of Valley Stadium can look to alternative uses for the facility.

38. Nevertheless, we also note that further work on impact assessments is likely to be undertaken, that they are subject to ongoing review and that the Cabinet Secretary will ensure that the Equality Impact Assessment (covering equality, diversity, inclusion and human rights) reflects all relevant information provided to the government.

39. We consider that the introduction of a Bill before all relevant impact assessments have been fully completed represents poor legislative practice, particularly in circumstances where the Bill may impact on human rights.

40. We comment more generally about the fact that impact assessments would appear to be incomplete in Chapter 3 of this report.

Recommendation 1. Prior to the Stage 1 debate on the general principles of the Bill, the Cabinet Secretary should publish a written statement explaining:

- how the Bill is compatible with Article 8 of and Article 1 of Protocol 1 to the European Convention on Human Rights;

³⁵ See, for example, conclusion 1 of our [Report on the Welsh Language and Education \(Wales\) Bill](#), conclusion 1 of our [Report on the Elections and Elected Bodies \(Wales\) Bill](#), conclusion 1 of our [Report on the Environment \(Air Quality and Soundscapes\) \(Wales\) Bill](#), and conclusion 1 of our [Report on the Homelessness and Social Housing Allocation \(Wales\) Bill](#)

- how he reached that view given that relevant impact assessments do not appear to have been fully completed prior to the Bill's introduction and are subject to ongoing review;
- why he believes that the completion of the impact assessments will not affect his view that the Bill is compatible with the European Convention on Human Rights.

3. General observations

Development of and need for the Bill

41. In the EM, the Cabinet Secretary told us:

“There is significant stakeholder and public support for a ban on greyhound racing, driven by concerns over animal welfare. Many believe that ending the practice is necessary to protect greyhounds from harm, exploitation, and commodification. Welfare concerns cited by stakeholders include the rate of injury and fatality, euthanasia, overbreeding, and inadequate provisions for post-racing care and retirement.

Beyond welfare issues, a moral argument is also brought forward for a ban, reflecting society’s evolving values around the ethical treatment of animals and the diminishing social licence for industries that are perceived as relying on animal suffering for entertainment. As a consequence to this, it is seen as increasingly difficult to justify exposing greyhounds to harm through racing.

As outlined in the Animal Welfare Plan for Wales 2021 to 2026, our vision is for all animals to have a good life, one where their physical and emotional needs are met, and where they are protected from harm. The proposed legislation to prohibit greyhound racing in Wales reflects this commitment. Following public consultation, in which nearly two-thirds of respondents supported a phased ban, and in response to a petition³⁶ signed by over 35,000 people, we are taking decisive action to safeguard the welfare of racing greyhounds.

This move to ban aligns with our broader strategy to introduce a national model for regulating animal welfare establishments

³⁶ In March 2022 the Petitions Committee began consideration of a petition calling for a ban on greyhound racing in Wales based on animal welfare concerns. The petition submitted by Hope Rescue, gathered 35,101 signatures, 18,707 of which were from Wales. A counter petition was submitted calling on the Welsh Government to support greyhound racing. It received 10,601 signatures, 2,948 of which were from within Wales and was first considered by the Petitions Committee in September 2023.

*and activities, ensuring consistent, proportionate, and enforceable standards across Wales.*³⁷

42. In discussing the Welsh Government's approach to the legislation, the Cabinet Secretary told us that he did consider secondary legislation as a way forward; he explained that, whilst the *Animal Welfare Act 2006* provides general protections for animals, it does not offer a dedicated framework for the activity of greyhound racing and so he decided that primary legislation was needed.³⁸

43. We noted that there is a code of conduct for the welfare of dogs, and that we were not aware of the Welsh Government ever having considered that code to be inadequate. In responding to that observation, the Cabinet Secretary told us that what has changed is that welfare considerations are at their most significant "within greyhound racing, the running of dogs for commercial ends around a track".³⁹ He added:

*"It's a significantly different level of jeopardy to animal welfare, many times resulting in injury and fatalities. So it takes it outwith (...) that broader scope of the legislation that's currently in place. That's why we feel that primary legislation specifically on greyhound racing is the right way forward."*⁴⁰

44. When we suggested that the Welsh Government seems to have come to this view around the time of a budget review, rather than around the time of a more general review of animal welfare matters, the Cabinet Secretary said this was not the case.⁴¹ In so doing, he highlighted the results of a consultation and two very specific questions pertaining to greyhound racing itself, which indicated a strong majority in favour of moving to a phased ban of greyhound racing.⁴² He also referred to the petition presented to the Senedd that culminated in a debate, where there was strong cross-party support for that ban on greyhound racing as well.⁴³ He went on to say:

"It was clear to me, based on what we'd heard through the consultation, what we'd heard from the view of the Senedd itself, and all other submissions that had come forward, that

³⁷ EM, paragraph 3.32 to 3.35

³⁸ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [23]

³⁹ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [28]

⁴⁰ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [28]

⁴¹ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [30]

⁴² Legislation, Justice and Constitution Committee, 20 October 2025, RoP [30]

⁴³ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [31]

there was a clear need—based on those injuries and fatalities within greyhound racing—that we must move on that evidential basis to a ban on greyhound racing.”⁴⁴

45. We pursued this issue by asking why the Government had decided not to work with the industry to look for options short of a ban such as improving conditions, as it is doing with other elements of animal welfare.⁴⁵ In response, the Cabinet Secretary explained that the legislation is not being rushed through⁴⁶ and subsequently added:

“It certainly does not rest on a petition coming to the Senedd, although that had strong cross-party support across the Senedd; it rests on the consultation, the responses there, the evidence that was put forward, but also GBGB’s own analysis of the injuries and fatalities. This is a compelling case, on the basis of animal welfare and ethical grounds, to move to a ban on greyhound racing. So, I would simply argue, with real respect, it’s neither draconian nor rushing through; it’s timely, necessary.”⁴⁷

Consultation

46. We noted there has been no consultation on a White Paper or a draft Bill, and asked the Cabinet Secretary whether directing a wider non-specific consultation towards legislation is the right way to make law in Wales. The Cabinet Secretary responded by saying:

“We are confident that the right questions were asked during that consultation, because there were two questions specific to greyhound racing, and one of them addressed the issue of views on either licensing or a ban. Now, there was certainly a good number of people who saw licensing as a way forward. Of those people who saw licensing as a way forward, a good number of them had a preference for actually moving to a ban. I just want to make that clear. But the preponderance, the majority view there, was to move to a ban. (...) it rests neither

⁴⁴ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [32]

⁴⁵ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [36]

⁴⁶ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [37]

⁴⁷ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [44]

only on the consultation nor a petition, but on the clear and compelling evidence of the injuries and fatalities on tracks.”⁴⁸

47. An official accompanying the Cabinet Secretary added that:

“Yes. So, we did commit, in our response to the Petitions Committee, to consult on the ban on greyhound racing. That also was working alongside the wider work on animal activities and exhibits, and (...) rather than consult twice with the same audience, we included questions on greyhound racing in that wider consultation (...) and I think we had sufficient evidence back to get us to this position.”⁴⁹

48. The Cabinet Secretary went on to say:

“... from my perspective, we responded to that consultation properly and then brought forward a considered response. But, as I say, it is for the Welsh Government (...) to decide whether, on those ethical grounds as well, we should move forward with a ban. But it certainly did rest on the responses we saw in that consultation.”⁵⁰

Impact assessments

49. As is evident from Chapter 2 of this report, we asked the Cabinet Secretary about impact assessments undertaken, particularly in relation to any human rights implications arising from the Bill.

50. While responding to these questions, the Cabinet Secretary told us that the Welsh Government was keen to assess from Valley Stadium some of the social and economic and financial impacts of any closure, which is why additional impact assessments may be brought forward.⁵¹

51. In response to his comments, we asked the Cabinet Secretary whether work had been done before the Bill was brought forward. His response was:

⁴⁸ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [48]

⁴⁹ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [52]

⁵⁰ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [53]

⁵¹ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [74].

“No, because the process that we’ve set in place with the stakeholder group enables that now to happen...”⁵²

52. When we put it to the Cabinet Secretary that Members of the Senedd were being asked to vote on a Bill, conceivably, without knowing the impact of it, he said:

“We’re bringing those impact assessments forward as soon as we have the information, and we hope to have them before the full progress of this Bill—I’m looking to my legal colleagues here—before we get to the final third reading, as we know.”⁵³

53. We noted that it is unusual for a Bill to be brought forward without any knowledge of its potential impact. The Cabinet Secretary agreed but added that it is “not exceptional, and it’s not unprecedented (...) but there is a reason to get on with this, and we have a mechanism to update those impact assessments”.⁵⁴

54. An official accompanying the Cabinet Secretary added:

“... a full assessment was done before introduction. An RIA—a regulatory impact assessment—was completed. Further assessments have since been completed. Some have been published. But there is some information that we still don’t have, so the impact assessments will all be kept under review as the matter progresses, and they’ll be updated as and when we’re able to.”⁵⁵

Timing of the Bill’s introduction

55. We questioned the Cabinet Secretary on whether the timing of the Bill’s introduction was related to the ‘Budget Agreement for the 2025-26 Final Budget’.⁵⁶ We noted that a move to ban greyhound racing in Wales was included as part of that agreement.⁵⁷

⁵² Legislation, Justice and Constitution Committee, 20 October 2025, RoP [78]

⁵³ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [82]

⁵⁴ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [84]

⁵⁵ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [85]

⁵⁶ Welsh Government and Welsh Liberal Democrats, Budget Agreement for the 2025-26 Final Budget, Welsh Government and Jane Dodds MS, Leader of the Welsh Liberal Democrats, March 2025. See also Legislation, Justice and Constitution Committee, 20 October 2025, RoP [54 to 55]

⁵⁷ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [87 to 89]

56. The Cabinet Secretary responded to this line of questioning by saying:

“I understand your point, but let me just stress again: there are two parallel but separate processes going on, one of which is to do with budget considerations, (...) and the other one is the rights and wrongs of bringing forward legislation on the prohibition of greyhounds. I am very clear—very clear—on the rationale for this legislation (...) you are right, there were parallel discussions going on on budget things—it’s not pertinent to me bringing forward this legislation. But I accept your point that this played into that separate process of discussions around consent for a budget process. But my bringing this forward is based on the ethical considerations, the injuries, the fatalities—all of the other things we’ve touched on.”⁵⁸

57. The Cabinet Secretary added he would not want the Committee to be under any misapprehension that bringing the Bill forward is related to budget considerations,⁵⁹ and went on to say:

“My consideration in bringing this forward is based on the animal welfare considerations and the ethical considerations. It was consulted on and there was a clear view expressed in that consultation. I have an obligation, as a Minister, to consider that and the Senedd debates and the other views that have been put forward.”⁶⁰

58. The Regulatory Impact Assessment states that the “Welsh Government submitted a Justice System Impact Identification Form to the Ministry of Justice and engagement is ongoing”⁶¹. We therefore requested an update to this position and the Cabinet Secretary said:

“The impact on the justice system has been considered, and a Justice System Impact Identification Form was submitted to the Ministry of Justice.

⁵⁸ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [90]

⁵⁹ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [92]

⁶⁰ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [94]

⁶¹ EM, paragraph 9.14

The Lady Chief Justice's Department has also been consulted on the anticipated impact the Bill will have on the justice system and a response is awaited.

Engagement with the Ministry of Justice is ongoing. Once this is complete, I intend to publish the JSII and I will reflect the updated position in the Explanatory Memorandum ahead of Stage 3.”⁶²

Balance between what is on the face of the Bill and what is left to subordinate legislation

59. The Bill contains six sections and two Schedules. Table 5.1 of the EM sets out the single delegated power in the Bill, contained within section 5(2), which enables the Welsh Ministers to commence provisions of the Act, other than sections 5 and 6, by Order.⁶³

Our view

60. We note the Cabinet Secretary's rationale for bringing forward this Bill. We note that there has been no consultation undertaken on a White Paper or a draft Bill.

61. We do not consider that the consultation referred to by the Cabinet Secretary represents an appropriate substitute for the use of documents that seek views on legislative proposals, which enable more focused engagement with stakeholders.

62. It is also clear that the Bill was introduced before all relevant impact assessments had been completed.

63. As we indicated in our report on the Health and Social Care (Wales) Bill,⁶⁴ we do not consider it satisfactory or appropriate within the context of the Senedd's legislative process that full and robust details about the impact of a Bill are not prepared or published in time for the Senedd's consideration of the Bill at Stage 1. In that report we stated:

“Not having this information available on the Bill's introduction naturally precludes scrutiny of it during Stage 1 when Members

⁶² Letter from the Cabinet Secretary, 4 November 2025, response to question 2

⁶³ EM, page 19

⁶⁴ Legislation, Justice and Constitution Committee, Report on the Health and Social Care (Wales) Bill, October 2024

of the Senedd are considering the necessity and general principles of the proposed legislation. Not only does it disenfranchise Members of the Senedd, it also disenfranchises stakeholders who wish to contribute and comment on the Bill and its potential impact, and also to suggest how it could be improved.

In our view, it would seem appropriate that developing the legislative proposals should be informed by the outcomes of impact assessments and accordingly that their preparation should be completed prior to introduction of a Bill. This should be regarded as standard practice, rather than an ‘ideal scenario’.”⁶⁵

64. These comments apply equally to this Bill.

65. We also observe that a ban on greyhound racing was not included in the Programme for Government announced in 2021,⁶⁶ but was subsequently included in the final budget agreement published in March 2025.⁶⁷ The Explanatory Memorandum does not currently make explicit reference to that agreement.

66. We recognise that there will be occasions where it may become necessary or appropriate to introduce legislation that was not originally planned at the outset of a Senedd, or as a matter of urgency. However, in the interests of transparency and accountability, and public trust in the democratic process, a full explanation of the reasons for introducing a Bill should, wherever possible, be provided in the Explanatory Memorandum, drawing attention, where relevant, to documents which refer to the basis for the legislative proposals.

67. It therefore appears to us that, given the Bill was introduced in September 2025, some of the preparatory steps that we would ordinarily expect a Welsh Government to undertake prior to introduction have either not been completed in advance or have been undertaken in parallel with the Bill’s introduction. In our view, this represents a departure from recognised good practice and increases the

⁶⁵ Legislation, Justice and Constitution Committee, [Report on the Health and Social Care \(Wales\) Bill](#), October 2024, paragraphs 57 to 58

⁶⁶ Welsh Government, [Programme for government: update](#), 7 December 2021

⁶⁷ Welsh Government and Welsh Liberal Democrats, Budget Agreement for the 2025-26 Final Budget, Welsh Government and Jane Dodds MS, Leader of the Welsh Liberal Democrats, March 2025.

risk of unintended consequences arising because of the reduced opportunity for a rigorous and sequential approach to policy development and scrutiny.

Conclusion 1. We consider that the Welsh Government's approach to legislating for a ban on greyhound racing has, in several respects, fallen short of the standard of good legislative practice that we would normally expect.

Conclusion 2. As a general matter of principle, we consider it good practice that a Bill should normally not be introduced into the Senedd until all relevant impact assessments are, so far as practicable, sufficiently advanced for their key findings to be included in the Explanatory Memorandum that must accompany a Bill in accordance with Standing Order 26.6. In this case, that principle does not appear to have been fully observed, which we regard as regrettable.

68. We were told that the Welsh Government still requires some information to be collected, so the impact assessments will need to be kept under review and updated. If the general principles of the Bill are agreed at Stage 1, these updates should be communicated to Senedd Members directly rather than simply publishing revised documents to the Welsh Government's website.

Recommendation 2. If the general principles of the Bill are agreed at Stage 1, the Cabinet Secretary should lay Written Statements in good time before tabling deadlines for Stage 2 and Stage 3 proceedings, detailing any updates to impact assessments and clearly identifying any impact on the provisions in the Bill.

4. Specific observations on particular sections of, and Schedules to, the Bill

Summary of the Bill

69. Section 1 creates two new offences.

70. Section 1(1)(a) makes it an offence for an operator of a stadium or a similar venue in Wales to use it, or knowingly permit it to be used, for “greyhound racing”. Section 1(1)(b) makes it an offence for a person to be involved in organising greyhound racing in Wales. The Explanatory Notes to the Bill clarify that this is “whether at a stadium or similar venue, or anywhere else, for example on open land”.

71. A person guilty of an offence under subsection (1) is liable on summary conviction to a fine. The Bill does not place a limit on the fine. The level of the fine will need to take account of the Sentencing Guidelines and reflect the seriousness of the offence and the circumstances of the offender.

72. Section 2 defines “greyhound racing” and “operator”.

73. Section 3 introduces Schedule 1, which makes provision about offences under section 1 committed by bodies corporate, partnerships and unincorporated associations other than partnerships.

74. Section 4 introduces Schedule 2, which makes provision about enforcing offences under section 1.

75. The enforcement provisions provide an ‘inspector’ with a power to enter premises other than dwellings, a power to apply for a warrant to enter a dwelling, powers of inspection and a power of seizure.

76. Paragraph 1 of Schedule 2 defines an ‘inspector’ as a person appointed by a county council or county borough council in Wales or the Welsh Ministers. It also defines “power of entry” and “premises”.

77. Paragraph 3 of Schedule 2 gives inspectors a power to enter dwellings. The inspector must only use this power if the occupier or person in charge of the premises consents, or the inspector obtains a warrant from a Magistrate. A warrant may be issued if there are reasonable grounds for suspecting that either:

- i. an offence under section 1 is being, has been or is about to be committed on the premises, or evidence an offence under section 1 is being, has been or is about to be committed may be found on the premises; and
- ii. one of four conditions is met.

78. Paragraph 12 of Schedule 2 makes it an offence to fail to comply with a requirement for assistance reasonably made under paragraph 9(c) of Schedule 2, or intentionally obstruct another in exercise of a function under Schedule 2. A person guilty of an offence under this paragraph is liable on summary conviction to a fine.

79. Section 5 provides for the coming into force of the Bill and provides that the Bill must be brought fully into force no sooner than 1 April 2027 and no later than 1 April 2030.

Definitions connected to the meaning of greyhound racing

80. We noted that ‘greyhound’ is not defined on the face of the Bill and asked the Cabinet Secretary whether this could cause any issues. He told us:

“No, I’ve got no concerns with this. (...) Greyhounds have very clear characteristics, they’re very well known, not least by the Kennel Club. It’s not like some of the difficulties around breeds of dangerous dogs, as defined within the dangerous dogs legislation. All racing greyhounds are registered with the British and Irish greyhound book, so we don’t think that this is an area for any concern. A greyhound is a greyhound is a greyhound.”⁶⁸

81. We noted that the offence in section 1(1)(a) of the Bill is for an operator of a stadium or a similar venue in Wales but suggested that a “similar venue” is not defined in the Bill sufficiently clearly. The Cabinet Secretary said in response:

“The term ‘similar venue’ we’ve used is to ensure that the prohibition captures all settings used for greyhound racing, not only purpose-built stadiums. So, the policy objective here (...), is to cover all those forms of greyhound racing at tracks. So, it would include commercial racing, amateur racing, hobby events of greyhound racing around a track or a similar venue.

⁶⁸ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [111]

So, the policy intent here is the prohibition of tracks beyond purpose-built stadiums. So, it will not only apply to, in this instance, Valley stadium, but it will extend to, for example, training or trialling activities involving mechanical lures at any venue set up for the racing of greyhounds.”⁶⁹

82. As regards the meaning of “mechanical lure”, an official accompanying the Cabinet Secretary told us that:

“There’s no definition of mechanical lure in the Bill, but we’re satisfied that it’s clear in what it means. It’s a well-known term in the industry of greyhound racing.”⁷⁰

83. The official also said that it is the mechanical lure that is required for the activity to be captured by the prohibition.⁷¹

84. When we asked the Cabinet Secretary if he was satisfied that the definition of “greyhound racing” is sufficiently clear in the Bill, he replied:

“Yes, we are. Because of the reference to greyhound racing in a stadium or similar venue, the use of a mechanical lure around a track, this is what would be characteristic of greyhound racing, so it very much captures the policy intent.”⁷²

85. He also said:

“Just to point out that the high degree of jeopardy here, and to clarify for the committee why we’ve defined it in this way, is when the bends are taken. That’s when the falls happen, the injuries happen, and the fatalities by and large.”⁷³

Offences

86. We explored the issue of offences under the Bill with the Cabinet Secretary including relevant definitions.

87. We sought clarification on whether only operators and organisers would be liable for any offences under the Bill, rather than attendees, competitors or other

⁶⁹ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [113]

⁷⁰ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [118]

⁷¹ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [116]

⁷² Legislation, Justice and Constitution Committee, 20 October 2025, RoP [120]

⁷³ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [115]

individuals present, and asked if this is clear from the Bill. In response the Cabinet Secretary said:

“Yes (...) We’re satisfied that it’s sufficiently clear on the face of the Bill. We’re also satisfied that it’s the right way to proceed, because then you have legally actionable consequences from this on the operator and the organiser, who we are confident would not be difficult to identify either. Rather than going after every participant, every attendee (...) you go after the people who are active in operating and organising the event, whether that is within an organised stadium or, as we’ve previously discussed, not in a stadium but is clearly greyhound racing.”⁷⁴

88. We also asked if the terms “operator” and “organiser” are defined sufficiently clearly in the Bill. An official accompanying the Cabinet Secretary said:

“‘Operator’ is defined in the Bill as the owner of a stadium or venue, or the person, other than the owner, with overall responsibility for the operation of the stadium or venue if that person is not present in the UK. We’re content that that definition is very clear. ‘Organiser’ is not defined in the Bill, however we’re content that it’s also clear it’s intended to have the ordinary meaning of the word.”⁷⁵

89. In terms of Schedule 2 to the Bill, we noted that there is a definition of “premises” included, which references a vehicle and refers to a person “who appears to be in charge of the vehicle”. We asked the Cabinet Secretary to explain what that refers to exactly, and whether the wording allows such a person to be appropriately identified. He told us:

“Yes, we do think this is sufficient, that the person could be clearly identified. And just to say, it isn’t novel; it is found in other legislation as well.”⁷⁶

90. An official accompanying the Cabinet Secretary explained why the reference to a vehicle is relevant:

⁷⁴ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [124]

⁷⁵ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [126]

⁷⁶ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [131]

*"It's just to cover all the bases, really. So, if they're out on a common and they've set up a track to illegally race greyhounds, there wouldn't be any premises there as such, but there would be vehicles where evidence could be gathered from."*⁷⁷

91. Condition 4 in paragraph 3 of Schedule 2 to the Bill is that "the occupier of the premises is temporarily absent" and "it might defeat the object of entry to wait for the occupier's return". We sought an explanation for the meaning of this provision and assurance that the wording of this condition is sufficiently clear. The Cabinet Secretary replied by saying:

*"Yes, indeed, and, again, neither is this novel. It has got precedent within other legislation. So, the approach here is that if that individual, if the occupier of the premises, is temporarily absent—so, you can imagine the situation—but enforcement action is necessary, then you can take that action without, in layperson's terms, waiting for them to return. But a court would need to be satisfied that the conditions laid out within the legislation were met before issuing such a warrant."*⁷⁸

92. We asked the Cabinet Secretary if he was content that the Welsh Government has addressed or thought about every possible scenario within this legislation, bearing in mind that there perhaps will not be property to enter for an enforcement action. He said:

*"... from our perspective, there will either be premises, as in premises we would identify as buildings, or there would be vehicles, and we've covered both of those bases. So, we can't envisage easily (...) an alternative where we may need to talk about powers of entry and enforcement, but you can certainly envisage a situation where, if somebody foolishly decided to flout the legislation and decided to run greyhound racing in an open field somewhere (...) then the powers within this Bill would allow the enforcement action to be taken. I can't think of something that we've missed on that, but, if the committee has some idea, we'd be keen to hear your thoughts on that."*⁷⁹

⁷⁷ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [136]

⁷⁸ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [142]

⁷⁹ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [144]

93. We asked two further questions on offences in follow-up correspondence. First, we asked if there are questions surrounding a dog's breed, who would determine the breed for the purposes of enforcing the offences in the Bill. The Cabinet Secretary told us:

"An inspector would determine the breed for the purposes of enforcing section 1 of the Bill.

Inspectors are provided with powers of enforcement in section 4 and schedule 2 of the Bill. The powers of enforcement include powers of entry and powers to inspect.

*In exercising the power of entry in section 4 and schedule 2 inspectors may be accompanied by other persons where appropriate, to support as needed."*⁸⁰

94. Secondly, we noted that the Explanatory Notes to the Bill state that the offence under section 1(1)(b) of organising greyhound racing in Wales could include organising such a race on "open land". We asked the Cabinet Secretary if the Bill is clear enough in what could be captured by this offence and in response he said:

"Section 1 of the Bill introduces two new offences. The first, at section 1(1)(a), makes it an offence for an operator of a stadium or a similar venue in Wales to use it, or knowingly permit it to be used, for greyhound racing.

The second, at section 1(1)(b), makes it an offence for a person to be involved in organising greyhound racing in Wales. This includes at a stadium or similar venue or anywhere else.

If the event involves organising greyhound racing anywhere where greyhounds pursue a mechanically activated lure around a track, it will fall within the scope of the offences. This reflects a key objective of the Bill to capture greyhound racing around a track anywhere else.

*The term 'open land' isn't used in the Bill. Open land is referenced in the explanatory note as an example of other places greyhound racing activity could take place."*⁸¹

⁸⁰ Letter from the Cabinet Secretary, 4 November 2025, response to question 11

⁸¹ Letter from the Cabinet Secretary, 4 November 2025, response to question 12

Commencement

95. We asked the Cabinet Secretary why he had proposed a commencement window of between 1 April 2027 and 1 April 2030. He said:

“I think it’s a recognition that, as we’ve discussed before, we do not want this track lying empty and unused. That’s one of the things that we’re trying to avoid. But, in working through that, I think it is right that we engage not only with the owners, but with the local authority and others, to look at future use and repurposing of this (...) We are looking for some further data and evidence that we need for some of our thinking on the impact assessments and so on (...) So, we think that (...) that three-year period gives sufficient time to actually work through these implications and for the track and for industry stakeholders and for GBGB to prepare for the transition to a ban.”⁸²

96. The Cabinet Secretary added that the approach is “fair and proportionate” and balances the human rights considerations as well.⁸³

97. We noted that the Bill does not require any consultation regarding when the Welsh Ministers will set the commencement date. The Cabinet Secretary told us said he did not foresee consultation taking place on that, adding:

“I think this will be a matter—subject to the consideration of the implementation group and the advice they bring forward—for this or a future Minister to actually say, ‘This now seems the reasonable and fair date for the plan to be in place’, and then to move to a future use. So, no, not another consultation on this.”⁸⁴

Review

98. The EM states that “[t]he policy objective is to introduce primary legislation to prohibit greyhound racing. If approved, the legislation will be subject to a review no later than five years after it has come into force”⁸⁵. The Bill does not provide for

⁸² Legislation, Justice and Constitution Committee, 20 October 2025, RoP [148]

⁸³ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [150]

⁸⁴ Legislation, Justice and Constitution Committee, 20 October 2025, RoP [152]

⁸⁵ EM, paragraph 10.1

such a review, so we asked the Cabinet Secretary how he will ensure that this review takes place. He explained:

“While the Bill does not include a statutory requirement for post-implementation review under the Government of Wales Act 2006 and does not establish new systems or reporting duties that would necessitate such a provision, the Welsh Government is committed to good practice in policy evaluation. A review will be undertaken within five years of commencement, with evaluation activity beginning from 12 months after the Bill comes into force.

The review will aim to measure whether the policy objectives are being met and to identify any unintended consequences in line with the Welsh Government’s principles for research and evaluation.

A post-implementation review of the legislation will play a key role in monitoring the effects and impacts of the ban. Particular attention will be given to the effectiveness of enforcement mechanisms, unintended consequences and the broader impact of the legislation and will inform ongoing policy decisions.

A post-implementation review specifically of any enforcement action as a result of the Bill will be undertaken within 3 years of the legislation coming into force, in keeping with Welsh Government Justice System Impact Identification guidance.”⁸⁶

Our view

99. We note the evidence of the Cabinet Secretary related to definitions used in the Bill, offences to be created, commencement provisions and scope for reviewing the legislation.

100. We have the following observations.

⁸⁶ Letter from the Cabinet Secretary, 4 November 2025, response to question 3

101. We note that in the EM, the Cabinet Secretary says: “Only operators and organisers will be liable for offences under the Bill”⁸⁷.

102. We believe that this statement should state that only operators and organisers will be liable for offences under section 1 of the Bill. This is because it appears to us that anyone could be guilty of an offence under paragraph 12 of Schedule 2.⁸⁸

Recommendation 3. The Cabinet Secretary should confirm which persons are liable for offences committed under section 1 of the Bill and paragraph 12 of Schedule 2 to the Bill, and, if appropriate, update the Explanatory Memorandum accordingly.

103. We also believe there may be a drafting error in the Bill. Paragraph 12(2) of Schedule 2 states “A person guilty of an offence under this section is liable on summary conviction to a fine.”; we believe the reference to “this section” should be a reference to “this paragraph”.

Recommendation 4. Should it be necessary, the Cabinet Secretary should table an amendment to the Bill to replace the word “section” in paragraph 12(2) of Schedule 2 with the word “paragraph”.

104. The Cabinet Secretary told us that a review will be undertaken within five years of commencement, with evaluation activity beginning from 12 months after the Bill comes into force. We also note the Cabinet Secretary’s comment that a post-implementation review will play a key role in monitoring the effects and impacts of the ban. However, as the Cabinet Secretary acknowledged, the Bill does not include a statutory requirement for such a post-implementation review. There is therefore no guarantee that a future Welsh Government would carry out such a review.

Recommendation 5. The Cabinet Secretary should table an amendment to the Bill to provide for a post-implementation review of the legislation.

⁸⁷ EM, paragraph 3.44

⁸⁸ EM, Annex 1: Explanatory Notes, paragraph 27