TASMANIAN
RACING INTEGRITY
COMMISSIONER

GREYHOUND RACING
Transition Plan

DRAFT VERSION 1: August 2026

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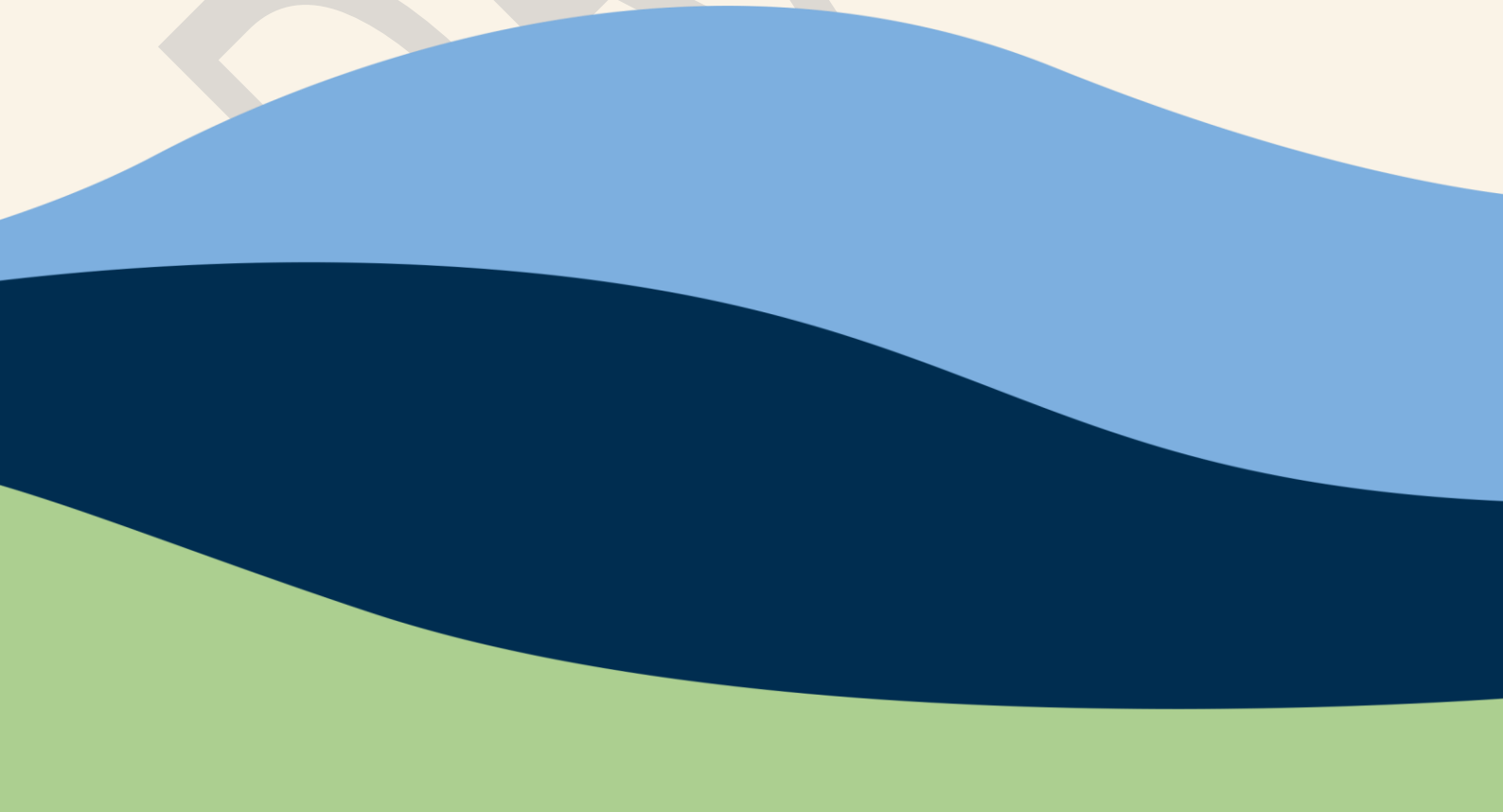

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Message from the Minister for Racing, the Hon Roger Jaensch MP

The Tasmanian Government has committed to ending greyhound racing in Tasmania by 30 June 2029 through an orderly and responsible transition that supports those affected and prioritises the welfare and future of greyhounds.

Prepared by the Tasmanian Racing Integrity Commissioner, the draft Greyhound Racing Transition Plan outlines proposed arrangements to support industry participants, promote greyhound welfare and rehoming, and provide effective governance and integrity oversight throughout the transition.

The Tasmanian Government recognises the impact of this reform on participants and communities. We will provide affected participants with fair and targeted support, while working to secure positive welfare outcomes for greyhounds throughout the transition and beyond.

The release of this draft plan provides an opportunity for industry participants, stakeholders and the broader community to consider the proposed approach and provide feedback. Feedback will help inform any refinements made before the plan is finalised, subject to the legislative framework established by Parliament.

I encourage all interested parties to review the draft plan.

Hon Roger Jaensch MP
Minister for Racing

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Message from the Tasmanian Racing Integrity Commissioner

In August 2025, the Premier announced the Government would phase out greyhound racing in Tasmania by 30 June 2029. Following this announcement, I was requested by the Premier and the then Minister for Racing to develop a transition plan to operationalise this policy position of Government.

From the outset, I recognise that this decision presents significant challenges and uncertainty for all members of the greyhound racing community in Tasmania, many of whom have made significant contributions to the racing code and their greyhounds over many years.

In preparing this Transition Plan, a core objective has been to ensure a high level of support for participants and animal welfare throughout the transition process, placing the interests of both participants and the greyhounds at the forefront of this planning.

This Transition Plan seeks to provide a structured, fair and considered pathway for those affected, while recognising the need for appropriate safeguards and support for all greyhounds involved in the Tasmanian greyhound racing industry.

In developing this Transition Plan, I have considered the *Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025*, currently before Parliament, the *Joint Standing Committee on Greyhound Racing Transition's Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025 Inquiry*, together with the findings of the *Greyhound Transition and Racing Industry Feasibility Study* undertaken by Alignsport.

These reports, together with the Bill, have provided important context in considering the cessation of the greyhound racing industry in Tasmania and the funding, programs and support systems that will be required during the transition period and after the cessation of greyhound racing on 30 June 2029.

There has been no comparable plan to manage the phase out greyhound racing in Tasmania, or to my knowledge, elsewhere in Australia or globally. This presents both a significant challenge and an important responsibility to develop a framework for the transition that is compassionate, practical and capable of being implemented effectively.

I acknowledge and thank the members of the Greyhound Racing Transition Working Group for their commitment, expertise and considered contribution to the development of this Transition Plan. I also thank the staff of my office for their considerable hard work, diligence and professionalism in assisting me with this work.

I trust that this Transition Plan provides a clear and responsible framework for the transition ahead and, importantly, recognises the interests and welfare of both the people and animals who will be affected by the cessation of greyhound racing in Tasmania.

Sean Carroll
Tasmanian Racing Integrity Commissioner

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1. Background

(a) On 10 August 2025, Premier Jeremy Rockliff announced that the Tasmanian Government will phase out greyhound racing by 30 June 2029 (the ***Greyhound Announcement***).

(b) Following this announcement, the Premier and Minister for Racing wrote to the Tasmanian Racing Integrity Commissioner (the ***Commissioner***) requesting that a comprehensive plan be developed to deliver all operational, animal welfare and integrity components of the transition.

(c) The *Racing Regulation and Integrity Act 2024* (Tas) (the ***RRI Act***) provides a legislative pathway for the office of the Tasmanian Racing Integrity Commissioner (the ***TasRIC***) to develop and oversee the delivery of the greyhound racing transition plan.

(d) The TasRIC established the TasRIC Greyhound Racing Transition Working Group (the ***TasRIC Working Group***) to support the transition and to assist in the process.

(e) On 25 September 2025, the Joint Standing Committee on Greyhound Racing Transition (the ***JSC***) was established by Parliament. The JSC's initial role was to provide accountability to the community during the transition period, with the Commissioner required to present the greyhound racing transition plan to the Parliamentary Committee and provide quarterly progress reports, or as required. Since this time, at the request of Parliament, the role and workplan of the JSC has evolved. The Commissioner continues to inform the JSC on matters relating to greyhound racing in Tasmania and the work being undertaken by the TasRIC.

(f) On 6 November 2025, the former Minister for Racing introduced the *Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025* (the ***Bill***) to the Parliament of Tasmania, drafted to operate through a series of transitional and consequential amendments to the RRI Act, the *Dog Control Act 2000* and the *Animal Welfare Act 1993*.

(g) The Bill (subject to it being passed by Parliament and receiving royal assent) provides the legislative framework for this greyhound racing transition plan. References to the Bill in this transition plan refer to it in its current form noting the JSC recommendations.

(h) Capitalised terms used in this Transition Plan have the meaning given in section 4 (*Definitions*) of this Transition Plan, unless otherwise specified or separately defined. Where a term is not defined in this Transition Plan, but a capitalised term is used, it has the same meaning as defined in the GARs.

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2. Purpose

(a) Part 4, section 10 of the Bill inserts Schedule 8 into the RRI Act, which includes new subclause 3(1) which requires that the Commissioner prepare and submit to the Minister for Racing a draft plan for the closure of greyhound racing as soon as practicable after the commencement day (the ***Transition Plan***[1]).

(b) Subject to the approval of the Minister for Racing of the Transition Plan, the Commissioner is to, in performing and exercising the Commissioner's powers and functions under the RRI Act, implement the Transition Plan.

(c) This Transition Plan may be amended and reissued at the request of the Minister for Racing in accordance with new subclause 3(2)(b) of Schedule 8 of the RRI Act, inserted by Part 4, section 10 of the Bill. For the avoidance of doubt, the Minister's power under subclause (2)(b) may be exercised more than once in respect of the Transition Plan.

(d) This Transition Plan satisfies the requirements of the Bill. It sets out all matters relevant to the orderly closure of greyhound racing in Tasmania across Participant wellbeing and animal welfare, greyhound race scheduling, rehoming of greyhounds and financial assistance.

(e) This Transition Plan is predicated on and informed by the Bill and has no authority or standing without the passing of the Bill by the Parliament of Tasmania.

(f) Importantly, this Transition Plan has been developed, at the request of the Government, to operationalise the Bill that is presently before Parliament and to ensure adequate Participant wellbeing and animal welfare strategies are in place throughout the Transition Period and Post Transition Period. It does not present any views as to the policy position of Government, including Government's decision to phase out greyhound racing by 30 June 2029.

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[1] Reference in the Bill to a *closure plan* should be read interchangeably with the term *Transition Plan* used in this document and associated ancillary materials.

3. Objectives

This Transition Plan seeks to address the following key objectives during the Transition Period and after the Cessation Date:

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

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

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

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

(e) strong and effective communication with stakeholders, in particular Participants, Tasracing, animal welfare groups and the broader community, and the establishment of an appropriate legacy initiative that recognises the contributions and history of the greyhound racing industry in Tasmania.

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4. Definitions

In this Transition Plan terms are defined as follows:

Definitions	
Approved Unmuzzling Program	Means the unmuzzling programs that are approved by Tasracing in accordance with section 18A of the Dog Control Act. As at the date of this Transition Plan, the approved unmuzzling programs are run by: (i) GAP; (ii) RSPCA Tasmania; and (iii) Dogs' Homes of Tasmania.
Cessation Date	Means 1 July 2029.
Commissioner	Means the Tasmanian Racing Integrity Commissioner appointed pursuant to section 7 of the RRI Act.
Feasibility Study	Means the *Greyhound Transition & Racing Feasibility Study, Cessation of Tasmanian Greyhound Racing,* Proprietary Assessment Methodology by Alignsport, July 2026.
Financial Assistance Panel	Means the Greyhound Racing Transition Financial Assistance Panel as detailed in section 20.3 (*Financial Assistance Scheme governance – Financial Assistance Panel*) of this Transition Plan.
Financial Assistance Scheme	Means the transition Financial Assistance Scheme as detailed in section 20.2 (*Financial Assistance Scheme*) of this Transition Plan.
Greyhound	Means a canine of the greyhound breed which: (i) is registered pursuant to the Rules of Racing; (ii) is retired but under the care of a Registered Person (***Retired Greyhound***); and (iii) includes the offspring conceived from the result of a service between a breeding female and a sire (***Un-Microchipped Greyhound***).

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Greyhound Racing Calendar	Has the meaning in section 11.2.2(b)(i) of this Transition Plan.
Greyhound Rules and Policies	Means the Rules of Racing and any other codes, policies, procedures, regulations, standards, guidance and participation terms developed by Tasracing relating to greyhounds in Tasmania including but not limited to: (i) participant licensing and registration terms, conditions and requirements; (ii) animal welfare standards and codes of practice; and (iii) policy manuals and Pre-Race Trial, Subsidy, Testing or any other policies.
Licensed Person	Has the meaning in the Rules of Racing and means any person that is a Licensed Person with Tasracing.
Local Council	Means a council established in accordance with section 18 of the Local Government Act.
New Legislation	Means the Bill (or an amended version of the Bill relating to the phase out of greyhound racing in Tasmania) taking effect as legislation.
Participant	Means a Licensed Person and a non-licensed volunteer.
Post Transition Period	Means from 1 July 2029 onwards.
Racing Integrity Committee (RIC)	Means the committee established by section 57 of the RRI Act.
Rehomed Greyhound	Means any Greyhound that has been rehomed to a third party in accordance with the Rules of Racing.
Rehoming Program	Means the rehoming programs for Greyhounds in Tasmania, including but not limited to those run by: (i) GAP; (ii) RSPCA Tasmania; and (iii) Dogs' Homes of Tasmania.

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Rules of Racing	Means the Rules of Racing made and in force under the RRI Act for greyhound racing, including the local Tasmanian and adopted national GARs.
Statewide Audits	Has the meaning in section 12.3(d) of this Transition Plan.
Suspension	In accordance with the Rules of Racing, means the withdrawal for any period of any registration, licence, right or privilege granted pursuant to the Rules of Racing, including any provisional suspension. ***Suspended*** has a corresponding meaning.
Tasracing Personnel	Means the employees, contractors or consultants of Tasracing.
TasRIC Working Group	Means the TasRIC Greyhound Racing Transition Working Group as detailed in section 9.1 (*TasRIC Working Group*) of this Transition Plan.
Transition Period	Means from the commencement date of the Bill to 30 June 2029.
Un-Microchipped Greyhound	Means any Greyhound yet to be microchipped as per the Rules of Racing and the *Tasracing Integrity Unit Greyhound Policy Manual (GPOL0052 – Microchip Implantation)* requirements which state this must occur between 10 to 16 weeks of age.
Voluntary Exit Scheme	Means the voluntary exit scheme that provides immediate support for industry Participants wishing to exit the greyhound racing code by 31 December 2026 as detailed in section 17.1 (*Voluntary Exit Scheme*) of this Transition Plan.

Where a term is not defined in this Transition Plan but a capitalised term is used, it has the same meaning as defined in the GARs.

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5. Acronyms

Acronym	
CPI	Consumer Price Index.
CRIO	Tasracing Chief Racing Integrity Officer.
EAP	Employee Assistance Program.
EOI	Expression of Interest.
FY	Financial Year.
GAP	Greyhounds as Pets program.
GARs	Greyhound Australasia Rules of Racing, also known as the national greyhound rules of racing.
GRPS	Tasracing Greyhound Retirement Preparation Scheme.
GRRS	Tasracing Greyhound Recovery Rebate Scheme.
JSC	Joint Standing Committee on Greyhound Racing Transition.
LR	Tasmanian Local Rules of Racing.
MOU	Memorandum of Understanding.
NRE Tasmania	Department of Natural Resources and Environment Tasmania.
RAW	Rural Alive and Well.
RIC	Racing Integrity Committee.
TasRIC	Office of the Tasmanian Racing Integrity Commissioner.
TGPG	Tasracing Greyhound Project Group.

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6. Legislation & Regulations

Short Title	Full Title
Acts Interpretation Act	*Acts Interpretation Act 1931* (Tas).
Animal Welfare Act	*Animal Welfare Act 1993* (Tas).
Biosecurity Act	*Biosecurity Act 2019* (Tas).
Bill	*Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025* (Tas).
Dog Control Act	*Dog Control Act 2000* (Tas).
Dog Regulations	*Animal Welfare (Dog) Regulations 2026* (Tas).
Local Government Act	*Local Government Act 1993* (Tas).
RRI Act	*Racing Regulation and Integrity Act 2024* (Tas).

7. List of Annexures

Annexure	
Annexure 1	TasRIC Working Group Terms of Reference.
Annexure 2	Feasibility Study Terms of Reference.
Annexure 3	Financial Assistance Panel Terms of Reference.
Annexure 4	Feasibility Study.

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8. Joint Standing Committee on Greyhound Racing Transition

(a) The JSC was established by the Parliament of Tasmania on 25 September 2025 under the Terms of Reference and resolution that resolved:[2]

> *That a Joint Standing Committee on Greyhound Racing Transition, be appointed with the power to send for persons and papers, with leave to sit during any adjournment of either House and with leave to adjourn from place to place to oversee the phasing out of greyhound racing in Tasmania by 30 June 2029 including matters of:*
>
> *(i) Protecting the welfare of greyhounds and participants in the industry during the phase out period and following its conclusion;*
> *(ii) Transitional arrangements for greyhound racing industry participants, including any fair and reasonable compensation requirements;*
> *(iii) Requirements of rehoming organisations;*
> *(iv) Legislative requirements for the transition; and*
> *(v) Any other incidental matter thereto.*

(b) The Commissioner has appeared before the JSC on a number of occasions and will continue to appear before the JSC as requested by its Chair.

(c) The Commissioner will present this Transition Plan to the JSC.

8.1. Bill Inquiry

(a) On 10 December 2025, the JSC received a referral from the Legislative Council for consideration and report on the Bill.[3]

(b) The final report of the JSC dated 19 March 2026 is available on the Parliament of Tasmania's website, which can be accessed here.

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[2] Parliamentary Committees, Parliament of Tasmania, *Joint Standing Committee on Greyhound Racing Transition*, (Resolution, 25 September 2025) <https://www.parliament.tas.gov.au/__data/assets/pdf_file/0026/97622/Resolution_Joint-Standing-Committee-on-Greyhound-Racing-Transition.pdf>.

[3] Parliament of Tasmania, 'Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025 Inquiry' (Web Page) <https://www.parliament.tas.gov.au/committees/joint-committees/standing-committees/joint-standing-committee-on-greyhound-racing-transition/inquiries/greyhound-racing-legislation-amendments-phasing-out-reform-bill-2025-inquiry>.

8.2. Workplan

(a) On 25 May 2026, the JSC resolved to undertake the following workplan (the ***JSC Workplan***):[4]

(i) An examination of other jurisdictions, including any parliamentary or statutory inquiries, decisions to phase out the industry, transition frameworks implemented, animal welfare issues, support for participants, compensation arrangements, timelines followed and social and economic impacts;

(ii) Financial, economic and animal welfare impacts of the proposed phase out of greyhound racing in Tasmania; and

(iii) the future of the Tasmanian racing Deed (*referred to above as the Tasracing funding deed*).

(b) Further information on the JSC Workplan is available on the Parliament of Tasmania's website, which can be accessed here.

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[4] Parliament of Tasmania, *Joint Standing Committee on Greyhound Racing Transition*, Committee Workplan <https://www.parliament.tas.gov.au/__data/assets/pdf_file/0013/106303/FINAL-Workplan-25-May-2026.pdf>.

9. Working Groups

9.1. TasRIC Working Group

(a) The TasRIC Working Group has been critical to the development of this Transition Plan. The Terms of Reference for this TasRIC Working Group are set out in **Annexure 1**.

(b) Membership of the TasRIC Working Group is subject to the NRE Tasmania appointment processes, acceptance of an instrument of appointment with NRE Tasmania and the Terms of Reference.

(c) The TasRIC Working Group presently includes representatives of Tasracing, animal welfare experts and members of the Tasmanian community. While it has always been the intent of the TasRIC to ensure that the TasRIC Working Group includes representation from the Tasmanian greyhound racing industry, despite a number of offers being made and discussions taking place between the Commissioner, Greyhounds Tasmania and a number of Participants, these offers have been declined.

(d) The TasRIC has been advised that two (2) members of the Tasmanian greyhound racing industry will be willing to join the TasRIC Working Group, subject to the Bill being passed, in line with NRE Tasmania appointment processes for the TasRIC Working Group.

(e) The TasRIC has regularly convened the TasRIC Working Group in the preparation of this Transition Plan and has published regular communiques on its website to inform Participants and the public on progress of the TasRIC Working Group and status of this Transition Plan. Communiques can be accessed here.

(f) The TasRIC Working Group will continue to be convened throughout the Transition Period to support the TasRIC's oversight of the Transition Plan.

9.2. Tasracing Greyhound Project Group

(a) In September 2025, Tasracing established an internal project group relating to the delivery of the greyhound racing transition and the operational implementation of this Transition Plan, in collaboration with TasRIC (the ***TGPG***). The TGPG will be maintained for the remainder of the Transition Period, and a period of time after the Cessation Date as required by the TasRIC.

(b) The TGPG is comprised of Tasracing senior management, relevant Tasracing operational leads and a dedicated TGPG Project Manager, and any other Tasracing Personnel that may be required, from time to time, by the TGPG Project Manager in order to operationalise and deliver on this Transition Plan.

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(c) The TGPG is responsible for:

(i) coordinating and operationalising the obligations of Tasracing under this Transition Plan (including but not limited to establishing an operational and resourcing plan to deliver on its obligations);

(ii) the reporting requirements of Tasracing to the TasRIC Working Group and the TasRIC. This will be coordinated by the TGPG Project Manager, who will report to the TasRIC on a weekly basis throughout the Transition Period and for a further 18 months following the Cessation Date;

(iii) collaborating with TasRIC on a communications plan that ensures that all Participants are provided information and updates on the Transition Plan, and its implementation (including any changes to the Greyhound Rules and Policies); and

(iv) ensuring Tasracing compliance with directions of the TasRIC in relation to this Transition Plan.

(d) Tasracing must also provide the TasRIC Working Group with required information in relation to the administration, finance and cessation of greyhound racing in Tasmania for the purposes of this Transition Plan, including but not limited to:

(i) race scheduling, prizemoney and operations;

(ii) facilities, infrastructure, racing clubs and capital expenditure relating to greyhound racing (acknowledging such expenditure is currently being minimised by Tasracing subject to Participant and animal welfare requirements);

(iii) the cost and expense savings of conducting greyhound racing during the Transition Period;

(iv) Tasracing's role and oversight of the Rehoming Programs;

(v) administration of greyhound racing relevant to the Transition Plan, including the Financial Assistance Scheme; and

(vi) any other information relevant to greyhound racing in Tasmania as requested by the TasRIC.

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10. Engagement with Participants

(a) It is acknowledged that the Government's decision to phase out greyhound racing by the Cessation Date has, and will, directly impact Participants.

(b) As noted above, the TasRIC Working Group does not include any representative from the Tasmanian greyhound racing industry. It is acknowledged that this decision by the greyhound racing industry has limited the ability for the TasRIC and TasRIC Working Group to collaborate with the industry on this Transition Plan, and other related matters.

(c) On occasions, the TasRIC has engaged directly with a representative from Greyhounds Tasmania in lieu of representation on the TasRIC Working Group, and continues to do so.

(d) As set out above, and subject to the Bill being enacted, the Commissioner will consult with Greyhounds Tasmania and the TGPG to establish a suitable communications plan that ensures that all Participants are provided information and updates on the Transition Plan, and its implementation (including any changes to the Greyhound Rules and Policies). It is anticipated that this will entail:

(i) information sessions for Participants;

(ii) flyers and information sheets to explain various programs outlined in this Transition Plan;

(iii) ongoing Participant wellbeing support and options for retraining for alternative employment and/or vocations; and

(iv) establishment of an appropriate legacy initiative that recognises the contributions and history of the greyhound racing industry in Tasmania.

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11. Legislation, Regulations and Greyhound Rules and Policies

11.1. Legislative framework

(a) The Bill provides the legal and regulatory framework for this Transition Plan.

(b) The Bill phases out greyhound racing by the Cessation Date through a two-phase approach (the Transition Period and Post Transition Period), operating through a series of transitional and consequential amendments to:

(i) the RRI Act;

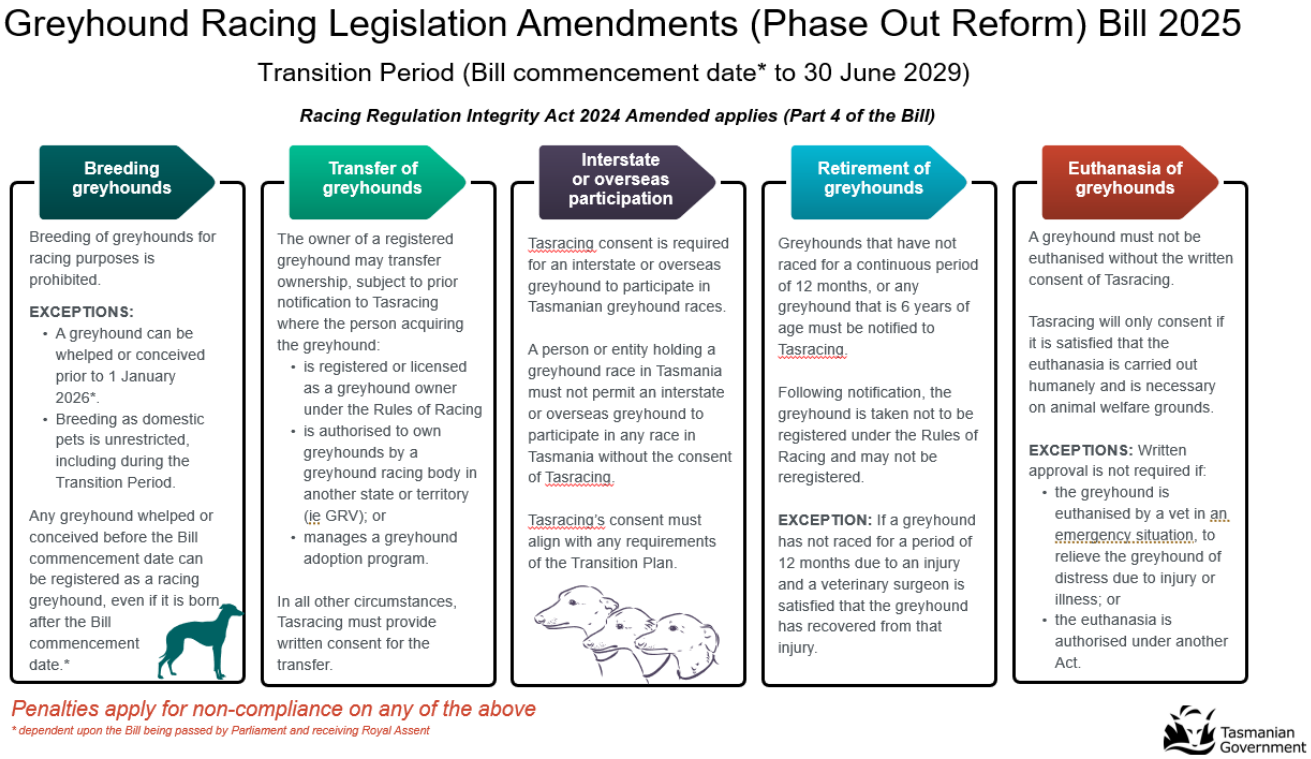
(ii) the Dog Control Act; and

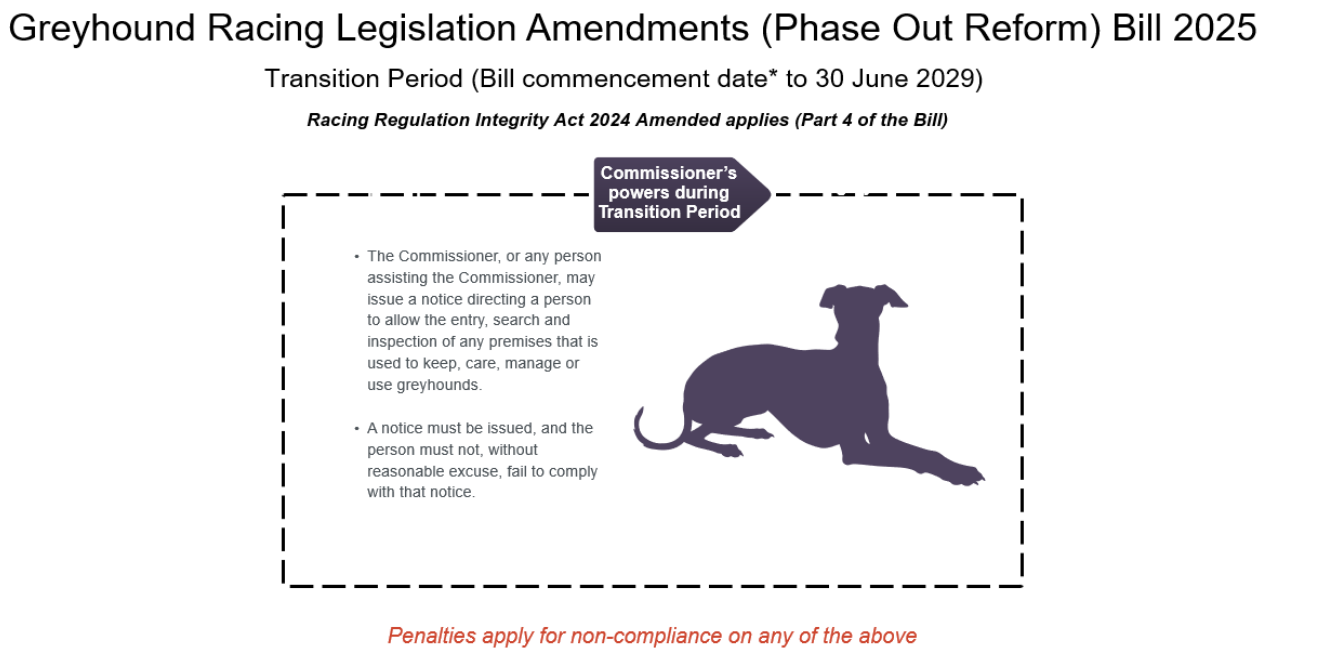
(iii) the Animal Welfare Act.

(c) The Bill regulates greyhound racing in each phase of the transition to ensure an orderly closure of greyhound racing in accordance with Government policy, and to maintain animal welfare standards.

11.1.1. Transition Period

During the Transition Period key restrictions and prohibitions on the breeding, transfer, retirement and euthanasia of Greyhounds in Tasmania are imposed:





Tasmanian Government

11.1.1. Post Transition Period

(a) From the Cessation Date:

(i) Tasracing will remain responsible for breaches of any Greyhound Rules and Policies that occur up to the Cessation Date, including any inquiry, investigation and disciplinary action in accordance with the RRI Act (***Pre-Cessation Date Tasracing Action***);[5]

(ii) the TasRIC will continue to oversee integrity in racing and the welfare of animals that are or have been involved in racing in respect of matters arising prior to, and after, the Cessation Date;[6]

(iii) NRE Tasmania and RSPCA Tasmania will, in accordance with the Biosecurity Act and the Animal Welfare Act, assume full regulation and oversight of Greyhounds; and

(iv) in addition, Local Councils will have an ongoing role in the control of greyhounds as pets under the Dog Control Act.

(b) The regulation of animal welfare matters after the Cessation Date requires cooperation between Tasracing, Biosecurity Tasmania, RSPCA Tasmania and the TasRIC.

(c) Noting that after the Cessation Date Tasracing will continue to have jurisdiction over breaches of the Greyhound Rules and Policies that occur up

[5] In line with the *Acts Interpretation Act 1931* (Tas) s 16.
[6] In line with RRI Act s 9(1)(a); Acts Interpretation Act s 16.

to the Cessation Date (with TasRIC's functions continuing in accordance with the RRI Act), adequate regulation and animal welfare standards will continue after the Cessation Date, in accordance with the Animal Welfare Act and the Dog Control Act.

(d) To assist with the orderly transition of the regulatory oversight of Greyhounds from Tasracing (under the Greyhound Rules and Policies) and TasRIC to Biosecurity Tasmania and RSPCA Tasmania from the Cessation Date Tasracing Stewards and Animal Welfare Officers will be appointed 'officers' under section 13(1) of the Animal Welfare Act to ensure ongoing powers that may be required to assist in any Pre-Cessation Date Tasracing Action that occurs after the Cessation Date.

(e) It is also recognised that after the Cessation Date, there may be a cohort of Greyhounds that still require preparation for rehoming. Accordingly, provisions of the Greyhound Rules and Policies (in particular, see LRs 22 to 25; and detailed in section 16 (*Retirements and rehoming*) of this Transition Plan) in respect of the Retirement Preparation for rehoming will require equivalent regulation and enforcement by the relevant authorities after the Cessation Date.

(f) Government will establish regulations, that apply from the Cessation Date, to reflect LRs 22 to 25 (excluding the sterilisation requirements, as detailed in section 16.2.1 (*Retirement preparation*) of this Transition Plan), and to ensure appropriate regulation and oversight (detailed in section 16 (*Retirements and rehoming*) of this Transition Plan).

(g) The Commissioner will continue to oversee the implementation of this Transition Plan after the Cessation Date to ensure effective Participant and animal welfare standards are maintained. This oversight role will continue until such time as the Commissioner is satisfied that there are no ongoing Participant and animal welfare matters arising as a result of the cessation of greyhound racing in Tasmania.

(h) A final report will be provided to the Minister for Racing, advising that the cessation has been completed, matters that cannot be completed or detailing further steps that are required for it to be complete.

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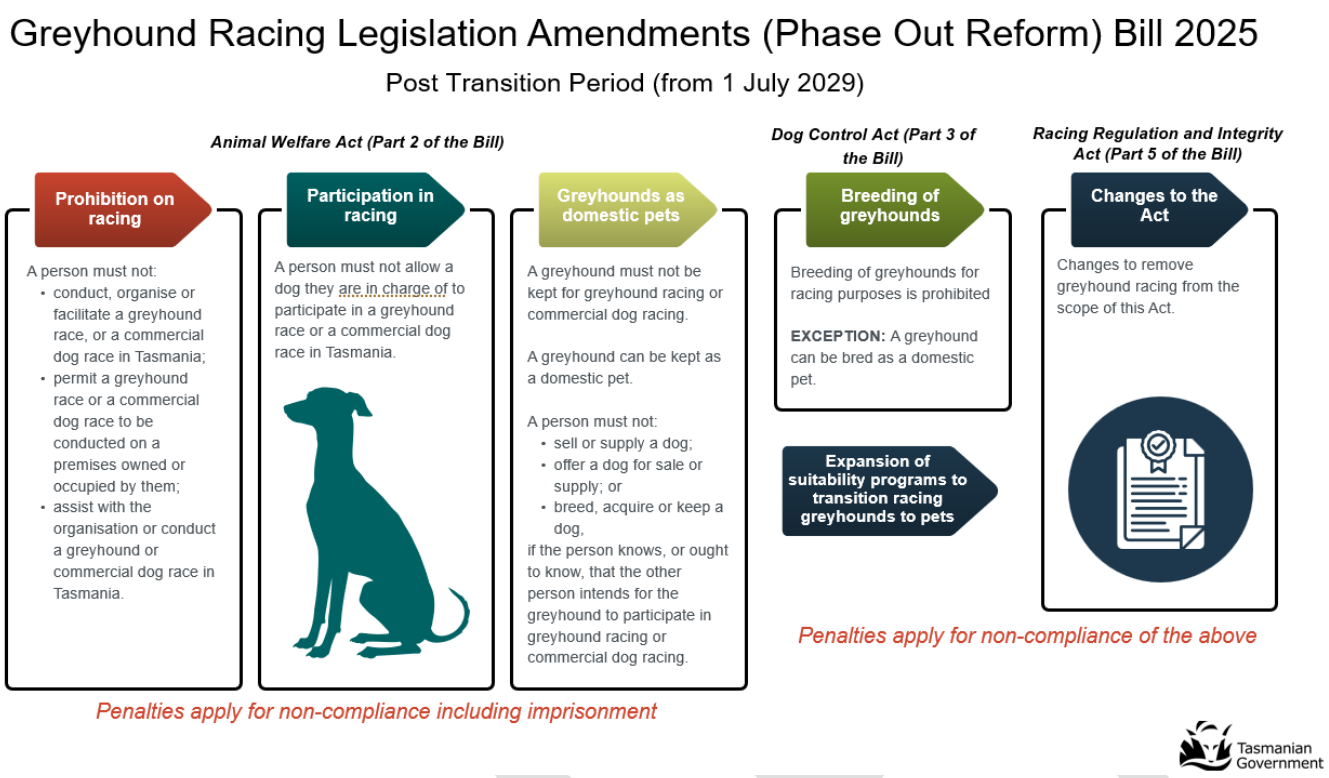

11.2. Updates to Greyhound Rules and Policies

(a) This section gives effect to the Commissioner's powers under section 62(3) of the RRI Act which authorises the Commissioner to 'give such advice and make such recommendations to Tasracing in relation to the proposed making, amendment or revocation of Rules of Racing as the Commissioner thinks fit'.

(b) For ease of reference, Tasracing will establish a dedicated page on its website that includes all relevant Greyhound Rules and Policies referred to in this Transition Plan.

11.2.1. Offences, restrictions and prohibitions introduced under New Legislation

(a) Tasracing must ensure all offences, restrictions and prohibitions introduced under the New Legislation are appropriately reflected in amendments and updates to the Greyhound Rules and Policies, including changes that address the RRI Act under Part 4 of the Bill, including in relation to:

(i) breeding;

(ii) transfer of greyhounds;

(iii) interstate or overseas participation in Tasmanian greyhound races;

(iv) retirement of greyhounds;

(v) euthanasia of greyhounds; and

(vi) the TasRIC's powers.

(b) Tasracing must also update the Greyhound Rules and Policies to ensure that any conduct constituting a breach of the New Legislation will constitute a breach of the applicable Greyhound Rules and Policies. This includes that:

(i) standard of proof requirements would be as required under the relevant Greyhound Rules and Policies;

(ii) a Licensed Person must notify Tasracing if they are charged with an offence under the New Legislation; and

(iii) Participant licencing and registration terms and any relevant Rules of Racing permits the penalty of a Suspension of a Participant where appropriate, pending investigations into offences under the New Legislation.

11.2.2. Procedural and operational matters

(a) Tasracing must make updates to the Greyhound Rules and Policies that are otherwise reasonably necessary to facilitate the implementation of this Transition Plan.

(b) The updates to the Greyhound Rules and Policies must address:

(i) the Transition Racing Framework detailed and defined in section 13 (*Greyhound racing during the Transition Period*) of this Transition Plan to the extent required (to ensure animal welfare and appropriate modified racing operations standards required by the Greyhound racing calendar which runs from 1 August and to 31 July each year (***Greyhound Racing Calendar***));

(ii) Greyhound animal welfare (including to support increased compliance, inspections and enforcement relating to the *Tasracing Code of Practice for Greyhound Welfare, 1 September 2026* (the ***Greyhound Code of Practice***) detailed in section 11.3 (*Greyhound Code of Practice, inspections and enforcement*) of this Transition Plan);

(iii) the approval requirements by the CRIO for a Greyhound to return to racing that has not raced in a 12-month period due to injury (in accordance with the Bill);

(iv) rehoming (including updates required to forms,[7] systems, policies and processes to operationalise the framework for rehoming detailed in section 16 (*Retirements and rehoming*) of this Transition Plan);

[7] For example see the *Tasracing Ground Retirement Notification Form* which can be accessed here.

(v) traceability, notification and reporting (including but not limited to increased requirements relating to Greyhound location and status, and requiring Licensed Person to produce a "Kennel Return" in OzChase for the transfer of a Greyhound within Tasmania within 48 hours);

(vi) approval of interstate Greyhound transfers by the CRIO for participation in greyhound races (or a series of races) in Tasmania for up to a maximum period of 28 days, with CRIO approval only granted twice in a Greyhound Racing Calendar, in accordance with the Bill;

(vii) criteria and approval by the CRIO for a Greyhound to be reregistered, after returning from injury, in accordance with the Bill and aligning with GAR 135;

(viii) any other transfer application (for example, permanent transfer into Tasmania) must be approved by the CRIO;

(ix) the GRPS will continue to be available after the Cessation Date for any Greyhound that is registered with Tasracing immediately prior to the Cessation Date;

(x) where a Licensed Person places a Greyhound with a third party for the purposes of wind down or foster care, such third party must be registered with Tasracing and subject to the relevant conditions and oversight required to ensure traceability and animal welfare (in accordance with the *Tasracing Conditions of Retirement Preparation Volunteer Registration* form); and

(xi) Participant wellbeing (acknowledging the priority of Participant welfare and increased support during the implementation of the Greyhound transition, further detailed in sections 17 to 19 of this Transition Plan).

(c) Tasracing updates will also include that any new licences and registrations (acknowledging certain licences such as handlers or kennel attendants may be required to be issued to facilitate the conduct of race meetings) during the Transition Period must be referred by Tasracing to the RIC for approval under section 58(1)(d) of the RRI Act. In considering each referral the RIC will consider the purpose and intent of this Transition Plan.

11.2.3. Process and timeframe for adoption of Greyhound Rules and Policies

(a) Tasracing must:

(i) update the Greyhound Rules and Policies as detailed in Section 11.2 (*Updates to Greyhound Rules and Policies*) of this Transition Plan (and any other procedural or operational requirements); and

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(ii) ensure the updated Greyhound Rules and Policies are in force within 30 days from the commencement of the Bill, which (where applicable) may include any remaining period of the 2026/27 Greyhound Racing Calendar.

(b) For the avoidance of doubt, should Tasracing's standard procedures for approval of Greyhound Rules and Policies extend beyond a 30 day period, the Commissioner will require that Tasracing commence this process prior to the outcome of the Bill being known, and for approvals to be contingent on any New Legislation, so as not to delay the effective date for updates to the Greyhound Rules and Policies.

11.3. Greyhound Code of Practice, inspections and enforcement

(a) Tasracing must issue (and issue any updates), implement and appropriately enforce the Greyhound Code of Practice.

(b) Tasracing must ensure that all related documents, including but not limited to the *Tasracing Management & Care for each Stage in the Lifecycle of a Greyhound*,[8] the *Tasracing Recommended Standards for the Care of Greyhounds*[9] and the *Tasracing Greyhound Policy Manual*[10] are consistent with, and appropriately cross reference, the Greyhound Code of Practice to ensure a clear and consistent framework for animal welfare standards and enforcement.

(c) Tasracing must develop and implement a governance framework for the Greyhound Code of Practice that provides a structured approach to:

(i) kennel inspections (appropriate to the Transition Plan and assessment based on the standards in the Greyhound Code of Practice);

(ii) effective processes for reporting animal welfare concerns, complaints, allegations and referrals (including through the TasRIC Complaints Management Framework, Biosecurity Tasmania or RSPCA Tasmania);

(iii) breach notification, enforcement and reporting (including to the TasRIC, Biosecurity Tasmania and RSPCA Tasmania); and

[8] Tasracing, *Management & Care for each stage in the lifecycle of a Greyhound* (21 November 2012) <https://tasracing.com.au/hubfs/Management%20%26%20Care%20for%20each%20stage%20in%20the%20lifecycle%20of%20a%20Greyhound-1.pdf>.

[9] Tasracing, *Recommended Standards for the Care of Greyhounds* (Undated) <https://tasracing.com.au/hubfs/12907777_45recommendedstandardsfor1.pdf>.

[10] Tasracing, *Tasmanian Greyhound Policy Manual* (6 June 2025) <https://tasracing.com.au/hubfs/Greyhound%20Policy%20Manual%20no%20Governance%206%20Jun%202025.pdf>.

(iv) education and training for Participants on the Greyhound Code of Practice (including the development of online modules),

together referred to as the ***Governance Framework***.

(d) The Governance Framework must be:

(i) detailed by Tasracing within the Annual Integrity Plan provided to the TasRIC pursuant to section 61 of the RRI Act;

(ii) operationalised by Tasracing Personnel; and

(iii) structured to include monthly reporting to the Commissioner by the TGPG Project Manager, or otherwise directed by the Commissioner.

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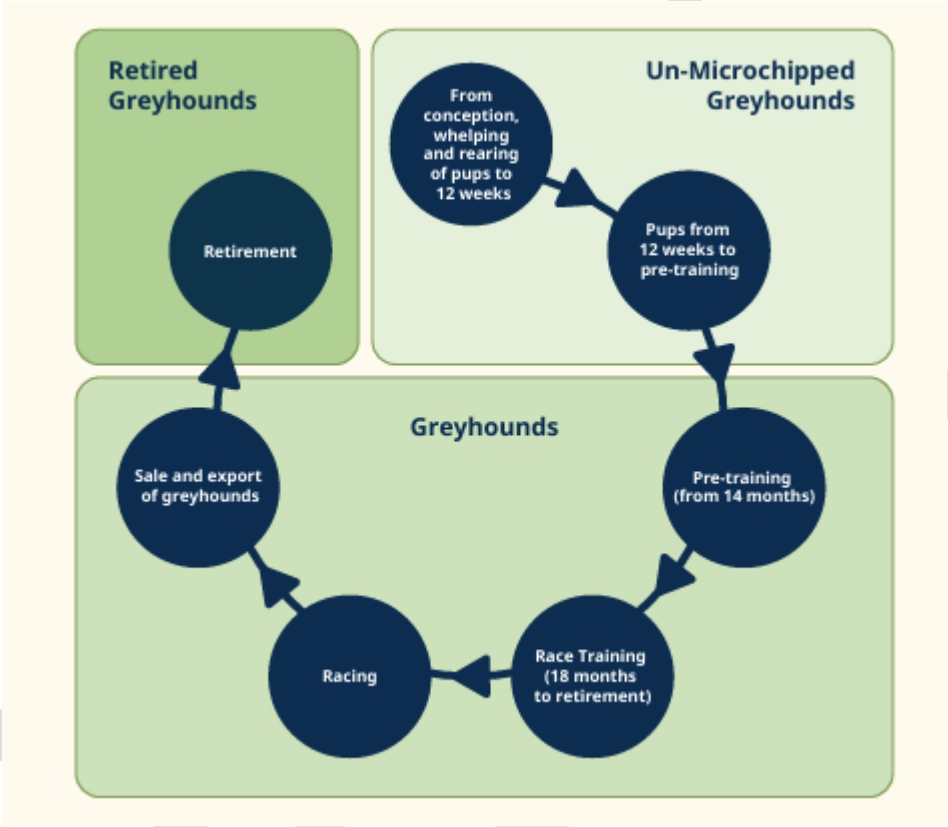
12. Greyhound industry, audits and Feasibility Study

(a) This section of the Transition Plan considers the greyhound industry, its feasibility and the auditing processes required to support animal welfare standards and the rehoming requirements during the Transition Period and after the Cessation Date.

(b) The *Tasracing Management & Care for each Stage in the Lifecycle of a Greyhound* recognises the stages in the lifecycle of a Greyhound.[11]



(c) Two (2) subgroups of Greyhounds are relevant to this Transition Plan – Retired Greyhounds and Un-Microchipped Greyhounds. Each of these subgroups represent Greyhounds at different stages of the Greyhound lifecycle.

(d) Under the Rules of Racing, a Greyhound must:

(i) not be nominated for an Event to be conducted before it reaches the age of 16 months;[12] and

(ii) be named (the application for which may only be made after the Greyhound has attained 12 months of age) and registered with

[11] Tasracing (n 9) Section 4.

[12] Tasracing Integrity Unit, *Tasmanian Greyhound Rules of Racing* (1 January 2026) Division 4, Rule 38 <https://tasracing.com.au/hubfs/industry/greyhounds/Rules/Tasmanian%20Greyhound%20Rules%20of%20Racing%2001-01-26.pdf>.

Tasracing before the Greyhound commences racing, or is used for breeding purposes.[13]

(e) Presently, there are no age restrictions on when a Greyhound is required to cease racing. While this is the case, 'most greyhounds finish their racing career by the age of 3 [to] 5 years' and the 'average natural lifespan of a greyhound is 10 [to] 15 years'.[14]

(f) While this is the case, under the Bill:

(i) once a Greyhound attains the age of 6 years; or

(ii) has not raced for a continuous period of 12 months (unless the Greyhound did not race due to injury and a veterinarian is satisfied that the Greyhound has recovered adequately from that injury),

the Greyhound will be deregistered under the Rules of Racing, and may not be reregistered (ie. deemed a Retired Greyhound).[15]

12.1. OzChase

(a) OzChase is the centralised online portal that is used by the Australian greyhound industry and, as a result, Tasracing to record a Greyhound's Digital Footprint, including the Greyhound's Identification Record.

(b) In Tasmania, it is the responsibility of the Licensed Person to ensure that the Digital Footprint of any Greyhound they train, and/or own, is up to date.

(c) While OzChase is the centralised system for Licensed Persons to update this data directly, historically and to date, Licensed Persons have been able to submit a form (or email) updating this information to the former Office of Racing Integrity[16] and Tasracing (from 1 February 2025). Poor data entry and record keeping has meant that the reporting of Greyhounds on OzChase has been inaccurate and incomplete.

(d) To address these issues, the TasRIC is funding, and will continue to fund throughout the Transition Period and for a period of time after the Cessation Date, based on the Rehoming Program as detailed in this Transition Plan, a full-time position at Tasracing (the Greyhound Traceability Officer and

[13] Greyhounds Australasia Limited, *Greyhounds Australasia Rules* (1 January 2026) Rules 47(1); 48(1); 48(2) <https://galtd.org.au/wp-content/uploads/2025/12/Greyhounds-Australasia-Rules-Effective-1-January-2026.pdf>.

[14] Greyhound Racing Australia, *Attending and Training Greyhounds, Booklet 11 – Preparing a Greyhound for Re-homing* (2019) https://greyhoundcare.grv.org.au/wp-content/uploads/2021/01/Attending-Training-Greyhounds-Booklet-Eleven.pdf.

[15] Part 4, section 10 of the Bill inserts Schedule 8 into the RRI Act, which includes new subclause 5.

[16] Under the RRI Act, the Office of Racing Integrity was disbanded on 31 January 2025, and replaced with the TIU).

Analyst). This role is responsible for tracking the movements of all Greyhounds located in Tasmania from birth to death.

(e) From November 2025 to March 2026, Tasracing undertook a record rectification to reflect the correct number, location and status of Greyhounds and to ensure all Tasmanian OzChase records are accurate (the ***Record Rectification Project***). At the completion of the Record Rectification Project, in excess of 600 records were updated.

(f) These measures ensure that:

(i) the welfare and status of all Greyhounds will be recorded and maintained through OzChase; and

(ii) this Transition Plan is based on accurate records.

12.2. Greyhound industry audits

(a) Following the Greyhound Announcement, the TasRIC instructed Tasracing to conduct an audit of all Greyhounds in the Tasmanian racing industry (the ***Initial Audit***).

(b) The objectives of the Initial Audit included:

(i) determining the number of Greyhounds, Retired Greyhounds and Un-Microchipped Greyhounds in Tasmania;

(ii) the Record Rectification Project; and

(iii) providing the TasRIC Working Group accurate and up to date data to inform the details of the *Feasibility Study* and this Transition Plan (including optimal race modelling, rehoming requirements and animal welfare standards).

(c) The Initial Audit included Greyhounds kennelled with Licensed Persons inclusive of the following groups:

(i) all Greyhounds;

(ii) all Retired Greyhounds; and

(iii) all Un-Microchipped Greyhounds.

(d) The Initial Audit included:

(i) all Licensed Persons, whether they had Greyhounds recorded at their nominated property or not; and

(ii) Participants with kennelled Greyhounds.

(e) However, the Initial Audit did not include Rehomed Greyhounds as these Greyhounds are not subject to the Rules of Racing.

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(f) A second audit was conducted by Tasracing across January and February 2026. The following data (as at 1 March 2026) has informed the details of this Transition Plan (the ***Second Audit***).

(g) The Second Audit identified 1052 Greyhounds. This included 133 Retired Greyhounds and 26 Un-Microchipped Greyhounds. A breakdown by age is set out below:

Age Category	*Number of Greyhounds*
Over 6 years	*176*
5–6 years	*79*
4–5 years	*113*
3–4 years	*186*
2–3 years	*220*
1–2 years	*167*
0–1 year	*85*
Un-Microchipped Greyhounds	*26*
Total:	*1052*

12.3. Audits during the Transition Period

(a) Tasracing will be required to continue to measure and audit all relevant aspects of the Tasmanian greyhound racing industry required to inform and support the implementation of the Transition Plan.

(b) These audits will be conducted by Tasracing pursuant to the Rules of Racing.

(c) During the Transition Period, under the Bill

> *the Commissioner may, in addition to any other powers conferred by* [the Bill]*, issue a person with a notice directing the person to allow the Commissioner, or any person assisting the Commissioner, to enter, search and inspect specified premises.*[17]

(d) Auditing by Tasracing will be required to address all relevant information relating to Participants, Greyhounds and animal welfare, including but not limited to:

(i) Greyhound numbers, age and location (including registered brood bitches);

(ii) sales and transfers of Greyhounds;

[17] Part 4, section 10 of the Bill inserts Schedule 8 into the RRI Act, which includes new subclause 2(2).

(iii) breeding activity, including the number of litters and pups whelped (including registered brood bitches);

(iv) injuries, deaths and euthanasia (on and off-track);

(v) necropsy details from deaths;

(vi) retirements; and

(vii) rehoming (including assessments, unmuzzling, dental and desexing and interaction with external services relating to rehoming, and details of unsuccessful rehoming),

together referred to as the ***Statewide Audits***.

(e) The TGPG will:

(i) coordinate ongoing Statewide Audits of all Greyhounds conducted at intervals determined by TasRIC (noting that an audit is scheduled to be conducted in September 2026, commencing 24 August 2026);

(ii) provide regular reports on this information and the outcome from Statewide Audits to TasRIC and the TasRIC Working Group (including as requested by the Commissioner); and

(iii) coordinate input and reporting from other specialist Tasracing Personnel to the TasRIC Working Group as required (for example, the CRIO, the Chief Veterinary & Animal Welfare Officer and Animal Welfare Officers).

(f) The TGPG will provide monthly reporting updates on the Statewide Audits to TasRIC, including the provision of a Statewide Audit report within one (1) month of its completion.

12.4. Audits after the Cessation Date

(a) ` The TasRIC may require additional Statewide Audits be undertaken after the Cessation Date for the purpose of ensuring compliance with this Transition Plan. These Statewide Audits will rely on the powers conferred in the Animal Welfare Act.

(b) In addition, Local Councils can enforce powers under the Dog Control Act.

12.5. Feasibility Study

(a) The TasRIC commissioned an independent *Feasibility Study* to support and compliment this Transition Plan by:

(i) evaluating the potential financial impact of the Transition Plan;

(ii) providing a financial assessment of the proposed model and rehoming strategy, and the impact of the cessation of greyhound racing in Tasmania; and

(iii) assessing the consequences of cessation for the ongoing feasibility of the two (2) remaining racing codes in Tasmania (thoroughbred and harness).

The Terms of Reference for this *Feasibility Study* are set out in **Annexure 2**.

(b) The *Feasibility Study* is a moment in time study, and therefore the modelling and financial projections are subject to change as the Transition Plan is implemented and the Transition Period progresses. The *Feasibility Study*, and the associated modelling, estimates and projections have informed the development of this Transition Plan, noting the underlying assumptions that have been made in each case which have been acknowledged in the *Feasibility Study*.

(c) Importantly, the *Feasibility Study* differs from the *IER, Size and Scope of the Tasmanian Racing Industry* (2023), that measured the Tasmanian racing industry's contribution to the Tasmanian economy.

(d) The *Feasibility Study* was delivered to the Commissioner on 3 August 2026 and is annexed to this Transition Plan as **Annexure 4**.

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13. Greyhound racing during the Transition Period

(a) Tasracing is responsible for scheduling of greyhound races in Tasmania through the Greyhound Racing Calendar.

(b) The Transition Period comprises of two (2) full Greyhound Racing Calendars and one (1) partial Greyhound Racing Calendar, based on the Government's policy position to cease Greyhound racing by 30 June 2029:

(i) 1 August 2026 to 31 July 2027 (***Transition Year 1***);

(ii) 1 August 2027 to 31 July 2028 (***Transition Year 2***); and

(iii) 1 August 2028 to 30 June 2029 (***Transition Year 3***).

13.1. Transition Racing Framework

(a) To support an orderly and responsible conclusion to greyhound racing in Tasmania by the Cessation Date, this Transition Plan details a thorough transition racing framework for the Transition Period (the ***Transition Racing Framework***).

(b) Rather than relying on rapid reductions in Greyhound numbers or racing opportunities, the Transition Racing Framework adopts a gradual and predictable approach that aims to:

(i) provide Participants with a level of certainty during the Transition Period;

(ii) support animal welfare standards;

(iii) minimise constraints in Participant's accessing Rehoming Program (detailed in section 16 (*Retirements and rehoming*) of this Transition Plan);

(iv) achieve a realistic and manageable level number of Greyhounds to be rehomed at the Cessation Date; and

(v) allow the greyhound racing industry to meet its responsibilities through the Transition Period and Post Transition Period.

(c) The Transition Racing Framework has been established by:

(i) projecting the Greyhound population, based on the legislative restrictions contemplated by the Bill, through each stage of the Transition Period; and

(ii) developing the optimal Greyhound Racing Calendar based on the projected population and the objectives set out above.

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13.2. Transition Racing Framework objectives

The objectives of the Transition Racing Framework are to achieve:

(a) **A steady and predictable reduction**: Greyhound numbers and race meetings will reduce gradually over the Transition Period, avoiding sudden changes to the Greyhound Racing Calendar and providing Participants with a clear understanding of the racing pathway to the Cessation Date;

(b) **Appropriate racing opportunities**: Race programming and the Greyhound Racing Calendar will be adjusted in line with the managed Greyhound population to ensure that there are suitable and competitive racing opportunities; and

(c) **Flexible and responsible implementation**: The Transition Racing Framework will remain responsive to changes in Greyhound numbers and Participant behaviour over time (ie Participants exiting the greyhound racing industry prior to the Cessation Date). Changes Greyhound Racing Calendar will be guided by ongoing monitoring and careful management of industry resources to support the transition process and the long-term sustainability of the other racing codes beyond the Cessation Date.

13.3. Projected Greyhound numbers

(a) *Part B.6.2* of the *Feasibility Study (Greyhound population modelling)* establishes a projected Greyhound population during each stage of the Transition Period. While the *Feasibility Study* details the relevant inputs and assumptions on which the projections are based, it is noted that:

(i) the starting point for the projections is the number of Greyhounds identified in the Second Audit;

(ii) among a range of other assumptions, the projections are based on the legislative restrictions contemplated by the Bill commencing on 1 September 2026; and

(iii) under the detailed assumptions, the population is projected to reduce to approximately 64 Greyhounds that are actively racing by the Cessation Date.

(b) It is noted that the administration of interstate transfer approvals by Tasracing may impact the number of Greyhounds in Tasmania during the Transition Period, and the projections in *Part B.6.2* the *Feasibility Study* are based on interstate imports at 10% of historical levels from 1 September 2026.

(c) *Part B.6.3* of the *Feasibility Study (Recent whelping activity and the breeding response to the Bill)*:

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(i) addresses the increased whelping activity in the second half of FY2025/26 since the introduction of the Bill in November 2025, and the implications on the transition model; and

(ii) notes that the projections of Greyhound numbers incorporate these actual FY2025/26 whelping numbers.

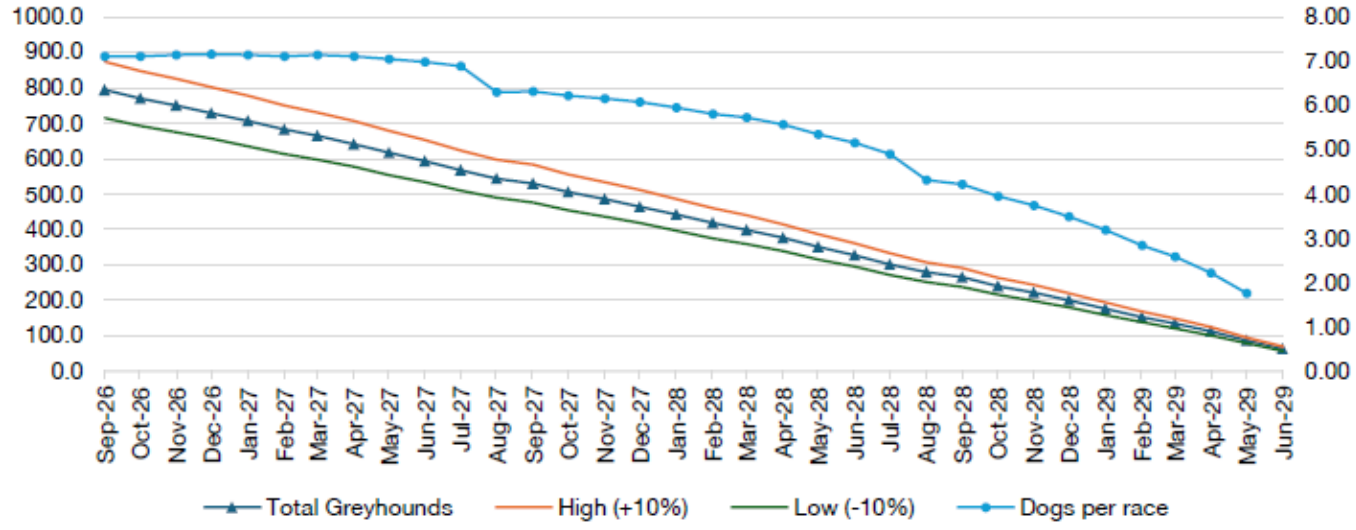
13.4. Managed Greyhound Racing Calendars

(a) To provide racing opportunities aligned to the managed population, while delivering the measured reduction required, this Transition Plan proposes a 25% year-on-year reduction in the Greyhound Racing Calendar during the Transition Period, introduced incrementally within each Greyhound Racing Calendar to smooth its impact.

(b) While consideration was given to a range of reduction options, the modelling of the 25% year-on-year reduction in *Part B.6* of the *Feasibility Study* supports this structure as the preferred approach, taking into account the objectives of the Transition Racing Framework as well as the financial and economic impact.

(c) The projected impact on race numbers and dogs-per-race of the proposed incremental reductions are addressed in *Part B.6.4* of the *Feasibility Study (Race scheduling framework)*. As set out in *Chart 6.2* of the *Feasibility Study* (copy below), this structure maintains consistent dogs-per-race across the majority of the Transition Period.

Feasibility Study – Chart 6.2: Projected Transition Tasmanian greyhound numbers (Including High & Low projections), and Dogs Per Race metric, September 2026 to June 2029



(d) While the reductions to the Greyhound Race Calendar illustrated above are based on projected monthly reductions, the Greyhound Race Calendar will

need to be adaptive to the actual number of Greyhounds available for racing throughout Tasmania during the Transition Period. This will include taking into account:

(i) Greyhound availability and racing eligibility under the Rules of Racing; and

(ii) adjustments in the case of Participants with larger numbers of Greyhounds exiting the Tasmanian racing industry at different times during the Transition Period, including those participating in the Voluntary Exit Scheme. The potentially disproportionate impact of such exits/relocations outside of Tasmania on the projected numbers is acknowledged in *Part B.6.6* of the *Feasibility Study*.

(e) The financial impact of the proposed Transition Racing Framework is addressed in *Part B.6.5* of the *Feasibility Study*. The modelling supports the proposed Transition Racing Framework as the optimal path financially.

(f) While the Transition Racing Framework reduces greyhound racing to one (1) weekly meeting after February 2029 (based on reduced Greyhound numbers) it is noted the location of the meeting (Hobart or Launceston) will remain a matter for Tasracing to determine.

13.5. Reporting and approval

(a) During the Transition Period, Tasracing must provide, as a minimum, monthly (or at the request of the TasRIC) progress reports to the TasRIC regarding the Greyhound Racing Calendars and all relevant financial and operational data and forecasts (for example, registrations, retirements, race delivery costs, financial information) in order to inform:

(i) any adaptive changes to the Transition Racing Framework, including any changes to the Greyhound Racing Calendars, during the Transition Period;

(ii) any financial savings derived as a result of the Transition Racing Framework; and

(iii) amendments by the TasRIC to this Transition Plan.

(b) The Greyhound Racing Calendars (including prizemoney pool) for the Transition Period will be provided by Tasracing to the TasRIC for approval. During the Transition Period the prizemoney pool for each Greyhound Racing Calendar will not exceed the FY2025/26 average prizemoney per race multiplied by the number of races held in that year of racing (plus CPI).

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14. Demonstrated rehoming capacities

(a) To effectively rehome the anticipated number of Greyhounds exiting the Tasmanian racing industry over the Transition Period, and after the Cessation Date, a historical overview of the rehoming capabilities in Tasmania has been conducted both the TasRIC. The *Feasibility Study* has assessed the rehoming capacity and transition profile risk.

(b) Since 2025, the number of Rehoming Programs has decreased, adding additional burden and extending timeframes for acceptance of Greyhounds into the programs.

(c) The analysis in *Part B.7* of the *Feasibility Study*:

(i) quantifies the retirement demand generated by the proposed Transition Racing Framework, and assesses it against Tasmania's demonstrated rehoming capacity by month and by year;

(ii) identifies the options and associated costs for rehoming where demand exceeds capacity of the Rehoming Program providers; and

(iii) models the consequences (and cost) of not having any legislated retirement and breeding measures in place on the number of Greyhounds at the Cessation Date.

(d) *Part B.7* of the *Feasibility Study* informs and supports this Transition Plan, including in relation to:

(i) historical retirement volumes and the proportion of Greyhounds that have retired to each permitted pathway, to inform projections for the retiring population during the Transition Period and by the Cessation Date (refer to *Part B.7.1* of the *Feasibility Study*);

(ii) historical capacities of rehoming programs (refer to *Part B.7.2* of the *Feasibility Study*); and

(iii) modelling the projected volume and timing of demand for the Rehoming Programs during each Financial Year of the Transition Period, comparative to the capacity of these Rehoming Programs (refer to *Part B.7.3* of the *Feasibility Study*) and noting the legislative requirements.

(e) The *Feasibility Study* projects (see *Table 7.8* of the *Feasibility Study* below):

> *On this basis, we would project that a 12 month delay on interventions to assist the Transition period would have an ultimate financial impact of approximately $8.94 million over and above the proposed Transition Model, most acutely felt Post Cessation Date through required kennelling of increased terminal population.*

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We would further estimate that the implementation of no interventions during this period would have a financial impact of over $22m over and above the Transition Model, significantly back ended as against the transition model.[18]

(f) This Transition Plan does not support, and therefore does not contemplate the *Feasibility Study*'s final alternative (which is also noted in the *Feasibility Study* as not being a viable option)[19]:

to require a dedicated and significant program of animal euthanasia post-Cessation Date that would raise significant animal welfare concerns throughout the racing and broader community.[20]

(g) This Transition Plan therefore aligns with the *Feasibility Study*, ensuring that 'it keeps monthly rehoming demand inside demonstrated capacity throughout, and limits the terminal cohort to a scale that the already-funded post-cessation GAP program can absorb within approximately 24 months'.[21]

Feasibility Study – Table 7.8: Projected cost impact of Transition Profile

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

[18] Feasibility Study, 48.
[19] Ibid.
[20] Ibid.
[21] Ibid.

14.1. Legislative requirements

(a) The analysis outlined in the *Feasibility Study* supports a need for Tasmania's rehoming framework to be to be expanded under this Transition Plan to meet the projected demand.

(b) In particular:

(i) from the time that the Bill is passed, as a result of the legislated mandate on the retirement of Greyhounds, the initial rehoming requirements are projected to be in excess of current capacities across the Rehoming Programs. It is projected that Retired Greyhounds will exceed 120 from 1 January 2027;[22] and

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

(c) While the *Feasibility Study* projections assist with the rehoming requirements, adjustments in the case of Participants with larger numbers of Greyhounds relocating and/or retiring at different times during the Transition Period, including those participating in the Voluntary Early Exit Scheme, will also impact estimated rehoming requirements. Accordingly, this Transition Plan will adapt to such situations.

[22] Based on the Second Audit. It is noted that these projections are subject to change based on natural attrition.

15. Transfer of Greyhounds

(a) This section deals with transfer of ownership of a Greyhound in accordance with the Bill.

(b) The Bill defines transfer as the 'transfer ownership of the property in the greyhound by any means, including by sale, gift or surrender'.[23]

15.1.1. Transition Period

(a) During the Transition Period, in accordance with the Bill, an owner must not transfer ownership of a Greyhound unless the new owner is:

(i) a registered Tasmanian Greyhound owner;

(ii) a person authorised by an interstate Greyhound racing authority; or

(iii) an approved Greyhound adoption organisation.

(b) In these circumstances, the existing owner must notify Tasracing before the transfer. These requirements are in addition to transfer of ownership rules as outlined in GARs 37, which will continue during the Transition Period.

(c) However, if the new owner does not fall within any category listed in section 15.1.1(a) above (for example, a third party adopting the Greyhound as a pet), the existing owner must obtain authority for the transfer of ownership from Tasracing.

15.1.2. Post Transition Period

After the Cessation Date, in accordance with the Bill, a person must not:

(a) sell or supply a Greyhound to another person; or

(b) offer a Greyhound for sale or supply to another person; or

(c) breed, acquire or keep a Greyhound, for sale or supply to another person,

'if the person knows, or ought reasonably to know, that the other person intends to cause or permit the dog to participate in a greyhound race or a commercial dog race'.[24]

[23] Part 4, section 10 of the Bill inserts Schedule 8 into the RRI Act, which includes new subclause 1 (definition of transfer).

[24] Part 2, section 4 of the Bill inserts Schedule 8 into the RRI Act, which includes new subclause 11C(3).

16. Retirements and rehoming

(a) A fundamental objective of this Transition Plan is to ensure that every Greyhound is provided an opportunity to be responsibly retired, cared for and rehomed.

(b) The Bill provides the mechanism to effectively and gradually reduce the number of Greyhounds during the Transition Period through:

(i) ceasing breeding activities for racing purposes;

(ii) regulating the number of Greyhounds that can permanently be kennelled in Tasmania for the purposes of racing; and

(iii) legislating retirements.

(c) These restrictions are designed to effectively manage the rehoming requirements during the Transition Plan and after the Cessation Date, aligned with the Transition Racing Framework (detailed in section 13.1 (*Transition Racing Framework*) of this Transition Plan).

(d) This Transition Plan recognises that GAP is the largest Rehoming Program for Participants in Tasmania. Given the capacity of GAP, to ensure that Participants can rehome their Greyhound without ongoing delays, this Transition Plan addresses all Rehoming Programs and emergency kennelling arrangements beyond GAP.

(e) While rehoming of Greyhounds will be the priority, this Transition Plan recognises the unavoidable reality that during the Transition Period and after the Cessation Date, there will be a cohort of Greyhounds that will be deemed unsuitable for rehoming (for behavioural and other reasons, as assessed by Tasracing in accordance with the Greyhound Rules and Policies).

(f) The euthanasia of any Greyhound must comply with:

(i) the Greyhound Rules and Policies;

(ii) the Animal Welfare Act, specifically the Dog Regulations; and

(iii) during the Transition Period, the Bill.

16.1. TasRIC Greyhound adoption EOI process

(a) The adoption of Greyhounds is a significant component of this Transition Plan.

(b) RSPCA Tasmania has provided information to the TasRIC that has identified:[25]

[25] RSPCA Tasmania, *Greyhound Rehoming During the Phase-Out: The Central Role of Foster Care* (May 2026).

(i) the longer a Greyhound remains in kennels, the greater the risk of behavioural deterioration — including pacing, stereotypic behaviours, anxiety responses, and withdrawal;

(ii) behavioural deterioration in kennels impairs accurate temperament assessment, making it harder to match Greyhounds to appropriate homes and increasing the risk of adoption failure or return; and

(iii) extended kennel stays reduce adoption rates, both because Greyhounds become harder to assess and because community interest in adoption tends to focus on recently available animals.

(c) It is therefore imperative that this Transition Plan plans for and implements strategies to support Greyhounds being fostered and/or adopted, limiting their time in a Rehoming Program and removing constraints in Greyhounds being able to be rehomed during the Transition Period and after the Cessation Date.

(d) In order to understand public interest in adopting a Retired Greyhound, the TasRIC has sought EOIs from Tasmanians who may be interested in adopting a Retired Greyhound.

(e) The public EOI process (see the TasRIC Website for further information) has been advertised across major newspapers in Tasmania and allows members of the public to register with TasRIC their interest in adopting a Retired Greyhound. Those interested in registering or learning more are invited to contact TasRIC by email to greyhoundtransition@racingintegrity.tas.gov.au.

(f) This early EOI process was undertaken ahead of any decision on the Bill to identify and build a database of those wishing to adopt a Retired Greyhound, to help support the development and implementation of this Transition Plan and to ensure Retired Greyhounds can be rehomed.

(g) Throughout the Transition Plan, and particularly ahead of the Cessation Date, a coordinated adoption communication strategy will be established across Tasracing, TasRIC and all external adoption agencies to ensure ongoing visibility and interest in the rehoming of Retired Greyhounds.

16.2. From Greyhound in racing to rehomed pet

(a) Any Greyhound in the Tasmanian racing industry must:

(i) undertake Retirement Preparation (detailed in section 16.2.1 (*Retirement Preparation*) of this Transition Plan) prior to being eligible for retirement, and in turn, rehoming; and

(ii) successfully complete an Approved Unmuzzling Program (in accordance with section 16.2.2 (*Unmuzzling Programs*) of this Transition

Plan) in order to be exempt from the muzzling provisions in the Dog Control Act.

(b) Under this Transition Plan, and for the purpose of the Financial Assistance Scheme (detailed in section 20.2 (*Financial Assistance Scheme*) of this Transition Plan), a Greyhound will be considered successfully rehomed when:

(i) the Greyhound is accepted into a Rehoming Program; or

(ii) the Greyhound is adopted as a pet to an Owner/Trainer or suitable third party in accordance with section 16.3.3 (*Retirement to Owners/Trainers or rehoming to suitable third parties*) of this Transition Plan.

(c) This Transition Plan also recognises that, from time to time, a Greyhound may be voluntarily surrendered or require emergency kennelling (detailed in section 16.4 (*Surrenders and emergency kennelling*) of this Transition Plan).

16.2.1. Retirement Preparation

(a) GARs and LRs 22 to 25 apply to the retirement of any Greyhound.

(b) Under these Rules of Racing, the Owner or Person responsible for the Greyhound must:

(i) conduct a 28-day wind-down period (with relevant reporting requirements to Tasracing in accordance with LR 22.5). During this period:

1. the Greyhound must not engage in any racing related activities, including but not limited to trialling, breaking, education, training or racing; and

2. there must be genuine and daily efforts to socialise the Greyhound to non-training and non-racing settings and environments.

(ii) where the Greyhound is being retired as a pet, facilitate the surgical sterilisation by a veterinarian prior to it being retired as a pet or placed with a rehoming/adoption agency (except where the Greyhound is admitted into the GAP or a veterinarian after examining the Greyhound certifies, to the satisfaction of the TIU, that being surgically sterilised would be detrimental to its welfare); and

(iii) provide all required documentation and records to Tasracing in accordance with the Greyhound Rules and Policies,

together referred to as the ***Retirement Preparation***.

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(c) After successful completion of the Retirement Preparation, a Greyhound can be retired to:

(i) a Rehoming Program;

(ii) another suitable animal adoption or rehoming agency (detailed in section 16.3.2 (*Retirement to an Animal Adoption Agency*) of this Transition Plan);

(iii) an appropriate third party who can ensure the welfare and wellbeing of the Greyhound; or

(iv) the Owner or Trainer,

as detailed in section 16.3 (*Rehoming of Retired Greyhounds as pets*) of this Transition Plan.

(d) The GRPS supports reimbursement towards the cost of surgical sterilisation, dental treatment, vaccination and pre anaesthetic for all Greyhounds to be retired.

(e) Tasracing must continue the GRPS during the Transition Period, and for a period of time after the Cessation Date in line with this Transition Plan. The GRPS must not be varied or discontinued without the approval of TasRIC.

16.2.2. Unmuzzling Programs

(a) Section 18 of the Dog Control Act requires that a Greyhound be muzzled, secured and restrained if it is in a public place. These requirements do not apply if the Greyhound has successfully completed an approved greyhound suitability program.

(b) Under section 18A of the Dog Control Act, Tasracing may approve a program in respect of the training and assessment of Greyhounds for suitability to be without a muzzle when not on premises at which the dog is usually kept (the ***Approved Unmuzzling Program***). The Bill contemplates that the Secretary of the department may also approve such other programs.

(c) In Tasmania, there are currently three (3) Approved Unmuzzling Programs. It is recommended that Tasracing explore approving additional Approved Unmuzzling Program providers so as to minimise any potential barriers for the rehoming of Greyhounds. The TGPG will take steps to explore interest in, and options for, approving additional Approved Unmuzzling Programs in Tasmania, and will report to TasRIC.

(d) Tasracing's Greyhound Unmuzzling Criteria dated February 2025 details the criteria for a Greyhound to successfully complete the Approved Unmuzzling Program which includes record keeping requirements.

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(e) It is acknowledged that, in line with the Bill, for a period of time after the Cessation Date, these Approved Unmuzzling Programs will need to continue to support any Greyhound in being rehomed as a pet.

16.3. Rehoming of Retired Greyhounds as pets

(a) Compliance with the Greyhound Rules and Policies in relation to rehoming is overseen by Tasracing.

(b) Tasracing will, via the Traceability Officer and Analyst, monitor and record every transfer of a Greyhound, including rehoming throughout the Transition Period, and for a period after the Cessation Date as directed by the TasRIC. This monitoring and record keeping will safeguard animal welfare and inform eligibility under the Financial Assistance Scheme.

16.3.1. Rehoming Programs

(a) Rehoming Programs have been, and will continue to be, essential to supporting the rehoming of Retired Greyhounds in Tasmania.

(b) To support Participants accessing the Rehoming Programs in a timely and orderly manner, Tasracing will be responsible for overseeing:

(i) the development and implementation of an adequate online system for Licensed Persons to register any Greyhound for rehoming, allocate the Greyhound to a Rehoming Program, and track the Greyhound through to adoption;

(ii) expansion of a foster care program (and network of registered foster carers) to increase rehoming capacity and minimising kennelling requirements at the Rehoming Programs; and

(iii) the identification and procurement of additional support from recognised agencies and service providers to help facilitate rehoming and provide adequate options for all Licensed Persons to retire their Greyhounds (including alternatives where Rehoming Programs reach capacity).

(c) It is acknowledged that rehoming costs vary across each Rehoming Program. Analysis regarding estimated individual Greyhound rehoming costs is addressed in *Part B.7.2* of the *Feasibility Study*.

16.3.2. Retirement to an Animal Adoption Agency

TasRIC will coordinate with Tasracing, and the Rehoming Programs to identify a range of external adoption and other service providers in Tasmania, acknowledging each will have their own criteria for accepting Greyhounds into their care and their own costs.

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16.3.3. Retirement to owners/trainers or rehoming to suitable third parties

(a) During the Transition Period and after the Cessation Date, Greyhounds may continue to be retired to an owner/trainer or rehomed to a suitable third party who can ensure the welfare and wellbeing of the Greyhound as a pet. In these circumstances, the Retirement Preparation requirements as required by the Greyhound Rules and Policies must still be followed.

(b) The Financial Assistance Scheme will apply to Greyhounds that have been appropriately retired to an owner/trainer or rehomed to a suitable third party, subject to the eligibility requirements (including registration of the Retired Greyhound as a pet with the relevant Local Council).

16.4. Surrenders and emergency kennelling

16.4.1. Foster Care

(a) Tasracing operates a foster care program through GAP. Before being adopted, a Greyhound may be fostered for a period of time in order to help them to adjust to life in a domestic environment.

(b) Further information on how to register as a foster carer is available here.

16.4.2. Surrender to RSPCA Tasmania or Dogs' Homes of Tasmania

(a) It is acknowledged that there may be circumstances where a Participant surrenders ownership of a Greyhound to RSPCA Tasmania or the Dogs' Homes of Tasmania (as distinct from a Participant undertaking the Retirement Preparation and entering the Greyhound into a Rehoming Program).

(b) Where this occurs, the Retirement Preparation (detailed in section 16.2.1 (*Retirement Preparation*) of this Transition Plan) will be undertaken by the receiving organisation and the Participant will not be entitled to access the Financial Assistance Scheme.

16.4.3. Emergency kennelling

(a) It is acknowledged that the initial increase in retirements of Greyhounds at the start of the Transition Period (based on the retirement provisions in the Bill), will make it necessary for arrangements to be in place with a network of emergency pet accommodation and kennelling providers across Tasmania, to assist with any urgent requirements that may arise.

(b) The TasRIC has established a network of commercial accommodation and kennelling providers across the North, Northwest and the South of Tasmania to assist with accommodating Greyhounds that may require emergency

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kennelling. A list of emergency kennels located throughout the State is maintained by the TasRIC.

(c) TasRIC will be responsible for coordinating any emergency kennelling. Costs associated with emergency kennelling will be included in a further budget submission by the TasRIC.

(d) In these circumstances, any Licensed Person responsible for the Greyhound will not be entitled to access the Financial Assistance Scheme. This will not apply to Licensed Persons who qualify for the Transition Hardship Fund (as defined in the Financial Assistance Scheme below).

(e) These arrangements may be complemented by additional arrangements with Local Councils to be established during the Transition Period.

16.5. Compliance

(a) During the transition the TIU will continue to be responsible for enforcement of the Greyhound Rules and Policies and responding to identified animal welfare concerns.

(b) Biosecurity Tasmania and RSPCA Tasmania also have relevant powers under the Animal Welfare Act in relation to animal welfare matters.

(c) In accordance with current powers under the Greyhound Rules and Policies, the TIU may require the provision of emergency support for any Greyhounds not being afforded the required levels of care and welfare, including through the developed network of third party fostering, kennelling and other welfare services.

(d) The Greyhound Rules and Policies also address circumstances where due to health or behavioural reasons a Greyhound is unable to progress through to successful rehoming, and such policy standards must continue to be enforced during the Transition Period.

16.5.1. Local Councils

(a) Tasmania's Local Councils have a key role in the application and enforcement of regulations and registrations relating to greyhounds, pets and animal welfare. A number of Local Councils are also involved with kennelling services that may be relevant to the rehoming requirements under this Transition Plan.

(b) TasRIC has MOUs in place with Local Councils across Tasmania to facilitate the sharing of information to assist in the aims of each organisation. Greyhound Participants are subject to local rules and permit requirements relating to each Greyhound kept at their property.

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17. Participant support

(a) This Transition Plan recognises that Participants in the Tasmanian greyhound racing industry come from all works of life, and they participate in the industry for varying reasons. For some Participants, their participation in the Tasmanian greyhound racing industry is generational and provides connection to community, while for others, it has been their livelihood.

(b) For these reasons, a multi-faceted approach to Participant support is required during the Transition Period and after the Cessation Date to:

(i) provide Licensed Persons with access to support based on financial dependency on Tasmania, employment transition and participant wellbeing; and

(ii) support compliance with animal welfare standards and incentivise retirement preparation and rehoming of all racing Greyhounds.

17.1. Voluntary Exit Scheme

(a) In June 2026, the Government announced the development of the Voluntary Exit Scheme to provide immediate support for industry participants wishing to exit the greyhound racing code by 31 December 2026.

(b) Following this announcement, the Government requested that the TasRIC develop the Voluntary Exit Scheme and on 10 June 2026, TasRIC publicly invited EOIs from Licensed Persons to participate in a period of consultation and discussions regarding access to such a scheme.

(c) Initially, EOIs were invited to be submitted by 3 July 2026, however despite that timeline passing the TasRIC continues to meet with any Licensed Person that expresses interest in taking up the Voluntary Exit Scheme, and will continue to do so. This consultation process is intended to support the development of fair, practical and evidence-based transitional arrangements to those Licensed Persons that participate in the Voluntary Exit Scheme.

(d) At the time of preparing this Transition Plan, a number of Licensed Persons have submitted EOIs to the TasRIC and each of these Licensed Persons have met with the Commissioner.

(e) While the arrangements are still being developed by TasRIC in consultation with Licensed Persons, it is intended that eligibility and support arrangements will include (but may not be limited to):

(i) the Licensed Person entering into an agreement or deed with the relevant agency (which is to be confirmed), to formalise the Licensed Person's participation in the Voluntary Exit Scheme;

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(ii) eligibility to be subject to ongoing compliance with applicable animal welfare and Tasracing Greyhound Rules and Policies; and

(iii) support to be subject to (and following) successful completion of rehoming requirements (detailed in section 16 (*Retirements and rehoming*) of this Transition Plan) relating to all of the Licensed Person's Greyhound(s) and their licence being surrendered (with no ability to re-register).

(f) The TasRIC will report to the Minister for Racing separately on the Voluntary Exit Scheme.

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18. Participant wellbeing

18.1. Structure of Participant wellbeing support services

(a) Shortly following the Greyhound Announcement, TasRIC commenced the process of establishing a statewide Participant wellbeing framework to provide confidential counselling and wellbeing support services.

(b) In consultation with Tasracing's EAP provider, Positive Solutions, and RAW, the following Participant wellbeing support framework has been established to:

(i) enable Participants to access individual sessions with Positive Solutions and RAW where they wish to engage these services directly;

(ii) ensure independent and confidential support services are easily accessible to Participants at greyhound race meetings; and

(iii) provide specialist counselling services, where more tailored and clinical support is required.

(c) We further note the Medicare's mental health treatment plan that allows eligible individuals to claim up to 10 individual and 10 group sessions with an eligible mental health professional each calendar year. A Participant would be required to undertake a mental health assessment to determinate eligibility for the program. Further information can be accessed here.

18.2. EAP

(a) Participants across each of the racing codes, including greyhound racing, have access to Positive Solutions, Tasracing's existing EAP provider.

(b) Positive Solutions have a team of counsellors, psychologists, social workers and mediators who assist with a wide range of issues. Some of these issues may include:

(i) Stress, anxiety and depression;

(ii) Work/life balance;

(iii) Relationship difficulties;

(iv) Family separation;

(v) Managing conflict;

(vi) Addictions;

(vii) Trauma, loss and grief;

(viii) Financial difficulties;

(ix) Work and career problems;

(x) Managing change;

(xi) Sexuality and gender identity;

(xii) Bullying and harassment; and

(xiii) Positive parenting.

(c) Positive Solutions also provide services across critical incidents, training and other assistance.

(d) For all Participants, these EAP services were increased from two (2) free counselling sessions to six (6) free counselling sessions in January 2026, given the immediate concern for Participant wellbeing.

(e) Participants have full access to this service (24 hours a day, seven (7) days a week). Sessions are flexible and can be held face to face, via phone or online, whichever format is going to be most comfortable to the individual, with Positive Solutions offices located in Hobart, Burnie, Devonport and Launceston.

(f) Details of Positive Solutions are available on the Tasracing and TasRIC's website.

(g) Positive Solutions services are strictly confidential and access to this provider will extend after the Cessation Date, should there be a need, as determined by the TasRIC in consultation with Positive Solutions and Tasracing.

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18.3. At track wellbeing services

(a) In May 2026, the TasRIC and the TasRIC Working Group became aware of concerns raised by Participants regarding the delay in a decision on the Bill, and subsequent impact of those delays on their personal circumstances and mental health.

(b) On becoming aware of these concerns, TasRIC and Tasracing engaged Positive Solutions to attend various race meets from 26 May 2026 (for an initial four (4) week period) to ensure that Participants could access the counselling services. The services of Positive Solutions were made available at race meets in both the north and south of the State.

(c) RAW was subsequently engaged in mid-June 2026, following feedback received from Participants given their existing engagement with, and knowledge of rural and remote communities, with many Participants familiar with these services. RAW provides proactive, non-clinical mental health and suicide prevention support for rural, remote, and primary industry communities.

(d) Following this initial four (4) week period, TasRIC received anecdotal information and deidentified data demonstrating the success of the at track services of both Positive Solutions and RAW. Feedback was also received that collaboration between Positive Solutions, RAW, Tasracing and the Greyhound Racing Clubs was effective and provided a supportive environment for Participants.

(e) TasRIC will continue to fund services of both Positive Solutions and RAW to attend various race meets for the duration of the Transition Period (with scheduling to be coordinated for each Greyhound Racing Calendar) to ensure that Participants can continue to engage with these service providers.

18.4. Specialist counselling services

(a) TasRIC is procuring specialist counselling services to support participant wellbeing, where more tailored care is required.

(b) Through the transition funding (which is further described at section 21.1 (*Greyhound transition funding*) of this Transition Plan), the TasRIC will fund an initial six (6) sessions (and further sessions if these are deemed required by the treating practitioner, for each Participant). These services will remain strictly confidential and will extend after the Cessation Date, should there be a need, as determined by the TasRIC based on access to these services.

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19. Participant retraining

(a) Participants seeking to undertake vocational, or some other form of, retraining have access to existing State and Federal recognised and programs, some of which are set out below.

(b) Participants requiring additional financial support to access training courses can access the Financial Assistance Scheme, which may provide referrals to eligible employment advisory services and assistance with tuition fees for retraining (see Transition Retraining Fund).

(c) In addition, the TasRIC will work with Government departments to identify and establish bespoke training packages, particularly in regional areas.

19.1. Tasmania

(a) Skills Tasmania 'develop and manage the Tasmanian training and workforce development system in partnership with industry, the vocational education and training sector, and the wider community.'[26] Skills Tasmania has information to support Participants understand the training and qualifications that are currently subsidised by the Government. This information can be found:

Website:	https://www.skills.tas.gov.au/about_skills_tasmania
Phone:	(03) 6165 6027
Email:	attf@skills.tas.gov.au

(b) TasTafe also has a number of courses for a career change, upskill, return to work or hobby. Further information is available the TasTafe website accessible here.

(c) Subsidised courses may also be available for Low Income Health Care Card holders (see below).

19.2. Federal

The Federal Government has a number of initiatives and payments to support those seeking employment, as well as those looking to undertake further education and training. These programs include:

[26] Skills Tasmania, *About Skills Tasmania* <https://www.skills.tas.gov.au/about_skills_tasmania>.

(a) Work: Job Seeker, Youth Allowance, Farm Household Allowance (further information is accessible here);

(b) Education: Youth Allowance, Austudy, Abstudy, Pensioner Education Supplement and other payments (further information accessible here); and

(c) Low Income Health Care Card (further information accessible here).

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20. Financial Assistance Scheme

The Financial Assistance Scheme outlined in this Transition Plan is designed to ensure that animal welfare and regulatory (ie. procedural) compliance continues during the Transition Period and after the Cessation Date, and to ensure the rehoming of all Greyhounds.

20.1. Financial Assistance Scheme principles

(a) This Transition Plan details a balanced, fiscally responsible approach to financial assistance for eligible Participants that prioritises strong animal welfare outcomes, and supports the orderly phase out of greyhound racing in Tasmania. It also recognises those Participants that have a high financial dependency on Tasmanian greyhound racing.

(b) Aligned with the Government's objectives to deliver a fair and measured transition while maintaining strong fiscal management and accountability discipline, each element of financial assistance will be capped per Licensed Person, with eligibility based on established circumstances and subject to compliance with animal welfare requirements.

(c) Payments will be supported by a robust independent Financial Assistance Panel assessment, and will only be made following successful completion of the rehoming requirements (detailed in section 16 (*Retirements and rehoming*) of this Transition Plan) required in respect of all the Licensed Person's Greyhound(s).

(d) It is noted that the *Feasibility Study* addresses the financial impacts of the cessation of greyhound racing and provides information regarding Participant income derived from Tasmanian greyhound racing. This has been considered in the development of this Financial Assistance Scheme.

20.2. Financial Assistance Scheme

(a) The Financial Assistance Scheme is detailed below, and will continue to apply after the Cessation Date. There are five (5) categories of financial assistance available to eligible applicants (the ***Financial Assistance Categories***):

(i) Trainer Exit Payment (Tiered);

(ii) Breeders Exit Payment (Tiered);

(iii) Per Greyhound Exit Payment (Owner);

(iv) Transition Retraining Fund; and

(v) Transition Hardship Fund.

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(b) Any payments under the Financial Assistance Scheme will be subject to eligibility criteria, and in all cases, where the Financial Assistance Panel is satisfied that the applicant:

(i) has strictly complied with:

1. all applicable animal welfare regulations (including the Greyhound Code of Practice);

2. the Greyhound Rules and Policies (including retirement preparation and rehoming processes and policies specified by Tasracing); and

3. other applicable local laws, permits and regulations relating to Greyhounds, including the registration of the Retired Greyhound as a pet.

(i) has successfully completed all rehoming requirements (detailed in section 16 (*Retirements and rehoming*) of this Transition Plan) in respect of the relevant Greyhound(s), including notification requirements (which, for the purposes of the Financial Assistance Scheme, will continue to apply after the Cessation Date); and

(ii) has complied with any additional eligibility requirements in respect of the relevant Financial Assistance Category.

(c) The Participant has the onus of proof to demonstrate compliance with the relevant eligibility requirements and any Tier classifications (see below).

(d) For the avoidance of doubt, a Participant will not be eligible for the Financial Assistance Scheme where a Greyhound is surrendered in accordance with sections 16.4.2 (*Surrender to RSPCA Tasmania or Dogs' Homes of Tasmania*) and 16.4.3 (*Emergency kennelling*) of this Transition Plan.

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Financial Assistance Category	
Trainer exit payment (Tiered)	Tiered payment based on level of training operation and financial dependency. **Eligibility and payment**: • Trainers licensed and registered with Tasracing in accordance with the Greyhound Rules and Policies with at least one (1) registered Greyhound start in a Tasmanian greyhound racing Event in at least one (1) Greyhound Racing Calendar year from 6 November 2025; • Fixed payment amount for each licensed trainer in accordance with relevant Tier (to be determined based on further budget submission); • Tiers based on financial dependency over the past three (3) years from the date of application; and • Tier eligibility determined by the Financial Assistance Panel with supporting information and evidence required for each applicant (with documentary requirements as determined by the Financial Assistance Panel). **Tier 1** – High financial dependency **Tier 2** – Moderate financial dependency **Tier 3** – Low financial dependency **Tier 4** – Hobbyist
Breeders exit payment (Tiered)	Tiered payment based on level of breeding operation and financial dependency. **Eligibility and payment**: • Breeders licensed and registered with Tasracing in accordance with the Greyhound Rules and Policies prior to 6 November 2025; • Fixed payment amount for each breeder in accordance with the relevant Tier (to be determined based on further budget submission);

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	• Tiers of breeder financial dependency based on number of Greyhounds whelped over the last 3 years from the date of application; and • Tier eligibility determined by the Financial Assistance Panel with supporting information and evidence required for each applicant (with documentary requirements determined by the Financial Assistance Panel). **Tier 1** – High financial dependency **Tier 2** – Moderate financial dependency **Tier 3** – Low financial dependency
Per Greyhound exit payment (Owner)	Fixed amount per Greyhound which is structured to ensure standards of animal welfare and rehoming requirements are met (detailed in section 16 (*Retirements and rehoming*) of this Transition Plan). **Eligibility and payment**: • Owners licensed and registered with Tasracing in accordance with the Greyhound Rules and Policies prior to 6 November 2025; • Compliance with all animal welfare standards and Greyhound Rules and Policies; • Payment only following successful completion of rehoming requirements (detailed in section 16 (*Retirements and rehoming*) of this Transition Plan) of all relevant Greyhound(s); and • Payment process to align with the Tasracing Prizemoney Policy and payment arrangements (managing owners and/or owner nominated trainers). This payment will be separate from (and in addition to) reimbursements under the GRPS. Any Greyhound that is transferred before the Cessation Date to another jurisdiction where greyhound racing is permitted, either by way of sale or owner/trainer relocation is not eligible for this Financial Assistance Category, given that the Greyhound will benefit from market valuation.

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Transition Retraining Fund	**Eligibility and payment:** • Participants; • Eligibility determined by the Financial Assistance Panel with supporting information and evidence required for each applicant (with documentary requirements determined by the Financial Assistance Panel); • Reimbursement (up to a capped amount per Participant) for education and training tuition incurred pursuant to eligible Government supported education and training programs; and • Where supported by the Financial Assistance Panel, Transition Retraining Fund will apply to arrangements with approved State and Federal education and training providers determined by the TasRIC, with additional reimbursements only to apply where the Participant has made all applicable arrangements under existing Government support and subsidy schemes. Refer to section 19 (*Participant retraining*) of this Transition Plan for further information.

Transition Hardship Fund	Hardship payments for Participants for animal welfare, mental health and wellbeing and emergency support.
	
	This fund has been established for exceptional circumstances.
	
	Eligibility and payment:
	• Participants;
	• Exceptional circumstances where financial support is required for:
	  ○ Participant mental health and wellbeing;
	  ○ animal welfare; and
	  ○ immediate emergency payments.
	• Payment up to a capped amount per Participant;
	• Eligibility determined by the Financial Assistance Panel with supporting information and evidence required for each applicant (with documentary requirements determined by the Financial Assistance Panel); and

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	• By application to the Financial Assistance Panel (with administration support from TasRIC).
Exclusions	• Payments for any Greyhound related operations or suppliers (for example veterinarians, food suppliers). • Investments or assets (for example frozen straws, kennels, trailers).

20.3. Financial Assistance Scheme governance – Financial Assistance Panel

(a) The Financial Assistance Panel will be established to assess all applications made under the Financial Assistance Scheme. The Terms of Reference for this Financial Assistance Panel are set out in **Annexure 3**.

(b) Membership of the Financial Assistance Panel is subject to the NRE Tasmania appointment processes, acceptance of an instrument of appointment with NRE Tasmania and the Terms of Reference.

(c) Where there is a group/family business operating across a number of Participants and licences, the Financial Assistance Panel may make a group determination and allocation.

20.4. Applications

(a) Applications may be made by eligible Participants (dependent on Financial Assistance Category) any time during the Transition Period and until 31 December 2029 for assessment.

(b) An online application portal will be established (with forms facilitating the provision of all relevant information and evidence), links to which will be available on the TasRIC's website. Hard copy forms may be obtained by contacting the TasRIC (detailed in section 25 (*Contact and correspondence*) of this Transition Plan).

(c) Participants may make an application as a group where there is a group/family business operating across a number of licences.

20.5. Financial Assistance Scheme funding and budget

(a) Details regarding total funding allocation for the Financial Assistance Scheme, and individual caps to apply to each Financial Assistance Category (including tiers) and other elements of the Financial Assistance Scheme, will be determined by Government and may be subject to further budget submissions by TasRIC.

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(b) Total funding scope and amounts, per-Participant caps and eligibility criteria will ensure overall expenditure remains within any budget allocation by Government.

(c) Quarantined savings from the reduction in Tasracing costs and expenses (including prizemoney, operational costs and subsidies) arising from the reduction in greyhound racing during the Transition Period may, subject to consideration by Government, be redirected to the Financial Assistance Scheme.

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21. Transition Funding and Resourcing

21.1. Greyhound transition funding

(a) The 2026-27 State Budget committed $4.8 million to support the transition, and the Government has noted further budget allocations will be informed by this Transition Plan.

(b) Further funding for the implementation of this Transition Plan (including the Financial Assistance Scheme) may be the subject of:

(i) quarantined savings from Tasracing costs and expenses resulting from the reduction in greyhound racing during the Transition Period; and

(ii) further budget applications by the TasRIC.

(c) In order to inform the requirements of further budget submissions by TasRIC, Tasracing will forecast and monitor the details of cost savings to be quarantined by Tasracing under (b)(i) above.

21.2. Tasracing greyhound racing subsidies

(a) Tasracing has a number of subsidies and reimbursements available to support Participants in the Tasmanian greyhound racing industry (including but not limited to the GRPS, GRRS and Track Close Travel Subsides).

(b) During the Transition Period, and for a period of time after the Cessation Date (to ensure the rehoming of all Greyhounds), relevant Tasracing subsides will continue for Participants.

(c) These subsidies must not be varied or discontinued without the approval of TasRIC.

21.3. Greyhound assets and facilities

(a) Tasracing will provide to Treasury by 1 January 2027 a complete list of Tasracing-owned assets and infrastructure that will no longer required after the Cessation Date. This will include any Greyhound Racing Club assets, in accordance with the RRI Act.

(b) The Tasracing owned GAP facility (at Mangalore) will continue to be required for rehoming after the Cessation Date, as outlined in this Transition Plan.

(c) A detailed financial evaluation of Tasracing's greyhound assets was not included in the *Feasibility Study*. The use or sale of any Tasracing-owned assets is not considered in this Transition Plan, and is ultimately a decision for Tasracing's shareholder Ministers.

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21.4. Tasracing Transition personnel

(a) The following roles have been engaged by Tasracing since late 2025, to focus on the greyhound racing transition and forecast the operational requirements of Tasracing under the Transition Plan (and in preparation of this Transition Plan):

(i) 1 x Project Manager;

(ii) 2 x Animal Welfare Officers;

(iii) 1 x Investigator; and

(iv) 1 x Traceability Officer and Analyst.

(b) These positions are presently employed by Tasracing and funded by TasRIC pursuant to a funding deed with the Crown and Tasracing.

(c) At present, Tasracing is responsible for managing these roles and their deliverables in accordance with the requirements of TasRIC. TasRIC will continue to assess the need for these roles and funding may continue to the extent required by the TasRIC during the Transition Period and after the Cessation Date.

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22. Complaints, investigations and enforcement

22.1. Complaints

(a) All complaints regarding or related to greyhound racing in Tasmania, including matters arising under this Transition Plan, will be managed within the TasRIC complaints framework (the ***Complaints Framework***).

(b) The complaints process, and details of how to make a report, complaint or enquiry relating to the greyhound transition are published on the TasRIC website. This includes:

(i) reporting any complaint or providing information about an integrity-related matter (including any corrupt or improper conduct) involving Tasmanian racing to the Racing Integrity Hotline:

Email:	MakeaReport@racingintegrity.tas.gov.au (include 'TASRIC' in the email subject line)
Phone:	1800 296 967 (Australia only) Hotline interviewers are available from 8 am to 8 pm Monday to Friday.
Post:	Tasmanian Racing Integrity Commissioner GPO Box 584 Hobart TAS 7001 (mark as 'Confidential')

(ii) ensuring the ability to report anonymously, where requested; and

(iii) TasRIC referring certain complaints to relevant enforcement agencies (as required).

(c) TasRIC provides deidentified information regarding the Complaints Framework to the Government, the JSC (particularly matters related to this Transition Plan) as well as publication by TasRIC (including through the TasRIC Annual Report).

(d) Complaints about TasRIC may be made by contacting TasRIC directly or, for a complaint to be dealt with independently, by contacting external bodies for assistance such as:

(i) **Ombudsman Tasmania**: for complaints about the actions or decisions of the TasRIC, TasRIC staff or contractors;

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(ii) **NRE Tasmania**: for complaints about the TasRIC staff or the use of resources by the TasRIC;

(iii) **Integrity Commission of Tasmania**: for complaints about Ministerial corruption and corruption in the Tasmanian public sector; and

(iv) **Office of the Anti-Discrimination Commissioner**: for complaints that concern discrimination.

22.2. TasRIC investigations and inquiries

(a) The Commissioner's function and responsibilities, as provided for by the RRI Act, include the conduct of certain investigations and inquiries into matters relating to integrity and animal welfare. These investigative and inquisitorial functions necessarily include any such matters that relate to the greyhound racing transition and this Transition Plan.

(b) In particular, the Commissioner:

(i) may investigate any matter relating to racing including, but not limited to, matters relating to integrity in racing and animal welfare;[27]

(ii) must inquire into any matter referred to the Commissioner for an inquiry by the Minister, and the Commissioner may hold an inquiry into any matter in racing that the Commissioner considers appropriate, including, but not limited to, matters relating to integrity in racing and animal welfare;[28] and

(iii) must inquire into any matters referred to the Commissioner by the Minister or such matters as requested by Tasracing.[29]

22.3. Enforcement of applicable legislation

(a) This Transition Plan deals with matters that may be relevant to offences under applicable legislation, including the RRI Act, the Animal Welfare Act, the Dog Control Act and the Biosecurity Act.

(b) In relation to matters that are the subject of this Transition Plan, each relevant agency or enforcement body will remain be responsible for their own legislated investigation and enforcement functions (and reporting obligations) pursuant to such legislation.

[27] RRI Act, s 15.
[28] RRI Act, s 21.
[29] RRI Act, s 9(1)(r).

23. Publication of Transition Plan and consultation

(a) Part 4, subclause 3(6) of the Bill requires that the Transition Plan, as approved by the Minister for Racing, be made available for public inspection during the Transition Period on a website maintained by or on behalf of the TasRIC.

(b) Accordingly, as soon as practicable following the approval of the Minister for Racing, this Transition Plan will be published here.

(c) The Minister for Racing and Commissioner will engage with the JSC, and key stakeholders including Tasracing and Tasmanian greyhound racing participants.

24. Approval and review

(a) Part 4, subclause 3(2) of the Bill requires that the Minister for Racing approve the Transition Plan and may require that the TasRIC amend the Transition Plan submitted by TasRIC.

(b) Accordingly, this Transition Plan is subject to amendment (and subsequent approval of the Minister for Racing) throughout the Transition Period, and after the Cessation Date. Any amendments, and subsequent versions of this Transition Plan, will be detailed in the Approval and Review Register (detailed in section 26 (*Approval and review register*) of this Transition Plan).

(c) As a minimum, this Transition Plan will be reviewed at the following intervals:

(i) the submission of annual financials by Tasracing to the Commissioner;

(ii) the completion of each Greyhound Racing Calendar; or

(iii) the completion of each Statewide Audit; or

(iv) at the request of the Minister for Racing.

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25. Contact and correspondence

Any correspondence (other than complaints, details in section 22.1 (*Complaints*) of this Transition Plan) should be directed to:

Email:	Greyhoundtransition@racingintegrity.tas.gov.au
Phone:	0408 533 463
Post:	Tasmanian Racing Integrity Commissioner GPO Box 584 Hobart TAS 7001 (mark as 'Greyhound Transition')

26. Approval and review register

Version	Author	Date of Ministerial Approval	Date of Public Release
Draft 1.0	Sean Carroll Tasmanian Racing Integrity Commissioner		

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Office of the Tasmanian Racing Integrity Commissioner

Terms of Reference

GREYHOUND RACING TRANSITION WORKING GROUP

BACKGROUND:

On 10 August 2025, the Premier announced that the Tasmanian Government will phase out greyhound racing by 30 June 2029, aligning with the expiry of the Tas Racing Pty Ltd (***Tasracing***) funding deed. The transition will have a significant impact on the greyhound industry, their families and communities.

Following this announcement, the Premier and Minister for Racing wrote to the Tasmanian Racing Integrity Commissioner (***TasRIC***) requesting that a comprehensive plan be developed to deliver all operational, animal welfare and integrity components of the transition.

The *Racing Regulation and Integrity Act 2024* (Tas) (the ***Act***) provides a legislative pathway for the TasRIC to develop and oversee the delivery of this transition plan.

In order to ensure the smooth transition and to assist in the process, a working group of suitably qualified industry representatives and animal welfare experts will be engaged by the TasRIC, in line with these Terms of Reference.

The Premier has also announced that a Parliamentary Committee will be established to provide accountability to the community during the transition period.

The TasRIC will present the transition plan to the Committee and provide quarterly progress reports, or as required.

ESTABLISHMENT:

The Act establishes the functions and powers of the TasRIC.

Under the Act, the TasRIC is to inquire into any matters referred by the Minister.

The Greyhound Racing Transition Working Group has been established by the TasRIC to provide advice to the TasRIC on key matters relating to the Greyhound Racing Transition, and in ensuring a smooth phase out of greyhound racing by 30 June 2029.

OBJECTIVES OF THE TRANSITION:

1. Safeguard greyhound welfare (including the life-of-animal guarantee and continuing to enhance animal welfare standards), through the review, update and implementation (as required) of rules of racing, policy and other safeguards,

including alignment with any new legislation introduced by the Tasmanian Parliament.

2. Support greyhound racing participants through the transition period and beyond, through Employee Assistance Programs (EAP) and other wellbeing support and programs.

3. Support the rehoming of greyhounds during the transition period, and beyond, including assessing whether the Greyhounds as Pets Program (GAP) and other services are fit for purpose and able to support the transition.

4. Establish a plan for active greyhound racing to be reduced and phased out over the period of 1 August 2026 and 30 June 2029.

5. Ensure a feasibility study into the economic impact of the reduction of greyhound meetings during, and post, the transition on the Tasmanian Racing Industry is conducted, with results to be considered as part of the 1 July 2029 Tasracing funding deed.

6. Explore and provide options for the repurposing of greyhound facilities (including tracks and training facilities), with broad community benefits.

7. Determine economic impact on the greyhound industry, in particular, individual greyhound trainers (business) and determine any requirements for workforce transition.

8. Establish a legacy plan for greyhound racing industry in Tasmania.

9. Maintain public trust and integrity in decision-making and implementation of plan.

10. Strong and effective communication with stakeholders, in particular members of the greyhound industry, animal welfare groups and the community.

SCOPE:

The Greyhound Racing Transition Working Group will provide advice and support planning to phase out greyhound racing by 30 June 2029 across each of the following strategic pillars, and any other areas of concern as identified by the TasRIC:

- Regulatory matters
    - Local rules and regulations on new Tasmanian greyhound licences being issued
    - Local rules and regulations on future breeding and registration of any racing greyhounds in Tasmania
    - Local rules and regulations on euthanasia, unless for medical reasons
    - Cross border controls

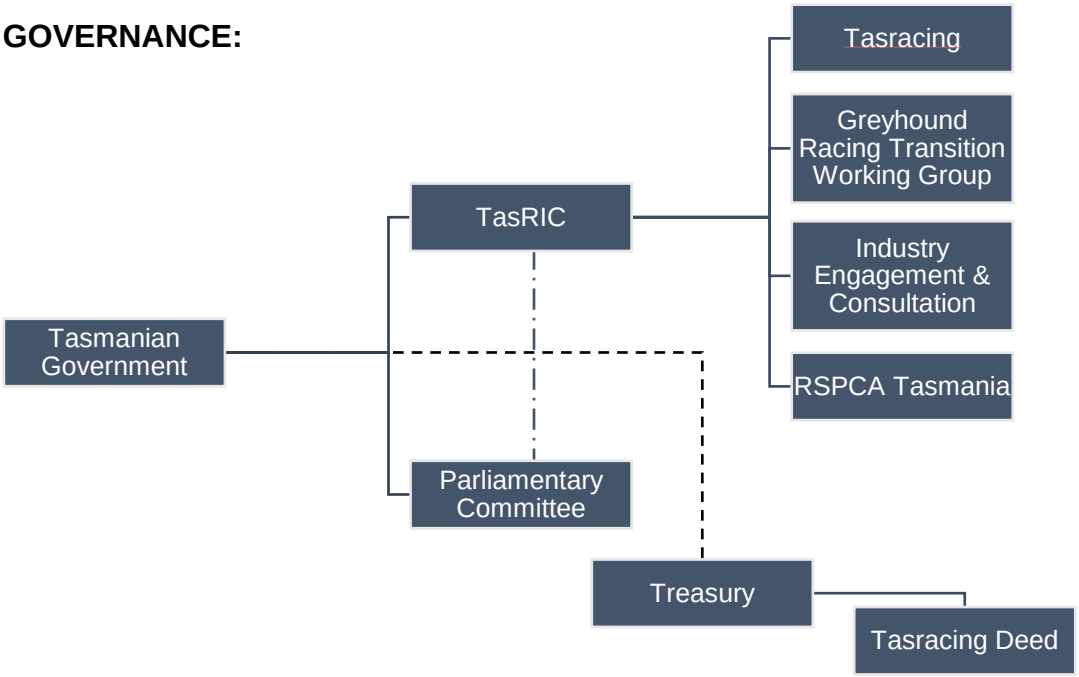
The Tasmanian Parliament is responsible for the introduction of any new legislation, and consideration of existing legislation to support and give effect to the Greyhound

Racing Transition. Any new legislation or consideration of existing legislation sits outside the scope of the TasRIC and in turn the Greyhound Racing Working Group.

- Fiscal considerations
    - Oversight of any new capital expenditure within existing government funding for greyhound racing, while ensuring that safe racing, animal welfare standards and participant wellbeing are maintained
    - Reduction in number of race meetings, number of races and race conditions to be managed flexibly by Tasracing to align with the reduction in racing greyhound numbers during transition period
    - Management of existing relationships with commercial partners and broadcasters
    - Explore and provide options for the repurposing of greyhound facilities and tracks
    - Explore and provide options for support for private kennels and repurposing of same
    - Consideration of ancillary rehoming organisations (ie RSPCA Tasmania, Lost Dogs Home, others) and any funding requirements
    - Feasibility of financial initiatives to support greyhound racing participants
- Animal welfare
    - Whole of life greyhound welfare strategy
    - Whole of life rehoming and welfare guarantee
    - Mandatory injury reporting and track risk controls until 30 June 2029, with TasRIC to audit compliance
    - Increased oversight of animal welfare – across Tasracing, Biosecurity Tasmania and RSPCA Tasmania
    - Standards of animal welfare requirements through to 30 June 2029, review and update of the Code of Practice for Greyhound Welfare, uptake of Tasracing schemes and enforcement of current rules and policies relating to traceability and animal welfare
    - GAP program throughout transition period and beyond
- People
    - Transition programs to support participants in the greyhound racing industry gain future employment beyond 30 June 2029 (or earlier)
    - EAP support
    - Tailored wellbeing and support programs

- Clubs, facilities and regions
    - Contracts with tracks and facilities
    - Track land reuse programs – convert to community sport/green space or mixed recreation to maintain local amenities and jobs
    - Plan and timeframe for decommissioning of facilities and tracks – where applicable
    - Relationship and impact with greyhound racing clubs
- Wagering
    - Unintended consequences that persons wagering on greyhound racing transition across to other codes or sport, creating a further societal gambling issue
    - Assessment of funding available for education, awareness campaigns and mitigation programs
- Integrity and governance
    - Independent leadership for implementation plan
    - Clear roles and responsibilities across TasRIC, the Greyhound Racing Transition Working Group, Parliamentary Committee, Tasracing, Biosecurity Tasmania, industry, animal welfare groups and others
    - TasRIC reporting to the Parliamentary Committee, as required
    - Ongoing investigation of animal welfare and integrity matters within the greyhound racing industry by Tasracing and the TasRIC
    - Handover to agencies (Biosecurity Tasmania and RSPCA Tasmania) when industry formally closed

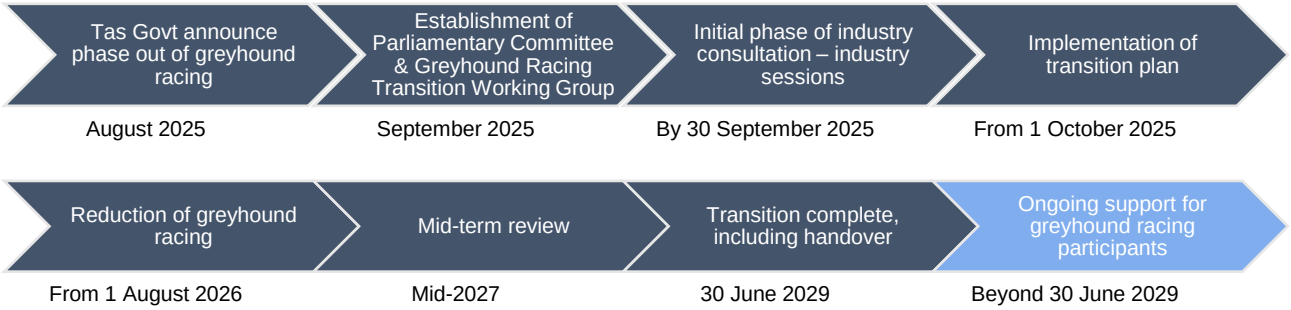
GOVERNANCE:



PARLIAMENTARY COMMITTEE:

The TasRIC is responsible for providing quarterly reports (and other updates), to the Parliamentary Committee.

TIMELINES:



DELIVERABLES:

1. Updates to rules of racing, codes and policies
2. Updates to the Parliamentary Committee, as required
3. Industry updates
4. Reporting in Annual Report
5. Other deliverables as identified in the implementation plan

INTER-DEPENDENCIES:

1. Greyhound rehoming options
2. Code of Practice for Greyhound Welfare (release date 1 January 2026)

MEMBERSHIP:

Sean Carroll	TasRIC, Chair
Nicole Malcher	Executive Director, Legal & Policy, office of TasRIC
Dave Manshanden	Tasracing operations lead
Lisa Boyd	Tasracing Project Manager
Andrea Dawkins	Chief Executive Officer, RSPCA Tasmania
Dr Kate Savage	Independent veterinarian advisor to the TasRIC
Alison Jarman	Tasmanian community member
	Greyhound industry participant

* The TasRIC may invite persons to attend and present to the Greyhound Racing Transition Working Group from time to time, depending on agenda items and areas of discussion.

Members (other than the administration support) who are unable to attend a meeting cannot be represented by a substitute or proxy. The administration support role may be represented by a substitute or proxy, nominated by the TasRIC.

The TasRIC may remove any person from membership if:

1. the person ceases to hold a role within their respective organisation;

2. the person breaches the conduct and behaviour provisions of the Terms of Reference; or

3. the person engages in unauthorised communication with media.

A member may resign from the Greyhound Racing Transition Working Group by written notice to the TasRIC, in which case, the TasRIC may appoint a new member to the working group to represent that same cohort.

The TasRIC may, at its discretion, remove a member and/or appoint a new member to the working group at any time.

Administrative and secretarial support will be provided by the office of the TasRIC.

CONDUCT AND BEHAVIOUR:

Members are expected to undertake their duties with care and diligence and to:

- treat all members, guests and the Greyhound Racing Transition Working Group's secretarial support with respect, and value all contributions;

- respect the confidentiality of papers provided to the Greyhound Racing Transition Working Group and the discussions that take place and not inappropriately use or disclose this information; and

- disclose any actual or perceived conflict of interest at the time of appointment, and as soon as practicable should any new conflicts of interest arise or existing disclosures change.

FEES AND REIMBURSEMENTS:

Letters of appointment will detail the payment and reimbursement arrangements for members.

MEDIA:

The TasRIC will be responsible for any public statements on behalf of the Greyhound Racing Transition Working Group. A communique will be issued by the TasRIC following each meeting of the Greyhound Racing Transition Working Group.

The TasRIC will be responsible for engagement with the racing industry, animal welfare groups and the Tasmanian community.

OPERATIONS & MEETINGS:

The Greyhound Racing Transition Working Group will meet monthly, or more frequently as determined by the TasRIC to ensure the objectives of the transition are met.

CHANGES TO THE TERMS OF REFERENCE:

The TasRIC is able to amend and refine these Terms of Reference at any time in writing to members of the Greyhound Racing Transition Working Group.

Prepared by:	Nicole Malcher	Cleared by:	Sean Carroll
Position:	Executive Director, Legal & Policy Office of the Tasmanian Racing Integrity Commissioner	Position:	Tasmanian Racing Integrity Commissioner
Date:	21 October 2025		
Version:	2.0		

Office of the Tasmanian Racing Integrity Commissioner

TASMANIAN RACING INTEGRITY COMMISSIONER

Terms of Reference

GREYHOUND RACING FEASIBILITY STUDY

BACKGROUND

On 10 August 2025, Premier Jeremy Rockliff publicly announced that the Tasmanian Government will phase out greyhound racing by 30 June 2029.

Following this announcement, the Premier and Minister for Racing wrote to the Tasmanian Racing Integrity Commissioner (***TasRIC***) requesting that a comprehensive plan be developed to deliver all operational, animal welfare and integrity components of the transition.

As part of this work, the TasRIC identified the need for a feasibility study to be undertaken on the financial impact on the cessation of greyhound racing on Tasracing, the Tasmanian racing industry and the Tasmanian economy.

In October 2025, Tasracing was provided funding, through the greyhound transition budget, to undertake this feasibility study.

It was TasRIC's intention that this feasibility study would include:

- Financial Impact Assessment (Greyhound cessation): Looking at direct impact (wagering, POCT, sponsorship etc), Indirect Impact (Supply Chain, economic impact, employment), and induced Impact over the next 3 to 5 years.

- Greyhound Racing Cessation Strategy: Working closely with the Commissioner, providing a clear understanding of the market, stakeholders and projected greyhound numbers and class, prepare a clear pathway towards no greyhound racing by 2029, including cost and activity reduction, staffing, wagering optimisation, scheduling and operations, club support and funding and others.

- Feasibility Analysis: Concentrating on the remaining codes of thoroughbred and harness racing, deliver a 5 - 10 year feasibility analysis focusing on such areas as:

    - Market viability (wagering and product trends, consumer engagement)

    - Financial viability (current projected revenue, required investment, welfare, regulation)

  - Operational feasibility (capacity of current tracks, training facilities, Participants, breeding industry, staffing);
  - Social licence feasibility (including public perception, welfare concerns, integrity concerns).

- Scenario Modelling: Develop best case, base case, worst case scenarios over 5– 10 years including such matters as:
  - Increased or decreased wagering revenue & POCT;
  - Reduced government subsidies;
  - Product innovation & growth, or implementation of other recommendations;
  - Industry and club (or facility) consolidation or collaboration;
  - Policy or welfare driven restrictions.

- Risk Assessment: Identify key areas of risk that will impact feasibility and modelling, including probability and impact, and options for mitigation

- Cost Benefit Analysis: Reflecting on feasibility analysis and scenario modelling, alongside external economic and community based benefits (non-financial), provide an objective cost-benefit analysis for investment in the Racing Industry ongoing.

Tasracing engaged Alignsport Pty Ltd to undertake a feasibility report (the ***Tasracing Feasibility Report***). However, it has been identified that the Tasracing Feasibility Report does not address all components of the TasRIC's originally proposed and intended scope for the feasibility study.

Accordingly, the TasRIC has decided to engage Alignsport Pty Ltd directly to prepare a further feasibility report for the TasRIC that compliments and supplements the Tasracing Feasibility Report (the ***TasRIC Feasibility Report***).

TASRIC FEASIBILITY REPORT – TERMS OF REFERENCE

The TasRIC Feasibility Report will incorporate the Tasracing Feasibility Report as well as capturing the following areas:

- findings of the previously undertaken Industry Health Check, as the baseline of the current state of the Tasmanian racing industry;

- evaluation of the financial impact on the cessation of greyhound racing;

- assessment of the current participant involvement and financial reliability on the industry (including prize money, number of greyhound and expenses);

- a proposed greyhound racing model that aligns with the Government's closure date;

- a feasibility analysis for Thoroughbred and Harness Racing in Tasmania over the next 5 - 10 years;

- a detailed Risk Assessment for Tasmanian Government & Tasmanian racing industry; and

- a detailed Cost-Benefit analysis on the racing industry ongoing.

Prepared by: Position:	Nicole Malcher Executive Director, Legal & Policy Office of the Tasmanian Racing Integrity Commissioner	Cleared by: Position:	Sean Carroll Tasmanian Racing Integrity Commissioner

Office of the Tasmanian Racing Integrity Commissioner

Terms of Reference

GREYHOUND RACING TRANSITION FINANCIAL ASSISTANCE PANEL

BACKGROUND:

On 10 August 2025, the Premier announced that the Tasmanian Government will phase out greyhound racing by 30 June 2029, aligning with the expiry of the Tas Racing Pty Ltd (***Tasracing***) funding deed. The transition will have a significant impact on the greyhound industry, their families and communities.

Following this announcement, the Premier and Minister for Racing wrote to the Tasmanian Racing Integrity Commissioner (***TasRIC***) requesting that a comprehensive plan be developed to deliver all operational, animal welfare and integrity components of the transition (the ***Transition Plan***).

The Transition Plan is subject to the approval of the Minister for Racing and contemplates a Financial Assistance Scheme that eligible Participants will be able to access during the Transition Period, and until 31 December 2029.

Capitalised terms used in this Terms of Reference have the meaning given in the Transition Plan, unless otherwise specified or separately defined.

ESTABLISHMENT:

The Greyhound Racing Transition Financial Assistance Panel (the Financial Assistance Panel) has been established in accordance with the Transition Plan to independently assess applications from eligible Participants for financial assistance under the Financial Assistance Scheme.

The Financial Assistance Panel's purpose is to ensure financial assistance and transition assistance is assessed consistently, fairly, transparently and in accordance with the Financial Assistance Scheme as detailed in section 20 of the Transition Plan.

FUNCTIONS:

The Financial Assistance Panel is responsible for:

(a) assessment of all applications in accordance with the eligibility requirements of the Financial Assistance Scheme for each Financial Assistance Category (and any respective Tier);

(b) request further information and/or evidence where required in order to make a determination;

(c) prepare a 'Reasons for Decision' in respect of each application outlining the matters outlined in item (a) above.

MEMBERSHIP:

The Financial Assistance Panel will be formed as follows:

(a) three (3) independent voting members including:

(i) the Tasracing Chair;

(ii) the Racing Integrity Committee Chair;

(iii) independent member as appointed by Treasury,

(the ***Voting Members***); and

(b) the Financial Assistance, as a non-voting Chair.

Where a Voting Member ceases to hold that role, a new Voting Member will be appointed. Administrative and secretarial support will be provided by the office of the TasRIC (the ***Panel Secretariat***), including receiving applications, coordinating meetings, maintaining records and communicating decisions with the Applicant.

DECISION MAKING:

Decisions of the Financial Assistance Panel will be made by a majority vote of the Voting Members.

The Financial Assistance Panel may defer decisions pending further information and/or evidence, including requesting further written submissions from the Applicant.

The Panel Secretariat will provide the 'Reasons for Decision' to:

(a) the Applicant; and

(b) the Commissioner,

within five (5) business days of the Reasons for Decision being finalised by the Voting Members.

APPLICATIONS:

An online application portal will be established (with forms facilitating the provision of all relevant information and evidence), links to which will be available on the TasRIC's website. Hard copy forms may be obtained by contacting the TasRIC.

Applications may be made by eligible Participants (dependent on Financial Assistance Category) any time during the Transition Period and until 31 December 2029 for assessment.

Participants may make an application as a group where there is a group/family business operating across a number of licences.

EVIDENCE:

Each application must be accompanied by a written submission outlining details of the claim and provide financial records, taxation records, breeding & racing records, rehoming evidence, veterinary records and any other information necessary to determine an Application.

The Financial Assistance Panel may request additional information, including a statutory declaration in its discretion in order to make a determination.

The Financial Assistance Panel may also rely on and/or verify information through TasRIC and Tasracing records.

PROCEDURAL FAIRNESS:

Each application will be assessed on its merit, consistently, without bias, while protecting confidential and Personal Information.

DECISIONS OF THE FINANCIAL ASSISTANCE PANEL:

The decision of the Financial Assistance Panel is final and binding, subject to any Tamanian legislative rights to appeal and or review.

CONDUCT AND BEHAVIOUR:

All members of the Financial Assistance Panel are expected to undertake their duties with care and diligence and to:

(a) treat all members, and Applicant's with respect;

(b) respect the confidentiality of papers provided to the Financial Assistance Panel and the discussions that take place and not inappropriately use or disclose this information; and

(c) disclose any actual or perceived conflict of interest at the time of appointment, and as soon as practicable should any new conflicts of interest arise or existing disclosures change.

FEES AND REIMBURSEMENTS:

Letters of appointment will detail the payment and reimbursement arrangements for Voting Members.

OPERATIONS AND MEETINGS:

The Financial Assistance Panel will meet at times and locations to be determined by the Commissioner.

Five (5) business days prior to meeting the Financial Assistance Panel will be provided a list of applications for consideration, and any accompanying materials (via a secure link).

The Financial Assistance Panel will use best endeavours to finalise the Reasons for Decision for any application within ten (10) business days from its deliberations.

The Financial Assistance Panel will also prepare periodic reports (on a deidentified basis) for the Commissioner regarding applications, approvals, expenditure and emerging issues.

The Commissioner will provide quarterly reports throughout the Transition Period, including a final report (on a deidentified basis) to the Minister for Racing within 6 months after the last application is received.

CHANGES TO THE TERMS OF REFERENCE:

The TasRIC is able to amend and refine these Terms of Reference at any time to ensure consistency with the Transition Plan.

Prepared by:	Nicole Malcher	Cleared by:	Sean Carroll
Position:	Executive Director, Legal & Policy Office of the Tasmanian Racing Integrity Commissioner	Position:	Tasmanian Racing Integrity Commissioner

:

ANNEXURE 4

Greyhound Transition & Racing Feasibility Study

Cessation of Tasmanian Greyhound Racing

Proprietary Assessment Methodology | Alignsport | July 2026

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1. Introduction and scope of work

1.1 Purpose and context

On 10 August 2025, Premier Jeremy Rockliff announced that the Tasmanian Government will phase out greyhound racing by 30 June 2029 (the **Cessation Date**).

Following this announcement, the Premier and Minister for Racing wrote to the Tasmanian Racing Integrity Commissioner (**TasRIC**) requesting that a comprehensive plan be developed to deliver all operational, animal welfare and integrity components of the transition.

This study has been commissioned to evaluate the financial impact of that cessation, and to assess the consequences of cessation for the ongoing feasibility of the two remaining racing codes (thoroughbred and harness).

The impacts of cessation cannot be properly understood in isolation from the current condition of the industry that must absorb them. This study therefore begins with an analysis of the current feasibility and health of the Tasmanian racing industry across all three codes, before assessing the impact of greyhound cessation and its consequences for the remaining codes.

In preparing this report every effort has been made to be as accurate as possible with all estimates and projections, however we do note that in many circumstances data being relied on has been inconsistent between sources, incomplete, or conflicting, and has required significant assumptions to be made. We have used every effort to resolve any inconsistencies, provide notations on the source materials relied on, and detail any assumptions relied on.

1.2 Objectives

The objectives of this study are to:

(a). outline the current financial, structural and stakeholder health of the Tasmanian racing industry, and the economic contribution of each code relative to its size (which will ultimately assist in determining the ongoing feasibility of each remaining code post Cessation Date);

(b). evaluate the financial impact of the cessation of greyhound racing across its direct, indirect and induced layers;

(c). set out a proposed transition plan for cessation, and assess the financial impact of this transition period;

(d). quantify Tasmania's greyhound rehoming capacity, assess it against retirement demand under the proposed and alternative transition profiles, and assess financial impact where demand exceeds capacity;

(e). assess the impact of greyhound cessation on the ongoing feasibility of thoroughbred and harness racing, including the treatment of Tasracing's unallocated shared costs; and

(f). conduct scenario modelling (best, base and worst case) of those feasibility impacts and consolidate the projected financial position.

1.3 Structure of this study

The study is structured in three parts:

Table 1.1 Structure and coverage

Part	Coverage	Sections
Part A Analysis of Current Racing Industry Feasibility	Industry health analysis across all three codes (financial, structural, race day economics, breeding, trainer and owner health); IER economic size-and-scope summary and code-level intensity metrics	Sections 2–3

Part	Coverage	Sections
Part B Impact of Greyhound Cessation	The greyhound code's contribution; the financial impact of cessation; transition modelling and its financial impact; rehoming capacity, costs and transition profile risk; welfare mitigation	Sections 4–7
Part C Impact on the Feasibility of the Remaining Codes	Market, financial and operational feasibility of the thoroughbred and harness codes post-cessation; unallocated costs and the rationalisation of Tasracing; scenario modelling	Section 8
Summary	Consolidated projected financial impacts and outstanding matters	Section 9

PART A: ANALYSIS OF CURRENT RACING INDUSTRY FEASIBILITY

Part A establishes the position from which any assessment of greyhound phase out must begin: the current feasibility, financial health and economic contribution of the Tasmanian racing industry as a whole.

We will present a financial, operational and stakeholder health analysis of all three codes. The analysis has been informed by Tasracing annual reports, published racing and wagering data, code-level financial information, stakeholder engagement and benchmarking against other Australian jurisdictions. This Part A will provide a basis to ultimately assess ongoing feasibility of remaining codes post Cessation Date, in Part C.

2. Current health and feasibility of the Tasmanian racing industry

2.1 Background and approach

This section assesses the macro health of the Tasmanian racing industry across all three codes. The analysis is informed by broad stakeholder consultation across regulators, facilities, clubs, trainers, breeders and owners. This information is then benchmarked against objective financial and racing data - principally Tasracing's annual reports, statutory financial statements and racing and wagering records - and against other Australian racing jurisdictions. Its purpose is to validate and prioritise the key issues confronting the industry, and to establish the baseline condition of the industry that must absorb the impacts of greyhound cessation assessed in Parts B and C.

The central conclusion of this analysis frames the entire study: the Tasmanian racing industry remains an important part of the State's economy and heritage, but it is not sustainable without Government support for the foreseeable future, and on many metrics is in a state of deterioration. Every Tasmanian race, every meeting and every code operates at a loss prior to Government investment. At the same time, the analysis shows that with focus and difficult decisions in critical areas, a pathway exists to a healthier industry.

2.2 Industry structure and governance

The Tasmanian racing industry is governed by Tasracing Pty Ltd, a tri-code principal racing authority (PRA) responsible for thoroughbred, harness and greyhound racing, reporting to the Minister for Racing under the *Racing (Tasracing Pty Ltd) Act 2009* and the *Racing Regulation and Integrity Act 2024*. Tasmania is one of only three jurisdictions (with Queensland and Western Australia) to govern all three codes under a unified body, and Tasracing has additionally absorbed the vast majority of race day operations from the racing clubs. This establishes Tasmania, in principle, as one of the most structurally efficient racing industries in Australia at the governing-body level.

That central efficiency, however, sits above a club and facility footprint that appears well beyond requirements for the racing audience served: 14 racing clubs and 9 facilities across the three codes. The role of most clubs has been reduced to race day hospitality, marketing and membership functions; the largest and most sophisticated clubs (the *Tasmanian Racing Club* and *Tasmanian Turf Club*) have reported losses in four of their past five published annual reports, while the remaining clubs are largely volunteer-led and reliant on Tasracing funding to achieve break-even or modest surpluses.

2.3 Financial performance of Tasracing

Tasracing's revenue base has been predominantly provided by Government through the existing funding deed established in 2009, which contributed 52.7% of total revenue in FY25 ($39.04m), rising to 62.5% when point of consumption tax (**POCT**) receipts are included. Government funding as a proportion of revenue has grown from 47.4% in FY22 ($32.16m) to 52.7% in FY25 ($39.04m), while race field (wagering) revenue has fallen from 37.1% of total revenue in FY22

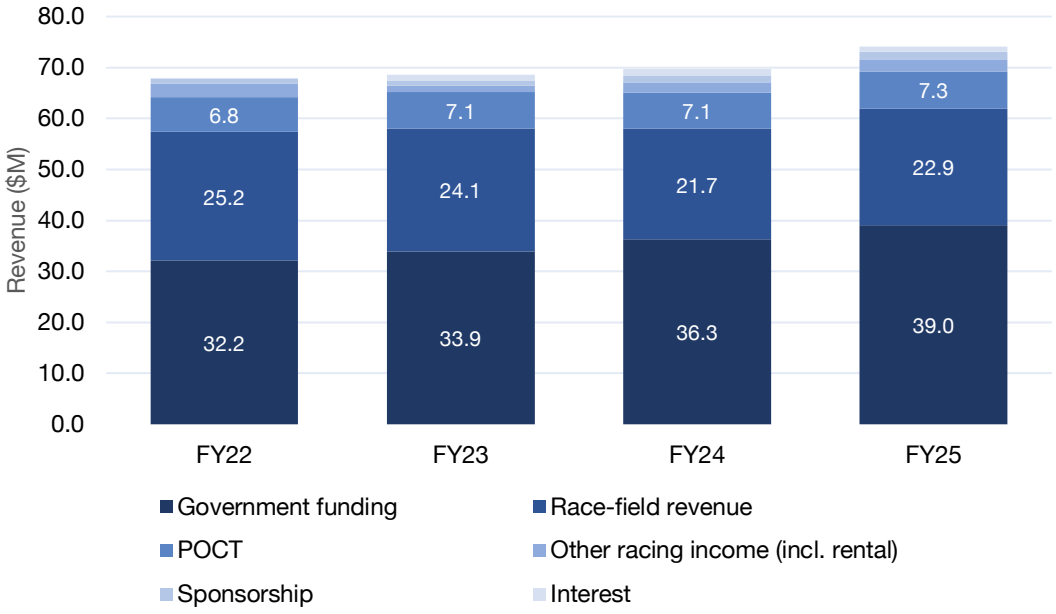
($25.2m) to 30.9% in FY25 ($22.9m) - notwithstanding a partial recovery in FY25 (up 5.4% on FY24). FY25 Government funding includes a new Integrity Unit Funding Grant of $1.82m, alongside growth in the Annual Industry Funding Grant to $36.72m.[1]

Table 2.1 Tasracing revenue by source, FY22 through FY25 ($)

Revenue source	FY25	% FY25	FY24	FY23	FY22
Race field revenue	22,901,326	30.9%	21,720,618	24,127,987	25,197,483
Sponsorship income	1,455,560	2.0%	1,183,172	1,013,327	1,014,590
Other racing income*	2,383,672	3.2%	2,073,349	1,328,355	2,600,357
Government funding	39,040,985	52.7%	36,274,855	33,920,434	32,162,486
POCT	7,303,611	9.9%	7,049,818	7,097,190	6,829,619
Interest revenue	1,023,475	1.4%	1,398,213	1,138,779	84,201
Total revenue	**74,108,629**	**100%**	**69,700,025**	**68,626,072**	**67,888,736**

*Rental income is disclosed as a separate line in the FY25 Annual Report ($215,447; FY24 $183,416) and is shown here within other racing income; FY22 and FY23 rental amounts are derived as the balance to statutory total revenue.

Chart 2.1 Tasracing revenue by source, FY22 through FY25

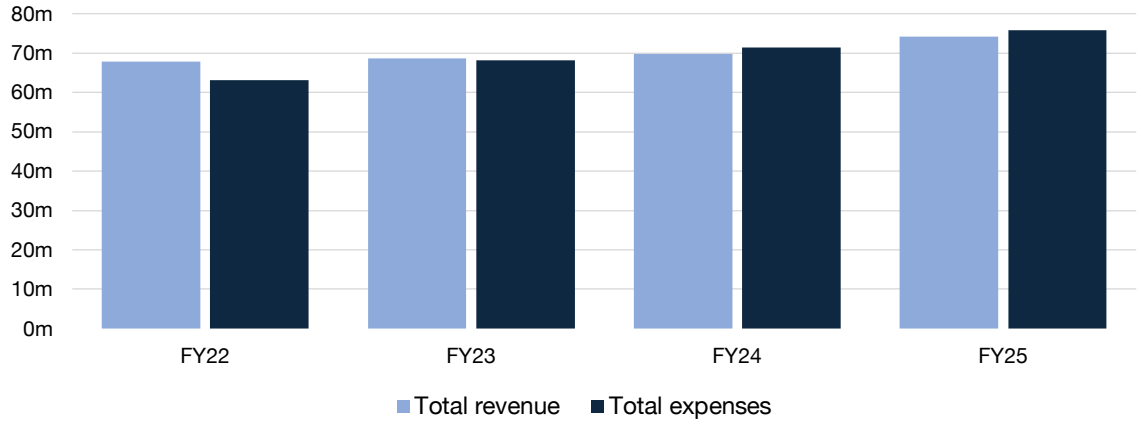


Between FY22 and FY24, total revenue grew incrementally each year, but that growth was less than the corresponding annual increase in Government funding - meaning public funding was progressively addressing decreases in the commercial revenue base before it could be applied to operations or industry investment. Excluding Government funding, Tasracing net revenue declined 2.9% in FY23 and 3.7% in FY24, before recovering 4.9% in FY25 (5.3% if POCT is also excluded) on the strength of race field fee and sponsorship uplift. That recovery, however, did not restore financial balance.

From a costs perspective, Tasracing's total operating expenses have grown from $63.02m in FY22 to $75.80m in FY25 - an increase of $12.78m (20.3%) over three years (against revenue growth of $6.22m (9.2%) over the same period). Tasracing's operating position deteriorated from a profit before tax of $4.87m in FY22, to near breakeven in FY23 ($0.40m profit), and losses in FY24 ($1.73m) and FY25 ($1.69m). Expense growth running at more than twice the rate of revenue growth is the central pressure on Tasracing's financial position: FY25 expense growth of 6.1% was the largest single-year dollar increase ($4.37m) of the period.

[1] Tasracing Annual Reports FY22 through FY25.

Chart 2.2 Total revenue v total expenses, FY22 to FY25 ($)[2]



The composition of the cost base remains heavily weighted towards direct returns to industry. Prizemoney and industry funding of $41.73m represented 55.0% of total expenses in FY25, with employee benefits (16.6%) and race day and racing expenses (13.3%) the next largest categories. Depreciation and amortisation, sales and marketing, finance costs and other expenses together accounted for the remaining 15.1%.

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

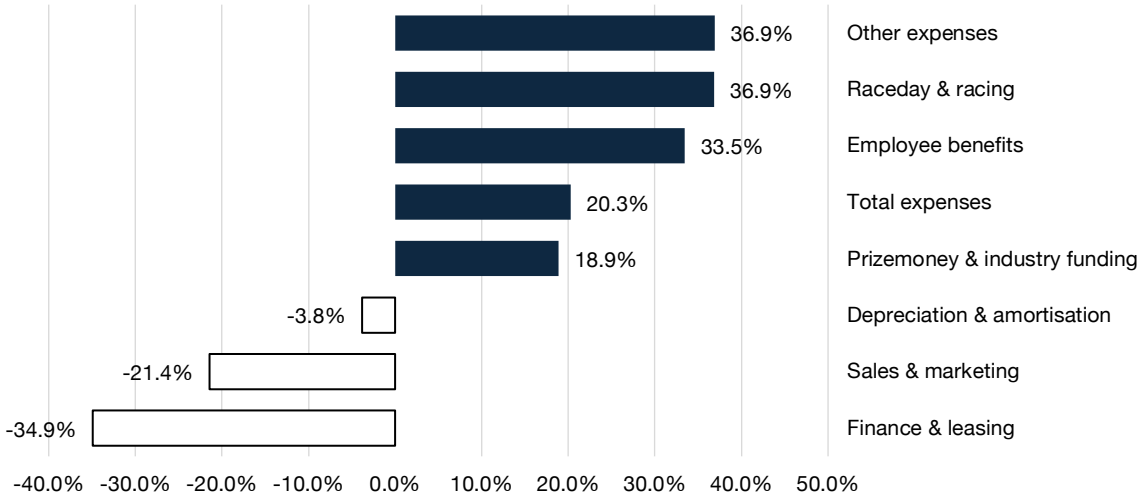
Category ($m)	FY22	FY23	FY24	FY25	Change FY22–FY25
Prizemoney & industry funding	35.09	39.92	40.40	41.73	18.9%
Employee benefits	9.43	9.77	10.67	12.59	33.5%
Race day & racing	7.36	7.63	8.10	10.07	36.8%
Depreciation & amortisation	4.95	4.91	4.91	4.76	(3.8%)
Other expenses	3.23	3.54	4.86	4.42	36.9%
Sales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

Cost growth over the period has been concentrated in three categories. Race day and racing expenses grew 36.8%, other expenses 36.9% and employee benefits 33.5% - each roughly double the growth rate of prizemoney and industry funding (18.9%), which reflected deliberate code funding increases, most notably the 15.7% uplift in FY23.

Within race day and racing expenses, racing insurance has nearly trebled, from $1.05m in FY22 to $2.89m in FY25 (up 176%), including a 125% increase in FY25 alone.[3] The growth in other expenses has been similarly driven by insurance, administration and digital costs rather than discretionary programs.

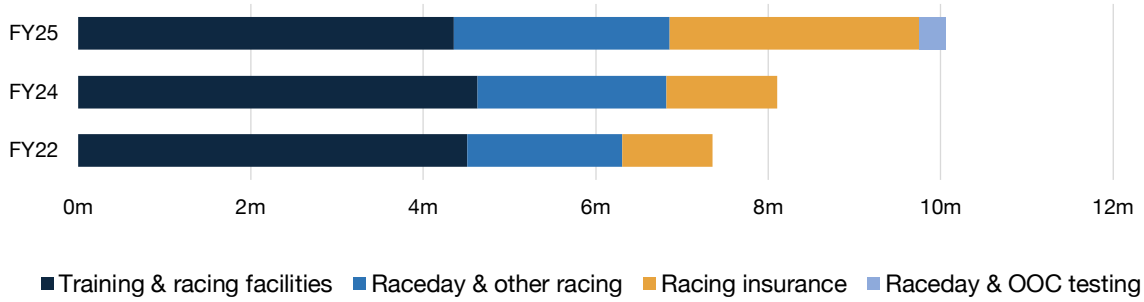
[2] Tasracing Annual Reports 2022, 2023, 2024 and 2025.
[3] Please refer Section 2.7.5 regarding *The Workcover Burden*

Chart 2.3 Growth in operating expenses by category, FY22 to FY25[4]



In an effort to offset these increased expenses, Tasracing has reduced discretionary and non-cash expenditure over the period: sales and marketing fell 21.4% from the elevated FY22 base, finance and leasing costs 34.9%, and depreciation and amortisation 3.8%. These reductions, worth approximately $0.91m per annum against the FY22 base, should be read alongside the $12.5m combined escalation in prizemoney, employment and race day costs, and the fact their largely one-off or non-discretionary character means they offer limited capacity for repetition.

Chart 2.4 Race day and racing expenses composition, FY22, FY24 and FY25[5]



Key financial observations include:

(a). Wagering revenue represents approximately 82.5% of all non-Government revenue in FY25, broadly consistent with other Australian PRA's, and is the sole existing revenue source capable of materially improving the industry's position if optimised.

(b). Tasmanian wagering turnover has fallen approximately 13% since FY22 - the greatest reduction of any Australian state - with the downturn felt unevenly across codes (see **Section 2.3.4**).

(c). Prizemoney and industry funding is by far Tasracing's largest expense, comprising 55.0% of total expenditure in FY25 ($41.73m of $75.80m). Within it, of the $37.95m in code funding $20.40m was allocated to thoroughbred racing, $10.07m to harness and $7.49m, being 19.7% of the total, to greyhound racing.

(d). Stakes contributions grew 22.7% between FY22 and FY24, against total operational expense growth of approximately 12% over the same period - effectively absorbing the

[4] Tasracing Annual Reports 2022, 2023, 2024 and 2025.
[5] Tasracing Annual Reports 2022, 2023, 2024 and 2025.

increase in Government funding. In FY25 stakes moderated slightly ($32.47m, down 1.2% on FY24) while total expenses grew a further 6.1%, driven principally by an 18.0% increase in employee benefit expenses (in part associated with the new integrity unit funding arrangements[6]) and a 24.2% increase in race day and racing expenses.

(e). FY25 stakes were allocated - 52.6% to thoroughbred racing ($17.09m), 25.7% to harness racing ($8.34m) and 21.7% to greyhound racing ($7.04m). Comparing wagering revenue to stakes and breeding bonus contributions, thoroughbred racing covers 55.9% of its stakes funding through wagering returns on race field fees, harness racing only 37.8%, and greyhound racing is the sole code that fully covers its stakes through wagering revenue — returning 114.2%. Venue-level detail is at **Section 2.4**.

(f). Notwithstanding widespread stakeholder perceptions of overspending on staffing, macro-level staffing expenditure was not assessed as outside a normal range, taking into account structural differences between Tasracing and other jurisdictions (for instance Tasracing has assumed responsibility for the majority of centralised track maintenance functions, and operational staff on race days).[7] The FY25 step-up in employee benefit expense noted at subsection (d) above should be read in light of the integrity function funding now flowing through Tasracing.

(g). The 3-year trend establishes that Tasracing's cost growth is dominated by non-discretionary items - insurance premiums, integrity and testing functions transferred by legislation, and wage escalation - alongside deliberate increases in returns to industry. The cost base has a high and rising fixed and semi-fixed component: employment (including TIU), depreciation and facility costs do not scale with race volumes, and insurance and integrity costs are largely independent of the number of meetings conducted. During this time, investment in sales and marketing which should be designed to assist growth in revenue to meet these demands (through wagering, broadcast, sponsorship, race day revenues) has decreased significantly, impacting potential long-term sustainability.

(h). This cost structure has direct implications for the present feasibility report. Greyhound code funding of $7.49 million in FY25 is directly attributable to the code and with the proposed legislation will end in June 2029. However, a substantial and growing share of Tasracing's remaining cost base comprises shared infrastructure, integrity functions and corporate overheads that will not reduce proportionally as greyhound activity winds down. By way of example, the TIU establishment and integration has enlarged the fixed integrity cost base, whose greyhound-apportioned share must transfer to the thoroughbred and harness codes. Absent deliberate cost reduction, this compounds the feasibility burden on remaining codes analysed in **Section 6.4.**

2.3 Racing activity, animal population and wagering performance by code

Wagering revenue is a function not only of content quality, timing and distribution, but of the scale of content put to market. Racing activity and wagering performance by code are therefore assessed together (alongside animal population which underpins the scale of content), using key racing statistics and wagering turnover reported in the Tasracing Annual Reports.

2.3.1 Racing activity

Across both thoroughbred and harness racing, whilst there has been an increase in *race meetings* from FY22 to FY25, over the same period there has been a reduction in *races per meeting* for both codes, and a significant reduction in *starters per race* for harness.

[6] A substantial portion of this step-change is attributable to the establishment and integration of the Tasracing Integrity Unit (**TIU**). Under the *Racing Regulation and Integrity Act 2024*, which commenced on 1 February 2025, the former Office of Racing Integrity was dissolved and its stewards, racing officials and integrity functions transferred into Tasracing as the TIU, ring-fenced from the company's commercial and administrative arm and overseen by the Chief Racing Integrity Officer. FY25 accordingly carries approximately five months of TIU staffing costs, and the associated integrity functions also account for the new race day and out-of-competition testing expense line of $0.31 million (nil in prior years). The full-year effect of the TIU will first be reflected in FY26, meaning a further structural step-up in the employment cost base is already locked in before any underlying wage escalation.

[7] In this regard we note that Racing Queensland (**RQ**) remains the best comparative tri-code jurisdiction. Whilst Tasracing staff expenditure at almost 15% operating expenses is far higher than RQ at 3.69% (Annual Reports FY25), from discussions with RQ this is a function of how they report, with many staff costs absorbed into relevant division expenses (i.e. sales and marketing) in Annual Reports, and they estimate the real number is closer to ≈10%.

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

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

2.3.2 Current racing population - thoroughbred

The unique racing thoroughbred horse population in Tasmania based on an analysis of race fields has dropped marginally since the FY21 season, owing largely to a lowering influx of horses (through both breeding and importation).

Table 2.4 Unique thoroughbred starters FY21 to FY25

	Unique starters	Total starts	Starts per horse	Horses in*	Horses out*
FY2025	867	5,216	6.0	322	368
FY2024	913	5,573	6.1	393	384
FY2023	904	5,210	5.8	418	427
FY2022	913	4,875	5.3	376	385
FY2021	922	5,108	5.5		

*Horses In / Horses Out is determined by identifying whether a Unique Horse races in the following season, and if not, accounting for this in the total number by assuming a horse has come into to replace it, so the total number of unique horses in the new season stays accounted for.

2.3.3 Current racing population - harness

The unique racing standardbred horse population in Tasmania based on an analysis of race fields has decreased significantly since the FY22 season. It is also important to note not just the unique standardbred numbers, but those that registered at least one start in the relevant period as in each year a significant number of horses remained inactive, skewing average start numbers. Additionally, we note there is a significant disparity between *Tasracing official racing data* and *Tasracing annual report* data with respect to starts, and accordingly we present both below.

Table 2.5 Unique standardbred starters FY22 to FY25

			Tasracing Race Data		Tasracing Annual Report	
	Total horses	Total Unique starters[8]	Total starts	Starts per unique	Total starts	Starts per unique
FY2025	645	595	6,674	11.2	6,441	10.8
FY2024	668	631	6,592	10.4	7,479	11.9
FY2023	684	643	8,211	12.8	8,077	12.6
FY2022	722	667	7,926	11.9	7,722	11.6

While we can see a gradual YoY reduction in the overall number of racing thoroughbreds (1.5% YoY) and standardbred (3.0% YoY) numbers since FY22, the overall number of races and race meets increased - meetings (+`2% thoroughbreds, +5.9% harness) and races (+7.7% thoroughbreds, +1.7% harness).

We will address greyhound racing population in greater detail in **Part B**.

2.3.4 Wagering performance

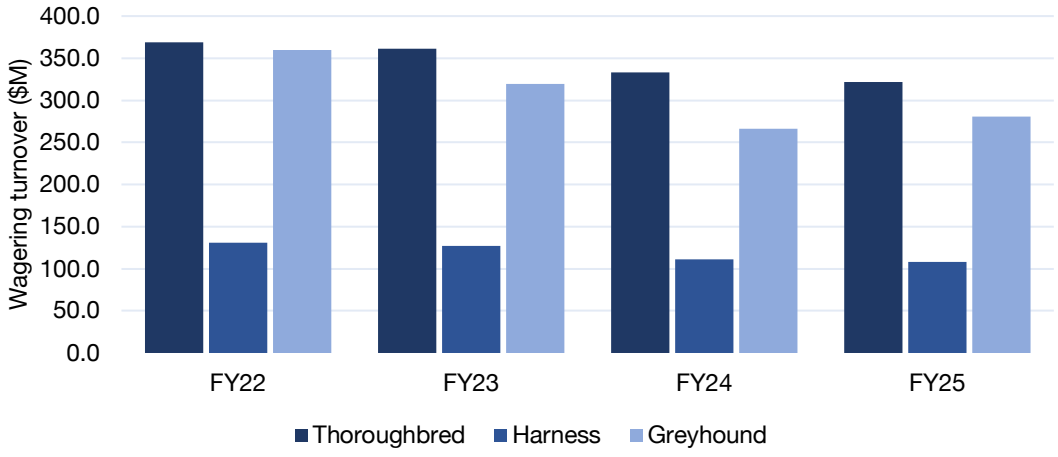
Table 2.6 Wagering turnover by code, FY22 through FY24 ($m)

Code	FY25	YoY	FY24	YoY	FY23	YoY	FY22
Thoroughbred	322.0	-3.3%	333.0	-7.8%	361.0	-2.3%	369.0
Harness	108.2	-2.9%	111.4	-12.4%	127.1	-3.0%	131.1
Greyhound	280.5	+5.2%	266.6	-16.6%	319.6	-11.1%	359.7
Total	**710.7**		**711.0**		**807.7**		**859.8**

Total Tasmanian wagering turnover has fallen 17.3% since FY22 ($859.8m to $710.7m), with the decline concentrated in FY23 and FY24 and total turnover essentially flat in FY25, albeit thoroughbred and harness racing turnover downturn was shielded by a +5.2% increase in greyhound wagering turnover.

Over the period since FY22 the downturn has been felt unevenly: thoroughbred turnover is down 12.7%, harness 17.5% and greyhound 22.0%. FY25, however, marked a clear change in trajectory: greyhound racing was the only code to grow, with turnover up 5.2% to $280.5m - recovering to the second-largest wagering code - while thoroughbred (-3.3%) and harness (-2.9%) continued to decline, albeit at a moderating rate.

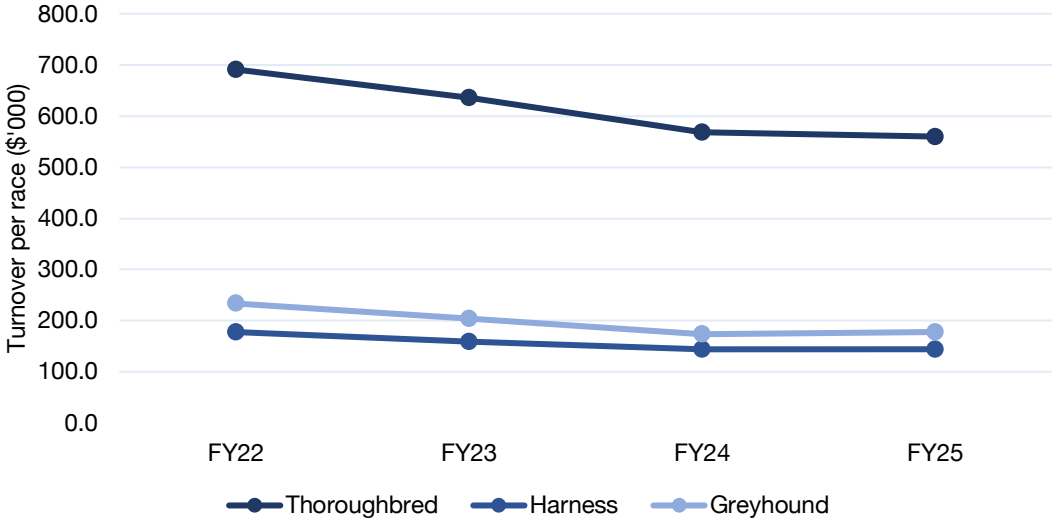
Chart 2.5 Wagering turnover by code, FY22 through FY25



[8] Total Unique Starters includes any horse that registered at least 1 start in the relevant season, as opposed to Total Horses which is a complete listing of all registered racing Standardbreds.

On a per-race basis, average wagering turnover in FY25 was approximately $560,000 for thoroughbred racing, $144,300 for harness racing and $177,600 for greyhound racing. Greyhound per-race turnover rose 2.3% in FY25 even as race volume increased to 1,579 races. Thoroughbred racing continued to ease 1.5%, and harness was flat. Per-race turnover nonetheless remains far below FY22 levels across all codes - thoroughbred down 19.0%, harness 18.9% and greyhound 24.0% - underlining that the FY25 stabilisation is a floor being found, not a recovery of lost ground.

Chart 2.6 Average wagering turnover per race by code, FY22 through FY24



This declining per-race wagering performance for thoroughbreds and harness lays bear the overall reduction in wagering revenue since FY22 despite an increase in race meetings and races.

Code and venue level observations relevant to feasibility include:

(a). Greyhound wagering turnover per race declined between FY22 and FY24 at both venues (Hobart -34.8%, Launceston - 22.2%), before the statewide per race recovery of 2.3% in FY25. In terms of race days, Tuesdays have historically been by far the worst performing days for wagering in greyhounds, with per race wagering over 25% less than Thursday meetings in both FY24 and FY25 (and >20% below Monday levels). With race volume already high relative to the greyhound population, the code remains at or near saturation point. The FY25 result indicates optimisation is being achieved through scheduling and quality rather than more content, and further volume is not a lever available to the code;

(b). the most significant FY25 movement for harness is content supply: overall starters fell 13.9% (7,479 to 6,441) and average field size fell from 9.7 to 8.6 starters per race - the lowest of the past five years. Thoroughbred starters also fell 6.5% (average field reducing from 9.5 to 9.1), while greyhound starters rose 4.3% and races held rose 2.9% to 1,579, the highest since FY21. These impacts across thoroughbred and harness would appear to be a direct result of a decreasing animal population in the face of an increasing schedule;

(c). for thoroughbred, a deeper analysis by race days indicates Sunday race meetings are consistently the worst performing days for wagering turnover per race across all thoroughbred venues - outside Cup days, Sunday meetings at Hobart trail the best performing days by more than $250,000 in per-race turnover (≈$7,500 race field revenue per race); and

(d). for the thoroughbred code, the 2YO and 3YO population has fallen from 39.2% of the racing population in FY21 (361 horses) to 32.7% in FY25 (283 horses) - correlated with the downturn in the breeding industry (see **Section 2.6**).

2.4 Race day economics: net return per race by venue and code

The clearest measure of the underlying commercial position of racing in Tasmania - and the measure most relevant to the feasibility questions in Parts B and C - is the net financial return of each race, at each venue, before Government funding and POCT are applied.

For each venue, supported by internal analysis conducted by Tasracing, we have conducted a comparison of approximate race field revenue (derived from total wagering turnover per race) and other associated revenue (including sponsorship, ticketing, food and beverage) against the estimated full cost of staging racing: stakes offered (pre-deductions), club payments made by Tasracing (race-day costs excluding stakes, meeting payments, sponsorship and associated costs), and Tasracing facility-apportioned costs.[9]

Please note, this analysis was completed for the 24/25 season for both thoroughbred and harness racing, however relates to the 23/24 season for greyhound racing.[10]

Table 2.7 Net return per race by venue and code, season 24/25 ($)*
(*season 23/24 for greyhounds)

Thoroughbred

Venue	Club & facility Costs[11]	Stakes (24/25)	Race fields (24/25)	Total (net return)	Races[12]	Per race conducted
Launceston	($1,674,208)	($6,864,000)	$4,437,649	**($4,100,559)**	208	($19,714)
Hobart	($1,899,477)	($6,528,000)	$3,224,115	**($5,203,362)**	201	($25,887)
Devonport	($1,215,211)	($3,515,000)	$1,873,462	**($2,856,749)**	129	($22,145)
King Island	($314,742)	($103,900)	$0	**($418,642)**	30	($13,955)
Total	**($5,103,638)**	**($17,010,900)**	**$9,535,226**	**($12,579,312)**	**568**	**($22,147)**

Harness

Venue	Club & Facility Costs[13]	Stakes (24/25)	Race fields (24/25)	Total (net return)	Races[14]	Per race conducted
Hobart	($1,059,579)	($3,800,900)	$1,362,417	**($3,498,062)**	327	($10,697)
Launceston	($777,604)	($3,532,100)	$1,118,621	**($3,191,083)**	306	($10,428)
Carrick	($146,175)	($382,000)	$142,450	**($385,725)**	36	($10,715)
Scottsdale	($4,359)	($69,700)	$19,905	**($54,154)**	7	($7,736)
Burnie	($56,201)	($500,100)	$190,487	**($365,814)**	56	($6,532)
Total	**($2,043,918)**	**($8,284,800)**	**$2,833,880**	**($7,494,838)**	**732**	**($10,239)**

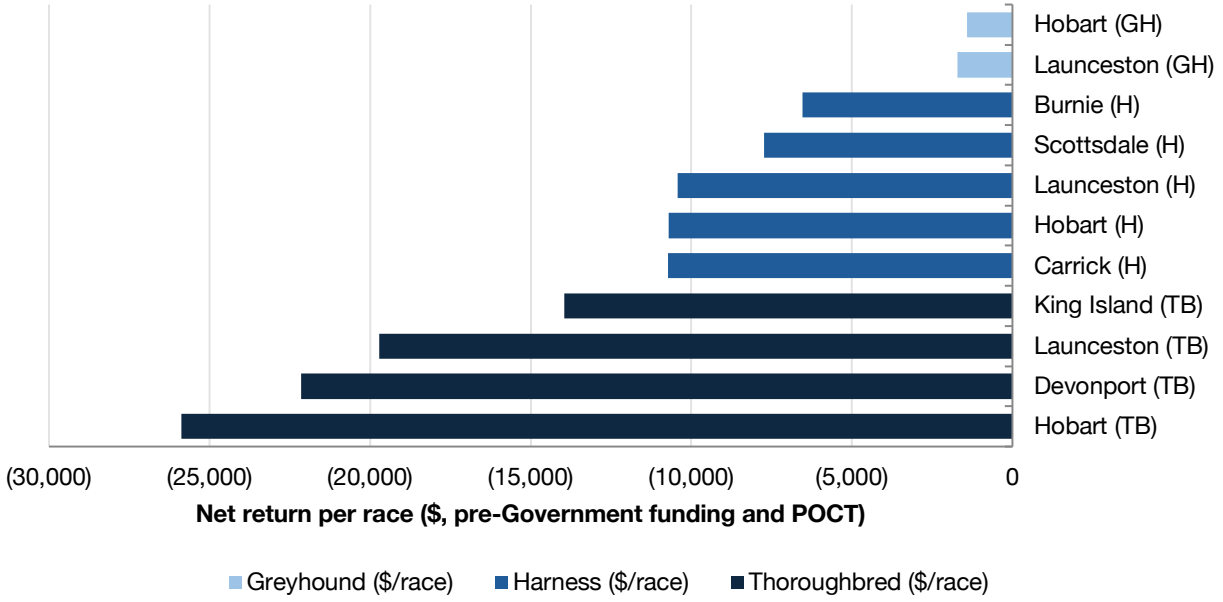
[9] These relate to an apportionment of Tasracing labour, HR, administration, travel and accommodation, finance, lease, depreciation and maintenance costs attributable to the facility, divided between codes sharing a venue by proportion of meetings conducted. This process was conducted by Tasracing to better understand the actual internal costs attributed by code and venue.
[10] Pre-Government funding & POCT. Data with respect to greyhounds relates to the 23/24 Season - this more recent detailed analysis was conducted for thoroughbred racing and harness racing in the context of a rationalisation project across clubs and facilities, which was not extended to greyhound clubs and facilities, and accordingly we have used prior season data.
[11] Club and facility costs include both club profit and loss reporting from their Annual Reports, on top of Tasracing race day and non-race day costs attributable to that facility.
[12] Excludes Longford races given difficulty in splitting out facility-based costs from the club and Tasracing reporting.
[13] Club and facility costs include both Club profit and loss reporting from their annual reports, on top of Tasracing race day and non-race day costs attributable to that facility.
[14] Does not include St. Marys due to difficulty in ascertaining apportioned costs.

Greyhound (FY24)

Venue	Club & Facility	Stakes (FY24)	Race fields (FY24)	Total (net return)	Races*	Per race conducted
Launceston	($1,670,700)	($3,562,300)	$3,836,000	**($1,397,000)**	*817**	($1,710)
Hobart	($1,751,700)	($3,399,400)	$4,135,600	**($1,015,500)**	*718**	($1,414)
Total	**($3,422,400)**	**($6,961,700)**	**$7,971,600**	**($2,412,500)**	***1,535****	**($1,572)**

Race field revenue is approximated from total wagering turnover per race; stakes are taken pre-deductions; club and facility costs are shown combined. Longford is omitted from the thoroughbred analysis due to its primary use as a training facility.

Chart 2.7 Net return per race by venue and code, FY24 (Pre-Government funding and POCT)



Key observations from this data:

(a). Every race, at every venue, across every code, operates at a loss before Government funding and POCT. The average thoroughbred race loses ≈$22,000 meaning that by commencement of each race stakes are ordinarily being majority-funded by Government. King Island is starker still with average stakes of $3,341 against a cost per race of almost $14,000, with all meetings run as non-TAB and generating negligible wagering revenue;

(b). harness races lose between $6,500 and $10,700 per race, with the two principal venues (Hobart and Launceston) each losing approximately $10,400 to $10,700 per race, roughly equal to the average stakes offered;

(c). greyhound racing operates at a fraction of the per-race cost of the other codes: losses of $1,710 (Launceston) and $1,414 (Hobart) per race, well below its average stakes of between $4,360 and $4,735, reflecting the strongest wagering return relative to outlay of the three codes; and

(d). notably, this position is reached under a cost-apportionment methodology that allocates shared facility costs by proportion of meetings, resulting in greyhound racing bearing over 50% of all apportioned facility costs at Launceston and Hobart. An even split between codes at shared venues would materially improve the reported greyhound position and worsen the other codes' - a methodological point that becomes central to the treatment of stranded facility costs after cessation (Part C, **Section 8.6**).

[15] Club and facility costs include both Club profit and loss reporting from their Annual Reports, on top of Tasracing race day and non-race day costs attributable to that facility.

2.5 Structural and operational position

The racing clubs themselves represent increasingly marginal businesses. As set out above, every race meeting conducted across all three codes, after stakes, operates at a loss, and club financial performance on top of this is thin. The Tasmanian Racing Club (**TRC**) and the Tasmanian Turf Club (**TTC**) have reported losses in four of the past five years, while volunteer-led clubs (for example, the Hobart Greyhound Racing Club, operating on a volunteer committee of seven with a single full-time equivalent (**FTE**) administrator, returned net operating surplus of $14,189 in FY25) survive on Tasracing sponsorship allocations, race meeting payments and modest hospitality income.

This position is directly relevant to Part C of this study: the appropriate response to the shared-cost burden left behind by greyhound cessation - rationalisation versus passive re-apportionment of stranded costs across the remaining codes (see **Section 8.6**).

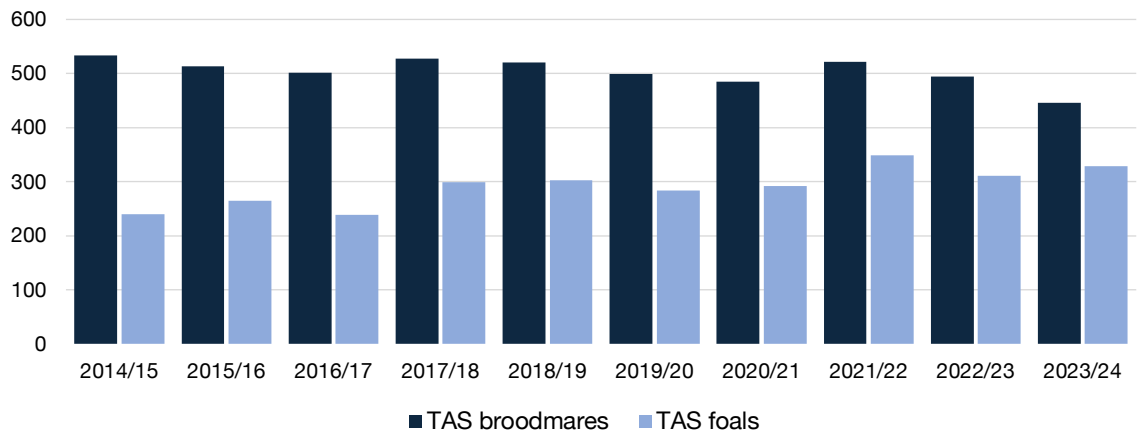
2.6 Breeding industry health

2.6.1 Thoroughbred breeding stock

A healthy breeding industry is critical to a robust racing industry: it refreshes the racing population, underpins 2YO and 3YO racing, and is a material contributor to the Tasmanian economy in its own right.

Tasmania's broodmare population declined 16.3% over the decade commencing 2014, from 533 to 446, with a 9.7% fall in 2023/24 taking the population below 450 for the first time in the period. Tasmania now accounts for 2.5% of the national broodmare herd. Conversely foal crops have risen 36.7% over the decade, from 240 to 328 - including a 5.5% increase in 2023/24 against a 7.2% national decline. Tasmania's implied foaling rate of 0.74 foals per broodmare in 2023/24 is well above the national average of 0.66, indicating a high and rising utilisation of a shrinking mare base.

Chart 2.8 Tasmanian broodmare and foal populations, 2014/15 to 2023/24[16]



The stallion side has been comparatively stable. Tasmania's stallion population grew from a low of 16 in 2019/20 to 25 in 2022/23 - counter to the trend in comparable jurisdictions[17]

2.6.2 Magic Millions Tasmanian Yearling Sale

Between 2022 and 2025 the sales declined on every key metric: lots sold fell 25.7% (113 to 84), gross proceeds fell 54.6% ($4.34m to $1.97m) and the average price per lot fell 38.9% ($38,447 to $23,506). This was compounded by a falling clearance rate (77% in 2022 to 67% in 2025) while lots offered fell only 13.7% - pointing to weakness on the buyer side rather than simple supply withdrawal. Individual buyer numbers fell from 68 in 2022 to 49 in 2025.

[16] Racing Australia Fact Book 2024/25, Tables 18 and 19 (as at 31 July 2025).
[17] Racing Australia Fact Book 2024/25, Tables 18 and 19 (as at 31 July 2025).

Table 2.9: Magic Millions Tasmanian Yearling Sale results, 2022 to 2026[18]

Measure	2022	2023	2024	2025	2026
Lots sold	113	111	94	84	83
Gross sale ($)	4,344,500	3,969,500	2,818,500	1,974,500	2,835,500
Average per lot ($)	38,447	35,761	29,984	23,506	35,006

The 2026 sale provides the first evidence of stabilisation. While lots sold were flat at 83, gross proceeds recovered 43.6% to $2.84m and average per lot to ≈ $35,000.

2.6.3 Harness breeding

Harness breeding in Tasmania is characterised by a 'bred to race' rather than 'bred for sale' culture, with commercial breeding far less common than in the thoroughbred code; sale results are accordingly a weaker indicator of overall health. The *Nutrien Tasmanian Standardbred Yearling Sale* remains small and volatile: the 2025 sale improved on 2024 across lots offered (20 to 30), lots sold (15 to 23), clearance (70.0% to 76.7%) and gross proceeds ($294,000 to $411,500), though the average price dipped to $17,891 despite a $65,000 top lot. Buyer numbers rose from 14 to 18.

2.6.4 Greyhound breeding

Greyhound whelping will be addressed in detail in Part B (**Section 4**).

2.6.5 Breeding incentive schemes

Breeding incentive schemes exist across all three codes under the "Tasbred" banner. TasBred is managed by Tasracing and is designed to reward local ownership, breeding and investment in Tasmania's racing industry.

For the greyhound industry, there are two key elements to the Tasbred scheme:

(a). a juvenile bonus - a $300 bonus to a Tasmanian bred greyhound on winning a grade 6 race at each of the tracks (Hobart, Launceston and Devonport) in any season; and

(b). a starters bonus - a $100 payment to the owner of the first Tasmanian bred greyhound to finish in every race (not paid on the rare occurrence there are no Tasmanian bred greyhounds).

Payments under the scheme for greyhounds have remained relatively stable for the past three financial years.

Table 2.10: Juvenile bonus and starters bonus payments (22/23 through 24/25)

	24/25	23/24	22/23
Juvenile bonus			
- Total payments	$8,100	$7,200	$9,300
- Greyhound recipients	27	24	33
Starters bonus			
- Total payments	$158,000	$152,600	$155,100

In the **thoroughbred code**, bonus payments are allocated across nominated races for Tasmanian sired or Tasmanian reared horses, payable on winning an eligible nominated race to the owner ($16,000), breeder ($4,000), trainer ($1,000) and jockey ($800), with additional first win

[18] Magic Millions Tasmanian Yearling Sale results, 2022–2026.

and VOBIS-eligible bonuses (Victorian equivalent scheme). Over $6m in bonuses has been paid over the past five seasons.

Table 2.10: Tasbred payments and participation, 2020/21 to 2024/25[19]

Season	Tasbred races	Tasbred winners	Strike rate	Total bonuses ($)	Starters	Tasbred starters	% Tasbred
2020/21	92	57	62%	1,163,500	955	487	51%
2021/22	92	55	60%	1,224,200	999	575	58%
2022/23	92	56	61%	1,310,600	944	542	57%
2023/24	94	54	57%	1,220,800	962	556	58%
2024/25	90	58	64%	1,289,560	940	516	55%

The scheme's headline metrics are stable: nominated races have held at 90–94 per season, bonuses paid at $1.16 to$1.31m, the strike rate of Tasmanian bred horses winning nominated races at 57% to 64%, and Tasbred participation at 51% to 58% of all starters.

The top three breeders received between 33.3% and 41.0% of breeder bonuses in each of the past five seasons (39.3% in 2024/25), with the two most prolific commercial operations - Armidale Stud and Grenville Stud - accounting for 16.0% and 9.8% respectively of all breeder bonuses over the period. Trainer bonuses are similarly skewed, with the top three trainers taking 44.3% in 2024/25. This is however reflective of the relative risk taken by these breeders and trainers, and investment back to the industry.

For harness racing, the Tasbred incentive scheme has two parts – foal born payments (being a $2,000 payment to a breeder of a foal born in Tasmania to a stallion standing in Tasmania) – and the Tasbred bonus scheme for owners and breeders (based on performance).

With respect to foal born payments since 1 January 2020 (including foals born from September 2019) there have been a total of 642 payment totaling $1.32m to 239 different payees. With respect to payments to harness trainers and breeders, from 1 July 2019 through 30 July 2025 over $2.05m in bonus payments had been made. Tasbred registered horses have remained a steady 38% to 41% of the total harness population over the past four seasons, with total horse numbers drifting down slightly.

2.6.6 Implications

Breeding is the industry's forward population pipeline, and its health directly impacts the feasibility of the remaining codes after greyhound cessation.

Three observations follow:

(a). first, the thoroughbred mare base is contracting at an accelerating rate, and the current strength of foal crops is a lagging comfort: on present trends, population (and consequent) field-size pressure emerges from approximately 2028/2029 - squarely within the post-cessation period in which the remaining codes must carry an increased share of fixed industry costs (see **Section 6.4**).

(b). Second, the commercial return on breeding, as expressed through the yearling sale, has corrected severely and only tentatively stabilised, and the buyer base has structurally narrowed; incentive settings, not market forces, are currently doing much of the work of sustaining breeding activity.

(c). Third, both the breeding and incentive economies are concentrated in a small number of operations, so the sector's trajectory is exposed to the commercial decisions of a handful of participants - a theme that recurs, more acutely, in the trainer analysis at **Section 2.7**.

[19] Tasracing Tasbred scheme payment records, 2020/21–2024/25 racing seasons.

2.6.7 Greyhound breeding

Greyhound whelping will be addressed in detail in Part B (**Section 4**).

2.7 Trainer health

Trainers are the operational core of each racing code: they hold the animal populations, generate field sizes, and absorb much of the industry's cost base. Across all three codes, the trainer cohort exhibits four related structural weaknesses:

(a). trainer numbers are falling and the population is ageing;

(b). control of the animal populations is concentrating in a shrinking group of larger, older operations;

(c). there is no visible succession pipeline; and

(d). the economics of training to support a genuine livelihood are only for the top echelon of trainers, with the great majority of licensed trainers participating in the industry on a hobby or lifestyle basis.

Industry consultation, including with the *Australian Trainers Association* (thoroughbreds), trainer forums and one-on-one sessions with leading trainers across all codes consistently confirms these dynamics.

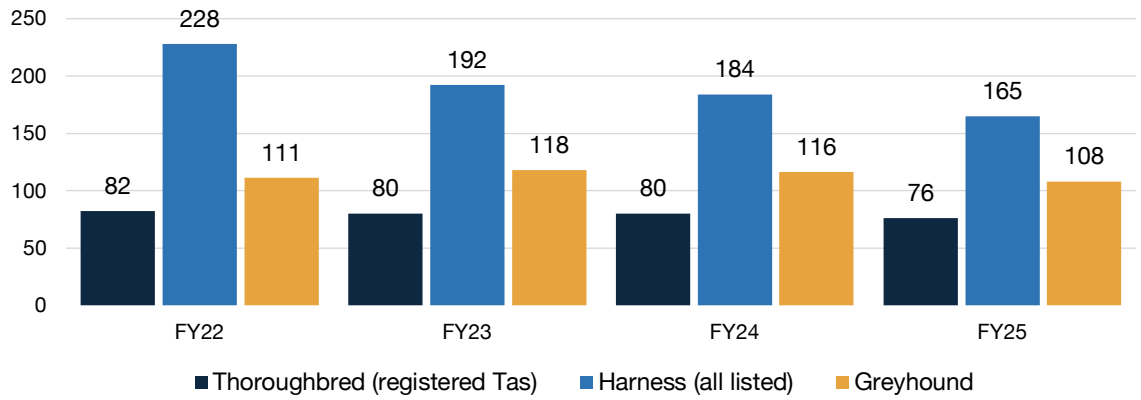
2.7.1 Trainer numbers

Thoroughbred trainer numbers have fallen 12.6% over five seasons, from 87 in FY21 to 76 in FY25, while the horse population has decreased marginally, lifting the average stable from 9.4 to 10.7 horses per trainer.

In harness, total trainers registering at least one starter (including interstate trainers with Tasmanian starters) fell from 228 in FY22 to 165 in FY25, though Tasmanian-registered trainers decreased a little less significantly (132 to 118). However it should be noted that over 50% of all harness trainers (84) started just one horse in the 24/25 season.

Greyhound trainer numbers have fallen 8.4% over three years to 108 in FY25.

Chart 2.9: Trainer numbers by code[20]



2.7.2 Ageing and demographics

The trainer population is ageing in every code.

Thoroughbred trainers average 55.2 years (median 56.5), with the average age of the top five trainers rising 7.5 years over five seasons (43.9 in FY21 to 51.4 in FY25) and the top 25 up 3.2 years - the leading ranks are not being renewed from below.

[20] Racing Australia registration data and Tasracing trainer records (thoroughbred and harness); OzChase records harness includes interstate trainers with Tasmanian starters; Harness related to FY24 season.

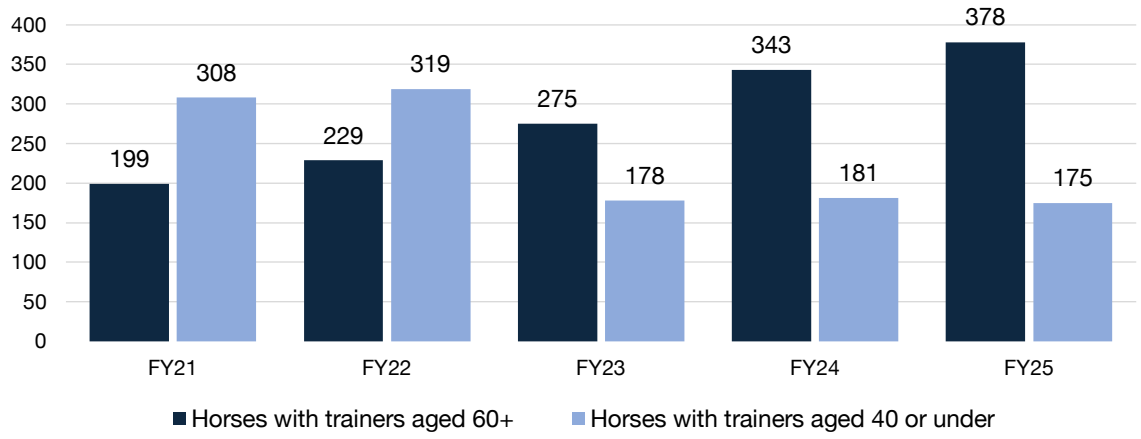
Harness trainers average 54.7 years (median 57), with 46.4% of Tasmanian harness trainers aged 60 or over, 19.2% aged 70 or over, and only 20.8% under 40.

In greyhounds, 63.9% of trainers are aged 55 or over and 30.6% are 70 or over.

The distribution of the animal populations by trainer age is the starkest expression of the trend. In the thoroughbred code the dataset has inverted within five seasons: horses trained by trainers aged 60 or over have risen 90% (199 in FY21 to 378 in FY25) while horses with trainers aged 40 or under have fallen 43% (308 to 175). It should be noted that whilst the closure of a significant stable (and redistribution of their horses) following a trainer suspension in 22/23 did contribute heavily towards this data, it accounts for only around 40% of the change.

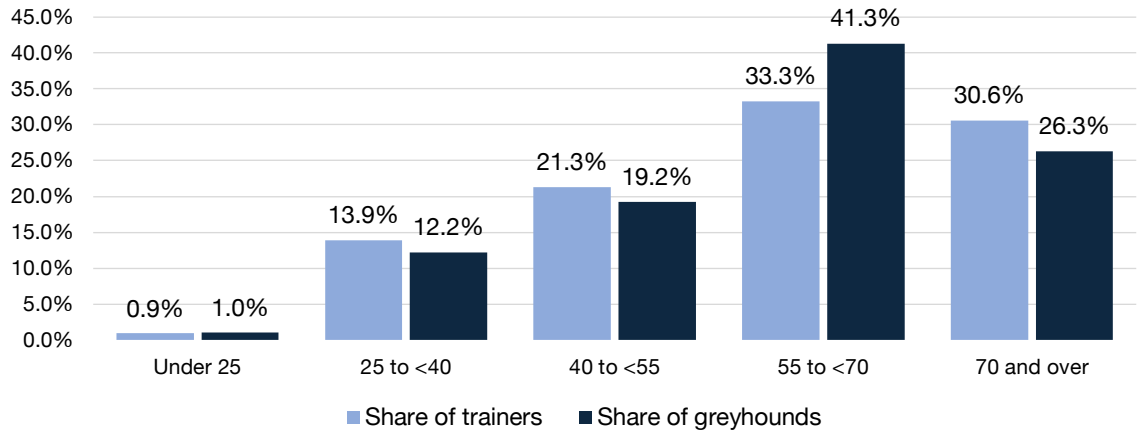
In the thoroughbred code, there are now 171 horses - 21% of the population — with trainers aged over 70, and 39 horses with trainers over 75, raising the direct question of whether the current trainer population has the capacity (or the finances) to absorb those horses as older trainers retire over the next five to ten years. In greyhounds, trainers aged 55 and over control 67.6% of racing greyhounds and rising.

Chart 2.10: Thoroughbred horses by trainer age band, FY21 to FY25. [21]



There are modest green shoots, albeit at the greyhound entry level. Between FY24 and FY25 the 25 to 40-year-old trainer bracket grew 50% (10 to 15 trainers) and their greyhounds 13%, while ten trainers aged over 70 ceased training. But the scale is small - the ten exiting trainers held 24 greyhounds against seven held by the seven new entrants under 40 - and no equivalent renewal is visible in the horse codes.

Chart 2.11: Greyhound trainers and dogs by trainer age bracket, FY25 (% of totals).[22]



[21] *Racing Australia registration data and Tasracing trainer records.*
[22] Source: *Tasracing*

2.7.3 Concentration of animals and earnings

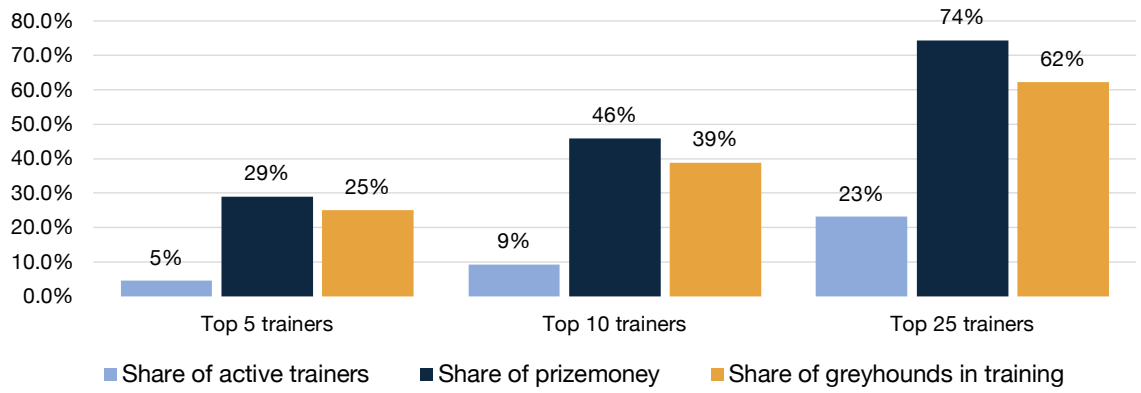
Control of each code's animal population is concentrating.

In thoroughbred the top 25 trainers control 75.6% of the horse population, and the top 10 control 50.8% - with concentration re-tightening in FY25 after a brief FY24 dip.

In harness the top 25 trainers (13.3% of trainers) control 56.7% of horses, up from 51.2% in FY21.

For greyhounds, in FY25 the top five trainers (4.6% of the cohort) held 25.0% of the 712 greyhounds in training and earned 29.0% of trainer prizemoney. The top 25 held 62.2% of greyhounds and earned 74.4% of prizemoney. The single largest kennel held 70 greyhounds who registered at least one start in that season - 9.8% of the racing population - and the three largest kennels trained 18.3% of all racing greyhounds. Notably, the greyhound top 25 retained roughly 75% of prizemoney while controlling only 55% of unique starters - success is not simply a function of scale. This is a point we will return to in Part B when assessing the true impact of greyhound cessation on participants.

Chart 2.12: Greyhound trainer concentration, FY25 — share of trainers v share of prizemoney v share of greyhounds in training.



Trainer bloodstock ownership adds a further dimension to the thoroughbred code. Tasmanian trainers currently hold ownership interests in 229 horses - 28.1% of all horses they train, or 14.3% on a FTE share basis - but the pattern is bimodal: half of the top 10 trainers own no bloodstock at all, while smaller trainers with eight or fewer horses commonly own 50% to 100% of what they train.

The hobbyist base, in other words, largely races its own horses; the professional apex trains for clients – albeit anecdotally this is changing a little at the top. As a result, it is increasingly difficult to sell shares in horses, and trainers are retaining ownership involuntarily, adding debt and further reducing training revenue.

2.7.4 Trainer economics: a professional apex on a hobbyist base

The distribution of trainer earnings demonstrates that training is a livelihood for only a small professional apex in every code - realistically, only trainers within the leading 10 to 15 in any code operate on a commercially sustainable footing.

Thoroughbreds[23]

In the thoroughbred code, the average trainer earned $19,363 from stakes in FY25 while the top five averaged $148,448 and the bottom 20 averaged $726. Ultimately, the top 25 retained 85.1% of all trainer stakes money on offer in FY25. Over the past four seasons the leading earner has averaged $207,000 from stakes versus $46,500 for the tenth-placed trainer. In total, only nine individuals have filled the top five positions.

[23] All stakes measurements based on trainer's customary 10% share of stakes, recognising in some instances Trainers may have an ownership stake in some horses, and retain a greater proportion of prize money.

The traditional fee-for-service model is also under strain: training fee increases have been rare and modest over five seasons while costs, headlined by Workcover premiums, have escalated. More than one trainer reported deliberately capping their stable at levels that would allow them to avoid hiring external staff, and some are moving to no-fee models in exchange for a greater share of prizemoney, not unlike what exists within the greyhound industry.

Harness

Harness prizemoney (measured on net prizemoney) shows the same shape at a higher level: the 24/25 season average of $49,821 is inflated by a single dominant operation - the leading trainer averaged $1.67min stakes per annum over FY23 to FY25, more than three times any other trainer, representing ≈20% of all stakes, and peaking at 98 starters (≈15% of the entire horse population). The lowest earning 100 harness trainers in FY25 earned an average of $4,388 (less than 5% of total prizemoney), with 45 recording zero stakes.

Greyhounds

In greyhounds, the median trainer recorded gross prizemoney of $29,187 in FY25. This is before feed, veterinary, transport and all other costs, and noting trainers are typically remunerated through a 50% share of stakes. Just under two-thirds of earning trainers grossed less than $50,000; the bottom 25 earning trainers have averaged approximately $3,500 per year over the past four seasons; and 15–20% of trainers receive no stakes at all in a given year.

Only 18 trainers grossed more than $100,000, and eight exceeded $200,000 in the 24/25 season. The top three prizemoney winners have been unchanged for five seasons, collectively winning 23.3% of total trainer prizemoney.

Table 2.11: Trainer prizemoney distribution by code (24/25)

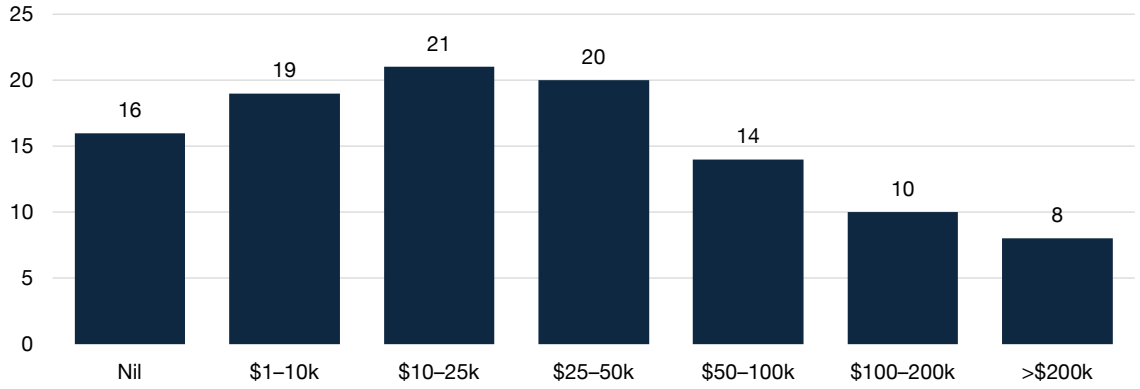
Measure	Thoroughbred [24]	Harness[25]	Greyhound [26]
Trainers with stakes return	85	120	92
Trainers with nil stakes	3	45	16
Average prizemoney ($)	19,363	49,821	64,833
Average top 5 ($)	148,448	760,152	346,108
Average 11–25 ($)	24,697	98,633	113,291
Average bottom 20 ($)	726	0	4,296
Top 25 share of prizemoney	85.1%	78.0%	74.4%

Table 2.12: Greyhound trainers by gross prizemoney band, FY25

Gross prizemoney band (FY25)	Trainers	Share of trainers
Nil	16	14.8%
$1 – $10,000	19	17.6%
$10,000 – $25,000	21	19.4%
$25,000 – $50,000	20	18.5%
$50,000 – $100,000	14	13.0%
$100,000 – $200,000	10	9.3%
Over $200,000	8	7.4%
Total active trainers	**108**	

[24] Amounts based upon 10% return of total stakes money to trainers, not total prizemoney.
[25] Amounts based on total stakes won by harness trainers' horses, recognising increased prevalence of harness trainers retaining a larger share in their horses (but overall will overstate the amounts retained by trainers).
[26] Amounts based on total stakes won by trainers' greyhounds, recognising increased prevalence of greyhound trainers retaining a larger share in their greyhounds (but overall will overstate the amounts retained by trainers).

Chart 2.13: Greyhound trainers by gross prizemoney band, FY25



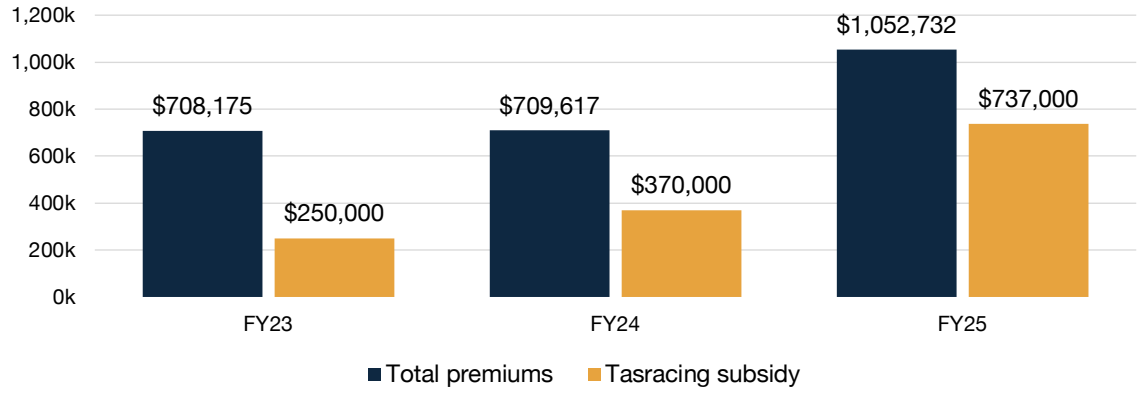
2.7.5 The Workcover burden

Workers compensation premiums have emerged as the single most cited cost pressure among thoroughbred and harness trainers with staffed stables, and operate as a direct disincentive to scale. WorkCover Tasmania's suggested 2025/26 industry premium rates lists two racing categories - *Horse and Dog Racing Administration and Track Operation*, and *Other Horse and Dog Racing Activities* - at 8.65% of declared wages. This represents the second and third highest premium rates of the 506 industry categories and four times the all-industry suggested average of 2.17%.

Notwithstanding this, actual premiums levied are far higher: the average premium rate for racing employers reached 27% of wages in FY24 (from 13% in FY19), with FY25 trainer premiums understood to be at ≈36% of gross wages. Collective premiums rose from $217,356 to $666,326 over the period even as employer numbers fell (59 to 35), employee numbers held stable and estimated claims payments collapsed from approximately $935,000 (FY19) to approximately $140,000 (FY24) - an escalation difficult to reconcile with claims experience.

Tasracing has progressively absorbed this burden: its trainer premium subsidy grew from $250,000 in FY23 (35.3% of the $708,175 premium pool) to $737,000 in FY25 - 70.0% of the $1.05 m in premiums for the 30 trainers covered. This is now a structural, growing call of approximately $750,000 per annum on a governing body already in deficit (see **Section 2.6**), and its quantum is substantially outside Tasracing's control. It underlines the insurance escalation identified in the operating cost analysis, and any post-cessation feasibility settings for the remaining codes must treat it as a rising, not stable, cost line.

Chart 2.14: Tasmanian trainer Workcover premiums and Tasracing subsidy, FY23 to FY25 ($).



2.7.6 Succession

The absence of a succession pipeline is the predictable consequence of the economics described above: an industry in which the median or average participant earns well below a living income before costs cannot attract new entrants to build training businesses, and the capital requirements of kennels, stables and land - alongside Workcover exposure the moment staff are hired - raise the entry barrier further. The stability of the leading ranks tells the story: only nine trainers have filled the thoroughbred top five over the last four seasons, the greyhound top three has been unchanged for five years - the same individuals, simply getting older.

Unless a trainer is willing and able to scale into the leading 10 to 15 in their code, the commercial case for entry is marginal; the question of who trains the animal populations as the current leaders retire over the coming decade has no visible answer.

2.7.7 Implications

Trainer demographics and economics reinforce a central caution: the industry's productive capacity is far narrower than headline licensee counts suggest, and it is ageing.

For the greyhound transition, population control concentrated in few, older hands means the pace and stability of the phase out will be governed substantially by the behaviour of the largest kennels - the three largest alone train almost 20% of racing greyhounds - and the exit of older trainers concentrates welfare and rehoming load (see **Part B**).

For the remaining codes, the post-cessation feasibility assumptions on field sizes and race programming (see **Section 8**) rest on a thin, ageing professional base - one in five thoroughbreds is already trained by someone over 70 - that will simultaneously be asked to carry an enlarged share of fixed industry costs (see **Section 6.4**) and escalating Workcover premiums. Measures that assume broad participant elasticity, on either side of the transition, should be discounted accordingly.

3. Economic size and scope of the Tasmanian racing industry

This section summarises the most recent independent measurement of the industry's economic contribution - *IER, Size and Scope of the Tasmanian Racing Industry* (2023), relating to the 2021/22 season (**IER Report**) - across all three codes. These figures quantify what the industry currently contributes to the Tasmanian economy and provide the baseline against which the greyhound-specific impacts in Part B are assessed.

3.1 Economic contribution by code

In 2021/22 the Tasmanian racing industry generated total direct expenditure of $189.6 million, and a total value-added contribution of $207.5m. The industry directly sustained 993 FTE jobs, rising to 1,735 FTE including flow-on employment. Approximately 40.3% of the total value-added impact occurred in regional Tasmania, 39.6% in Hobart and 20.1% in Launceston.

Table 3.1 Economic impact of the Tasmanian racing industry by code (2021/22)

Measure	Thoroughbred	Harness	Greyhound	Total
Total direct expenditure	$95.6m	$42.7m	$51.3m	$189.6m
Total value added	$103.4m	$44.5m	$59.7m	$207.5m
Share of industry value added	49.8%	21.5%	28.7%	100%
Total household income	$55.4m	$23.2m	$32.6m	$111.2m
Total FTE employment	873	376	486	1,735

3.2 Participants and people

On the most recently audited industry wide figures from the IER Report, during the 2021/22 season there were 6,446 individuals involved in the Tasmanian racing industry as participants, employees or volunteers, more than 63% of whom were in regional communities. More than 3,700 breeders, owners and trainers provided the capital and skills that produced and prepared the racing animals, supported by close to 1,100 volunteers.

On more recently updated greyhound industry numbers as of 14 July 2026 as per OzChase (in terms of licensed industry participants), there are currently 503 greyhound industry participants (excluding unlicensed volunteers and stable/kennel employees), as compared to 538 in the 2021/22 season (excluding the same categories).

Table 3.2 Total participants in racing by code (2021/22)

Participant category	Thoroughbred (IER)	Harness (IER)	Greyhound (IER)	Greyhound [27] (14 July 26)
Breeders	124	110	85	72
Owners	2,332	515	159	138[28]
Trainers	90	138	150	124
Racing club & industry staff	488	208	75	94[29]
Breeders' staff	74	114	69	75[30]
Stable/kennel employees	286	118	101	-
Jockeys & drivers	26	90	—	-
Racing club volunteers	97	119	31	-
Volunteers assisting participants	279	322	245	
Total	**3,796**	**1,735**	**915**	**503**

[27] OzChase records provided relate to licenced industry participants and where required we have adjusted their categorisation to reflect those utilised by the IER Report. We note OzChase does not capture volunteers assisting participants or racing club volunteers. In certain cases, participants hold multiple licences under OzChase, and in these circumstances we allocated these persons to one category (i.e. owner/track attendant have been captured as owners, owner/trainers captured as trainers), but recognise the possibility some participants may still be double counted.
[28] Includes syndicate members.
[29] Includes attendants, club & Tasracing and Greyhounds as Pets (GAP) staff.
[30] Includes rearers.

Table 3.3 Participants by region and code (2021/22)

Region	Thoroughbred	Harness	Greyhound	Total
North	1,367	802	286	2,456
South	1,409	480	429	2,319
North-West	1,020	452	200	1,672

Accordingly, the racing industry's economic footprint is heavily regional: 40.3% of total value added accrues to regional Tasmania, and the majority of breeding and training expenditure occurs outside the two metropolitan centres. Any contraction in industry scale therefore falls disproportionately on regional communities and employment.

3.3 Code-level intensity metrics: impact per participant and per animal

The headline IER measures record each code's absolute contribution. To properly assess relative contribution and what is being removed through greyhound cessation relative to the code's size - it is necessary to normalise those measures by each code's participant base, animal population and racing output.

Table 3.4 Economic intensity by code (2021/22, derived)

Measure	Thoroughbred	Harness	Greyhound
Share of industry value added	49.8%	21.5%	28.7%
Share of industry participants	58.9%	26.9%	14.2%
Share of industry races	19.0%	26.2%	54.8%
Value added per participant	$27,200	$25,600	$65,200
Direct expenditure per participant	$25,200	$24,600	$56,100
Household income per participant	$14,600	$13,400	$35,600
FTE per 100 participants	23.0	21.7	53.1
Value added per animal in training	$85,500	$72,800	$72,100
Direct expenditure per animal in training	$79,000	$69,900	$62,000
Value added per race conducted	$193,600	$60,400	$38,800

Key observations follow:

(a). greyhound racing materially over-indexes on a per-participant basis. The code generates 28.7% of industry value added, 27.1% of direct expenditure and 28.0% of FTE employment from just 14.2% of the industry's participants.

(b). On every per-participant measure - value added ($65,200), direct expenditure ($56,100), household income ($35,600) and employment intensity (53.1 FTE per 100 participants) - greyhound racing delivers between 2.3 and 2.6 times the equivalent thoroughbred or harness figure.

(c). On a per-animal basis, greyhound racing performs broadly in line with harness racing (value added of ≈$72,000 per animal in training against $72,800 for harness and $85,500 for thoroughbreds) - a notable result given a greyhound's substantially lower cost of acquisition, keep and preparation. Per unit of expenditure invested in the animal, the greyhound code is the most efficient converter of input cost into racing product.

In short, greyhound racing is a compact, high-output code. On a per participant basis, greyhound racing contributes disproportionately across the codes to the racing industry's economic activity, employment and wagering product – delivering between two to three times more direct expenditure per participant, value added per participant, and household income per participant than the other two codes, with over half the participants being FTE employees, compared to less than a quarter for thoroughbreds and harness.

PART B: IMPACT OF GREYHOUND PHASE OUT

Part B assesses the financial, economic and welfare consequences of the cessation of greyhound racing in Tasmania by the Cessation Date, and more specifically:

(a) section four establishes the greyhound code's current contribution;

(b) section five quantifies the financial impact of full cessation across the three standard layers of economic impact (direct, indirect and induced);

(c) section six sets out the proposed transition pathway through the period to the Cessation Date (the **Transition Period**) and its incremental financial impact; and

(d) section seven assesses Tasmania's rehoming capacity against the retirement demand generated by the transition, including the costs of exceeding that capacity and the consequences of slower, back-ended transition profiles.

4. The contribution of greyhound racing in Tasmania today

This section establishes the economic, employment and social baseline for the greyhound code specifically - that is, what cessation places at risk, or alternatively what it frees for redirection. Unless otherwise stated, figures derive from the **IER Report** (related to the 2021/22 season); where more current 24/25 season data is available, it has been substituted and identified.

4.1 Economic footprint of the code

As set out in **section 3**, greyhound racing accounted for $51.3m of direct expenditure (27.1% of the industry), $59.7m of total value added (28.7%), $32.6m of household income (29.3%) and 486 FTE positions (28.0%) in 2021/22.

More than 85% of the code's expenditure impact derives from racing and wagering related activity, reflecting its positioning as the industry's strongest wagering product relative to code size.

Table 4.1 Greyhound value added, employment and participants by region (2021/22)

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

While concentrated around the two metropolitan racing centres, the code delivers $17.5m of value added - and supports over 140 FTE positions - in regional Tasmania.

4.2 The people of the code

The IER Report identified that approximately 915 individuals were involved in Tasmanian greyhound racing as participants, employees or volunteers in the 21/22 season, comprising 85 breeders, 159 owners and 150 trainers, 75 club and industry staff, 69 breeders' staff, 101 kennel employees, and 276 volunteers across clubs and participants (all other categories per the IER 2021/22 industry surveys). As of the 24/25 season, owner numbers have increased significantly to 287 owners, with trainer numbers consolidating to 108 trainers registering a greyhound start in the 24/25 season.

However, as highlighted in **section 2.7.4** earlier, for the purposes of assessing the impact of cessation, some distinction needs to be made between a person that is involved in the code, or licensed by the code, and a person who is reliant upon the code in term of primary source of income. This is most stark in an analysis of greyhound trainers, where despite over 100 individuals carrying on the business of training greyhounds, the 82 trainers outside the top 25 trainers won a total of $1.53m (an average of $22,776 each) - or just 25.6% of total stakes on

offer (with 12 winning zero stakes). This is before costs, or any other owner deductions (assuming many of these greyhounds have other owners associated with the greyhound). Taken further, the top 10 greyhound trainers take home 45.9% (at an average of $273,924 per trainer) of total stakes offered, with positions 11-25 on the prizemoney table accounting for 28.5% (at an average of $113,291 per trainer). It should again be stressed that these amounts represent total prizemoney won, before any owner shares being deducted and costs being incurred. They also do not factor in trainers who continue to charge training fees, although this is becoming less prevalent, with many trainers opting instead to take a larger share of prizemoney.

With the 25th rank in prizemoney for the 24/25 season collecting $74,759 in total stakes money - and likely receiving 50% share of this amount after owner deductions - it is arguable that there are less than 25 greyhound trainers in Tasmania who rely on the greyhound industry for their predominant or sole source of income.

Referring to table 3.2, owners should also be excluded from any calculation in terms of participants that rely upon the code as their sole or pre-dominant form of income. We also note that of the 94 racing club and industry staff identified in table 3.2, 54 are classified as casual, and a further six as part-time.

4.3 Training and breeding activity

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

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

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

We note that since the announcement of the proposed cessation of the greyhound industry on the Cessation Date, there has been a significant uplift in pups whelped, well beyond the historical levels recorded above – with 130 pups whelped between 1 January 2026 and 30 June 2026.

Table 4.3 Greyhound pups whelped Q3 & Q4 (FY26)

Q3	Pups whelped
January 2026	29
February 2026	15
March 2026	21
Total	**65**

Q4	Pups whelped
April	17
May	29
June	19
Total	**65**[31]

4.4 Clubs, tracks and racing volume

Notwithstanding the discontinuation of racing at Devonport, the transfer of those meetings to Launceston and Hobart has sustained a consistent race program over the past four seasons:

Table 4.4 Greyhound clubs and racing activity, 21/22 through 24/25

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

[31] We refer to the Greyhound Breeding, Racing Injury and Retirement Quarterly Report (April to June 2026) released by the TIU, which provides for only 21 pups whelped in May 2026 and two pups whelped in June 2026. These numbers have increased through notifications since this report was published.

5. Financial impact of cessation

This section quantifies the overall financial impact of total cessation of the greyhound code as at the Cessation Date, assessed across the three standard layers of economic impact - direct, indirect and induced - and across the parties bearing them: Tasracing, Government, the greyhound racing clubs, and the broader Tasmanian economy.

In this section we have relied heavily on the input of *Tasracing*, who have assisted in internally attributing many of the industry costs and revenues incurred or generated as between the three codes. We note that some or all of this information has also been provided by *Tasracing* to the *Joint Standing Committee on Greyhound Racing Transition* as part of their formal submissions.

The incremental impact of the Transition Period itself is dealt with separately in **Section 6**.

5.1 Direct financial impact on Tasracing

The principal revenue and cost lines extinguished by cessation are:

(a). wagering turnover on Tasmanian greyhound racing and its associated race fields revenue (levied at approximately 3.1% of wagers);

(b). POCT attributable to greyhound wagering;

(c). sponsorship and race day revenue at the Hobart and Launceston clubs;

(d). stakes (prizemoney) as an outgoing; and

(e). race day and non-race day operating costs no longer incurred.

Most of these accrue directly to *Tasracing*, making the direct impact on Tasracing's revenue and costs the most comprehensive single estimate of the financial effect of cessation.

Attribution requires care. Race field revenues, stakes and breeding bonuses are cleanly attributable between codes, but most of Tasracing's internal functions operate as tri-code services (HR, finance, insurance, governance and administration), and much serviced infrastructure is multi-code (parking, grandstands, utilities and rates).

Tasracing's detailed review of the FY25 financial results, allocating only those items clearly attributable to the greyhound code, produced the following breakdown:

Table 5.1 Greyhound code contribution to Tasracing revenue and costs, FY25 ($)

Line	Greyhound	GAP	Integrity[32]	Unallocated	Govt funding	Tasracing total
Race field fees	8,129,421	—	—	—	—	21,976,442
International fees	269,647	—	—	—	—	924,895
Other revenue	25,955	38,670	1,833,043	2,850,309	—	7,031,707
Government grants	—	—	—	—	36,871,975	36,871,975
POCT	—	—	—	—	7,303,677	7,303,677
Total revenue	**8,425,023**	**38,670**	**1,833,043**	**2,850,309**	**44,175,652**	**74,108,696**
Code funding	(7,488,990)	—	—	—	—	(37,951,081)
Labour	(857,900)	(619,077)	(1,010,864)	(5,107,550)	—	(10,693,887)
Depreciation	(742,131)	(12,265)	(2,521)	(266,124)	—	(4,788,568)
Other expenses	(2,549,609)	(271,584)	(764,039)	(5,978,420)	—	(21,882,674)
Total expenditure	**(11,638,630)**	**(902,926)**	**(1,777,424)**	**(11,352,094)**	—	**(75,316,210)**
Net result	**(3,213,607)**	**(864,256)**	**55,619**	**(8,501,785)**	**44,175,652**	**(1,207,514)**

[32] *Integrity costs reflect a part-year only, with the internal integrity function commencing in February 2025.*

The review indicates the greyhound code required $3.21m in funding to cover the shortfall between its commercial (non-Government) revenues and operational costs in FY25, with a further $864,256 required to fund the net cost of the GAP.

Tasracing has advised they consider these results reasonably indicative of the code's annual funding requirement going forward.

Critically, approximately $11.3m of shared labour, resources and other expenses remain unallocated across the organisation - an amount that is not eliminated by cessation and which is examined in detail at **section 8.6**.

5.1.1 POCT attributable to greyhound racing

No detailed breakdown exists of the origin of POCT receipts.

However, on advice from wagering service providers (**WSPs**):

(a). greyhound racing represents approximately 24% to 27% of all racing turnover

(b). Tasmanian greyhound racing represents approximately 3% of national greyhound turnover (accordingly ≈0.81% of national racing turnover); and

(c). approximately 6% of turnover on Tasmanian racing derives from Tasmanian customers - three times the population-share average.

On that basis Tasmanian greyhound racing is estimated to represent approximately 2.4% of Tasmanian racing wagering, and if we allow for sports betting at around 20% of POCT-relevant turnover (closely aligned with national advised levels), this puts greyhound racing attributable to approximately 1.9% of Tasmanian POCT.

Applied to the POCT distribution received by Tasracing, that equates to approximately $139,000 per annum of Tasracing POCT receipts attributable to the greyhound code.

5.1.2 Infrastructure and capital expenditure

Greyhound-specific capital projects have cost approximately $4.0m over the past five years (excluding multi-code projects):

Table 5.2 Greyhound capital expenditure, FY22 through FY26 (YTD) ($)

	FY22	FY23	FY24	FY25	FY26 (YTD)
Greyhound capex	327,565	844,550	346,335	1,642,233	848,563

5.2 Direct financial impact on Government

Applying the ≈1.9% POCT attribution to the POCT forward estimate for 2025/26 of $15.8m (after deducting the amount paid to Tasracing in FY25), Government stands to forgo approximately $162,000 per annum in POCT receipts on cessation of greyhound racing.

In addition, all greyhound trainer licence fees are passed through to Government (which in practice is the Department of Natural Resources and Environment). Tasracing received $6,965 in licence fee payments from 1 February 2024 to 30 June 2025, and $7,164 from 1 July 2025 to 28 February 2026, amounting to approximately $7,000 per annum.

5.3 Direct financial impact on the greyhound racing clubs

The income and expenses sitting outside Tasracing and within the clubs are captured in the clubs' statements of financial performance:

Table 5.3 Greyhound racing club financial performance, FY24 and FY25 ($)

	Hobart	Launceston	North-West	Total
FY2025				
Revenue	166,977	234,317	41,060	442,354
Expenses	152,158	150,051	40,217	342,426
Net surplus/(deficit)	**14,819**	**84,266**	**843**	**99,928**
FY2024				
Revenue	169,583	238,493	42,279	450,355
Expenses	140,810	141,096	42,181	324,087
Net surplus/(deficit)	**28,773**	**97,397**	**98**	**126,268**

On this basis, cessation is estimated to extinguish approximately $100,000 per annum of aggregate racing club EBIT.

5.4 Broader participant and supplier expenditure

The direct impacts above largely exclude the financial activity of greyhound breeding and training, which flows to participants and suppliers rather than to Tasracing, Government or the clubs. Deconstructing the IER Report direct expenditure of $51.3m by stream:

Table 5.4 Greyhound direct expenditure by category (2021/22) and treatment in this study

Expenditure category	Captures	Value	% of direct exp.	Treatment
Breeding / production	Producing and caring for pups; broodmatrons and sires; sale preparation; bloodstock insurance	$1.4m	2.7%	Additional impact
Training / preparation	Training fees, feed and supplements, veterinary, transport, track and registration fees, agistment, breaking-in, rehoming, gear	$6.2m	12.1%	Additional impact
Participant & supplier subtotal		**$7.6m**	**14.8%**	**Additional**
Racing & wagering activities	Race fields fees, wagering taxes and WSP costs; race day customer expenditure; Tasracing and club operating expenditure	$43.7m	85.2%	Captured in §§5.1–5.3
Total direct expenditure		**$51.3m**	**100.0%**	

Note, these are gross direct-expenditure figures; IER does not publish a value-added or employment split by stream. On this basis, cessation removes an additional approximately $7.6m per annum of gross breeding and training expenditure from the Tasmanian economy, over and above the Tasracing, Government and club impacts quantified above.

5.5 Greyhound Track Infrastructure and Transition Arrangements

Tasmania has two official greyhound racing tracks in Hobart (at Elwick racecourse) and in Launceston (at Mowbray racecourse). The previous track in Devonport no longer holds races, albeit Devonport “designated” meetings are now conducted on an alternating basis at both the Elwick and Mowbray racecourses. There are also three separate training facilities in Ulverstone and Brighton used for conditioning and training.

The Elwick and Mowbray greyhound tracks are located on land owned by the TRC and the TTC, respectively. Tasracing lease these facilities from the respective clubs and is responsible for the maintenance, management and operation of greyhound racing infrastructure and associated assets.

The Brighton Straight Track operates under a lease arrangement with Brighton Council and is managed by the Greyhound Owner, Trainer and Breeders Association of Tasmania, with maintenance responsibilities undertaken by Tasracing. Infrastructure improvements at this facility have primarily been funded by Tasracing, including investment in the lure system.

The Ulverstone Straight Track is located on Council-owned land, with infrastructure constructed and owned by Tasracing.

Greyhound Infrastructure Assets

Key greyhound infrastructure managed across these venues includes:

- racing track surfaces;
- starting and lure systems;
- track lighting and safety infrastructure;
- kennel, holding and animal care facilities (Elwick and Mowbray only);
- veterinary and wash-down facilities (Elwick and Mowbray only); and
- race day vision cameras and CCTV systems.

Other infrastructure, including judging equipment, photo finish equipment and semaphore boards, is required for the other two racing codes and therefore cannot be considered for disposal as part of any greyhound transition arrangements. We are instructed that any Tasracing-owned assets that are no longer required will be managed in accordance with Tasracing's Fixed Asset Policy. Disposal options may include:

- direct sale;
- sale by auction, expression of interest or tender;
- trade-in arrangements; and
- disposal through scrapping or other appropriate means where assets have little or no residual value.

The residual value of greyhound-specific infrastructure is expected to be limited, as many assets are purpose-built and have restricted secondary markets.

The potential sale of greyhound-related infrastructure will also be dependent on demand from other racing jurisdictions seeking second-hand equipment.

Asset type	Likely recovery value
Lures (5 in total)	$10,000–$20,000 per lure depending on age, condition and suitability
Starting boxes (7 in total)	$5,000–$30,000 per set depending on age and condition
Lighting infrastructure	Not currently valued; value may be higher if suitable for reuse at another sporting venue
Lure rails, safety rails/fencing/gates	Low to moderate value; commonly removed for scrap or reuse
Track surface/sand	Minimal resale value
Veterinary/wash-down facilities	Limited value unless adaptable for another purpose

Other minor assets, including holding kennels, weighing scales, lure driving towers, vision cameras and stewards' towers, will be subject to buyer demand and condition.

Kennel buildings have been identified as having potential for repurposing.

Tasracing's current assessment is that conversion of greyhound tracks into green fields is unlikely to be practical or appropriate given access issues and the other Codes operations

Any club wind-up processes and associated arrangements will be managed in accordance with the requirements of the *Racing Regulation and Integrity Act 2024*.

The only significant greyhound-specific asset owned by Tasracing and the industry is the GAP facility at Mangalore. This facility will continue to be required following the greyhound transition should the proposed legislative changes proceed.

5.6 Indirect impact

Indirect impacts flow through the greyhound supply chain - feed and supplement suppliers, veterinary services, transport, agistment, gear suppliers, media and professional services. IER estimates the code's flow-on value added at $25.5m in 2021/22, with the code supporting supply-chain employment beyond the 486 FTE directly attributable to it.

5.7 Induced impact

Induced impacts arise as the $32.6m of household income supported by the code (2021/22) is spent through the wider economy; that spending contracts as employment falls away, partially offset to the extent displaced workers find alternative employment.

We believe that material reabsorption of greyhound workers into the remaining codes is unlikely, given the financial and sustainability pressure on participants in those codes, the industry-wide push for rationalisation, and the core differences between greyhound and equine care, maintenance and training roles.

Further, job losses are expected to fall disproportionately on regional Tasmania given the identified regional concentration set out above.

6. The Transition to cessation: modelling and financial impact

To assess the financial impact of the period between now and the Cessation Date, this section applies the transition pathway proposed by the TasRIC, Sean Carroll.

This section covers the underlying transition philosophy, greyhound population modelling (baseline and transition), the proposed race scheduling framework, and the incremental financial impact relative to the position in section five.

We note there will be some critical differences in the modelling set out in this section, and the submissions by Tasracing to the *Joint Standing Committee on Greyhound Racing Transition* as part of their formal submissions, due to additional information received on detailed age cohort of active greyhounds (and its impact on proposed forced retirements), and recently released increased whelping numbers for quarter four of FY26.

6.1 Transition philosophy

The proposed transition is guided by a stable, consistent reduction strategy designed to deliver a predictable, welfare-led wind-down of the code to complete cessation by the Cessation Date.

Rather than accelerating ahead of natural attrition, the approach prioritises a steady, orderly decline in population and race numbers that gives participants certainty, maintains appropriate racing opportunities for the greyhounds that remain, and preserves the industry's capacity to meet its welfare and rehoming obligations at every stage. The guiding principles, in priority order, are:

(a). **Stable, consistent reduction**: a measured and predictable decline in greyhound population and race numbers across the transition period, avoiding abrupt contractions and giving participants clear visibility of the pathway to cessation;

(b). **Continuity of appropriate racing opportunities**: race programs and meeting schedules scaled in step with the reducing population, so remaining greyhounds continue to have suitable, well-matched competition;

(c). **Animal welfare and rehoming assurance**: welfare standards and rehoming capacity maintained and aligned to declining population levels, ensuring every animal can be responsibly cared for and rehomed as the code winds down;

(d). **Participant health and wellbeing**: protection of the ongoing health, wellbeing and viability of participants, with sustained support for those exiting the industry or transitioning to other codes; and

(e). **Adaptive, responsible implementation**: flexible adjustment mechanisms responsive to actual population changes and participant behaviour, underpinned by prudent management of Tasracing's resources to sustain the transition and the remaining codes beyond 2029.

6.2 Greyhound population modelling

6.2.1 Current population

The updated TIU audit records a total registered population of 1,052 greyhounds as at 1 March 2026, of which 893 are active racing greyhounds. The active figure is the starting point for all projections.

6.2.2 Baseline projection (natural attrition)

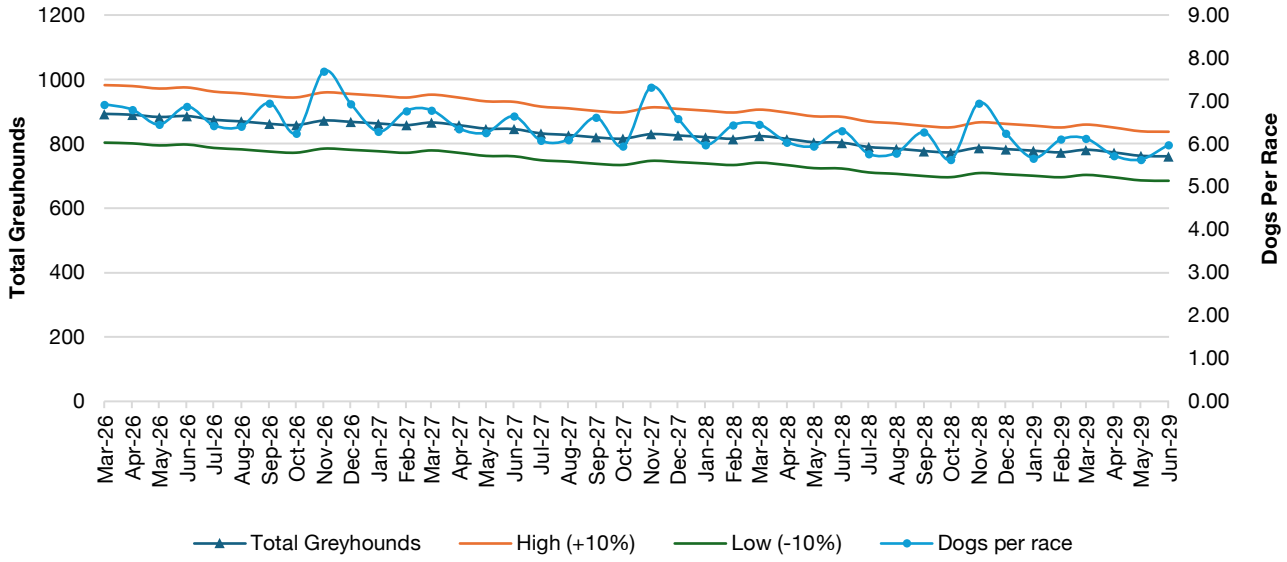
The baseline projects the active racing population monthly through June 2029 with no intervention, based on historic monthly average movements recorded by OzChase for 1 October 2022 to 31 December 2025 across five key categories: pups whelped; greyhounds imported; greyhounds exported; greyhounds retired; and greyhounds deceased (the **Baseline** or **Baseline Projection**).

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

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

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

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



6.2.3 Transition model projection

To overlay a pathway consistent with the transition philosophy and current draft legislation, the transition model applies the baseline movement assumptions with three interventions:

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

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

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

(d). a legislated retirement age for greyhounds of six years being implemented on 1 September 2026, which on the basis of the March 2026 greyhound audit will result in 92 retirements in September.[33]

[33] This significant retirement number is a reflection of a build up of the ageing population of greyhounds, and on our forecasts for the remainder of the phase out period, there will be an average of 6.91 legislated retirements per month in 26/27, increasing to 13.91 in year 27/28, and 20.6 per month in 28/29, for a total of 548 legislated retirements. This compares to our forecast 568 total retirements during the phase out period based on historical monthly averages (including deceased Greyhounds).

On this basis we project a reduction in the active greyhound population as set out below (the **Transition Model**).

Table 6.2 Transition Model projected greyhound numbers versus baseline

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

The intervention levers - breeding prohibition, import restriction and mandated retirement - are projected to reduce the active population to approximately 64 by June 2029, consistent with an orderly cessation on 1 July 2029.

6.3 Recent whelping activity and the breeding response to the Bill

It should be noted that greyhound population modelling has been based actual pups whelped up until June 2026, and is then modelled on historic monthly whelping figures provides by OzChase FY22 through FY26.

Recent whelping data provided by the Tasracing for the completed FY26 period[34] reveals a material behavioural reversal since the legislation banning greyhound racing was tabled in Parliament in early November 2025.

Table 6.3 Monthly pups whelped in Tasmania, FY26

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

Whelping activity in the second half of FY26 (139 pups) ran at almost three times the first half (49 pups), with Q3 & Q4 pups whelped exceeding that achieved in the entire 23/24 season (110), and over 80% of pups whelped in 24/25 (155).

The timing is not coincidental. The greyhound gestation period is approximately 63 days: every litter whelped from January 2026 onward was conceived in or after November 2025, after the legislation which details a prohibition on breeding greyhounds in Tasmania was tabled. The surge is most plausibly read as forward breeding by participants seeking to whelp litters ahead of the prohibition taking effect, and it lifted the FY26 total (188) to well beyond FY25 (155).

The implications for the transition model are threefold:

(a). *racing-career economics*: pups whelped in the second half of FY26 will not reach racing age until mid-2027 at the earliest, leaving less than two full seasons before the Cessation Date. Each carries a whole-of-life care and rehoming obligation against a severely truncated racing return;

(b). *population and rehoming pressure*: the transition model assumes historic-average whelping until a zero-whelping intervention from 1 September 2026. Whelping at the observed H2 rate

[34] Brood Bitch Breeding Activity, Tasracing (2026)

exceeds those baseline averages, and every surplus pup adds directly to the terminal population and the rehoming task quantified at Section 7. If the breeding prohibition is implemented on 1 September 2026, the impact of this increase is manageable. If delayed, the impact is magnified on a monthly basis; and

(c). *policy urgency*: the behavioural response demonstrates that the announcement of a breeding prohibition, absent commencement, actively stimulates the activity it is designed to end. This supports the earliest practicable commencement of the prohibition (or interim disincentives such as registration conditions or breeding bonds), together with close monitoring of June-August 2026 whelping records as late June whelping's are registered.

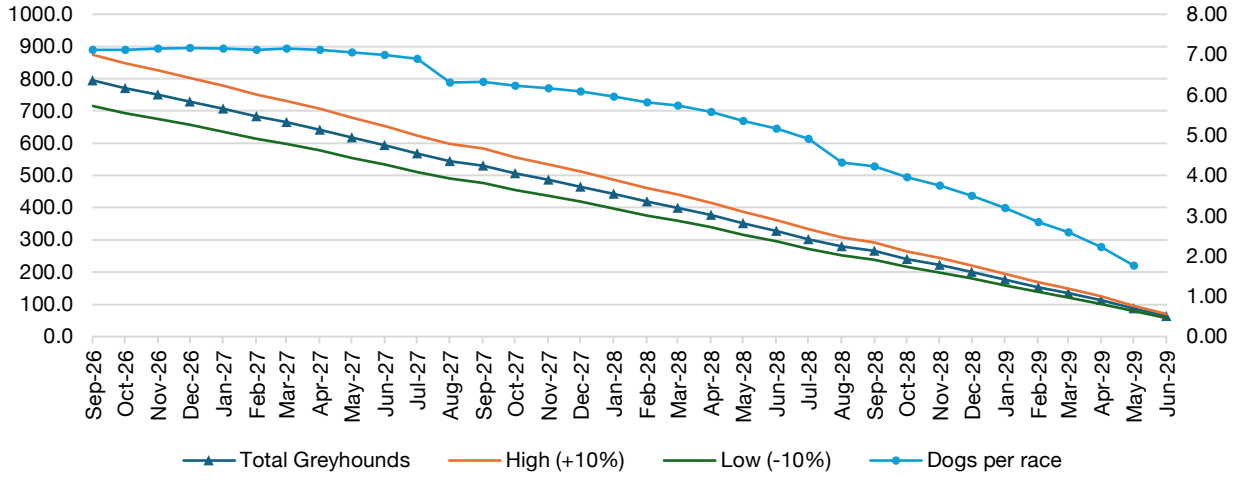
6.4 Race scheduling framework

To provide racing opportunities matched to the declining population while delivering the measured reduction required by the transition philosophy, the TasRIC has proposed a 25% year-on-year reduction in the race program, introduced incrementally within each 12-month period to smooth impact:

Table 6.4 Proposed race numbers under 25% year-on-year reduction

Period	Races	Weekly races (end of period)	% of prior period
1 Aug 2025 – 31 Jul 2026	1,562	31.4	—
1 Aug 2026 – 31 Jul 2027	1,174	19.0	75.2%
1 Aug 2027 – 31 Jul 2028	881	14.3	75.0%
1 Aug 2028 – 30 Jun 2029	614	11.0	69.7%[35]

Chart 6.2: Projected transition Tasmanian greyhound numbers (including high & low projections), and dogs per race metric, September 2026 to June 2029



Importantly, this structure maintains consistent dogs-per-race across most of the transition period, rising from 6.8 (April 2026) to 7.8 (August 2026) and 6.3 (August 2027), before declining to 4.3 (August 2028) as population reduction accelerates approaching cessation.

Pending actual retirements and exports during the phase out period, on our projections greyhound numbers from late 2028 may dictate further reductions in race numbers per week based on population restrictions and field size requirements.

6.5 Financial impact of the proposed Transition Model

In order to accurately model the financial performance of greyhound racing under both the Baseline and Transition Model to determine overall impact, average per-race stakes, race field revenue and operating costs were modelled for each meeting (by day and venue) by *Tasracing*

[35] Note percentage reduction increases disproportionately in final year as calculated over an 11 month period.

(the Projected Tasracing Greyhound Race day P&L by Venue & Day). These projections are set out at **Schedule A**.

As referenced at **Section 2.3.4** regarding wagering performance, you will note the disparity in performance of greyhound racing across different days, with Thursday racing strongly profitable at both venues, whilst Tuesday racing is less profitable due to decreased average wagers per race (albeit lower projected Tasracing costs to deliver racing on Tuesday make up some of the difference).

We also note non-race day cost budgets of approximately $350,000 (Launceston) and $295,000 (Hobart) for 2026/27, with the $183,000 Devonport-related travel allowance ceasing when the Tuesday designated meeting ends, each of which becomes a potential cost saving once racing reduces to a level where it is discontinued from a particular venue. Please note, the optimised model is built on the assumption that greyhound racing would be dedicated out of a single venue (Hobart or Launceston) once number dictate a single meeting per week.

For both baseline and transition scenarios, the optimum combination of meetings and venues was constructed on a financial basis subject to the population and a maximum of 11 races per meeting.

6.5.1 Baseline financial position[36]

The estimated optimised financial position of Tasracing under the Baseline Projection is as follows (broken down by maximum permitted races per meeting):

Table 6.5 Optimised Financial Position based on Baseline Projections

Period	Financial Performance
1 August 2026 – 31 July 2027	$892,161
1 August 2027 – 31 July 2028	$892,161
1 August 2028 – 30 June 2029	$816,898
Total	**$2,601,220**

6.5.2 Transition Model financial position & impact

The estimated optimised financial position of Tasracing under the Transition Model is as follows (with comparison to the Baseline optimised financial position):

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

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

The transition model's stronger performance in the first two years reflects the cessation of the

[36] Please note, this Baseline financial position considers and takes into account race day income and expenditure, alongside greyhound club non-race day income and expenditure, and the Tasracing travel allowance, but does not include centralised non-allocated Tasracing administrative and staffing costs referenced earlier in this document, nor greyhound industry associated costs such as GAP or the TIU.

Tuesday travel allowance, namely a $183,000 saving exceeding the modest collective profit of the Tuesday meetings themselves.

In the final year, the reduction to one meeting per week forgoes the collective performance of the two lost meetings and the model underperforms baseline - even with the further assumption that the Monday Launceston meeting would be discontinued from February 2029 as greyhound numbers reach a level to justify a single meeting (saving a proportion of the annual non-race day expenses from Launceston).

Across the full Transition Period the transition model is projected to be essentially self-funding, with a small negative variance of approximately ($82,404) against baseline.

6.6 Potential impacts of trainer relocation

At present, whilst we recognise the proposed cessation of the Tasmanian greyhound industry as at the Cessation Date would cause commercial operations within the Tasmanian greyhound industry, such as major training operations, to consider their ongoing options in other jurisdictions well in advance of this date, we have not built such potential relocations into this model.

In this regard we refer to section 2.7.3, which sets out the concentration of dog population across the leading trainers in that code providing that for greyhounds, in FY25 the top five trainers (4.6% of the cohort) held 25.0% of the 712 greyhounds in training.

Accordingly, we recognise the potentially disproportionate impact the relocation of any combination of those trainers to other jurisdictions would have on projected numbers. Across just those operations potentially impacts ≈150-180 active greyhounds.

6.7 Regulatory and policy framework and assumptions

The transition model, scheduling framework and projected financial impact are predicated on policy settings whose breadth and timing remain subject to finalisation, including: the breeding prohibition and import restrictions (effective dates, enforcement mechanisms and exemptions); a mandated retirement age (currently drafted at 6 years — 92 greyhounds currently face immediate retirement at the cessation date based on the March audit); modified racing-operations standards (minimum field sizes, race-frequency rules under Greyhound Australasia Rule (**GAR**) 39 and venue-closure protocols); and code-funding arrangements (entitlement, carry-over of unspent funding and Tasracing's discretion to reduce funding). Amendment to any of these will affect the projections in this study.

7. Rehoming capacity, costs and transition profile risk

Every greyhound that leaves the racing population through the transition, and every greyhound remaining at the Cessation Date, must be responsibly retired and, in most cases, rehomed. This section quantifies the retirement demand generated by the proposed transition model, assesses it against Tasmania's demonstrated rehoming capacity by month and by year, identifies the options and costs available where demand exceeds that capacity, and models the consequences of slower transition profiles that defer retirements toward the end of the Transition Period.

7.1 Historic retirement volumes and rehoming pathways

OzChase registration data for the period 1 October 2022 to January 2026 records 934 permanent departures from the Tasmanian greyhound population: 705 retirements (75.3%) and 229 deaths (24.7%). The rehoming pathway for retiring greyhounds over that period was:

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

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

Within the adoption-program pathway, the GAP placed 242 greyhounds (71% of program placements), with the balance placed through Dogs' Homes of Tasmania (38), Illoura Animal Refuge (26), Brightside (21), the RSPCA (12) and other programs. On an annual basis since October 2022, the placements of retired greyhounds are set out below.

Table 7.2 Annual retirement volumes and placements by financial year[38]

Measure	FY23[39]	FY24	FY25	FY26
Total retirements	**190**	**180**	**202**	**287**
Adoption programs				
- All	99	97	79	146
- GAP only	*49*	*64*	*70*	*120*
Third party / owner / other	91	83	123	141
Deaths (all causes)	**58**	**75**	**70**	**N/A**

As noted above (and in the footnotes) despite pulling from same source material (Ozchase records), the total retirement data we set out at Table 7.2 does differ to those recorded in the *Tasracing Annual Reports*, with Tasracing reporting 179 greyhounds rehomed in FY24 and 193

[37] Includes surrender to Hobart Dogs Home, Launceston Dogs Home, or North East Animal Sanctuary.

[38] We note that greyhound retirement data reported by Tasracing in their Annual Reports (also referenced to come from the OzChase National System, does differ to that obtained independently. For reference we summarise the information from *Tasracing Annual Reports* as follows:

	2022/2023		2023/2024		2024/2025	
	Number	%	Number	%	Number	%
Breeding	11	3.60%	8	3.23%	9	3.33%
Deceased	23	7.60%	21	8.46%	26	9.63%
Euthanised	17	5.60%	43	16.13%	41	15.19%
Rehomed	**251**	82.60%	**179**	72.18%	**193**	71.48%
Other	2	0.70%	0	0.00%	1	0.37%
Total	**304**		**248**		**270**	**100.00%**

[39] FY23 numbers are partial year only from October 2022.

rehomed in FY25, against our data of 180 and 201 respectively. For the purposes of our analysis we will utilise the above data in Table 7.2.

We do note one area of more significant disparity as it relates to the GAP statistics reported by Tasracing in the FY25 Annual Report. Whilst our independent OzChase sourced data as set out above in Table 7.2 provides a total of 64 greyhounds were rehomed through the GAP in FY24, increasing to 70 in FY25, Tasracing reported 71 and 90 greyhounds for the same period entered into the GAP.[40] Again, for the purposes of our analysis, we will act on the basis of data contained in Table 7.2.

7.2 Tasmanian rehoming capacity: total, monthly and annual

The State's demonstrated rehoming throughput, being the volume the system has actually processed, sustained across three full financial years, provides the most reliable available measure of capacity:

(a). **Formal adoption programs** have absorbed 79 increasing to 146 greyhounds per annum, of which GAP has contributed 49 increasing to 120 greyhounds per annum. At its highest this is ≈10 greyhounds per months through GAP, with a potential 1-2 through other adoption programs per month (total **≈12 per month**);

Please note that current full kennel capacity within GAP Tasmania is 57 kennels, with up to six to eight of the kennels taken up at any time by training greyhounds. Accordingly, meeting rehoming targets requires greyhounds to flow through the system and free kennel capacity. It is our understanding that as at July 2026 there is currently an approximate seven month waitlist for retiring greyhounds to enter the GAP (and approximately 40 greyhounds on the waitlist), which will be relevant to assessing timelines and financial impact of cessation.

Importantly, our modelling to follow is based upon the ability to at least maintain that waitlist and accordingly assumes consistent and continued greyhound adoption demand. If through the process of rehoming upward of 900+ greyhounds over the coming years such demand slows or reaches saturation point, this will have significant impact of the flow of greyhounds through GAP and other platforms, expanding timelines and the projected financial impact.

(b). **Private rehoming** (third-party and owner retention) has absorbed a further 83–123 per annum (**7–10 per month**); and

(c). In aggregate, total demonstrated **State-wide absorption** is approximately 190–210 retirements per annum, or **16–18 greyhounds per month**.

Demonstrated throughput is not the same as maximum capacity. GAP's throughput is constrained by kennel spaces, foster-carer availability, veterinary and behavioural assessment lead times and adopter demand; the third-sector programs operate at small scale; and private rehoming depends on participant goodwill that may erode as exit approaches.

In terms of maximum capacity, from communication with various rehoming pathways available for Tasmanian greyhounds, we set out below our understanding in terms of the individual capacity and cost of the various accredited greyhound adoption pathway organizations:

[40] Tasracing Annual Report FY25, provided the following GAP related statistics:

Financial Year	Entered	Adopted	Failed - Euthanised	Failed Assessment -
FY23	61	72	0	0
FY24	71	83	1	0
FY25	90	101	5	0

Table 7.3 Tasmanian greyhound rehoming pathways, capacities and costs

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

In order to properly estimate the maximum capacity for rehoming greyhounds in Tasmania we require further clarity around the average length of stay at each facility.

With respect to GAP costs per dog, whilst we recognise the FY25 net cost of $863,103 to run the program at an output of 70 rehomed greyhounds (or $12,330 per dog), the majority of these costs are fixed (or partially fixed) - premises, staffing or operational costs not proportionately impacted by additional greyhounds. Accordingly, if greyhounds rehomed increased, this would not proportionately increase the total GAP costs, but simply line items linked to individual greyhounds treatment and care, and decrease average rehoming costs per dog.

We note in 2026 preliminary estimates are that 120 greyhounds were rehomed through GAP, but at present we do not have access to the final FY26 cost of delivering the GAP program.

Accordingly, if we isolate the costs to line items directly impacted proportionately with each additional greyhound intake, we estimate these per dog costs would be as follows:

Table 7.4 Estimated per dog costs under the GAP (based on FY25 actuals)

Cost item	Total (FY25) ($)	Per Greyhound ($)
Greyhound feed	44,588	636.97
Veterinary fees	30,014	428.78
Coats/rugs/collars	12,515	178.78
Worming/grooming	11,362	162.31
Microchip trans	1,310	18.71
Carer recognition	1,961	28.02
Behaviour modification	23,273	332.47
Total	**125,023**	**1,786.04**

[41] Based on reported YTD FY26 rehoming numbers.

[42] We note that the Dogs Home of Tasmania currently only receives a rebate of $400-$600 from Tasracing for dental, however for the purpose of forward projections we have used the actual total projected cost of dental procedures required which the RSPCA have advised they will require reimbursement for.

Utilising the input data we have, if we proceed on the assumption that:

(a). the FY25 GAP costs accurately represent costs of rehoming 70 greyhounds per annum;

(b). current facility, staffing and other costs capable of caring for up to 100 greyhounds per annum;

(c). additional greyhounds over 100 per annum would attract 20% additional site hire, and 5% additional, staffing, maintenance and utilities expenses per 20 greyhounds; and

(d). adoption fees for greyhounds remain at average level per dog from FY25 (≈$320)

we approximate total and per greyhound costs of GAP as follows as capacity increases:

Table 7.5 Estimated Total and Per Dog GAP rehoming costs

Dogs rehomed	70	80	90	100	110	120	130	140
Total cost (net)	$863,103	$877,765	$872,334	$887,243	$921,569	$936,847	$969,633	$985,340
Cost per dog	$12,330	$10,972	$9,693	$8,872	$8,378	$7,807	$7,459	$7,038

From this high level projection, whilst the GAP program provides an essential and scaleable option for the rehoming of greyhounds, and as capacity increases average cost per greyhounds decreases, even at rehoming numbers double that reported in FY25, it remains two times the cost to rehome through other pathways.

7.3 Rehoming demand under the proposed transition model

The transition model deliberately halves monthly retirement rates relative to historic averages (Section 6.2.3), producing a flatter, more predictable demand profile:

Table 7.6 Projected annual departures and rehoming demand: Transition Model

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

Two conclusions follow. First, transition demand of approximately 12-13 dogs per month in FY28 and FY29 sits within the State's demonstrated current absorption of 16–18 per month. However, the legislatively required retirements in September 2026 will create a pre-existing population of retired greyhounds awaiting rehoming that cannot be immediately services by the existing rehoming system

Second, if we act on the basis that the 146 rehomed greyhounds through accredited programs in Tasmanian in 2026 represent rehoming capacity through such programs (**Rehoming Capacity**), then the terminal cohort of approximately 64 active greyhounds at the Cessation Date represents in and of itself ≈44% the adoption programs' (GAP, RSPCA, Dogs' Homes of Tasmania) demonstrated annual placement volume, concentrated at a single point in time.

That being said, with a current seven month waitlist of 40 greyhounds into the GAP program, and a carry-over from FY27 Rehoming Capacity into FY28 and FY29 of ≈77 greyhounds (being 223 – 146 capacity), we would estimate the greyhounds requiring rehoming as at the Cessation Date under the transition model to be approximately 181. This amounts to ≈1.3 times Rehoming Capacity.

[43] Please note the FY27 retirement modelling builds in legislative forced retirements for greyhounds over the age of six as of 1 September 2026, leading to a cohort of 92 greyhounds retiring on that date.
[44] Over FY24 and FY25 there have been 527 retired & deceased greyhounds, 145 (or 27.5%) of which were deceased. We have used this percentage to determine the percentage of retired/deceased greyhounds that require rehoming.

Orderly absorption of that cohort is expected to take up to 24 months (without requiring the additional assistance of private or owner rehoming programs), which is consistent with the continued operation and funding of GAP through at least FY31–FY32 (see Section 7.5).

7.4 Options and costs where demand exceeds capacity

Where rehoming demand exceeds Tasmanian capacity in any period, most plausibly in the final year and immediately post-cessation, the available levers are:

(a). **expanded GAP throughput**: additional kennel capacity, staffing and foster-carer recruitment. GAP's net cost was $864,256 in FY25 against ≈70 placements; scaling throughput will scale cost broadly proportionately as set out above;

(b). **funded third-sector partnerships**: per-dog placement subsidies to Dogs' Homes of Tasmania RSPCA Tasmania and equivalent mainland rescues, converting marginal capacity in existing organisations into committed placements. Please refer costs set out above. We have been advised that both Brightside and Illoura Animal Refuge are no longer active;

(c). **interstate transfer**: placement through mainland GAP programs and rescue networks with established adopter pipelines, incurring transport, veterinary certification and receiving-program fees per greyhound. Please refer costs set out above;

(d). **temporary holding and kenneling**: this may include private or commercial boarding of assessed greyhound awaiting placement. This is the highest-cost and lowest-welfare option and should function only as a buffer, since holding cost accrues weekly for every week a dog waits. At present in New Zealand, we understand the model provides for an approximate $30 daily payment to greyhound owners to continue to care for and kennel their greyhound whilst they await acceptance onto accredited rehoming programs; and

(e). **owner-retention and adopter incentives**: direct payments supporting participants who retain retired greyhound as pets (historically ≈11% of retirements) and incentives to adopters (desexing, vet vouchers), which reduce inflow to programs at comparatively low per-greyhound cost.

7.5 Financial impact against the proposed transition model

Rehoming costs under the proposed transition model comprise three layers:

(a). **continuing GAP operations**: ≈$0.86m per annum through the Transition Period and through at least FY31–FY32 post-cessation to absorb the terminal cohort, being an indicative $5.2m in aggregate across FY27–FY32. This expenditure is deliberately excluded from the recurring cessation savings in Section 9, because it does not cease at the Cessation Date;

(b). **in-transition surge buffer**: Modelled demand in FY27 would suggest approximately 77 retired greyhounds above Rehoming Capacity, that would need to be kenneled awaiting acceptance into rehoming platforms. Because modelled demand in FY28 and FY29 (≈12–13/month) sits almost directly on Rehoming Capacity, whilst there would be no increase in kenneling requirements over this period, we would assume such requirements would be maintained throughout the phase out period; and

(c). **terminal cohort absorption**: the 64 greyhound terminal cohort, plus existing waiting list carry over (40) and FY27 retiring greyhounds carry over (77) – a total of 181 greyhounds, will require continued GAP throughput for up to 24 months (already funded under (a)), supplemented as needed by the levers at Section 7.4. The quantum of any supplementary cost is a function of the unit costs flagged above.

7.6 Alternative slower transition profiles: the terminal surge problem

The Transition Model's flat retirement profile is a choice, not an inevitability.

Slower profiles, in which retirements and rehoming inflows are lower in the early years, whether through weaker intervention settings, delayed mandated retirement or participant behavior - do

not avoid rehoming demand; they defer and concentrate it at the end of the Transition Period, when program capacity, participant goodwill and industry funding are all at their weakest.

Below we compare models which delay or restrict the proposed interventions in the Transition Model, namely (a) the prohibition on breeding greyhounds; (b) the restriction on the import of greyhounds; and (c) the steady and consistent contracting of racing schedule to fit population (models to be collectively referred to as **Transition Profiles**).

It should be noted in all models it is projected the monthly rehoming capacity requirement remains consistent –it is the continued inflow of greyhounds into the system that will ultimately impact the terminal cohort at cessation that is dramatically effected.

Table 7.7 Terminal rehoming exposure by transition profile[45]

Transition Profile	In-transition rehoming demand	Total additional greyhounds[46] (v. Transition Model)	Terminal cohort[47] (at 30 Jun 2029)	Terminal cohort multiple of annual program capacity (≈146yr)
Proposed Transition Model	Varies (see above)	-	**181** (64 + 40 + 77)	≈1.3x
Interventions Delayed (until August 2027)	Heightened in FY27 12 dogs per month FY28 & 29	327	**507** (390 + 40 + 77)	≈3.5x
Baseline Model (zero intervention)	14.5 dogs/month	994	**818** (778 + 40)	≈5.6x

Under a model with delayed interventions, allowing continued breeding and importation of greyhounds through August 2027, this would leave an approximate 507 terminal cohort of greyhounds (once waitlist and carry over retirements are factors in) – the equivalent of over 3.5 of demonstrated adoption-program placements.

Under natural attrition, or the Baseline Model, 778 active greyhounds remain at the Cessation Date, plus an additional carry over 40 greyhounds from the waitlist (818 total), namely the equivalent of approximately 5.6 years of demonstrated adoption-program placements

> **A cohort of that scale cannot be responsibly processed within any reasonable window using Tasmanian capacity: it would force multi-year holding at kenneling rates, mass interstate transfer, or unacceptable welfare outcomes, at a cost that would be a large multiple of the proposed model's rehoming envelope. Intermediate 'slow early, fast late' profiles scale between these bookends, but share the defining defect: they shift rehoming demand into the period of maximum financial and behavioural fragility, immediately before and after cessation, when participant support structures are winding down.**

In terms of additional cost impact of the transition profiles, this must take into account:

(a). any additional cost impact for levels of rehoming during Transition Period; and

(b). any additional cost impact for levels of rehoming of terminal cohort at Cessation Date.

[45] It should be noted such estimates are based on historical whelping averages, and do not take into account the increased levels noted earlier seen since January 2026, which would increase terminal cohort in those examples where interventions are delayed or not implemented at all.

[46] This is the total amount of additional greyhounds that will enter the Tasmanian greyhound racing industry through whelping or importation over and above the proposed Transition Model through the change in interventions applied. Please note under the Interventions Delayed model, this still builds in anticipated lower levels of retirement (as per transition model) once interventions are introduced, hence why the significantly higher level of *Total additional greyhounds* under Baseline Model do not directly translate to proportionately increased terminal cohort.

[47] *Terminal cohort* in this context refers to the total active greyhounds as at the Cessation Date, plus all additional remaining retired greyhounds that still require rehoming.

Looking at continuing costs of the GAP, plus any additional costs associated with third party kenneling and alternative adoption platforms to deal with increased levels of retired greyhounds, we set out projected cost of each Transition Profile below.

Table 7.8 Projected cost impact of Transition Profile[48]

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

On this basis, we would project that a 12 month delay on interventions to assist the Transition period would have an ultimate financial impact of approximately $8.94 million over and above the proposed Transition Model, most acutely felt Post Cessation Date through required kenneling of increased terminal population.

We would further estimate that the implementation of no interventions during this period would have a financial impact of over **$22m** over and above the Transition Model, significantly back ended as against the transition model.

The alternative would be to require a dedicated and significant program of animal euthanasia post-Cessation Date that would raise significant animal welfare concerns throughout the racing and broader community.

The financial and welfare case therefore strongly favours the proposed model's front-loaded, stable reduction: it keeps monthly rehoming demand inside demonstrated capacity throughout, and limits the terminal cohort to a scale that the already-funded post-cessation GAP program can absorb within approximately 24 months.

[48] The projected cost impact has been calculated on following assumptions: (a) the Proposed Transition Model would require required rehoming outcomes under the current GAP expenditure through FY31; (b) for alternative Transition Models, each additional greyhound (over Transition Model levels) requiring rehoming during the Transition Period will be an additional $3,000; (c) post cessation a maximum 146 greyhounds can be rehomed in each year (111 Gap, 10 RSPCA Tas, 10 RSPCA Vic, 15 Dogs' Homes of Tasmania); (d) all residual greyhounds to be held by current owners or alternative kennels at $30 per day charge pending acceptance into rehoming programs .

We note that these Transition profiles have been built on the assumption of 146 annual rehoming capacity across existing adoption platforms. In this context we again recognise the potential for third party or private rehoming over and above these numbers that would support and extend existing platforms, and contract the overall rehoming timeline across all models. Importantly, it would contract all models equally, and accordingly we do not believe such upside would adjust the projected financial impacts between the Transition Profiles compared above.

7.7 Welfare risk and mitigation through transition

Welfare outcomes cannot be assessed in isolation from the industry's financial position: there is a direct relationship between economic viability, at whole-of-industry and individual participant level, and the welfare status of animals in the code.

Adequate funding underpins the kenneling, veterinary care, agistment, rehoming capacity and oversight on which welfare standards depend, and the principal welfare risk through the transition is that these standards erode if financial viability is not maintained ahead of an orderly reduction in dog numbers.

Welfare risk is also inherently elevated during periods of uncertainty and structural change: as cessation approaches, participants can reasonably be expected to prioritise their own income security, employment alternatives and kennel disposition, diverting attention and resources from greyhounds in their care. The combination of declining viability and heightened personal uncertainty defines the period of greatest welfare exposure, precisely the period the transition framework is designed to manage.

A coordinated set of mitigation measures must (and is) be implemented to hold welfare standards as numbers decline:

(a). increased traceability through ongoing animal audits and a higher frequency of kennel inspections with a specific welfare focus;

(b). the introduction of formal welfare standards via the *Greyhound Welfare Code of Practice*;

(c). participant education modules currently being rolled out across the industry; and

(d). a targeted transitional financial support package structured to place explicit value on the maintenance of high welfare standards throughout the wind-down.

Together these measures are intended to preserve welfare and rehoming capacity throughout the transition, consistent with the principle that a stable, consistently funded reduction in population and race numbers is the lowest-risk path to cessation from an animal welfare perspective.

PART C: IMPACT ON THE FEASIBILITY OF THE REMAINING CODES

Part C assesses how the cessation of greyhound racing may affect the ongoing feasibility of the thoroughbred and harness codes. Greyhound racing currently represents around 28% of the industry's value added and FTE employment and a substantially higher share of its wagering product (see **Section 3.5**); its removal accordingly carries both adverse and favourable consequences for the codes that remain (if they have the ability to access the share-of-wallet that is made available through the cessation of the Greyhound code).

As many of these consequences cannot presently be ascertained with precision, the assessment concludes with best, base and worst-case scenario modelling.

As per Section 5, in this section we have relied on the input and information of *Tasracing*, who have assisted in internally attributing many of the industry costs and revenues incurred or generated as between the three codes. We note that some or all of this information has also been provided by *Tasracing* to the *Joint Standing Committee on Greyhound Racing Transition* as part of their formal submissions.

8. Feasibility of the thoroughbred and harness codes following cessation

8.1 Assessment framework

Feasibility is assessed across four categories, namely: (a) market viability; (b) financial viability; and (c) operational feasibility.

This is followed by a specific examination of Tasracing's unallocated cost base and the rationalisation question it raises.

All impacts in this Part are additional to the direct Tasracing, Government and club impacts quantified in Section 5. It should also be noted (per Part A) that the remaining codes enter this assessment from a position of pre-existing fragility: every thoroughbred and harness race already operates at a loss before Government investment.

8.2 Market viability

Greyhound racing is a strong, high-frequency wagering product; whilst still operating at a loss, its removal shrinks the total Tasmanian racing product available to wagering operators, with consequences beyond the race fields revenue already captured in Section 5. The potential market effects for the remaining codes run in both directions:

(a). **decreased broadcast leverage**: a materially smaller product portfolio may weaken Tasracing's negotiating position with broadcast platforms (Sky Racing) when seeking preferable slots for the remaining codes;

(b). **increased scheduling capacity**: conversely, greyhound cessation releases timeslots and broadcast windows that may be superior to current positions (for example, moving harness meetings off Sunday), providing potential wagering upside;

(c). **share-of-wallet transfer**: Section 5 treats greyhound wagering revenue as wholly lost; in practice a portion of that turnover (from Tasmanian and mainland punters) may transfer to the remaining Tasmanian codes, a positive for their feasibility; and

(d). **decreased consumer engagement & visibility**: the overall profile and consumer engagement of Tasmanian racing may reduce with the loss of more than half of its race volume.

8.3 Financial viability

Beyond the impacts in Section 5, cessation carries additional financial implications, both positive and negative, for the revenue, investment and cost base of the remaining codes:

(a). **Ladbrokes partnership**: It is our understanding from the Tasracing formal submission to the *Joint Standing Committee on Greyhound Racing Transition* that the Tasracing partnership with Ladbrokes provides exclusive rights and benefits across all three codes, valued at approximately $1.2m per annum. Given the scale of greyhound content, Ladbrokes may seek a pro-rata reduction for the greyhound share (≈30%), or may be entitled to terminate for material breach;

(b). **Sky Racing agreement**: We also understand from the Tasracing formal submission to the *Joint Standing Committee on Greyhound Racing Transition* that international broadcast and digital rights arrangement with Sky Racing carries a fee exceeding $1.3m per annum across all codes. Cessation may attract a potential pro-rata reduction for the greyhound share, estimated at approximately 39% (consistent with the code's contribution to turnover);

(c). **executive and governance overhead**: the direct impacts in Part B include staff providing services specifically to the greyhound code, but not the executive and management resources shared across all codes: 8 directors, the CEO and a seven-person executive team, with FY25 expenses of approximately $1.66m currently amortised across three codes. Absent structural change, cessation spreads this cost across two codes, raising each remaining code's cost of delivery;

(d). **rates and land tax**: approximately $400,000 per annum accrues across the Elwick and Mowbray facilities, internally apportioned by utilisation, with greyhounds bearing approximately $125,000. Cessation re-apportions that amount to the codes remaining at those facilities; and

(e). **shared facility services**: cleaning, waste, electricity, water, pest control and shared-area maintenance at Mowbray and Elwick (≈$310,000 apportioned to greyhound racing in FY25) similarly absorbed by remaining codes, with limited prospect of offsetting reduction.

8.4 Operational feasibility

Greyhound racing shares infrastructure and staffing with the other codes, and the remaining codes will bear a greater burden of those costs without the greyhound contribution. The counter-argument that cessation frees shared track, facility and staff capacity for the remaining codes, necessarily comes at the price of that greater shared cost.

Further analysis is required on the flow-through to local Tasmanian businesses whose viability depends on multi-code scale, particularly veterinary practices servicing both equine and greyhound clients, and racing media and supplier businesses. Additionally, at a time when the industry is seeking to build education and training pathways to grow its workforce, the loss of an entire code shrinks the addressable industry across which such programs must remain feasible.

8.5 Unallocated Tasracing costs and the rationalisation imperative

The FY25 code-level review (see **Table 5.1**) allocated to the greyhound code only those costs clearly attributable to it. That conservatism leaves approximately $11.3m of expenditure - comprising shared labour (≈$5.1m), other shared expenses (≈$6.0m) and associated depreciation - unallocated across the organisation.

This is in addition to the facility level costs identified above. We proceed on the assumption that the unallocated shared labour costs identified by Tasracing include the executive and governance overhead expenses referenced in section 8.3(c) above.

None of this expenditure is immediately eliminated by the cessation of greyhound racing.

Two accounting truths must be held together.

At the consolidated Tasracing level, the re-apportionment of previously greyhound-allocated shared costs has no net financial impact as the costs are already incurred and continue to be incurred.

At code level, however, re-apportionment makes both the thoroughbred and harness codes materially less profitable (or more loss-making), degrading every code-level feasibility measure and, in a funding framework that assesses codes on their net position, transmitting the burden of stranded overhead directly into the remaining codes' viability case.

> **The strategic question raised by cessation is therefore not how to spread the unallocated cost base across two codes, but how much of it should continue to exist at all. A governance, executive, administrative and facility footprint scaled for a three-code industry is not self-evidently the right scale for a two-code industry, particularly where the analysis at Part A concludes that Tasmania carries more clubs, facilities and duplicated administration than its racing audience requires, and that an immediate right-size review is warranted.**

Greyhound cessation converts that finding from desirable to necessary. The venue-level analysis at Section 2.5 sharpens the point: greyhound racing bears a significant burden under the current methodology, and on cessation those cost shares do not disappear. Absent rationalisation, these costs are simply stranded within Tasracing and re-apportioned to the remaining codes.

To be avoided, some or all of the following must be adopted:

(a). *Overhead review:* a structured review of Tasracing's corporate, executive and governance cost base against a two-code operating model, with savings targets tied to the transition timetable;

(b). *Facility rationalisation*: assessment of the Elwick and Mowbray footprints (and the wider nine-facility estate) for consolidation, disposal or repurposing of greyhound-specific and under-utilised multi-code assets, converting stranded cost into capital or recurring savings;

(c). *Shared-services right-sizing*: recalibration of cleaning, utilities, maintenance and administrative service contracts scoped for three-code volumes; and

(d). *Allocation policy reform*: a transparent cost-allocation framework for the two-code industry, so that residual genuinely-shared costs are apportioned on a defensible basis and rationalisation progress is measurable.

The scenario modelling below treats shared-cost re-absorption as an adverse burden on the remaining codes in the base and worst cases; the extent to which rationalisation is pursued is the principal lever available to move outcomes toward the best case.

8.6 Scenario modelling and risk assessment

The scenario model draws the three feasibility categories together and presents the range of outcomes for the remaining codes under best, base and worst-case assumptions. Figures are additional to the direct impacts in Section 5 and do not double-count them.

Table 8.1 Scenario modelling: impact on remaining codes by feasibility category

Feasibility category	Best case[49]	Base case	Worst case
Market viability	Freed timeslots and broadcast windows improve positioning; partial wagering-wallet transfer lifts race fields revenue. Net positive.	Broadly neutral — modest wallet transfer offsets reduced product scale; broadcast positions largely maintained.	Reduced scale weakens leverage with Sky/TAB; loss of preferred slots and lower visibility. ≈2% decrease in wagering revenue across remaining codes.
Potential impact (≈$ p.a.)	**≈$325,000**	**Neutral**	**≈($435,000)**
Financial viability	Ladbrokes retained without reduction and reinvests in remaining codes; Sky fee maintained; shared executive, rates and utilities re-absorbed but offset by rationalisation.	Ladbrokes retained with pro-rata reduction (≈25%); Sky international fee reduced pro-rata (≈39%); shared costs re-apportion across two codes.	Ladbrokes terminates for material breach (full ≈$1.2m p.a.); Sky fee reduced ≈39%; full ≈$335K shared-cost re-absorption with no offset.
Potential impact (≈$ p.a.)	**Neutral**	**≈($800,000)**	**≈($1,707,000)**
Operational feasibility	Cessation frees shared track, facility and staff capacity; viable consolidation; veterinary and supplier base retained through equine demand.	Remaining codes carry a greater share of shared facility and staffing cost (≈$335K); thinning of veterinary, media and supplier base and training pathways.	Loss of scale undermines local veterinary, media and supplier viability and education pathways across a smaller industry; stranded shared-facility cost.
Potential impact (≈$ p.a.)	**Neutral to positive**	**Adverse (non-quantified)**	**Medium adverse**
Indicative aggregate impact	**≈$325,000 (positive)**	**≈($800,000) + adverse absorption of shared costs (≈$335K)**	**≈($2,140,000) + shared-cost absorption and supplier/training-pathway risk**

The financial estimates above rest on significant assumptions that, while grounded in what is believed reasonably possible on available information, have not undergone rigorous testing and are a guide only. Shared costs re-apportioned from the greyhound code have no net impact at the consolidated Tasracing level - they simply make the remaining codes less profitable on an internal allocation basis (Section 8.6). Further work at the individual business level is required to understand the dependence of the supplier base and education and training framework on the scale the greyhound industry currently provides.

8.7 Code-level allocation and Year 1 impact

The categories above were assessed collectively for 'the remaining codes' because several of the underlying drivers, such as the *Ladbrokes* and *Sky Racing* arrangements, executive and governance overhead, facility services, are contracted or incurred at the whole-of-Tasracing level

[49] Best-case market viability assumptions: transfer of 10 harness meetings to a Thursday twilight slot (FY25 average Sunday twilight wagering per race $148,111 versus Friday twilight $214,236; differential $66,125 per race at 3.1% race fields, 8 races per meeting ≈ $163,990), plus capture of 2% of Tasmanian greyhound wagering as share-of-wallet on Tasmanian thoroughbred and harness product (≈$162,588 at 3.1%).

rather than by code. Disaggregating them requires an allocation basis. We have applied two approaches to disaggregating these costs set out below:

(a). wagering-linked items (market viability effects, and the commercial value of the Ladbrokes and Sky Racing arrangements) are allocated by each code's share of FY25 wagering turnover between the two remaining codes: thoroughbred 75% ($322.0m of $430.2m), harness 25% ($108.2m) (Table 2.3); and

(b). overhead- and facility-linked items (executive and governance overhead, rates, facility services and the operational shared-cost re-absorption identified at Section 8.6) are allocated by each code's share of FY25 Tasracing code funding between the two remaining codes: thoroughbred 67% ($20.40m of $30.47m), harness 33% ($10.07m) (Section 2.2).

Table 8.2 Allocation basis for code-level disaggregation

Item	Allocation basis	Thoroughbred	Harness
Market viability (wallet transfer, freed timeslots)	Share of FY25 remaining-code wagering turnover (Table 2.3)	75%	25%
Ladbrokes and Sky Racing commercial arrangements	Share of FY25 remaining-code wagering turnover (Table 2.3)	75%	25%
Executive/governance overhead, rates, facility services, shared-cost re-absorption	Share of FY25 remaining-code Tasracing code funding (§2.2)	67%	33%

Applying these bases to the Table 8.1 categories produces the following indicative Year 1 (FY30, the first full financial year following the Cessation Date) position for each code.[50]

Table 8.3 Thoroughbred: indicative Year 1 net additional impact by feasibility category and scenario ($ p.a.)

Feasibility category	Best case	Base case	Worst case
Market viability	+$122,000	Neutral	**($326,000)**
Financial viability	Neutral	**($605,000)**	**($1,280,000)**
Operational feasibility	Neutral to positive (rationalisation delivered)	**($224,000)**	**($224,000)** + unquantified downside
Net additional impact (quantified)	**+$122,000**	**($829,000)**	**($1,830,000) + unquantified downside**

[50] One refinement has been made relative to Table 8.1: the ≈$335,000 shared-cost re-absorption identified under Operational feasibility is treated, consistent with the 'no offset' characterisation of the worst case in Table 8.1, as persisting into the worst case rather than being confined to the base case; it is eliminated only in the best case, where the rationalisation programme at Section 8.6 is assumed to be delivered. This is flagged as an analytical refinement for testing, not a change to the underlying Table 8.1 figures.

Table 8.4 Harness: indicative Year 1 net additional impact by feasibility category and scenario ($ p.a.)

Feasibility category	Best case	Base case	Worst case
Market viability	+$205,000	Neutral	**($109,000)**
Financial viability	Neutral	**($202,000)**	**($427,000)**
Operational feasibility	Neutral to positive (rationalisation delivered)	**($111,000)**	**($111,000)** + unquantified downside
Net additional impact (quantified)	**+$205,000**	**($313,000)**	**($647,000) + unquantified downside**

8.8 Five and ten year sustainability modelling by code

Greyhound code cessation driven financial impact on feasibility

Table 8.1 and Section 8.7 present a single indicative year of impact. To provide a five-year (and, directionally, ten-year) feasibility and sustainability of the remaining codes, we extend the year one position by compounding it forward as a simple cumulative annuity as a discounted Net Present Value (**NPV**) figure for each code.

Table 8.5 Thoroughbred and harness five and ten year projected cumulative net additional financial exposure by code and scenario @ 5% NPV ($)[51]

	Thoroughbred		Harness	
	5-yr NPV @ 5%	10-yr NPV @ 5%	5-yr NPV @ 5%	10-yr NPV @ 5%
Best	+$528,000	+$942,000	+$888,000	+$1,583,000
Base	($3,593,000)	($6,409,000)	($1,355,000)	($2,417,000)
Worst	($7,927,000)	($14,138,000)	($2,801,000)	($4,996,000)

We stress there are several factors that can significantly impact both the five year and ten year view presented above, including but not limited to:

(a). Thoroughbred field-size pressure from mare-base contraction, projected from ≈FY28/29 (Table 8.7), fully crystallises within the 10-year window rather than the 5-year one.

(b). Harness trainer succession risk crystallises into an actual scale contraction, independent of the cessation decision.

(c). Ladbrokes/Sky Racing arrangements are renegotiated more than once in a 10-year window, each cycle carrying renewed termination/reduction risk.

(d). Non-discretionary cost growth (insurance, integrity/TIU funding, wage escalation) continues to outpace revenue growth, as observed FY22 through FY25 (**Table 2.2**).

(e). Overhead, facility and shared-services rationalisation (**Section 8.6**) fully designed and delivered.

(f). Market-viability wallet-transfer and freed-timeslot gains compound as thoroughbred and harness progressively absorb greyhound wagering audience share.

[51] Figures are additional to, and do not double-count, the direct Tasracing, Government and club impacts at Section 5 or the Transition Period costs at Section 6.5. They should be read as an indicative envelope rather than a forecast: actual outcomes will depend materially on whether the rationalisation program at Section 8.6 is pursued, and on the outcome of the Ladbrokes and Sky Racing negotiations, neither of which can presently be predicted with confidence. We have assumed 5% discount rate for NPV.

(g). National-leading thoroughbred foal crop growth converts into actual field-size support beyond FY29, once the current lagging-indicator effect washes through.

Underlying structural & population financial impact on feasibility

To provide further detail and analysis of ongoing code feasibility upon cessation of greyhounds (but independent of such cessation), we can overlay each code's own underlying structural and population trend (established in Part A) and the potential financial impact these may drive over the same five to ten year period. Again, we caution there are significant assumptions in built into this modelling, and forecasting over a five year and ten year period is subject to significant external factors which may adjust actual results.

Firstly, as a starting point, we refer to Table 2.7 which sets out the *Net return per race by venue and code, FY25 ($)*. We note this refers to the 24/25 season (not the most recently completed 25/26 season), however proceed on the assumption is broadly representative (if not conservative) in terms of the result for FY26, given the understood trajectory or both race field revenue and stakes.

On this basis, we estimate the current pre-government funding net race day result for each code as follows:[52]

Table 8.7 Projected pre-Government funding net race day result, FY25 (§2.4)[53]

Code	Race fields revenue (000's)	Stakes (000's)	Club, Facility & Race day costs (000's)	Net return (Pre-Gov & POCT)
Thoroughbred	$9.54m	$17.01m	$5.10m	**($12.58m)**
Harness	$2.83m	$8.28m	$2.04m	**($7.49m)**

There are two (2) critical levers applicable to both the thoroughbred and harness codes that will have most significant impact on ongoing feasibility, and adjust these positions:

(a). **Wagering** as a key revenue lever; and

(b). **Stakes** as a key cost lever.

In order to assess impact of adjustments to both these drivers, we have built out a Best, Base and Worst scenario at first instance on the basis that race programming across both codes remains steady. We will address the impact of race programming changes on both wagering and stakes and other operational costs in the next section.

Table 8.8 Key Assumptions utilised for scenario analysis on wagering and stakes impacts

Lever	Scenario	Thoroughbred	Harness
Wagering per race	**Best**	+1.5% p.a.	+1.5% p.a.
	Base	-1.5% p.a.	*-1.0% p.a.*
	Worst	*-3.0% p.a.*	*-2.0% p.a.*
Stakes	**Best**	0% (flat)	0% (flat)
	Base	+3.1% p.a.	+3.25% p.a.
	Worst	*+6.2% p.a.*	*+6.5% p.a.*

Historical comparison, FY22-FY25: wagering per race is down 19.0% (thoroughbred) and 18.9% (harness) - CAGR ≈-6.8%/-6.7% p.a. (§2.3.4); stakes are up 19.7% (thoroughbred) and 20.8% (harness) - CAGR ≈+6.2%/+6.5% p.a. (Table 2.3). Every Best/Base/Worst rate above is deliberately set well inside these historical rates of change.

[52] Please note this does not include any of the non-allocated centralised Tasracing costs identified earlier, which are over and above these amounts.
[53] Please note these projections are subject to all assumptions and limitations as note in Section 2.4 of this document.

Table 8.9 Thoroughbred wagering revenue 5-10 year scenario analysis

Scenario	Per-race / turnover	5-yr $ vs FY25	10-yr $ vs FY25
Best	+1.5% p.a.	+$2.19m	+$8.23m
Base	-1.5% p.a.	($2.10m)	($7.52m)
Worst	*-3.0% p.a.*	($4.12m)	($14.40m)

Historical: thoroughbred wagering turnover is down 12.7% since FY22 (-3.3% in FY25); per-race turnover is down 19.0% since FY22, a CAGR of approximately -6.8% p.a. (Table 2.6, §2.3.4). The Base case above (-1.5% p.a.) matches the FY25 actual per-race movement; Worst (-3.0% p.a.) is roughly double the FY25 rate but well short of the FY22-25 CAGR.

Table 8.10 Harness wagering revenue 5-10 year scenario analysis

Scenario	Per-race / turnover	5-yr $ vs FY25 held flat	10-yr $ vs FY25 held flat
Best	+1.5% p.a.	+$0.65m	+$2.45m
Base	*-1.0% p.a.*	($0.42m)	($1.51m)
Worst	-2.0% p.a.	($0.83m)	($2.94m)

Historical: harness wagering turnover is down 17.5% since FY22 (-2.9% in FY25); per-race turnover is down 18.9% since FY22, a CAGR of approximately -6.7% p.a., though FY25 alone was flat on a per-race basis (Table 2.6, §2.3.4). The Base case above (-1.0% p.a.) sits between the flat FY25 actual and the longer-run CAGR, on the view that one flat year is unlikely to mark a change in trend.

Table 8.11 Thoroughbred stakes contribution 5-10 Year scenario analysis

Scenario	Stakes trend p.a.	5-yr $ vs FY25 held flat	10-yr $ vs FY25 held flat
Best	0% (flat)	$0.00m	$0.00m
Base	+3.1% p.a.	($8.25m)	($31.88m)
Worst	+6.2% p.a.	($17.19m)	($70.26m)

Historical: thoroughbred stakes grew 19.7% FY22-FY25, a CAGR of approximately +6.2% p.a. (Table 2.3). The Base case above (+3.1% p.a.) is 50% of this historical rate; Worst (+6.2% p.a.) matches it exactly.

Table 8.12 Harness stakes contribution 5-10 year scenario analysis

Scenario	Stakes trend p.a.	5-yr $ vs FY25 held flat	10-yr $ vs FY25 held flat
Best	0% (flat)	$0.00m	$0.00m
Base	+3.25% p.a.	($4.22m)	($16.35m)
Worst	+6.5% p.a.	($8.81m)	($36.22m)

Historical: harness stakes grew 20.8% FY22-FY25, a CAGR of approximately +6.5% p.a. (Table 2.3). The Base case above (+3.25% p.a.) is 50% of this historical rate; Worst (+6.5% p.a.) matches it exactly.

8.9 Combined illustrative net position: five year and ten year

Bringing together the updated starting scene, the structural trend and the cessation-specific burden produces an illustrative overall net position for each code, scenario and horizon, on the basis that the race program itself does not change. This is a directional planning tool, not a forecast.

Table 8.13 Thoroughbred combined illustrative net position (5 & 10 year)

Scen.	Horiz.	Baseline (§2.4 updated ×yrs)	Structural trend (§3.3–3.4)	Cessation burden (flat)	Overall (flat basis)	Overall (NPV basis, §1)
Best	5-yr	($62.90m)	+$2.19m	+$0.61m	**($60.10m)**	***($60.18m)***
Base	5-yr	($62.90m)	($10.35m)	($4.15m)	**($77.39m)**	***($76.84m)***
Worst	5-yr	($62.90m)	($21.31m)	($9.16m)	**($93.37m)**	***($92.14m)***
Best	10-yr	($125.79m)	+$8.23m	+$1.22m	**($116.34m)**	***($116.62m)***

Base	10-yr	($125.79m)	($39.40m)	($8.30m)	**($173.49m)**	***($171.60m)***
Worst	10-yr	($125.79m)	($84.66m)	($18.31m)	**($228.76m)**	***($224.59m)***

Table 8.14 Harness combined illustrative net position (5 & 10 year)

Scen.	Horiz.	Baseline (§2.4 updated ×yrs)	Structural trend (§3.3–3.4)	Cessation burden (flat)	Overall (flat basis)	Overall (NPV basis, §1)
Best	5-yr	($37.47m)	+$0.65m	+$1.03m	**($35.80m)**	***($35.94m)***
Base	5-yr	($37.47m)	($4.64m)	($1.57m)	**($43.68m)**	***($43.47m)***
Worst	5-yr	($37.47m)	($9.64m)	($3.24m)	**($50.35m)**	***($49.92m)***
Best	10-yr	($74.95m)	+$2.45m	+$2.05m	**($70.45m)**	***($70.92m)***
Base	10-yr	($74.95m)	($17.86m)	($3.13m)	**($95.94m)**	***($95.23m)***
Worst	10-yr	($74.95m)	($39.16m)	($6.47m)	**($120.57m)**	***($119.10m)***

'Overall (NPV basis)' discounts only the cessation-burden component (per Part 1); the starting scene and structural trend are held on the same flat, undiscounted basis as the rest of the Study for comparability. Historical context: over FY22-FY25, wagering turnover fell while stakes rose for both codes - thoroughbred turnover -12.7% against stakes +19.7%; harness turnover -17.5% against stakes +20.8% (Tables 2.3, 2.6) - the same diverging pattern the Base and Worst scenarios above project forward.

Five year sustainability view: Thoroughbred racing

Thoroughbred racing carries the larger absolute scale and dollar exposure of the two remaining codes, but a comparatively less fragile underlying trend: national-leading foal crop growth (albeit a lagging indicator against a contracting mare base), the stronger wagering self-funding ratio of the two codes (55.9% of stakes), and a trainer base that, while ageing, has not contracted as severely as harness. On present modelling, thoroughbred racing is not self-sustaining without continued Government support: the code already operates at a pre-Government funding race day loss of approximately $12.58m per annum (not including its share of the >$11m unallocated central Tasracing costs), before any cessation effect, and Part A identifies field-size pressure emerging from approximately FY29 as the mare-base contraction reaches the racing population - squarely inside the five-year window now in question.

Layering the base case cessation burden (≈$4.15m cumulative over five years) onto that trajectory does not by itself threaten the code's viability, but it removes headroom at precisely the point the code's own structural pressures begin to bite; the worst case (≈$9.16m over five years, before unquantified supplier and training-pathway effects) would materially compound that pressure.

On top of that, any increase in stakes back to participants, or downturn in wagering materially impacts the viability of the code, has the capability of putting thoroughbred code into a shortfall of between $76.8m (base) to $92.1m (worst) shortfall on an NPV basis pre-Government Funding and POCT over a five year horizon. On a best case analysis, this could be reduced to less than $60m, before considering any rationalisation benefits, or restrictions on programming.

Five year sustainability view: Harness racing

Harness racing carries a smaller absolute dollar exposure to cessation but presents the more fragile underlying trend on almost every measure assessed in Part A: the steepest population decline of the two codes (unique starters down 3.0% per annum), the weakest wagering self-funding ratio (37.8% of stakes), turnover down 17.5% since FY22, and by a considerable margin the weakest trainer succession profile in the industry (fewer than one in five Tasmanian harness trainers under 40, and close to half aged 60 or over).

These are pre-existing dynamics, not consequences of cessation, and on the evidence at **Section 2.7** they are likely to continue regardless of the funding position. The cessation-specific burden (≈$1.57m cumulative base case, ≈$3.23m worst case, over five years) is proportionately a larger call on a smaller and less resilient code, and lands on the code least able to absorb it without an increased and probably indefinite Government funding commitment.

As with thoroughbreds, on top of that, any increase in stakes back to participants, or downturn in wagering materially impacts the viability of the code, has the capability of putting harness code into a shortfall of between $43.4m (base) to $49.9m (worst) shortfall on an NPV basis pre-Government funding and POCT over a five year horizon. On a best-case analysis, this could be reduced to less than $35.9m, before considering any rationalisation benefits, or restrictions on programming.

Ten year view

The same conclusions hold and are amplified. By year ten, thoroughbred racing's projected field-size pressure will be several years advanced, testing whether the rationalisation and market-viability gains modelled in the best case have in fact been delivered; harness racing's trainer succession profile suggests the code faces a material risk of scale contraction over this period on its own pre-existing trajectory, largely independent of the cessation decision - meaning cessation's incremental burden, while smaller in absolute terms for harness, removes what limited financial cushion the code has to manage that pre-existing decline.

Neither code reaches financial self-sufficiency within the modelled horizon under any scenario tested - in fact they both move further away from this market, becoming more reliant on Government funding as a proportion of total revenues.

It must be stressed there are numerous interventions that can be implemented to Tasmanian racing across thoroughbreds and harness codes that can seek to adjust the current trajectory to minimize industry costs, and start to increase wagering, however these interventions need to be decisive, significant and urgently pursued.

SUMMARY

This section consolidates the projected financial impacts of greyhound cessation across Parts B and C. Impacts are grouped by category and by whether they are recurring (annual) or one-off (transition period). A positive figure denotes a saving or benefit; parentheses denote a loss or cost. All figures are indicative and derive from the bases set out in the referenced sections.

9. Consolidated projected financial impacts and outstanding matters

9.1 Recurring direct and administrative impact (per annum, from 1 July 2029)

Table 9.1 Recurring direct and administrative impact of cessation

Party	Category	Annual impact (≈$)
Tasracing	Greyhound code operating deficit removed	$3.21m
	Greyhound annual capex (not counted as recurring saving)	$0.8m
	POCT receipts forgone	($0.14m)
	Tasracing subtotal (excl. capex)	**$3.07m**
Government	POCT forgone	($0.16m)
	Licence fees forgone	($0.01m)
Racing clubs	Net club surplus forgone	($0.10m)
Total	**Net recurring effect**	**$2.81m**

GAP costs (≈$0.86m per annum) are deliberately excluded from the recurring savings above. The *Greyhounds as Pets program* must continue beyond the Cessation Date to absorb the terminal cohort and support rehoming and welfare, with operation and funding anticipated through at least FY31–FY32 (see **Section 7**).

9.2 Broader economic exposure (annual economic activity at risk)

Table 9.2 Broader economic exposure: IER 2021/22 baseline

Measure	Value (2021/22)
Direct expenditure	$51.3m[54]
Total value added	$59.7m
Household income supported	$32.6m
Direct FTE employment	486
Regional Tasmania	$17.5m value added; ≈142 FTE

These are economy-wide measures, not Tasracing cash flows, and are only partially recoverable as activity and expenditure redirect. As **Section 3.5** demonstrates, they are generated by a code that over-indexes for its size, with 14.2% of industry participants producing 28.7% of its value added.

9.3 Transition period (one-off)

Over the Transition Period (1 August 2026 to 30 June 2029), optimised scheduling under the proposed transition model is projected to deliver a small negative variance against baseline of approximately ($82,404), amounting to an essentially self-funding transition (Section 6.5). Rehoming demand under the proposed model remains within demonstrated State capacity within FY28 and FY29, however the initial surge of legislated retirements in FY27 will create an extended waitlist and interim kenneling requirement that we estimate at an approximate $2.8m

[54] Racing & wagering $43.7m; breeding & training $7.6m.

cost over and above GAP. The terminal cohort will then be absorbed by the continuing GAP over approximately 24 months post-cessation.

Importantly and critically, **slower transition profiles** multiply that terminal exposure, and could be significantly detrimental to ongoing investment in other codes, with our modeling forecasting incremental financial impact of **$8.94m** for a 12 month delay on implementing breeding and importation prohibitions, and a potential **$22m+** impact if racing through to cessation with no changes made.

9.4 Recurring burden on the remaining codes, by code (per annum)

Table 9.3 Net additional recurring burden on the remaining codes, by code (Year 1, base case, ≈$ p.a.)

Feasibility category	Thoroughbred	Harness	Combined
Market viability	Neutral	Neutral	Neutral
Financial viability	($605,000)	($202,000)	($807,000)
Operational feasibility	($224,000)	($111,000)	($335,000)
Indicative net additional burden	**($829,000)**	**($313,000)**	**($1,143,000)**

Range across scenarios (Section 8.8): thoroughbred +$122,000 (best case) to ($1,830,000) (worst case, quantified, plus unquantified downside); harness +$205,000 (best case) to ($647,000) (worst case, quantified, plus unquantified downside); combined +$327,000 (best case) to ($2,478,000) (worst case, quantified, plus unquantified downside).

9.5 Five to ten year code sustainability outlook

Extending the recurring burden at Section 9.4 across a five- to ten-year horizon, and reading it against each code's own structural and population trend (Part A), provides a negative view on the ongoing feasibility of the remaining codes without significant structural and operational interventions being made to rationalise and decrease costs and address wagering per race trending decrease.

Table 9.4 Base Case cumulative net additional financial exposure by code (five years (≈$))

Scen.	Horiz.	Existing Baseline[55]	Structural Trend[56]	Cessation burden (flat)	Overall (flat)	Overall (NPV basis)
Thoroughbred						
Base	5-yr	($62.90m)	($10.35m)	($4.15m)	**($77.39m)**	***($76.84m)***
Base	10-yr	($125.79m)	($39.40m)	($8.30m)	**($173.49m)**	***($171.60m)***
Harness						
Base	5-yr	($37.47m)	($4.64m)	($1.57m)	**($43.68m)**	***($43.47m)***
Base	10-yr	($74.95m)	($17.86m)	($3.13m)	**($95.94m)**	***($95.23m)***

These estimates are base case only, pre-government funding and POCT. It should also be again stressed these are based on historical data and trends, and a set of clear assumption – each of which are open to be addressed by the industry through structural and operational interventions – but may also be open to market or consumer changes as they apply to wagering, viewership, expenditure and attendance.

Importantly, they also exclude the >$11m of centralised costs that remain unallocated by Tasracing (in addition to costs accruing to TIU and other programs), and therefore do not

[55] Please refer Table 8.7.
[56] Please refer Tables 8.8 through 8.12

represent an accurate indicator of the absolute Government investment required by each code over the timeframe indicated.

Thoroughbred racing carries the larger absolute exposure but a comparatively more resilient underlying trend (stronger wagering self-funding of stakes, growing foal crops nationally-leading against a contracting mare base. Harness racing carries a smaller absolute exposure but the more fragile underlying trend on almost every measure - population, wagering, and particularly trainer succession, where fewer than one in five Tasmanian harness trainers are under 40, and accordingly its five to ten year feasibility risk is driven at least as much by pre-existing structural decline as by the cessation-specific burden.

Each code is projected to move further away from financial self-sufficiency within the modelled horizon. Both depend on increased continued Government.

9.6 Consolidated position

Drawing these threads together: cessation improves Tasracing's recurring cash position from 1 July 2029 by approximately $3.07m per annum, principally through removal of the greyhound code's operating deficit net of POCT impacts, with potential capital expenditure savings uncounted. That narrow cash improvement is materially qualified in four respects.

First, approximately $11.3m of shared and unallocated costs are not eliminated by cessation, they are simply re-apportioned to the remaining codes, while Government forgoes ≈0.16m of POCT and the clubs ≈0.10m of surplus.

Second, the code's much larger economic footprint of ≈$59.7m of value added, ≈$32.6m of household income and ≈486 FTE, disproportionately regional, is placed at risk and only partially recoverable.

Third, the remaining codes carry an estimated net additional recurring burden of ≈$1.14m per annum in the base case (thoroughbred ≈$829,000; harness ≈$313,000), rising to a quantified ≈$2.48m in the worst case before further unquantified supplier and training-pathway risk - borne by codes that already operate at a loss before Government investment (Part A) and, in harness's case, against a materially weaker underlying population and trainer-succession trend.

Fourth, on a five to 10 year view, neither remaining code is projected to move further toward financial self-sufficiency under any scenario modelled at Section 8.9.

Both codes' continued feasibility over that horizon accordingly depends on sustained (and potentially increased) Government support and, more decisively, key structural and operational interventions to address industry structure and cost, and the underlying per race business case which depends on a strengthening in per race wagering, and a softening of per race costs (including but not limited to stakes and overall rationalisation measures).

SCHEDULE A
PROJECTED TASRACING GREYHOUND RACE DAY P&L BY VENUE & DAY

REVENUE Racefields 3.10%

	MondayLAUNCESTON	MondayHobart	TuesdayLaunceston	TuesdayHobart	ThursdayLaunceston	ThursdayHobart	FridayHobart
1	$ 5,506	$ 5,176	$ 3,823	$ 4,054	$ 5,048	$ 5,316	$ 7,581
2	$ 5,448	$ 5,253	$ 3,992	$ 4,180	$ 5,704	$ 6,179	$ 9,896
3	$ 5,407	$ 5,635	$ 4,388	$ 4,440	$ 6,457	$ 5,793	$ 9,113
4	$ 5,743	$ 5,911	$ 4,208	$ 4,264	$ 4,541	$ 5,840	$ 7,453
5	$ 5,459	$ 5,278	$ 4,929	$ 4,210	$ 6,235	$ 6,508	$ 10,793
6	$ 5,548	$ 6,101	$ 4,937	$ 5,036	$ 7,310	$ 6,343	$ 8,811
7	$ 5,701	$ 5,866	$ 5,622	$ 5,048	$ 5,517	$ 6,687	$ 8,677
8	$ 5,490	$ 5,025	$ 5,225	$ 4,985	$ 7,868	$ 6,885	$ 10,632
9	$ 5,067	$ 5,533	$ 4,683	$ 4,744	$ 6,896	$ 6,609	$ 7,453
10	$ 4,863	$ 4,963	$ 4,659	$ 4,991	$ 6,732	$ 6,466	$ 7,453
11	$ 4,989	$ 4,000	$ 3,816	$ 4,256	$ 8,565	$ 6,156	$ 7,453
12	$ 4,863	$ 4,000	$ 3,816	$ 4,054	$ 4,541	$ 5,316	$ 7,453
13	$ 4,863	$ 4,000	$ 3,816	$ 4,054	$ 4,541	$ 5,316	$ 7,453

COSTS

	MondayLAUNCESTON	MondayHobart	TuesdayLaunceston	TuesdayHobart	ThursdayLaunceston	ThursdayHobart	FridayHobart
1	$4,857.83	$4,263.46	$4,216.77	$4,480.41	$5,042.14	$5,291.97	$4,145.21
2	$4,857.83	$4,263.46	$4,216.77	$4,480.41	$5,042.14	$5,291.97	$4,145.21
3	$4,857.83	$4,263.46	$4,216.77	$4,480.41	$5,042.14	$5,291.97	$4,145.21
4	$4,857.83	$4,263.46	$4,216.77	$4,480.41	$5,042.14	$5,291.97	$4,145.21
5	$4,857.83	$4,263.46	$4,216.77	$4,480.41	$5,042.14	$5,291.97	$4,145.21
6	$4,857.83	$4,263.46	$4,216.77	$4,480.41	$5,042.14	$5,291.97	$4,145.21
7	$4,857.83	$4,263.46	$4,216.77	$4,480.41	$5,042.14	$5,291.97	$4,145.21
8	$4,857.83	$4,263.46	$4,216.77	$4,480.41	$5,042.14	$5,291.97	$4,145.21
9	$4,857.83	$4,263.46	$4,216.77	$4,480.41	$5,042.14	$5,291.97	$4,145.21
10	$4,857.83	$4,263.46	$4,216.77	$4,480.41	$5,042.14	$5,291.97	$4,145.21
11	$4,857.83	$4,263.46	$4,216.77	$4,480.41	$5,042.14	$5,291.97	$4,145.21
12	$4,857.83	$4,263.46	$4,216.77	$4,480.41	$5,042.14	$5,291.97	$4,145.21
13	$4,857.83	$4,263.46	$4,216.77	$4,480.41	$5,042.14	$5,291.97	$4,145.21

P&L Per Race

	MondayLAUNCESTON	MondayHobart	TuesdayLaunceston	TuesdayHobart	ThursdayLaunceston	ThursdayHobart	FridayHobart
1	$648.11	$912.86	($393.71)	($426.71)	$6.18	$23.67	$3,435.81
2	$590.19	$989.54	($224.29)	($300.40)	$661.75	$886.70	$5,750.77
3	$549.34	$1,371.35	$171.47	($40.06)	$1,415.32	$501.16	$4,967.49
4	$885.11	$1,647.40	($8.72)	($216.82)	($500.89)	$547.80	$3,308.07
5	$601.26	$1,014.95	$712.08	($270.32)	$1,193.14	$1,216.15	$6,647.82
6	$690.61	$1,837.57	$720.03	$555.38	$2,268.25	$1,051.47	$4,665.41
7	$843.24	$1,602.12	$1,405.23	$567.78	$474.84	$1,395.19	$4,531.38
8	$632.64	$761.34	$1,008.60	$504.66	$2,826.21	$1,592.64	$6,486.36
9	$209.63	$1,269.27	$466.22	$263.94	$1,854.18	$1,316.56	$3,308.07
10	$5.57	$699.35	$442.27	$511.07	$1,689.99	$1,173.98	$3,308.07
11	$130.85	($263.91)	($401.04)	($224.69)	$3,522.69	$864.44	$3,308.07
12	$5.57	($263.91)	($401.04)	($426.71)	($500.89)	$23.67	$3,308.07
13	$5.57	($263.91)	($401.04)	($426.71)	($500.89)	$23.67	$3,308.07

P&L Per Race Day

	MondayLAUNCESTON	MondayHobart	TuesdayLaunceston	TuesdayHobart	ThursdayLaunceston	ThursdayHobart	FridayHobart
1	$648.11	$912.86	($393.71)	($426.71)	$6.18	$23.67	$3,435.81
2	$1,238.29	$1,902.40	($618.00)	($727.11)	$667.92	$910.37	$9,186.57
3	$1,787.64	$3,273.76	($446.52)	($767.17)	$2,083.24	$1,411.53	$14,154.06
4	$2,672.75	$4,921.15	($455.24)	($983.99)	$1,582.35	$1,959.33	$17,462.13
5	$3,274.00	$5,936.10	$256.84	($1,254.31)	$2,775.49	$3,175.48	$24,109.95
6	$3,964.61	$7,773.67	$976.87	($698.93)	$5,043.73	$4,226.95	$28,775.36
7	$4,807.86	$9,375.79	$2,382.10	($131.16)	$5,518.57	$5,622.14	$33,306.74
8	$5,440.49	$10,137.13	$3,390.70	$373.51	$8,344.78	$7,214.78	$39,793.10
9	$5,650.12	$11,406.40	$3,856.92	$637.45	$10,198.97	$8,531.34	$43,101.17
10	$5,655.69	$12,105.76	$4,299.19	$1,148.52	$11,888.96	$9,705.31	$46,409.24
11	$5,786.55	$11,841.85	$3,898.15	$923.83	$15,411.65	$10,569.75	$49,717.31
12	$5,792.12	$11,577.94	$3,497.11	$497.12	$14,910.76	$10,593.42	$53,025.38
13	$5,797.69	$11,314.03	$3,096.08	$70.42	$14,409.87	$10,617.09	$56,333.45

TASMANIAN
RACING INTEGRITY
COMMISSIONER

DRAFT

Tasmanian Racing
Integrity Commissioner

GPO Box 584 Hobart Tas 7001
racingintegrity.tas.gov.au