



Llywodraeth Cymru
Welsh Government

Prohibition of Greyhound Racing (Wales) Bill

Explanatory Memorandum
incorporating the
Regulatory Impact Assessment and
Explanatory Notes

September 2025

Prohibition of Greyhound Racing (Wales) Bill

Explanatory Memorandum to Prohibition of Greyhound Racing (Wales) Bill

This Explanatory Memorandum has been prepared by the Office of the Chief Veterinary Office of the Welsh Government and is laid before Senedd Cymru.

Member's Declaration

In my view the provisions of the Prohibition of Greyhound Racing (Wales) Bill, introduced by me on the 29 September 2025, would be within the legislative competence of Senedd Cymru.

Huw Irranca-Davies MS

Deputy First Minister and Cabinet Secretary for Climate Change and Rural Affairs
Member of the Senedd in charge of the Bill

29 September 2025

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PART 1 – EXPLANATORY MEMORANDUM

1. Description

The Prohibition of Greyhound Racing (Wales) 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.

2. Legislative Competence

Senedd Cymru ("the Senedd") has the legislative competence to make the provisions in the Prohibition of Greyhound Racing (Wales) Bill ("the Bill") pursuant to Part 4 of the Government of Wales Act 2006 ("GoWA 2006") as amended by the Wales Act 2017.

3. Purpose and intended effect of the legislation

Introduction

3.1. The policy objective is to prohibit greyhound racing in Wales.

Context

3.2. Greyhound racing generates strongly held opinions and a considerable degree of public and political interest.

3.3. Greyhound racing has experienced a decline in popularity in recent years with changing social attitudes, and growing concerns over animal welfare.

3.4. The Greyhound Board of Great Britain¹ (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 GBGB² across the UK. One active track remains in Wales.

3.5. Valley Greyhound Stadium³ (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.

3.6. It is our understanding that there are currently 10 greyhound trainers based in Wales who are licensed with GBGB⁴. 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.

Calls for a ban

3.7. Prior to Valley being granted a GBGB licence and due to perceived concerns over standards at the then independent track, Hope Rescue launched the Amazing Greys' project in 2018⁵. The initiative aimed to improve conditions by offering rescue spaces for surrendered greyhounds and ensuring those injured while racing received immediate veterinary care. It is reported that over 200 surplus greyhounds were taken into their care, of which 40 were reported to be injured. Following the announcement of Valley's intention to become a licensed GBGB track, potentially leading to an increase in the volume of racing, Hope Rescue submitted a petition in September 2021 calling for a ban on greyhound racing in Wales to the Senedd Petitions Committee⁶.

¹ [Greyhound Board of Great Britain | GBGB](#)

² [Racecourses | Greyhound Board of Great Britain](#)

³ [Greyhounds | Valley Greyhounds | Wales](#)

⁴ [GBGB Trainer list | Greyhound Board of Great Britain](#)

⁵ [Greyhound racing to be banned in Wales | Hope Rescue](#)

⁶ [Petitions Committee](#)

- 3.8. In 2022, the Senedd's Petitions Committee reviewed the *Ban greyhound racing in Wales* petition which received 35,101 signatures. The resulting report, *The Final Bend?*⁷ was debated in Plenary session of the Senedd on 8 March 2023. It highlighted welfare concerns raised by animal charities and the industry, and recommended a phased ban, alongside broader actions to improve greyhound welfare. The report advocated a whole-life approach to welfare, before, during, and after racing, and included additional recommendations such as licensing for Welsh Government consideration.
- 3.9. A counter-petition⁸ supporting the continuation of greyhound racing in Wales received 10,601 signatures before it closed on 22 August 2023. The counter petition submission questioned the information used to create the *Ban greyhound racing in Wales* petition and raised concerns about the potential impact of a ban on Valley. This was not brought forward for debate in the Senedd.
- 3.10. The Petitions Committee's report *The Final Bend?* outlined five recommendations for the Welsh Government regarding greyhound racing:
- **Recommendation 1** - The Welsh Government is already committed to considering licensing of greyhound racing as part of its Animal Welfare Plan. We would encourage that work being prioritised.
 - **Recommendation 2** - A majority of Committee Members believe that Welsh Government action should include a phased ban on greyhound racing in Wales.
 - **Recommendation 3** - A greyhound's racing career can make up a short part of its life. Welsh Government action to improve animal welfare should not be restricted to a ban on racing – like the industry's own strategy, it should consider the whole life of dogs, and the conditions in which they are kept before and after their racing careers. This would include the plight of dogs travelling through Wales on their way to race.
 - **Recommendation 4** - Welsh Government should ensure any changes are subject to widespread consultation, and that advice is available to those working in the industry on how to comply with any new rules or regulations.
 - **Recommendation 5** - In considering a ban on greyhound racing, the Welsh Government should also look at other sports where animals compete.
- 3.11. Two targeted questions were taken forward and were included in the *Licensing of Animal Welfare Establishments, Activities and Exhibits* consultation⁹ discussed in Chapter 4.

⁷ [The Final Bend?](#)

⁸ [A counter-petition](#)

⁹ [Licensing of animal welfare establishments, activities and exhibits | GOV.WALES](#)

- 3.12. Greyhound racing has been a topic of interest to Senedd Members with cross-party support for several years. Greyhound racing was most recently debated in the Senedd¹⁰ on 12 February 2025.
- 3.13. Data published by GBGB¹¹ in June 2025, provides data up to and including 2024. It shows that from 355,682 dog runs in total for 2024, falling from 364,981 in 2023, there were 3,809 reported injuries, falling from 4,238 and 123 track-related fatalities, rising from 109 in 2023.
- 3.14. The 2024 figures incorporated Valley for the first time, following its affiliation with GBGB in late 2023. We have limited data from Valley; while its data is now included in the recently published GB-wide statistics, it is not identifiable or reported separately.
- 3.15. There is no indication that injury or fatality rates at Valley differ significantly from this trend, as it adheres to the same GBGB standards as other licensed tracks.
- 3.16. The GBGB-licensing of Valley has been reported¹² to have improved welfare oversight through GBGB's set of standards and conditions including veterinary oversight. It is also reported that Valley have invested in upgrades to the track and its facilities¹³. There has also been an increase in race meetings and a commercial media contract¹⁴, since Valley have been licensed by GBGB. Valley now hosts three race meets per week¹⁵, each comprising approximately 11 to 12 races with up to six greyhounds per race, an increase from its previous schedule of one meet per week during its time as an independent track.

Current legislation

- 3.17. In Wales there is currently no specific legislation for the welfare of greyhounds. However, as with all animals, their welfare does fall under the scope of the following, wider legislation:
- **The Animal Welfare Act 2006**¹⁶ makes it a criminal offence for any person responsible for an animal to fail to provide for their animal's welfare needs. Under section 9 of the 2006 Act, a person responsible for an animal has a duty to provide for that animal's needs, which include: its need for a suitable environment; its need for a suitable diet; its need to be able to exhibit normal behaviour patterns; its need to be housed with, or apart from, other animals; and its need to be protected from any pain, suffering, injury or disease. The 2006 Act also makes it a criminal offence to cause an animal any unnecessary pain or suffering.

¹⁰ [Plenary 12/02/2025 - Welsh Parliament](#)

¹¹ [Injury and Retirement Data | Greyhound Board of Great Britain](#)

¹² [Greyhound Racing Regulator Welcomes Clear Show of Support for Licensing in Wales | Greyhound Board of Great Britain](#)

¹³ [Open Letter: Licensed Greyhound Racing in Wales](#)

¹⁴ [News - Valley Greyhounds](#)

¹⁵ [RACING | Harlow Greyhounds](#)

¹⁶ [Animal Welfare Act 2006](#)

- **The Welfare of Animals (Transport) (Wales) Order 2007¹⁷** (made under the Animal Health Act 1981) makes it an offence to transport any animal in a way which causes, or is likely to cause, injury or unnecessary suffering to that animal.
- **Microchipping of Dogs (Wales) Regulations 2015¹⁸** which impose a duty on every keeper of a dog in Wales to have their dog microchipped.
- **The Animal Welfare (Breeding of Dogs) (Wales) Regulations 2014¹⁹** which provide for the licensing of persons who breed dogs in Wales.

3.18. In England, the Welfare of Racing Greyhounds Regulations 2010²⁰ aims to ensure consistent welfare standards, but there are no similar regulations in Wales. The Welfare of Racing Greyhounds Regulations 2010 were introduced in England to ensure minimum welfare standards at all greyhound racing tracks that are not licensed by the GBGB. Under the regulations, local authorities are responsible for licensing these independent tracks and enforcing standards related to veterinary care, kennelling, microchipping, and record-keeping. The GBGB is recognised within the regulations as a trusted regulatory body and therefore tracks under its jurisdiction are exempt from separate licensing under these rules. The regulations aim to ensure that all greyhound racing tracks in England, whether GBGB-licensed or not, are subject to appropriate welfare oversight.

3.19. Defra's Post Implementation Review of the *Welfare of Racing Greyhounds Regulations 2010*²¹ concluded that the regulations were largely effective in achieving their core aims, particularly by raising welfare standards at independent greyhound racing tracks and improving traceability of greyhounds during their racing careers. The review confirmed that the regulations successfully brought independent tracks up to a minimum standard comparable to those regulated by the GBGB, which is recognised in the regulations as a trusted body and therefore if GBGB licensed, no local authority licensing is required. The review also identified limitations, noting that the regulations only applied to track-based welfare and did not extend to trainers' kennels, breeding, transportation, or post-racing care. Stakeholders raised concerns about the lack of transparency in injury and retirement data and the limited impact of the regulations at GBGB tracks, where similar standards were already in place.

3.20. The Prohibition of Greyhound Racing (Scotland) Bill²² is a Member's Bill introduced by Scottish Green Party Mark Ruskell MSP, with the aim of banning greyhound racing in Scotland. The Bill, as proposed, seeks to make it a criminal offence to permit greyhounds to race at racetracks, citing serious animal welfare concerns. These include high injury and fatality rates, poor living conditions, and the euthanasia of greyhounds deemed unfit to race.

¹⁷ [Welfare of Animals \(Transport\) \(Wales\) Order 2007](#)

¹⁸ [The Microchipping of Dogs \(Wales\) Regulations 2015](#)

¹⁹ [The Animal Welfare \(Breeding of Dogs\) \(Wales\) Regulations 2014](#)

²⁰ [The Welfare of Racing Greyhounds Regulations 2010](#)

²¹ [Welfare of racing greyhounds: post implementation review of the 2010 Welfare of Racing Greyhounds Regulations - GOV.UK](#)

²² [Proposed Prohibition of Greyhound Racing Scotland Bill | Scottish Parliament Website](#)

3.21. The draft proposal was lodged on 7 February 2024, followed by a public consultation that closed on 1 May 2024. The consultation received 790 responses, with strong public support for the ban. The final proposal was lodged on 26 June 2024, and the Greyhound Racing (Offences) (Scotland) Bill, was formally introduced to the Scottish Parliament in April 2025. If passed, Scotland would follow Wales in legislating to end greyhound racing, leaving England as the only GB nation without a ban.

National and international picture

3.22. The Scottish Government commissioned a report²³ published 9 March 2023, on the welfare of greyhounds used for racing in response to concerns raised by the public and animal welfare organisations. Specifically, the Rural Affairs, Islands and Natural Environment²⁴ (RAINE) Committee of the Scottish Parliament requested the Scottish Animal Welfare Commission (SAWC)²⁵ to investigate the welfare of racing greyhounds.

3.23. This request was partly driven by a public petition which garnered 29,686 signatures calling for an end to greyhound racing in Scotland²⁶. The report aimed to address concerns by evaluating the welfare conditions of greyhounds throughout their lives, from birth to retirement, and to provide recommendations for improving their treatment.

3.24. The 2023 SAWC report offered a thorough ethical and scientific assessment on the welfare of greyhounds used in racing in Scotland²⁷. They concluded that greyhounds would likely experience improved welfare if not used in racing. The report identified serious risks, such as injuries on UK-style oval tracks, and highlighted the industry's reluctance to implement the substantial reforms needed to address these issues. Although commissioned by the Scottish Government, the report provides valuable insight for Wales, on wider issues for greyhounds in racing.

3.25. Globally, the greyhound racing industry is facing increasing scrutiny, with New Zealand and several Australian states reviewing or actively phasing out the practice due to persistent welfare concerns. International evidence²⁸ consistently highlights breed-specific issues, including high injury rates, poor post-racing outcomes, and systemic welfare risks linked to the commercial nature of the sport.

²³ [Welfare of greyhounds used for racing: report - The Scottish Government](#)

²⁴ [Session 6 Rural Affairs and Islands Committee | Scottish Parliament Website](#)

²⁵ [Scottish Animal Welfare Commission - gov.scot](#)

²⁶ [End greyhound racing In Scotland - Petitions](#)

²⁷ [Ethical Analysis and Critical Issues - Welfare of greyhounds used for racing: report - gov.scot](#)

²⁸ [Racing Policy - dia.govt.nz](#)

- 3.26. In April 2021 the New Zealand (NZ) Government commissioned a review of animal welfare and safety in the greyhound racing industry by Sir Bruce Robertson (the Robertson review)²⁹. On 10 December 2024, the NZ Minister for Racing announced³⁰ the Government's plans to close down the greyhound racing industry in NZ, with the intention of racing ceasing on 31 July 2026. The formation of a Ministerial Advisory Committee to oversee the closure and its terms of reference was also announced.
- 3.27. In 2024 the NZ government introduced, the Racing Industry (Unlawful Destruction of Specified Greyhounds) Amendment Act 2024³¹ which amends the Racing Industry Act 2020³² to prohibit the destruction (by any means) of greyhounds registered with New Zealand Greyhound Racing Association Incorporated (GRNZ), unless it is done by a veterinarian for a reason specified in the greyhound euthanasia policy of GRNZ, or by a person acting under the authority of any other legislation. The Bill aims to prevent unnecessary or unlawful euthanasia of racing greyhounds in anticipation of a ban in NZ.
- 3.28. The Animal Welfare (Prohibition of Greyhound and Other Sighthound Racing) Amendment Bill (Draft for Consultation)³³. This draft Member's Bill proposes a complete ban on greyhound and sighthound racing in NZ by amending the Animal Welfare Act 1999³⁴. It introduces a new section (31A) that would make it an offence to own, train, breed, race, or promote greyhound or sighthound racing. The Bill is grounded in concerns over ongoing injuries and deaths in the industry and argues that such racing is inconsistent with the recognition of animal sentience and welfare obligations under NZ law. At the time of this publication the bill is currently in the consultation phase and has not yet been introduced.
- 3.29. In Australia, greyhound racing remains legal in all states and territories except the Australian Capital Territory (ACT), which banned the sport in 2018 due to serious animal welfare concerns. In the state of New South Wales (NSW) following the completion of the Special Commission of Inquiry into the Greyhound Racing Industry in NSW in June 2016³⁵, Premier Mike Baird announced on 7 July 2016 that NSW will become the first Australian State to shut down greyhound racing, this decision was reversed a few months later.

²⁹ [Review into Greyhound Racing in New Zealand 2021_0.pdf](#)

³⁰ [Government announces future of greyhound racing in New Zealand | Beehive.govt.nz](#)

³¹ [Racing Industry \(Unlawful Destruction of Specified Greyhounds\) Amendment Bill 109-1 \(2024\), Government Bill – New Zealand Legislation](#)

³² [Racing Industry Act 2020 No 28 \(as at 28 June 2025\), Public Act – New Zealand Legislation](#)

³³ [animal-welfare-prohibition-of-greyhound-and-other-sighthound-racing-amendment-bill.pdf](#)

³⁴ [Animal Welfare Act 1999 No 142 \(as at 05 April 2025\), Public Act Contents – New Zealand Legislation](#)

³⁵ [Report of the Special Commission of Inquiry into the Greyhound Racing Industry in New South Wales](#)

- 3.30. In 2017, the University of Technology Sydney (UTS) submitted a report to Greyhound Racing New South Wales (GRNSW) titled *Identifying Optimal Greyhound Track Design for Greyhound Safety and Welfare*³⁶. The report explored how track design affects greyhound safety. It found that tight turns and uneven surfaces increase injury risk and used biomechanical studies and computer simulations to test safer track layouts. Based on these findings, UTS recommended improvements like better banking, smoother transitions, and upgraded materials to improve safety. These insights helped inform GRNSW's Track Safety & Welfare Strategy 2024³⁷, which includes an \$18.3 million investment in safer tracks and the closure of those not meeting new standards.
- 3.31. International evidence on greyhound racing is helping us to better understand its broader welfare implications. This body of research, drawn from countries with established greyhound racing industries, offers insights into issues such as track safety, injury rates, and post-racing outcomes.

Rationale

- 3.32. 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 stakeholders³⁸ include the rate of injury and fatality, euthanasia, overbreeding, and inadequate provisions for post-racing care and retirement.
- 3.33. 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.
- 3.34. As outlined in the Animal Welfare Plan for Wales 2021 to 2026³⁹, 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 petition signed by over 35,000 people, we are taking decisive action to safeguard the welfare of racing greyhounds.
- 3.35. This move to ban aligns with our broader strategy to introduce a national model for regulating animal welfare establishments and activities, ensuring consistent, proportionate, and enforceable standards across Wales.

³⁶ [OPUS at UTS: Identifying optimal greyhound track design for greyhound safety and welfare-Phase II-Progress Report-1 January 2016 to 31 December 2017 - Open Publications of UTS Scholars](#)

³⁷ [GRNSW - GRNSW Announce New Track Safety & Welfare Strategy](#)

³⁸ [Licensing of animal welfare establishments, activities and exhibits | GOV.WALES](#)

³⁹ [Animal Welfare Plan for Wales 2021 to 2026 | GOV.WALES](#)

- 3.36. An Implementation Group will help transition, allowing us to collaborate with stakeholders to ensure that the welfare of greyhounds, the interests of affected communities, and the integrity of our animal welfare framework are all upheld.

Prohibition of Greyhound Racing (Wales) Bill

- 3.37. The Prohibition of Greyhound Racing (Wales) Bill makes it an offence for a person who is an operator of a stadium or similar venue in Wales to use it, or knowingly permit it to be used for greyhound racing. The Bill also makes it an offence for a person 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.

Enforcement of the Prohibition of Greyhound Racing (Wales) Bill

- 3.38. Inspectors are persons appointed by a county council, county borough council or Welsh Ministers. The Bill, should it become law, will be enforced by Local Authorities.
- 3.39. The Schedule makes provision about the appointment of inspectors and the powers of enforcement, including powers of entry and search. The limits of these powers are detailed in the Schedule and summarised below.
- 3.40. The Bill gives inspectors powers to enter premises, there must be reasonable grounds for suspecting that an offence is being, has been or is about to be committed or that evidence of the commission of such an offence may be found. Inspectors may not enter premises used as a dwelling without the consent of the occupier or person in charge of the premises or a warrant authorising them to do so, issued by a justice of the peace. The Bill has been drafted with due regard to human rights, and the Schedule sets out the conditions that must be satisfied before a warrant may be granted and the limitations of a warrant.
- 3.41. The Bill gives inspectors powers to seize any item, except a dog, that is found on the premises and which the inspector reasonably believes to be evidence of the commission of an offence under section 1.
- 3.42. Inspectors may use reasonable force where necessary to exercise a power of entry and may take onto premises any such persons required and any necessary equipment and materials to assist in their duties. Those assisting could include specialists, for example a veterinary surgeon.
- 3.43. A person guilty of failing to comply with a requirement reasonably made by an inspector or intentionally obstructing an inspector when the inspector is carrying out their duties is liable on summary conviction to a fine.
- 3.44. Only operators and organisers will be liable for offences under the Bill. Attendees, competitors, and any other individuals present will not be subject to these offences.

3.45. The Regulatory Impact Assessment (RIA) (Section 6) includes an assessment of the impacts of introducing this legislation.

The Implementation Group

3.46. We want to ensure greyhounds, their owners, and those involved in the industry, can wind down from this activity in a planned and reasonable way. This includes safeguarding the welfare of greyhounds currently within the industry, while ensuring there is minimal impact to the local community and economy.

3.47. An Implementation Group was announced⁴⁰ on 11 July 2025, to guide the transition towards an intended ban. It will provide advice and practical guidance to the Welsh Ministers, as officials oversee the transition away from greyhound racing. The welfare of greyhounds will be a priority, alongside the impacts on the local community and economy.

3.48. The Implementation Group will:

- Protect the welfare of those racing greyhounds currently in the industry and during the implementation of the ban.
- Protect the potential increased pressure on the rescue sector brought about by a ban.
- Set out the best practice for the transition, by considering approaches of similar proposals and bans in other countries.
- Offer potential practical solutions to mitigate the social and economic impacts of the consequences of the greyhound racing ban.
- Assist and support the transition of the industry owners and workers away from greyhound racing.

3.49. The Implementation Group is made up of individuals representing a broad spectrum of the industry, animal health and welfare, and social and community sectors.

⁴⁰ <https://www.gov.wales/written-statement-implementation-group-guide-transition-towards-ban-greyhound-racing-wales>

4. Consultation

Reasons for not consulting on the draft Bill

- 4.1. There has been no formal consultation on the draft Bill itself before introduction. However, the underlying policy has been subject to consultation, as outlined below.

Background

- 4.2. The Animal Welfare Plan for Wales 2021-2026 (AWPW)⁴¹ was formulated following the publication of the Programme for Government (PfG) in 2021. As part of the AWPW, Welsh Government (WG) committed to a review of existing legislation relevant to activities involving animals, to develop a priority list of proposed new licensing regulations and to launch a public consultation on these priorities in 2023.
- 4.3. Animal Welfare is a WG priority, and our ambition is for all animals in Wales to have a good life. Our AWPW 2021-2026 sets out how we will implement these commitments.
- 4.4. Building on an earlier targeted call for evidence, carried out with Welsh Local Authorities, our Local Authority Enforcement Project, and our Animal Welfare Networks. The call for evidence identified gaps in existing legislation and produced a priority list of areas for further consultation. Together, they formed the first phase of development of a national model for the regulation of animal welfare, which is a PfG commitment.
- 4.5. Four key themes were subsequently established for the consultation – animal welfare establishments, animal activities, animal exhibits and racing dogs. The twelve-week public consultation on proposals to licence animal welfare establishments, activities and exhibits⁴² was launched on 08 December 2023 and closed on 01 March 2024.
- 4.6. Consultation respondents were asked to consider eight questions. In order, these related to animal welfare establishments (Q1), animal activities (Q2), animal exhibits (Q3), licensing for racing dog trainers/keepers/owners (Q4), opinion and evidence for or against a phased ban on greyhound racing (Q5), and the impact on the Welsh language (Q6 and 7). Question 8 was a final, free-text opportunity to expand on previous questions or share further views.
- 4.7. The consultation sought views on proposals to introduce licensing regulations to animal activities, establishments and exhibits. Activities in scope of the consultation were varied, ranging from animal rescues, sanctuaries and rehabilitation centres to pet services (including grooming, walking, day care and boarding) to equine services, human-animal engagements (such as pet therapy), animal exhibits and the owning training and keeping of racing dogs.

⁴¹ [animal-welfare-plan-wales-2021-26.pdf](#)

⁴² [Licensing of animal welfare establishments, activities and exhibits | GOV.WALES](#)

- 4.8. As outlined in Chapter 3, in 2022, the Senedd's Petitions Committee reviewed the *Ban greyhound racing in Wales* petition⁴³ which received 35,101 signatures. The resulting report, *The Final Bend?*⁴⁴ was debated in Plenary on 8 March 2023⁴⁵. It highlighted welfare concerns raised by animal charities and the industry, and recommended a phased ban, alongside broader actions to improve greyhound welfare. The report advocated a whole-life approach to welfare, before, during, and after racing, and included additional recommendations such as licensing for WG consideration.
- 4.9. In recognition of significant interest from animal welfare charities campaigning for the welfare of racing greyhounds and following the recommendations from the Petitions Committee's report, *The Final Bend?*, two targeted questions were included in the *Licensing of Animal Welfare Establishments, Activities and Exhibits* consultation.
- 4.10. These questions specifically addressed the potential licensing of greyhound owners, keepers, breeders, and trainers, as well as the consideration of a phased ban on greyhound racing. There were 1180 responses to the consultation, with 1032 relating to the licensing of greyhound owners, keepers and trainers.
- 4.11. Question 4 asked whether owners and/or keepers or trainers of racing dogs (including greyhounds) should be subject to licensing. A total of 1032 responses were received for Q4, 55.5% of respondents were in favour of licensing, 40.6% of respondents were against licensing, with 3.9% of respondents selecting they didn't know.
- 4.12. The majority of respondents were in favour of licensing owners and/or keepers or trainers of racing dogs (including greyhounds) and a significant majority of those that were not in favour were not supportive of the industry. There was specific support for the licensing of owners and/or keepers and trainers involved in commercial greyhound racing throughout the responses. Among these responses, some felt that current industry-led regulation is sufficient, while others argued that no form of licensing could adequately protect racing dogs and called for the abolition of greyhound racing.
- 4.13. The overwhelming argument in this group was that as much as possible had to be done to protect the welfare of racing greyhounds now, with a view to phasing out greyhound racing in the future.
- 4.14. Respondents highlighted that a robust licensing regime was welcomed to ensure high welfare standards of racing dogs throughout their whole life. Many respondents in this group were unaware that statutory licensing was not in place and expressed concern with this position.

⁴³ [Ban greyhound racing in Wales - Petitions](#)

⁴⁴ [The Final Bend?](#)

⁴⁵ [Agenda for Plenary on Wednesday, 8 March 2023, 13.30](#)

4.15. Respondents felt that greyhound racing in Wales lacked sufficient regulation, which many believed contributed to increased public criticism of the industry. A number of respondents expressed a desire to fully understand the implications of a potential ban, with many favouring a phased approach to ending the practice rather than an immediate prohibition. Views on the issue varied, but several key welfare concerns were consistently raised in relation to commercial greyhound racing, including:

- the rate of injuries and euthanasia during racing,
- overbreeding and wastage,
- insufficient kennelling,
- husbandry and transportation,
- retirement process,
- the lack of any current statutory regulation of the industry.

4.16. Further to the above Q4 on the licensing of owners, keepers, or trainers of racing dogs, Q5 asked for evidence to justify or negate consideration of a phased ban in future and asked respondents to select what most appropriately reflected their opinion on greyhound racing. A total of 1031 responses were received for Q5. 64.7% of respondents were in favour of a phased ban, 25.1% were against a phased ban, with 10.2% undecided.

4.17. The majority of consultation responses (64.7%) expressed unfavourable views towards greyhound racing and supported a ban, this reflected a strong strength of feeling among respondents, 25.1% were against a phased ban, although of these 1.5% were against because they supported an immediate ban. Of the group supporting the ban, there was strong concern expressed for the welfare of greyhounds on and away from the track, the exploitation of greyhounds and their poor post racing career outcomes. Moral and ethical arguments of using dogs for recreational sport and a change in societal attitudes were cited⁴⁶.

4.18. Among those opposed to a phased ban, 25.1% were against, while 10.2% were undecided. Respondents reasoned a phased ban on greyhound racing would have an economic and cultural impact. Comments mentioned the potential effect on livelihoods, erasing a culturally significant sport, prejudice of specific demographics, and the possible extinction of racing breeds. Many in this group suggested further regulation and licensing could address perceived welfare concerns without needing a ban, with many highlighting the existing regulation by GBGB.

4.19. Overall, respondents in support of a ban expressed strong concern for the welfare of greyhounds, a sense of urgency to end greyhound racing, and a belief that the industry is unethical and no longer has a social licence to operate.

⁴⁶ [Licensing of animal welfare establishments, activities and exhibits | GOV.WALES](#)

4.20. The Summary of responses⁴⁷ to the consultation on the *Licensing of animal welfare establishments, activities, and exhibits* was published in December 2024. In February 2025, the Deputy First Minister and Cabinet Secretary for Climate Change and Rural Affairs, Huw Irranca-Davies said that now is the right time to move to ban greyhound racing⁴⁸ in Wales and has since set out the Welsh Government's response⁴⁹ to the consultation on the licensing of animal welfare establishments, activities, and exhibits, through a written statement⁵⁰.

Ongoing stakeholder engagement

4.21. As outlined in Chapter 3, the Implementation Group⁵¹ will provide advice and practical guidance to the Welsh Ministers, as part of the transition away from greyhound racing. The Implementation Group's membership includes representation from Valley and from the media company SIS Ltd.

4.22. The Greyhound Board of Great Britain (GBGB) are also a key stakeholder for the Bill. While they have declined the opportunity of a seat on the Implementation Group, we will continue to engage with them to ensure they are kept informed of the Bill's progress and direction.

4.23. Through the Implementation Group, engagement will take place with those affected by the ban, including trainers and owners of racing greyhounds, to better understand the potential impacts of the Bill. In addition, officials will hold discussions with other key stakeholders to ensure a broad and informed understanding of the transition process.

4.24. As the transition progresses, the Implementation Group will be instrumental in identifying practical solutions to complex issues, advising and helping to manage impacts. Their ongoing engagement will ensure that the process is open, fair, and based on clear evidence and good practice.

⁴⁷ [Licensing of animal welfare establishments, activities and exhibits | GOV.WALES](#)

⁴⁸ [Wales moves to ban greyhound racing | GOV.WALES](#)

⁴⁹ [Welsh-government-response](#)

⁵⁰ [Written Statement: The Welsh Government response to the consultation on the 'Licensing of animal welfare establishments, activities and exhibits, including greyhound racing'](#)

⁵¹ [Greyhound Racing Ban Implementation Group | GOV.WALES](#)

5. Power to make subordinate legislation

5.1. The Bill contains a provision to make subordinate legislation. Table 5.1 (subordinate legislation) sets out in relation to this provision:

- (i) the person upon whom, or the body upon which, the power is conferred;
- (ii) the form in which the power is to be exercised;
- (iii) the appropriateness of the delegated power;
- (iv) the applied procedure; that is, whether it is “affirmative”, “negative”, or “no procedure”, together with reasons why it is considered appropriate.

Table 5.1: Summary of powers to make subordinate legislation in the provisions of the Prohibition of Greyhound Racing (Wales) Bill

Section	Power conferred on	Form	Appropriateness of delegated power	Procedure	Reason for procedure
5(2)	Welsh Ministers	Order	Provision in relation to the commencement of specified sections of the Act. This is suitable for commencement by Order as coming into force needs to be timed to ensure delivery arrangements are in place.	No procedure	This order relates to commencement and is technical in nature.

PART 2 – REGULATORY IMPACT ASSESSMENT

6. Regulatory Impact Assessment (RIA) summary

- 6.1. A Regulatory Impact Assessment has been completed for the Bill, and it follows below.
- 6.2. There are no specific provisions in the Bill which charge expenditure on the Welsh Consolidated Fund.

Table A

- 6.3. The following table presents a summary of the costs and benefits for the Bill as a whole. The table has been designed to present the information required under Standing Order 26.6 (viii) and (ix).

<i>Prohibition of Greyhound Racing (Wales) Bill</i>		
Preferred option: Option 3 - Prohibit the racing of greyhounds in Wales.		
Stage: Introduction	Appraisal period: 2027/28 - 2031/32	Price base year: 2024-25
Total Cost Total: £-11,000 Present value: £-9,200	Total Benefits Total: £0 Present value: £0	Net Present Value (NPV): £9,200

Administrative cost

Costs:

There is one active greyhound racing stadium in Wales, Valley Greyhounds Ltd.

The Welsh Government will incur a small implementation cost to develop bilingual guidance for the Prohibition of Greyhound Racing (Wales) Bill, including stakeholder engagement, estimated at £6,600. Additional communication costs of approximately £1,400 will also be incurred. All costs are expected between 2027-30. There are unlikely to be any cost-savings of significance.

The local authority will act as the enforcement body for the legislation, using its existing licensing officers to take enforcement action as needed. While the cost of a single operation to enforce the Bill has been estimated at between £5,000 and £10,000, we are not anticipating an additional enforcement cost because we are not anticipating any breaches of the law. Our best estimate of this cost is therefore £zero.

It is anticipated there will be no significant impact anticipated for Police Forces or the justice system. The estimated cost is £zero.

Transitional: £8,000	Recurrent: £0	Total: £8,000	PV: £7,400
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Cost-savings:

There is expected to be an administrative cost-saving through a reduction in correspondence from individuals and stakeholders calling for a ban on greyhound racing. Although there is likely to be an increase in correspondence from supporters of greyhound racing, the net impact is an estimated £3,800 per annum administrative cost-saving.

Transitional: £0	Recurrent: £19,000	Total: £19,000	PV: £16,600
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Net administrative cost-saving: £11,000

Compliance costs

The direct impact of a ban would be expected to fall on Valley Greyhounds Ltd through a loss of profits. It has not been possible to monetise this potential compliance cost due to an absence of publicly available information and the cost is therefore unknown. However, it is expected that compliance costs will outweigh the small administrative cost-saving identified in the sections above.

Transitional: £0	Recurrent: £0	Total: £0	PV: £0
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Other costs

The prohibition of greyhound racing would result in a direct financial loss to the Valley Stadium business, which currently profits from greyhound racing. The financial impact on the owners is not known, due to the lack of available data on its financial activities linked to greyhound racing.

Employment at the track would be adversely affected. This would include those directly employed as well as contracts for services at the track, for example cleaning and catering. While the exact number of full-time and part-time staff is unknown, we understand that 12 trainers are attached to the track according to GBGB's trainer list. The employed staff, associated businesses and trainers, along with their respective employees, would all face a loss of income. Overall, any negative employment impacts are expected to be small when viewed in the context of general labour market churn in Wales.

Additional income loss may occur for individuals and businesses not directly employed by Valley Stadium, such as those offering goods and services. The track hosts a notable number of races, with live streaming serving as the primary draw for audiences; local footfall (spectators at races) is believed to be limited. As a result, the wider economic impact to the local community is likely to be limited, primarily affecting those directly employed by the stadium alongside the trainers and keepers of racing greyhounds.

Local businesses (e.g. pubs, restaurants) may see reduced spend, though this is likely to be displaced locally.

There may be minor reductions in travel-related emissions due to fewer visitors to the site.

There is potential for future environmental costs depending on the site's use, given its location and environmental sensitivities.

There may be a short-term cost to animal charities for rehoming retired greyhounds, which could be eased by a transition period (e.g. 2027–2030). Any such costs at this time would be speculative. The Implementation Group includes representatives from animal welfare groups, amongst others, to help mitigate the impact on current owners and safeguard the welfare of greyhounds currently within the industry.

It has not been possible to quantify these costs.

Transitional: £0	Recurrent: £0	Total: £0	PV: £0
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Unquantified costs and disbenefits

The unquantifiable costs to Valley Greyhounds Ltd and other individuals and businesses with links to the track have been summarised in the sections above.

In addition, members of the public who attend races may also lose the recreational value and enjoyment they derive from the activity. Some may choose to travel to tracks outside Wales to continue participating, incurring additional travel time and associated costs. However, the scale of these impacts is unknown due to a lack of data on attendance patterns and the extent of public engagement. These disbenefits are therefore acknowledged qualitatively, but it is not possible to monetise them within this assessment.

Benefits

The prohibition is expected to deliver a range of social, cultural, and animal welfare benefits. The way we treat animals is an important reflection of the values of our society. Prohibiting greyhound racing would eliminate the risk of injury, fatality and poor post racing outcomes for racing greyhounds. This aligns with growing public concerns expressed around greyhound racing, including with regard to ethical standards. It may enhance Wales's reputation as a nation committed to high welfare standards. Environmental benefits may arise from reduced travel to the stadium and energy use linked to race events. The policy may encourage cultural shifts towards more ethical forms of animal interaction.

It could free up the stadium or land for alternative uses, for example by the community or environmentally beneficial uses. While difficult to define and quantify, these benefits are considered possible and long-term in nature.

Total: £0	PV: £0
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Key evidence, assumptions and uncertainties

Valley Stadium could continue to provide community benefits through alternative sporting or recreational activities. However, there remains a high degree of uncertainty regarding the potential impacts on the only greyhound racetrack in Wales and any associated industries. Due to this uncertainty, it has not been possible to quantify the costs of these impacts at this stage.

Affordability Assessment

Overview

6.4. This assessment considers the affordability of the Prohibition of Greyhound Racing (Wales) Bill for relevant public sector organisations in Wales and considers its subsequent financial implications for these bodies.

Assessment Summary

6.5. Following a review of the legislative proposals and associated implementation plans, it is concluded that:

- There are no new financial costs arising for Welsh Government as a direct result of the Bill. All of the costs and cost-savings identified in the RIA represent opportunity costs/cost-savings associated with existing staff time.
- There are no new financial implications anticipated for local authorities, enforcement agencies, or other public sector organisations.

Rationale

- The Bill introduces a prohibition on greyhound racing, which is currently limited to a single business in Wales.
- The implementation approach is designed to be proportionate and the coming into force dates of between April 2027 and April 2030 allows for flexibility to allow for a smooth transition without requiring additional public sector resources.
- No new regulatory or enforcement mechanisms are being created that would necessitate public expenditure.
- Existing animal welfare officers within the local authority, as the enforcement body, are anticipated to continue operating within their current remits and budgets and absorb any activity that may arise.
- The Implementation Group has representatives from the Welsh Local Government Association (WLGA) and Caerphilly County Borough Council and this will be reviewed as the Bill progresses through the stages.

Conclusion

6.6. The Prohibition of Greyhound Racing (Wales) Bill is not expected to result in any additional financial burden on public bodies. The policy has been designed so that the transition away from greyhound racing is managed within existing structures and resources. On this basis, the Bill is considered to be affordable to Welsh public bodies.

The Competition Assessment

- 6.7. Understanding and analysing the effects on competition of existing and proposed laws, regulation and policy is important to avoid any unintended consequences or distortions to markets.
- 6.8. The Welsh Government's competition filter test has been applied to the Bill which is the preferred option as set out in the Regulatory Impact Assessment.

The competition filter test	Answer (Yes or No)
Q1: In the market(s) affected by the new regulation, does any firm have more than 10% market share?	Yes
Q2: In the market(s) affected by the new regulation, does any firm have more than 20% market share?	Yes
Q3: In the market(s) affected by the new regulation, do the largest three firms together have at least 50% market share?	Yes
Q4: Would the costs of the regulation affect some firms substantially more than others?	Yes
Q5: Is the regulation likely to affect the market structure, changing the number or size of firms?	Yes
Q6: Would the regulation lead to higher set-up costs for new or potential suppliers that existing suppliers do not have to meet?	No
Q7: Would the regulation lead to higher ongoing costs for new or potential suppliers that existing suppliers do not have to meet?	No
Q8: Is the sector characterised by rapid technological change?	No
Q9: Would the regulation restrict the ability of suppliers to choose the price, quality, range or location of their products?	Yes

- 6.9. Valley Greyhound Stadium⁵², located in Ystrad Mynach, is the only remaining greyhound racing track in Wales. Opened in 1976, it operated unlicensed until August 2023, when it became licensed by the GBGB, with its first GBGB-licensed race held in November 2023. It is classed as a small business, having fewer than 50 employees.

⁵² [Greyhounds](#) | [Valley Greyhounds](#) | [Wales](#)

- 6.10. While it is understood that there are 18 other GBGB licensed greyhound racing tracks located elsewhere in the UK, the degree of market competition between Valley Greyhound Stadium and the other tracks would appear to be limited.
- 6.11. The Stadium currently has a media contract with Sports Information Services (SIS Ltd.). At this time, the financial value and end date of this contract is not known.
- 6.12. The proposal to ban greyhound racing in Wales, means we will ultimately prevent the Stadium's ability to host greyhound racing. It may may also impact on the contract they hold with SIS Ltd.
- 6.13. It is acknowledged the ban will have a negative impact on the Stadium's ability to operate as a venue for greyhound racing. The legislation will also prevent any further greyhound racing tracks opening in Wales in the future. These are intended effects of the policy.

7. Options

- 7.1. As outlined in Chapter 3 of the Explanatory Memorandum the policy objective is to prohibit greyhound racing in Wales.
- 7.2. Three options have been considered to achieve the Welsh Government's stated objective of prohibiting greyhound racing in Wales.
- Option 1 – Business as Usual – allow greyhound racing to continue in Wales.
 - Option 2 – Introduce a licencing scheme for owners and/or keepers or trainers of greyhounds.
 - Option 3 – Introduce primary legislation to prohibit greyhound racing in Wales.
- 7.3. Each option is described below along with, where applicable, associated costs and benefits. This RIA does not explore Options 1 and 2 in detail because they do not meet the policy objective.

Option 1: Business as usual – allow greyhound racing to continue in Wales

- 7.4. Valley Greyhound Stadium⁵³ (Valley), located in Ystrad Mynach, is the only remaining greyhound racing track in Wales. Opened in 1976, it operated legally as an unlicensed track until August 2023, when it became licensed by GBGB, with its first GBGB-licensed race held in November 2023.
- 7.5. Whilst the greyhound racing industry is understood to have been steadily declining, with track closures and reduced attendance, Valley hosts regular race meetings, and the number of races held has increased since it became licensed with GBGB. Valley now hosts three race meets per week, an increase from its previous schedule of one meet per week during its time as an independent unlicensed track.
- 7.6. It is believed this is largely due to Valley's main source of income, a live streaming contract with Sports Information Services (SIS) Ltd. SIS pays licensed tracks for the rights to broadcast live greyhound races to betting shops and online platforms.
- 7.7. As a result, it is considered very unlikely that greyhound racing at Valley will begin to reduce. It is more likely that the volume of greyhound races held at Valley will remain stable or increase, driven by its live streaming agreements.

⁵³ [Greyhounds | Valley Greyhounds | Wales](#)

- 7.8. Should the number of greyhound races held at Valley remain stable or increase, the number of greyhounds being required to be raced is likely to remain stable or increase. It is reasonable to anticipate that the risks to greyhound welfare, including both track related injuries and race-related fatalities, will reflect the trends consistently observed in the annually published injury and fatality data⁵⁴ under GBGB-regulated racing. This could increase the strength of public feeling and stakeholder pressure that has called for a ban on greyhound racing.
- 7.9. As discussed in Chapter 3 of the Explanatory Memorandum, in April 2025 an Opposition Member of the Scottish Parliament, Mark Ruskell MSP, introduced a private members Bill, The Prohibition of Greyhound Racing (Scotland) Bill⁵⁵, to ban greyhound racing in Scotland⁵⁶. The Bill is currently at Stage 1 and, if passed by the Scottish Government, and should the Bill receive Royal Assent, greyhound racing in Scotland will eventually be banned.
- 7.10. Greyhound racing remains legal in England and the UK Government indicated in February that it has no intention⁵⁷ to ban greyhound racing in England.
- 7.11. “Business as usual” would not meet the policy objective of prohibiting greyhound racing in Wales.

Option 2: Introduce a licencing scheme for owners and/or keepers or trainers of greyhounds

- 7.12. There are no specific regulations for the welfare of greyhounds in Wales, but their welfare does fall under the scope of wider legislation, including the Animal Welfare Act 2006. Further information on this is provided in Chapter 3 of the Explanatory Memorandum.
- 7.13. As discussed in Chapter 3 and Chapter 4 of the Explanatory Memorandum, in recognition of significant public interest in the welfare of racing greyhounds, and following recommendations from the Petitions Committee⁵⁸, two specific questions relevant to greyhound racing were included in the Licensing of animal welfare establishments, activities and exhibits consultation⁵⁹ which closed on 01 March 2024, receiving over 1100 responses.

⁵⁴ [Injury and Retirement Data | Greyhound Board of Great Britain](#)

⁵⁵ [Proposed Prohibition of Greyhound Racing Scotland Bill | Scottish Parliament Website](#)

⁵⁶ [Greyhound Racing \(Offences\) \(Scotland\) Bill | Scottish Parliament Website](#)

⁵⁷ [Topical Questions - Hansard - UK Parliament](#)

⁵⁸ [Ban greyhound racing in Wales - Petitions](#)

⁵⁹ <https://www.gov.wales/licensing-animal-welfare-establishments-activities-and-exhibits>

- 7.14. On the question relating to the licensing of owners, trainers and keepers of racing dogs, respondents gave a majority 55.5% “yes” response indicating concern that the welfare of racing dogs is currently not sufficiently protected. 40.6% of submissions chose “no”, of this group who chose “no.” 31.6% felt that current industry-led regulation is insufficient and argued that no form of licensing could adequately protect racing dogs and called for the abolition of greyhound racing. The remaining proportion of “no” 7.8% felt that current GBGB standards were sufficient and that the industry was doing enough to safeguard the welfare of racing greyhounds.
- 7.15. Many respondents felt that licensing could serve as an initial step in regulating the industry. It was suggested that licensing would help build a clearer understanding of the full life cycle of a racing greyhound. This, in turn, could provide an evidence base to support or refute the case for a future ban.
- 7.16. The licensing of owners, keepers, or trainers has not been included in this specific assessment given that it does not align with the primary policy objective of prohibiting greyhound racing in Wales. However, this does not prevent its consideration in broader discussions around animal welfare. The Welsh Government remains committed to a comprehensive approach to animal welfare, and such measures may still form part of future policy development or be explored within wider frameworks addressing the welfare of animals in other contexts.
- 7.17. While many respondents were in favour of a licensing scheme for owners and/or keepers or trainers, it does not meet the policy objective which is to prohibit greyhound racing in Wales, therefore, has not been considered as part of this assessment.

Option 3: Introduce primary legislation to prohibit greyhound racing in Wales

- 7.18. There has been substantial support for a ban on greyhound racing in Wales on welfare grounds and to avoid their exploitation and commodification. There are wider ethical and moral considerations, and many individuals, organisations, Ministers and Members of the Senedd believe that racing greyhound is unacceptable and outdated.
- 7.19. As outlined in Chapter 3 and Chapter 4 of the Explanatory Memorandum 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 stakeholders⁶⁰ include the rate of injury and fatality, euthanasia, overbreeding, and inadequate provisions for post-racing care and retirement.

⁶⁰ [Licensing of animal welfare establishments, activities and exhibits | GOV.WALES](#)

- 7.20. 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.
- 7.21. As outlined in the Animal Welfare Plan for Wales 2021 to 2026⁶¹, 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 petition signed by over 35,000 people, we are taking decisive action to safeguard the welfare of racing greyhounds.
- 7.22. This move towards a ban aligns with our broader strategy to introduce a national model for regulating animal welfare establishments and activities, ensuring consistent, proportionate, and enforceable standards across Wales.
- 7.23. An Implementation Group will help transition, allowing us to collaborate with stakeholders to ensure that the welfare of greyhounds, the interests of affected communities, and the integrity of our animal welfare framework are all upheld.
- 7.24. The prohibition of greyhound racing (Wales) Bill seeks to make it an offence to race greyhounds. This is the preferred option.

⁶¹ [Animal Welfare Plan for Wales 2021 to 2026 | GOV.WALES](#)

8. Options, costs and benefits

- 8.1. Costs and benefits have been assessed over a 5-year period from 2027-28 to 2031-32. Unless otherwise stated, costs have been rounded to the nearest £100. The headline cost figures presented in Chapter 6 have been discounted using HM Treasury's central discount rate of 3.5%.
- 8.2. The evidence used to inform this RIA has been gathered from various public and third sector organisations. Information on the financial operations of the Valley Stadium Ltd. are unavailable and unknown. Consequently, it has not been possible to quantify the cost of the proposed prohibition of greyhound racing in Wales on that business.

Option 1: Business as usual – allow greyhound racing to continue in Wales

- 8.3. This is the baseline option and as such there are no additional costs or benefits associated with this option.

Summary of the current position for greyhound racing in Wales

- 8.4. There are currently no specific regulations governing greyhound racing in Wales. Greyhound racing is not subject to any licensing or dedicated regulatory framework under Welsh law. As such, the option of maintaining the status quo would not result in any additional costs, cost savings, or measurable benefits.
- 8.5. As outlined in Chapter 3 of the Explanatory Memorandum, Valley is the only greyhound racing track in Wales. Following the stadium gaining a GBGB licence in November 2023 it has operated under GBGB licensing conditions. The number of races Valley hosts has increased since it became licensed with GBGB, despite the greyhound racing industry declining overall.
- 8.6. As outlined in Chapter 3 of the Explanatory Memorandum it is believed there are currently 10 greyhound trainers registered in Wales with GBGB⁶². These trainers primarily race their greyhounds at Valley, 12 trainers (two trainers outside of Wales) are attached to the track with around 265 greyhounds eligible to race at Valley.
- 8.7. As outlined in Chapter 3 of the Explanatory Memorandum, it is anticipated that the number of greyhound races held at Valley will either remain steady or increase due to its live streaming contracts. Consequently, the demand for greyhounds to participate in races is also likely to remain consistent or rise.

⁶² [GBGB Trainer list](#) | [Greyhound Board of Great Britain](#)

- 8.8. As outlined in Chapter 3 of the Explanatory Memorandum, there is currently no specific licensing regime for greyhound racing in Wales. Instead, the welfare of racing greyhounds is governed by existing legislation, including the Animal Welfare Act 2006, the Welfare of Animals (Transport) (Wales) Order 2007, and the Welfare of Animals (Breeding of Dogs) (Wales) Regulations 2014. While these laws provide general protections, they do not offer a dedicated framework for regulating greyhound racing as an activity.

Option 2: Introduce a licencing scheme for owners and/or keepers or trainers of greyhounds

- 8.9. Introducing a licensing scheme for owners and/or keepers or trainers of greyhounds does not meet the policy objective of prohibiting greyhound racing in Wales. For this reason, the costs and benefits associated with this option have not been considered in detail.
- 8.10. The public sector costs associated with administering and enforcing a licensing scheme are expected to be greater than those incurred under Option 3. However, introducing a licensing system for greyhound racing in Wales could bring several benefits. It would help make sure that all greyhound racing activities are required to meet clear and consistent standards, including with regard to animal welfare. Licensing could also make it easier to monitor the care and treatment of greyhounds throughout their lives, from breeding to retirement. This would give the public and authorities more confidence that greyhounds are being looked after properly and not being harmed. Overall, a licensing system could improve transparency, safety, animal welfare and accountability.
- 8.11. The option of licensing current owners, keepers and trainers of greyhounds is not being disregarded as the prohibition does not apply to the owning, keeping or owning for the purposes of training racing greyhounds. It is being considered as part of the broader work on the national model for the licensing of animal establishments. The Implementation Group may provide further advice on this matter. However, as this option does not align with the policy objective of the Bill, to prohibit greyhound racing in Wales, it falls outside the scope of this specific assessment.

Option 3: Introduce primary legislation to prohibit greyhound racing in Wales

- 8.12. Greyhound racing remains legal in Wales at this time. As detailed in Chapter 3 and Chapter 4 of the Explanatory Memorandum, there has been significant support for a ban on the activity from individuals, animal welfare organisations, and Members of the Senedd. These calls reflect growing concerns about the exploitation and commodification of greyhounds, and a desire to bring such practices to an end.

- 8.13. A third sector organisation's petition, detailed in Chapter 3 and Chapter 4 of the Explanatory Memorandum, which highlighted concerns about the welfare of greyhounds, received 35,101 signatures and was reviewed by the Senedd's Petitions Committee⁶³ in 2022. The Petitions Committee's report on the petition *The Final Bend?*⁶⁴ concluded with a majority recommendation supporting a phased ban on greyhound racing and was debated by the Senedd in Plenary on 08 March 2023.
- 8.14. As detailed in Chapter 3 of the Explanatory Memorandum, a counter petition titled *The Welsh Government should support greyhound racing in Wales*⁶⁵ was submitted in response to calls for a ban. It gathered 10,601 signatures and was considered by the Senedd's Petitions Committee in 2023. The petition argued that greyhound racing provides economic and community benefits, particularly in areas like Ystrad Mynach, and raised concerns about the potential impact of a ban on Valley. It also highlighted that Valley was in the process of becoming a GBGB-licensed track, which would require adherence to over 200 GBGB welfare and integrity rules. Supporters of the petition called for fair treatment for greyhound racing to receive the same recognition as other regulated animal sports in Wales.
- 8.15. As outlined in Chapter 3 of the Explanatory Memorandum, the significant public interest in the welfare of racing greyhounds, *The Final Bend?* report, and recommendations from the Petitions Committee, the Welsh Government agreed to include questions about greyhound racing in its *Licensing of animal welfare establishments, activities and exhibits consultation*⁶⁶. A summary of consultation responses⁶⁷ was published on 18 December 2024, and the Government's response to the consultation was published on 24 June 2025⁶⁸.
- 8.16. The rationale for an announcement to move to a ban on greyhound racing in Wales is outlined in Chapter 3 of the Explanatory Memorandum and discussed further in Chapter 7.

Impact on the greyhound racing industry in Wales

- 8.17. As outlined in Chapter 3 of the Explanatory Memorandum, Valley is the only greyhound racing track in Wales. The direct impact of prohibiting greyhound racing in Wales will fall on the owner and employees of this stadium and the owners, trainers and keepers of racing greyhounds in Wales that race at Valley. Any profit obtained by the owners of Valley as a result of operating the track for greyhound racing activities would cease once a prohibition on greyhound racing is implemented in Wales.

⁶³ [Petitions Committee](#)

⁶⁴ [The Final Bend?](#)

⁶⁵ [The Welsh Government should support greyhound racing in Wales - Petitions](#)

⁶⁶ [Licensing of animal welfare establishments, activities and exhibits | GOV.WALES](#)

⁶⁷ [Licensing of Animal Welfare Establishments, Activities and Exhibits](#)

⁶⁸ [Licensing of animal welfare establishments, activities and exhibits: Welsh government response | GOV.WALES](#)

- 8.18. It is understood Valley currently has a media contract with Sports Information Services Ltd. (SIS) a company which provides content and production services. The financial value and end date of this commercial contract is not known. It is likely that, as part of the agreement with the media company, Valley must host a consistent supply of races to ensure a stable and competitive betting product. In the absence of this legislation, it is assumed a further media contract(s) would be agreed beyond the end of the current contract. Therefore, there is assumed to be a loss of revenue (relative to the baseline scenario) even if the ban were to coincide with the end of the current contract.
- 8.19. It is difficult to isolate the financial impact of the proposed ban on the track due to Valley being exempt from having to publish a full set of accounts. The total exemption full accounts for Valley Greyhounds Ltd filed for the period September 2022 – 31 December 2023 states that the company was not required to obtain an audit of its financial statements for this period (in accordance with Section 476 of the Companies Act 2006), nor was it required to include a Statement of Income and Retained Earnings (in accordance with Section 444 of the Companies Act 2006^{69,70}).
- 8.20. The total exemption full accounts filed for September 2022 – 31 December 2023 states the average number of employees during this period was one⁷¹.
- 8.21. As a result, it is not currently possible to estimate the loss of profit Valley Greyhounds Ltd will experience as a result of the ban. This cost is therefore unknown. Should further financial information be disclosed during the passage of the Bill, this will be incorporated into a revised RIA at the end of Stage 2.
- 8.22. In addition, any individuals or businesses who work at the track, but are not directly employed by Valley, for example hospitality, cleaners or bookmakers taking bets at the racecourse, may lose income.
- 8.23. According to *The Economic Impact of Greyhound Racing in the UK: A Report for the Greyhound Board of Great Britain*⁷², the greyhound racing industry supports over 5,400 jobs across the UK, with the majority, around 5,000, employed by racetracks, or are trainers who are central to the operation and care of racing greyhounds. The remaining employment is distributed among breeders, media rights providers, and regulatory bodies. Valley accounts for less than 1% of this total employment, as detailed in the section *Total Direct Employment in Greyhound Racing, by Region* (Source: GBGB, Oliver & Ohlbaum analysis). While this figure may have increased following the introduction of GBGB licensing, it is difficult to determine the extent of change due to a lack of data on these roles.

⁶⁹ [VALLEY GREYHOUNDS LTD filing history - Find and update company information - GOV.UK](#)

⁷⁰ For financial years beginning between 1 January 2016 and 5 April 2025, the thresholds for submitting exempt accounts were:

- Annual turnover: Not more than £10.2 million
- Balance sheet total (gross assets): Not more than £5.1 million
- Average number of employees: Not more than 50

⁷¹ [VALLEY GREYHOUNDS LTD filing history - Find and update company information - GOV.UK](#)

⁷² [Publications | Greyhound Board of Great Britain](#)

8.24. According to *The Economic Impact of Greyhound Racing in the UK* (Oliver & Ohlbaum for GBGB, 2025), greyhound racing continues to attract a significant number of spectators, with approximately 1.5 million attendances recorded annually across GBGB licensed tracks. While attendance levels have fluctuated in recent years due to external factors such as the COVID-19 pandemic, the report notes a steady recovery and ongoing public interest, particularly at tracks with strong regional followings and enhanced customer experiences. While there is no available data on current footfall figures at Valley, we estimate the average number of attendees per event is unlikely to exceed a few hundred people. As live streaming contracts are believed to become the primary revenue source, it also has the potential to reduce the emphasis on spectators.

Impact on Local Authorities, police and justice system

8.25. There are potential costs to the local authority, police and justice system to enforce a prohibition on greyhound racing in Wales.

8.26. The local authority will act as the enforcement body for the legislation, using its existing licensing officers to take enforcement action as needed. At this stage, it is anticipated the local authority will not be taking a proactive response to enforcement and will only take action if there are reports of illegal racing taking place. The estimated enforcement cost of one operation to enforce the Bill is between £5,000–£10,000. However, breaches of the law are expected to be very rare (if any) and our best estimate of enforcement costs over the five-year appraisal period is £zero.

8.27. The prohibition of Greyhound Racing (Wales) Bill will make 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 and makes it an offence for a person to be involved in organising greyhound racing in Wales.

8.28. A person guilty of an offence is liable on summary conviction to an unlimited fine. Anticipated impacts on the criminal justice system have been considered. The best estimate of the impact on the Justice System is £zero.

8.29. As stated, existing licensing officers will be responsible for enforcing the prohibition on greyhound racing under the new legislative framework. As the estimated number of enforcement actions is £zero, we do not anticipate any additional costs to the justice system or to police forces.

Impact on Welsh Government

8.30. Sections of the Welsh public and a number of third sector organisations have been campaigning for greyhound racing to be banned and the Welsh Government has, for a number of years, received regular correspondence to that effect. Welsh Government officials responded to 159 letters/emails on this subject since 2020.

- 8.31. Responding to correspondence can be time consuming with each response, on average, taking half a day of an Executive Officer (EO) or Higher Executive Officer's (HEO) time, at a daily rate of between £200 and £300. Assuming a 50/50 split between EO and HEO, responding to correspondence on this subject has cost the Welsh Government approximately £4,800 per year for the last 4 years (October 2020 - July 2025).
- 8.32. Correspondence on this subject is expected to reduce significantly if greyhound racing is banned. While an increase in correspondence from those opposing the ban, or from individuals calling for it to be extended to include trainers and breeders, cannot be ruled out, it is unlikely to reach the same scale. It is anticipated that correspondence would fall to approximately 20% of previous levels of correspondence on this subject, giving an estimated net saving of approximately £3,800 per annum. This saving is expected to be realised from 2027-28 onwards.
- 8.33. The Welsh Government will incur a small implementation cost to develop bilingual guidance for the Prohibition of Greyhound Racing (Wales) Bill, including stakeholder engagement, estimated at £6,600. These are opportunity costs associated with existing staff time. All administrative costs are expected to be incurred between 2027-30.
- 8.34. The development of guidance, based on an estimate of 5,000 words, including engaging stakeholders to ensure it is fit for purpose, is anticipated to take approximately four weeks over a period of three months of a Higher Executive Officer's time, equating to £5,400. The guidance will be available in English and Welsh. Translation would take approximately four days of a Higher Executive Officer's time, equating to £1,100. Design would require approximately half a day of a team supports time, which would equate to £100. Guidance would be published on the Welsh Government website and shared electronically with local authorities, the industry and stakeholders. There would be no printing and distribution costs. All costs associated with producing guidance are expected to be incurred in 2027-28. The total cost for preparing guidance would be approximately £6,600.
- 8.35. Costs to communicate a ban on greyhound racing will also fall to the Welsh Government. This will include publicising the change to the businesses affected, for example via direct mail, issuing press notices and the use of Welsh Government social media accounts. This is expected to take, at the most, the equivalent of a week of a Higher Executive Officer's time, equating to £1,400. This cost is expected to be incurred in 2027-28.

Benefits

- 8.36. Under this option, greyhound racing in Wales will be prohibited. As outlined in Chapter 3 and Chapter 4 of the Explanatory Memorandum and within this chapter, there is a strength of public feeling that greyhounds are exploited and seen as a commodity and are significantly negatively impacted by the activity of racing. This strength of feeling has been demonstrated in the support from individuals, organisations and Senedd Members of a prohibition on racing.

- 8.37. It is clear from submissions from the *Ban greyhound racing in Wales* petition⁷³ response and the response to the questions on greyhounds in the *Licensing of animal welfare establishments, activities and exhibits*⁷⁴ consultation that the majority of respondents agree that racing practices which commodify greyhounds risks negatively impacting their welfare. A prohibition would also align Wales with other countries that have taken or are intending to take the same approach, including New Zealand and a Members Bill, currently at stage 1, in Scotland most recently.
- 8.38. It is increasingly difficult to justify racing greyhounds given the injury and fatality rates, the wider welfare concerns and post racing outcomes. It is clear from the responses to the consultation and petition that most people agree animals should not be objectified or perceived as commodities for our entertainment, but rather as sentient beings with their own unique sets of needs.
- 8.39. As outlined above, the number of races held at Valley has been increasing since it became licensed with GBGB in 2023, and it can be assumed that the reported 265 greyhounds attached to Valley, would be negatively impacted by this rise or continuation.
- 8.40. Data published by GBGB⁷⁵ in June 2025, provides data up to and including 2024. It shows that from 355,682 dog runs in 2024 falling from 364,981 in 2023, there were 3,809 reported injuries, falling from 4,238 in 2023, and 123 track-related fatalities, rising from 109 in 2023. There have been 30,331 individual injuries and 1,100 fatalities across 2,598,365 total dog runs at GBGB operated tracks between 2018 and 2024.
- 8.41. The harm greyhounds experience in racing is both evidenced and measurable as reported annually by GBGB. Prohibiting greyhound racing would be a direct and effective way to prevent this avoidable harm. It also reflects a clear moral position of those who support a ban, as knowingly exposing greyhounds to this level of risk and suffering for the purposes of entertainment and commercial gain is deemed unacceptable. Prohibition would prevent harm and aligns with a growing public concern about the treatment of animals in sport.
- 8.42. The 2024 figures published by GBGB incorporated Valley for the first time, following its affiliation with GBGB in late 2023. We have limited data from Valley; while its data is now included in the recently published GB-wide statistics, it is not identifiable or reported separately. There is no indication that injury or fatality rates at Valley differ significantly from this trend, as it adheres to the same GBGB standards as other licensed tracks.

⁷³ [P-06-1253 Ban greyhound racing in Wales](#)

⁷⁴ [Licensing of animal welfare establishments, activities and exhibits | GOV.WALES](#)

⁷⁵ [Injury and Retirement Data | Greyhound Board of Great Britain](#)

- 8.43. As outlined in Chapter 3 of the Explanatory Memorandum, the 2023 SAWC review, *Welfare of greyhounds used for racing: report*⁷⁶, found that greyhounds would likely have better welfare if they were not used for racing. The report highlighted serious risks, such as injuries on UK-style tracks, and noted that the industry has been slow to make the major changes needed to fix these problems. Although the review was done for the Scottish Government, its findings are still relevant to Wales, as the report provides valuable insight, on wider issues for greyhounds in racing.
- 8.44. As outlined in Chapter 3 of the Explanatory Memorandum, the New Zealand Government (NZ) has built a strong body of evidence over the past decade highlighting ongoing welfare concerns in greyhound racing. Starting with the 2013 *WHK Report* and followed by the 2017 *Hansen Report*⁷⁷, the industry was urged to improve transparency and animal welfare. Despite claims of progress, a 2021 independent review⁷⁸ found persistent issues. Continued monitoring by the Racing Integrity Board led to a final decision in 2022 to phase out greyhound racing entirely by July 2026 in NZ, due to the industry's failure to meet welfare standards. Although this evidence comes from outside Wales, it offers valuable insight into the risks and challenges associated with greyhound racing. It provides a strong international precedent that can support a prohibition here, helping to prevent similar harm to greyhound in Wales.
- 8.45. If greyhound racing was prohibited in Wales, it is reasonable to assume that greyhounds will suffer fewer injuries and fatalities through racing leading to overall improved welfare, if it is ensured that the majority of those currently bred and kept for racing are rehomed as well-cared for pets. It could also be assumed that a prohibition on racing greyhounds will result in fewer greyhounds being bred, trained or kept for racing purposes in Wales over time, which would reduce negative concerns such as over breeding, kennelling conditions and neglect.
- 8.46. One of the main reasons to consider banning greyhound racing is that it would show we care about how animals are treated in our society. Greyhound racing, as it currently operates, may not provide those greyhounds with what could reasonably be considered a 'good life' and in some cases, may not even meet the threshold of a 'life worth living'. Concerns around injuries, confinement, and the uncertainty of life after racing raise serious questions about whether the welfare needs of these animals can truly be met within the industry. Ending greyhound racing in Wales would send a clear message that we are committed to protecting animal welfare and ensuring that all animals are given the chance to live safe, healthy, and fulfilling lives.
- 8.47. If greyhound racing were banned in Wales, it could lead to long-term cost savings for animal welfare charities involved in rehoming retired racing

⁷⁶ [Welfare of greyhounds used for racing: report - gov.scot](#)

⁷⁷ [Racing Policy - dia.govt.nz](#)

⁷⁸ [Greyhound-Review-Final-Report-12-December-2022.pdf](#)

greyhounds. With fewer greyhounds entering the racing industry, the number of those greyhounds requiring rehoming would gradually decline, easing the financial and logistical burden on these organisations. However, as greyhound racing is expected to continue in England and the Republic of Ireland, the overall impact on rehoming pressures in Wales may be limited. Cross-border movement of retired greyhounds could mean that Welsh charities still face demand from outside the country, potentially diluting the benefits of a Wales only ban.

Disbenefits

- 8.48. As outlined previously in this chapter, a prohibition on racing greyhounds in Wales would have a negative impact on the owner and employees of Valley, including the loss of any profit made by the owner as a result of hosting races at the track, and a loss of income to any individuals who are employed at the track. In addition, such a prohibition would adversely affect greyhound owners and trainers, who rely on racing as a source of income and as a central aspect of their professional and personal lives.
- 8.49. Valley is currently a part of its local community. Customers who attend races regularly are presumed to gain utility from watching the races and from the social networks they have developed around the activity. A prohibition on racing could therefore result in a loss of both enjoyment and social opportunities for these individuals. The cost of entry for an adult at Valley is £5⁷⁹, with the utility gained from attending an event expected to exceed this value. However, following the prohibition on the racing of greyhounds, spectators would be expected to shift to the consumption of their 'next best' good or service, reducing their welfare loss. Similarly, many of the trainers connected to the track, derive income and professional engagement from their involvement in racing. A prohibition would likely result in a loss of livelihood and industry participation for them as well.
- 8.50. The number of customers who attend the races is unknown and therefore the impact on the wider local economy, such as use of travel networks or hospitality providers, is difficult to quantify. It could be assumed that the majority of people attending the track to watch races are local individuals who, if not attending the racetrack, would be expected to engage in different local leisure activities, incurring the costs associated with those activities instead. This displacement is expected to minimise any impact on the wider local economy although individual businesses in close proximity to the stadium could still be negatively affected.
- 8.51. It is reported there are currently 12 greyhound trainers registered to race in Wales with GBGB, with 265 greyhounds eligible to race at Valley. It is assumed these are greyhounds currently racing and does not include young greyhounds

⁷⁹ [Greyhounds | Valley Greyhounds | Wales](#)

yet to race and any retained/retired greyhounds to be used for breeding. The income generated by trainers affiliated with Valley is currently unknown. As a result, it is not possible to accurately assess the financial losses that could be experienced by registered trainers due to a ban on greyhound racing in Wales. This cost is therefore unknown.

8.52. These trainers primarily race their greyhounds at Valley. The impact on Wales-based trainers is difficult to quantify. Following the ban, some may attempt to continue racing in England, which could introduce additional logistical and financial burdens due to increased travel requirements. Others may choose to leave the industry altogether.

8.53. Swindon Greyhound Stadium was the easiest track to access in England for trainers from South Wales, making it accessible for Welsh trainers. Since the announcement of its closure⁸⁰, the nearest tracks are now in the midland counties of England. These are further away, meaning longer travel times for racing greyhounds being transported and higher transport costs. This change could make it harder for some trainers to keep racing regularly and might affect how many stay involved in the sport.

8.54. In addition, individuals who gain income from the racetrack but are not directly employed by Valley, such as those providing goods or services, such as track side bookmakers and hospitality contractors, may experience a loss of income following the track's closure. It has not been possible to estimate these costs, and they are therefore unknown.

8.55. GBGB runs a bond-based Greyhound Retirement Scheme (GRS)⁸¹ to support rehoming. Owners pay £210 when registering a greyhound to race, which GBGB matches, creating a £420 bond. This is paid to approved rehoming centres when the greyhound retires, helping cover rehoming costs. The scheme aims to promote responsible ownership and ease the financial burden on rehoming organisations.

8.56. Some rehoming organisations choose not to participate in the GBGB's GRS due to moral concerns. These groups often hold strong moral objections to greyhound racing itself and prefer not to be financially linked to the industry. Additionally, it is believed GBGB only approves rehoming centres that do not actively support or publicly oppose a ban on greyhound racing. This stance by all limits the number of eligible rehoming partners and excludes some well-established welfare organisations, potentially narrowing the network of support available for retired greyhounds.

8.57. Some greyhounds may continue racing in England, and some may stay with their current owners or trainers. But many will need new homes, and we must make sure they are not put at risk because of the change. That is why a clear

⁸⁰ [Greyhound News UK](#)

⁸¹ [Greyhound Retirement Scheme | Greyhound Board of Great Britain](#)

and well-organised plan for rehoming is essential. The Implementation Group, through its representatives is committed to making this happen and ensuring the greyhounds' welfare is a priority.

- 8.58. There will be a transition period of at least 12-months between Royal Assent and the Bill's provisions coming into force. This is intended to give Valley sufficient time to prepare its premises and staff, and to ensure the welfare of racing greyhounds, including potential rehoming. As there is only one racetrack in Wales, it is expected the transition to a ban will give adequate time for industry stakeholders, animal welfare charities, and GBGB to prepare. The support and advice of the Implementation Group will be pivotal in identifying and mitigating any associated impacts.

Summary of the preferred option

- 8.59. Given the uncertainties and the lack of publicly available financial information about greyhound racing in Wales means quantifiable benefits are difficult to assess. However, the net social value impact (be it positive or negative) of the Bill is expected to be limited given the scale of the greyhound racing industry in Wales. Option 3 is expected to impose minimal additional administrative costs on public bodies (and much lower administrative costs than a licensing scheme). While prohibiting greyhound racing is likely to have a negative financial impact on a small number of businesses in Wales, those impacts are considered to be outweighed by the ethical concerns associated with greyhound racing, exposing greyhounds to preventable harm for entertainment and commercial gain. The ethical concerns and welfare of animals are not directly factored and so are part of the unquantified benefits. The preferred option meets the objective and provides an administrative cost saving, therefore better value for money for the public sector overall. On that basis, option 3 - to introduce primary legislation to prohibit greyhound racing in Wales - is the preferred option.

- 8.60. The impacts of the Bill will be addressed through the work of the Implementation Group, which is focused on mitigating effects on the welfare of greyhounds, the industry, local economy, and communities. The impacts will be reviewed and assessed as further information becomes available from the bodies represented within the group. Should further financial information be disclosed during the passage of the Bill, this will be incorporated into a revised RIA at the end of Stage 2.

9. Impact Assessments

- 9.1. A series of impact assessments or screening processes have been completed on the provisions in the Bill. A summary of the impacts undertaken is outlined below. The full integrated impact assessment will be published on the Welsh Government website.
- 9.2. Specific assessments were undertaken to understand the impact of the Bill on the following areas:
 - Equality
 - Children's rights
 - Welsh Language
 - Biodiversity and environment
 - Socio-economic Duty
 - Privacy and data protection
 - Justice
- 9.3. Following screening, it was decided that full assessment for the impacts on rural individuals and communities and on the health of the general population are not required.
- 9.4. Our initial screening has shown us that the issues we have considered for some of our other impact assessments could also affect health. However, this would not be within the general population. As set out below, we are working with stakeholders directly affected to mitigate these impacts.
- 9.5. We consider there to be no impacts on rural life. There is currently only one greyhound racing track in Wales which is not located in an area considered within the broad definition of rural⁸².

Summary of the Integrated Impact Assessment

- 9.6. The issues highlighted by these assessments will be kept under review as the legislation progresses through the Senedd and consideration will continue to be given as to how to mitigate any negative impacts. Discussions are also ongoing with external stakeholders via the Implementation Group, on the impacts of the Bill and associated mitigating actions.

Impact on equalities

- 9.7. The impact of the Bill on those with protected characteristics has been considered. Our assessment has identified that the Bill is expected to impact equally on all people. Any impact on the wider community will not be specific to any one person or group of people with protected characteristics, but to society more broadly. For example, the impact on children and those in low income households are considered within the Children's Rights impact assessment and the Socio-Economic impact assessment.

⁸² [SB10/2008 - Rural Wales: Definitions and how to choose between them](#)

Impact on children's rights

- 9.8. The impact of the Bill on the rights of children has been considered. This suggests that there may be a positive impact on the long-term behaviours and attitudes that children and young people have towards animals. However, there is a possible negative impact on the children of families who rely on greyhound racing for jobs and income. We are working to understand the real level of this impact, and to mitigate it as much as possible.

Impact on the Welsh language

- 9.9. The impact of the Bill on the Welsh Language has been considered. This suggests that there would be little or no impact, positive or negative, on the use of the Welsh language as a result of prohibiting greyhound racing in Wales. The impact assessment included considering the impact of the Bill on Welsh speakers, Welsh language groups, Welsh medium education and learners and services available in Welsh.

Impact on environment and biodiversity

- 9.10. The impact of the Bill on the environment and biodiversity has been considered. This suggests that there would be little or no impact, positive or negative, on the environment. However, there may be secondary impacts from its introduction.
- 9.11. The only racetrack in Wales is in Caerphilly County Borough Council. The ban will impact the future of the stadium. The decision about what happens to the land, as a consequence of the ban will be one for the landowner and the local authority. At the point of this decision, it will be subject to the appropriate assessment of its potential impacts on the local environment and biodiversity by the local planning authority.

Impact on the socio-economic duty

- 9.12. The impact of the Bill against the social economic duty has been considered. The proposed ban on greyhound racing is expected to have an impact on the local community and economy where the racetrack is located, the extent to which is unknown at this time. It is expected to impact employment, local recreation, and individuals already experiencing socio-economic disadvantage.
- 9.13. In Ystrad Mynach, the industry has provided accessible jobs and affordable social opportunities, particularly for older people and low-income households. The loss of these could increase hardship and reduce community cohesion. However, if the transition is supported through encouraging the uptake of targeted interventions, such as retraining programmes and investment in inclusive community initiatives, there is potential to deliver significant long-term benefits. These include improved employability, stronger social networks, and more resilient local economies.

Impact on the justice system

- 9.14. The impact of the Bill on the justice system has been considered. The Welsh Government submitted a Justice System Impact Identification Form to the Ministry of Justice and engagement is ongoing. The Lady Chief Justice's Department has also been consulted of the anticipated impact the Bill will have on the justice system.
- 9.15. The Bill creates new offences which include where a person who is the operator of a stadium or similar venue in Wales uses it, or knowingly permits it be used, for greyhound racing. The Bill also makes it an offence to be involved in organising greyhound racing in Wales. The purpose of the offences is to prevent greyhound racing from taking place at the one track currently being operated in Wales, or at other tracks in Wales in future. The Bill makes provisions for powers of enforcement. The Bill also creates additional offences relating to obstruction. It is anticipated that the inspectors who will be carrying out the enforcement will be existing local authority officers. Offences would be prosecuted in the Magistrates' Court as summary only offences.
- 9.16. The number of cases brought forward for enforcement action is anticipated to be very low, because of the single stadium and number of owners/trainers who are known to race their greyhounds at the track. It is therefore expected that the potential impact on the justice system of the new offences introduced by this legislation will be very low, whilst the likely number of cases that may require consideration by the courts is uncertain. The legislation is unique to Wales and any cases that require consideration by courts may require new systems, His Majesty's Courts and Tribunals Service (HMCTS) procedures and training to ensure enforcement.

Data Protection impact

- 9.17. The Bill will require the gathering and processing of personal data by local authorities if individuals carry out one of the offences introduced by the new legislation. Local authority officers will have primary responsibility for enforcement of the new offences introduced by the Bill. All local authorities share intelligence via a central database, working with Trading Standards and other councils. This data sharing is governed by agreements and managed in line with each authority's own data protection policies.
- 9.18. There is currently no data to accurately estimate the scale of data collection that may be required by local authorities. It is likely to be negligible or very low due to there being only one greyhound racing stadium operating in Wales. We will work with affected stakeholders through the Implementation Group to help prepare for the legislation.
- 9.19. We have begun the process of consulting with the Information Commissioner's Office about this proposal. An assessment of the impact of the Bill on privacy and data protection has been considered in full.

10. Post implementation review

- 10.1. The 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. Its impact will be considered, alongside feedback from enforcement authorities and stakeholders.
- 10.2. The ban is scheduled to come into effect at a date between April 2027 and April 2030. This gives flexibility to ensure a smooth transition and provides an adjustment period for those involved in the industry. The Implementation Group will play a central role during this period, providing advice and practical guidance, supporting stakeholders, helping to identify and mitigate potential risks and unintended consequences. Their expertise will be crucial in managing the practical impacts of the legislation, particularly on communities and industries directly affected. The group may contribute to the formal review process, offering insights and evidence to assess the effectiveness of the legislation and inform any future policy.

Annex 1: Explanatory Notes

PROHIBITION OF GREYHOUND RACING (WALES) BILL

EXPLANATORY NOTES

INTRODUCTION

1. These Explanatory Notes relate to the Prohibition of Greyhound Racing (Wales) Bill as laid before Senedd Cymru on 29 September 2025.
2. They have been prepared by the Welsh Government's Climate Change and Rural Affairs Group in order to assist the reader of the Bill and to help inform debate on it. They do not form part of the Bill and have not been endorsed by Senedd Cymru.
3. The Explanatory Notes should be read in conjunction with the Bill. They are not meant to be a comprehensive description of the Bill. Where an individual section of the Bill does not seem to require any explanation or comment, none is given.

GENERAL OVERVIEW OF THE BILL

4. The Bill is comprised of six sections and two Schedules.

COMMENTARY ON SECTIONS

Section 1 – Prohibition of greyhound racing

5. Section 1(1) 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'. 'Greyhound racing' and 'operator' are defined in section 2 (see 'Section 2 – Interpretation' below).
6. The second, at section 1(1)(b), makes it an offence for a person to be involved in organising greyhound racing in Wales, whether at a stadium or similar venue, or anywhere else, for example on open land.
7. The effect of section 1(2) is that these are summary offences and so will be heard in the Magistrates Court. If someone is found guilty, the Court may impose a fine (which the Bill does not cap).

Section 2 – Interpretation

8. The terms ‘greyhound racing’ and ‘operator’ are defined in section 2.
9. ‘Greyhound racing’ is defined as “setting greyhounds to run around a track in pursuit of a lure activated by mechanical means (and this includes timing or training a greyhound as it runs around a track)”. As well as covering racing greyhounds against each other, this will include the following activities (provided they involve setting one or more greyhounds to run around a track after a mechanically activated lure):
 - a. “trials” (where a greyhound is timed for the purpose of determining its position, or race category, either in relation to a subsequent race, or for the purpose of selling it);
 - b. training a greyhound to run after a mechanically activated lure.
10. As explained above, only an “operator” of a stadium or similar venue can commit the offence under section 1(1)(a). For these purposes ‘operator’ covers the owner of the stadium or venue and, if different from the owner, a person in the UK responsible for the operation of the stadium or venue.
11. See also paragraphs 12, 15 and 16 of these Explanatory Notes for information about individuals who may be liable where the offence is committed by a company etc.

Section 3 – Offences by bodies corporate etc.

12. This section introduces Schedule 1 of the Bill which makes provision about offences under section 1 which are committed by certain bodies (see ‘Schedule 1 – offences by bodies corporate etc.’ below).

Section 4 – Enforcement of prohibition of greyhound racing

13. This section introduces Schedule 2 to the Bill which makes provision about enforcing the offences under section 1 (see ‘Schedule 2 – powers of enforcement’ below).

Section 5 – Coming into force

14. As a result of section 5(2), the greyhound racing ban will come into force no sooner than 1 April 2027 and no later than 1 April 2030.

Schedule 1 – Offences by bodies corporate etc.

15. Paragraph 1 provides that certain individuals can be held criminally liable for the offence in section 1 where the offence is committed by certain bodies. This means, for example, that a director of a company could be criminally liable for the offence where the company that the person is a director of committed the offence.
16. Paragraph 2 sets out how proceedings are to be brought against a partnership or an unincorporated association where they are alleged to have committed an offence under section 1.

Schedule 2 – Powers of enforcement

17. Schedule 2 confers powers on inspectors (appointed by the Welsh Ministers or by county, or county borough, councils) to enforce the offences in section 1. It also creates offences where a person impedes an inspector (see paragraph 27 below).
18. Paragraph 2 gives inspectors a power to enter premises that are not dwellings, where there are grounds for suspecting that an offence has been or is about to be committed on the premises, or that evidence may be found that an offence has been or is about to be committed.
19. Paragraph 3 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. Paragraph 4 provides that such a warrant authorises entry on one occasion only and must be used within 28 days beginning with the date it was issued.
20. Paragraph 5 requires an inspector, if asked by a person on the premises, to show evidence of their identity before using a power of entry and to say why the power is being used. If entering a dwelling under a warrant, the inspector must, if asked, show a copy of the warrant to anyone on the premises, and provide a copy to the occupier or to a person who appears to be in charge of the premises. If neither is present, the inspector must leave a copy of the warrant in a prominent place and leave the premises as effectively secured against unauthorised entry as they were when the inspector arrived.
21. Paragraph 6 requires an inspector to only use a power of entry at reasonable times, unless they believe that, by waiting for a reasonable time, their purpose for requiring entry would be frustrated.
22. Paragraph 7 allows an inspector to, if necessary, use reasonable force to enter premises.
23. Paragraph 8 allows an inspector to take onto the premises other persons and equipment and materials to assist in their duties. That could, for example, include a police constable.
24. Paragraph 9 describes the powers of inspection, search and seizure available to an inspector when exercising a power of entry. Paragraph 9(c) requires any person on the premises to assist the inspector. An inspector could, for example, require a person to provide access to kennels or to vehicles. These powers do not extend to allowing an inspector to seize a dog.
25. Paragraph 10 provides that a person brought onto the premises by the inspector may use the inspector's powers under paragraph 9, provided they are under the inspector's supervision.
26. Paragraph 11 makes additional provision about the power of seizure. Seized items can be retained as long as necessary; records of seized items must be kept (and shared, if that is requested by an occupier or someone who had possession or control of the item), and inspectors are not allowed to seize items covered by legal professional privilege, for example, confidential communications between a lawyer and client.

27. Paragraph 12 provides that a person commits an offence if they fail to comply with an inspector's request for assistance or intentionally obstructs an inspector. An offence under this paragraph is triable in the Magistrates' Court, which may impose a fine (which is not capped by the Bill) if the person is found guilty.
28. Paragraph 13 protects inspectors and people taken onto premises by inspectors from legal liability for anything done or not done as a result of carrying out their duties. This does not apply if they acted in bad faith or there were no reasonable grounds to act in such a manner.

Annex 2: Index of Standing Order requirements

Standing order	Section	pages/ paragraphs
26.6(i)	Statement the provisions of the Bill would be within the legislative competence of the Senedd	Member's declaration Page 1
26.6(ii)	Set out the policy objectives of the Bill	Chapter 3 - Purpose and intended effect of the legislation Pages 5 -13, para 3.1 – 3.49.
26.6(iii)	Set out whether alternative ways of achieving the policy objectives were considered and, if so, why the approach taken in the Bill was adopted	Part 2 – Regulatory Impact Assessment Pages 27-30, paras 7.2-7.24
26.6(iv)	Set out the consultation, if any, which was undertaken on: (a) the policy objectives of the Bill and the ways of meeting them; (b) the detail of the Bill, and (c) a draft Bill, either in full or in part (and if in part, which parts)	Chapter 4 – Consultation (a) Pages 14-17, paras 4.5-4.21 (b) and (c) Page 14, para 4.1
26.6(v)	Set out a summary of the outcome of that consultation, including how and why any draft Bill has been amended	Chapter 4 – Consultation Pages 14-16, paras 4.5-4.21
26.6(vi)	If the bill, or part of the Bill, was not previously published as a draft, state the reasons for that decision	Chapter 4 – Consultation Page 14, para 4.1

Standing order		Section	pages/ paragraphs
26.6(vii)	Summarise objectively what each of the provisions of the Bill is intended to do (to the extent that it requires explanation or comment) and give other information necessary to explain the effect of the Bill	Annex 1 – Explanatory Notes	Pages 47-50, paras 5-28
26.6(viii)	Set out the best estimates of: (a) the gross administrative, compliance and other costs to which the provisions of the Bill would give rise; (b) the administrative savings arising from the Bill; (c) net administrative costs of the Bill’s provisions; (d) the timescales over which such costs and savings would be expected to arise; and (e) on whom the costs would fall	Part 2 – Regulatory Impact Assessment	Pages 20-23
26.6(ix)	Any environmental and social benefits and dis-benefits arising from the Bill that cannot be quantified financially	Part 2 – Regulatory Impact Assessment	Pages 36-41, paras 8.36-8.58
26.6(x)	Where the Bill contains any provision conferring power to make subordinate legislation, set out, in relation to each such provision: (a) the person upon whom, or the body upon which, the power is conferred and the form in which the power is to be exercised;	Chapter 5 - Power to make subordinate legislation	Page 18, para 5.1 Page 19, Table 5.1,

Standing order		Section	pages/ paragraphs
	<p>(b) why it is considered appropriate to delegate the power; and</p> <p>(c) the Senedd procedure (if any) to which the subordinate legislation made or to be made in the exercise of the power is to be subject, and why it was considered appropriate to make it subject to that procedure (and not to make it subject to any other procedure)</p>		
26.6(xi)	Where the Bill contains any provision charging expenditure on the Welsh Consolidated Fund, incorporate a report of the Auditor General setting out his or her views on whether the charge is appropriate	The requirement of Standing Order 26.6(xi) does not apply to this Bill	N/A
26.6(xii)	Set out the potential impact (if any) on the justice system in England and Wales of the provisions of the Bill (a “justice impact assessment”), in accordance with section 110A of the Act.	Part 2 – Regulatory Impact Assessment	<p>Page 35, paras 8.25-8.29</p> <p>Page 44, paras 9.14-9.16</p>
26.6B	Where provisions of the Bill are derived from existing primary legislation, whether for the purposes of amendment or consolidation, the Explanatory Memorandum must be accompanied by a table of derivations that explain clearly how the Bill relates to the existing legal framework.	The requirement in Standing Order 26.6B for a Table of Derivations is not applicable to this Bill as the Bill is a standalone piece of legislation and does not derive from existing primary legislation for the purposes of amendment or consolidation.	N/A

Standing order		Section	pages/ paragraphs
26.6C	Where the Bill proposes to significantly amend existing primary legislation, the Explanatory Memorandum must be accompanied by a schedule setting out the wording of existing legislation amended by the Bill, and setting out clearly how that wording is amended by the Bill.	The requirement is Standing Order 26.6C for a Schedule of Amendments is not applicable to this Bill as the Bill does not propose to significantly amend existing primary legislation.	N/A