

Racing Integrity Board

Greyhound Review Final Report

12 December 2022



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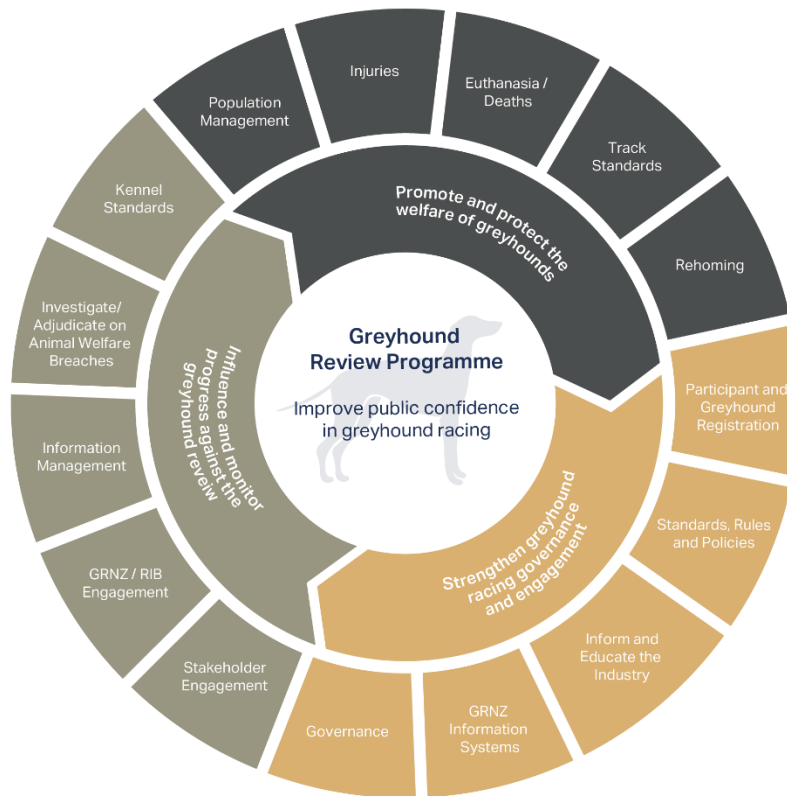
1. Executive Summary

Context

- 1.1. Three significant reviews of animal welfare in the greyhound racing industry have been conducted over the past 10 years, prior to the current (2021/22) Greyhound Review. These include WHK in 2013, Hansen in 2017, and Robertson in 2021.
- 1.2. In September 2021, then Minister for Racing asked the Racing Integrity Board (RIB) to work over the next 12 – 15 months to:
 - conduct ongoing independent oversight of the greyhound racing industry in respect of the issues raised in the Robertson report as areas of concern
 - assess whether the greyhound racing industry has materially improved on the areas identified as being of concern
 - identify a specific set of indicators addressing data recording, transparency of all activities and animal welfare generally.
- 1.3. As the Minister remarked of the Robertson review, *'...the social license of the greyhound racing industry is clearly being challenged'*.
- 1.4. It is beyond the scope of this review to offer opinion or draw conclusions on the social license of greyhound racing, or to comment on whether the greyhound industry should continue.

Method

- 1.5. To address the Minister's expectations, the RIB has undertaken a review which has included the development of a 15 month work programme in conjunction with Greyhound Racing New Zealand (GRNZ) and provided oversight of that programme.
- 1.6. The work programme was grouped into three outcome areas, which reflect the recommendations from Hansen and Robertson:
 - promote and protect the welfare of greyhounds
 - strengthen greyhound racing and governance
 - influence and monitor progress against the greyhound review.
- 1.7. Each of the three outcome areas had five focus areas, making a total of 15.
- 1.8. The core Greyhound Review team was a group of 12, comprising six representatives each from GRNZ and the RIB.
- 1.9. The RIB Board was engaged throughout the review, receiving regular updates at Board meetings.



Greyhound Review work programme structure.

Assessment of progress

1.10. Progress has been assessed in two ways against each focus area as at 30 November 2022:

- assessment of progress by the end of the review period (slow, adequate, good)
- status of each initiative in the change management cycle (plan, implement, embed, evaluate, or close). This is detailed in Section 9, Table 9.

1.11. On both assessments the result is mixed.

Assessment of progress by the end of the review period

1.12. Of the 15 focus areas, five have been assessed as slow progress, five as adequate and five as good. Table 1 details this assessment.

1.13. GRNZ has made good progress in some areas, for example:

- employing a well-qualified welfare manager who is proving to be effective
- developing a more comprehensive set of welfare standards
- supporting the RIB's development of the population management model which is in use and in the process of being handed over to GRNZ.

1.14. By contrast, progress has been slow in other areas, for example:

- race day injuries have been a long-standing concern. The injury reduction strategy has not yet delivered improved outcomes
- progress on track standards has been slow. Track assessments were completed but did not always result in timely remediation. This leads to the inevitable conclusion that greyhounds could have been injured unnecessarily
- adoption of the Greyhound Australasia rules was a significant undertaking, underestimated by GRNZ. Timelines slipped, as a result of which changes were prioritised into two tranches. The first tranche focused on animal welfare and integrity changes scheduled for introduction on 1 February 2023. Consideration of a second tranche will take place in early 2023.

1.15. The RIB is confident progress would not have been achieved to the extent it has, without the work programme, in combination with close monitoring.

Table 1, Assessment of Progress

Focus Area	Scope	Assessment of Progress	S Slow	A Adequate	G Good
Promote and protect the welfare of greyhounds					
Population management	Implement a model that accurately forecasts the number of greyhounds required to meet the needs of the industry and ensure the number of greyhounds bred and / or imported does not exceed those requirements.	The population management model has been developed, is in use and in the process of being handed over to GRNZ. This is essential to the industry's management of the greyhound population.			✓
Injuries	By understanding and mitigating risk factors, minimise injuries to greyhounds.	Injuries continue to trend upward. GRNZ has an Injury Reduction Strategy, based on rich analysis. Initiatives are in the early stages but are yet to deliver improved outcomes.	✓		
Euthanasia / deaths	By understanding and mitigating risk factors, minimise unnecessary euthanasia.	There has been a decline in race day euthanasia, largely attributable to the Rehabilitate to Rehome (RtR) programme. A new euthanasia policy has been recently implemented. Compliance with the new policy will be determined by the effectiveness of the implementation and assurance practices.			✓
Track standards	Improve track safety to lower rates of death and injury.	An assessment of all tracks has been completed. The recent appointment of a racing safety and infrastructure manager is an important step. GRNZ has been slow to respond to track safety concerns. The industry must respond in a timely way.	✓		

Focus Area	Scope	Assessment of Progress	S Slow	A Adequate	G Good
Rehoming	By ensuring supply and demand aligns with capacity and adoption of socialisation standards, greyhounds will be successfully rehomed.	The capacity in rehoming facilities has increased, however demand exceeds current capacity. Effort is underway to tighten processes for private rehoming.		✓	
Strengthen greyhound racing governance and engagement					
Licensed Persons and Greyhound Registrations	GRNZ holds accurate registration data on all greyhounds, from birth to deregistration and these dogs are in the care of a competent licensed person.	Traceability is a challenge for the industry. A broader range of greyhound registration process issues remain unresolved and are affecting traceability. Vaccinations for racing greyhounds has progressed well, with further work required for non-racing greyhounds. GRNZ intends to introduce a rule removing the requirement for ear branding in early 2023.	✓		
Standards, rules and policies	By ensuring animal welfare policies, standards and rules are understood, fit for purpose and enforceable, greyhounds have a good quality of life.	A thorough review of the Health and Welfare Standards has been undertaken, resulting in a more comprehensive set of measurable standards. Adoption of the Greyhound Australasia rules was a significant undertaking, underestimated by GRNZ. Timelines slipped, as a result of which changes were split into two tranches with a commitment to revisit rule changes in early 2023.	✓		
Inform and educate the industry	Implement education programmes that ensure all licensed persons understand their obligations under the standards, rules and policies.	This is a long-standing issue, for which progress remains slow. There is a commitment to prioritise this in 2023, linking awareness of standards and rules to relicensing.	✓		
GRNZ Information Systems	Ensure comprehensive, accurate and accessible data and insights are available to support transparent reporting and evidence-based policy development.	System changes are a significant undertaking, with changes aligned to prioritised parts of the work programme. This has resulted in minimal progress on migrating to the new technology platform. GRNZ must ensure additional resources are in place to progress this in 2023.		✓	
Governance	An independent animal welfare committee ensures science-based advice, combined with strengthened animal welfare capability, drives a best practice animal welfare agenda.	GRNZ has appointed a well-qualified and dedicated Welfare Manager. The Animal Health and Welfare Committee has been re-established. A Serious Injury Review Committee has been introduced. Improved greyhound welfare outcomes depend on the effectiveness of this governance.			✓

Focus Area	Scope	Assessment of Progress	S Slow	A Adequate	G Good
Influence and monitor progress against the greyhound review					
Kennel standards	Through RIB kennel audits, ensure registered greyhounds are being kept and cared for according to required industry animal welfare standards and policies.	A comprehensive audit programme is in place to ensure compliance with welfare standards. All kennels were audited, with large scale operations audited twice. There has been a marked improvement in compliance, however a considerable number of licensed persons took too long to engage.			✓
Investigate and adjudicate on animal welfare breaches	Investigate compliance with the rules, policies and standards, ensuring there is a well-publicised complaints system so that people can speak out about non-compliance.	A confidential and independent complaints process is available, however in comparison to other codes, it is not as widely used. There has been an increase in animal welfare investigations, with a range of consequences, including disqualification. These matters may not have previously surfaced, so this is considered a step forward.		✓	
Information management	GRNZ holds accurate, accessible information on greyhounds from whelping to retirement, that the public has confidence in.	The RIB was given full access to GRNZ's data, enabling detailed injury analysis and development of a population model. GRNZ appointed a population analyst in October 2022, who is taking over responsibility for this work.			✓
GRNZ / RIB engagement	The RIB's clear communication of the standards for successful reform will provide a sound basis for (reporting progress and) future consideration of GRNZ's social license to operate.	Regular engagement processes were established within the work programme and maintained throughout the period of the review.		✓	
Stakeholder engagement	By understanding stakeholders' engagement needs and with an unfailing commitment to transparency (of information), improve trust and confidence in the greyhound racing industry.	GRNZ has made progress during the year to improve engagement and transparency of reporting. Further work is needed, including implementing regular updates against the animal welfare KPIs.		✓	
Total for all focus areas			5	5	5

Status of each initiative in the change management cycle

- 1.16. The RIB has undertaken an assessment of the status of each of the 30 Hansen and Robertson recommendations, adding 1 element to the injury focus area to broaden the scope, giving a total of 31. A further 4 focus areas, identified when the work programme was established, have also been added, making a total of 35 items.

These have been reviewed against the change management process to determine their status.

- 1.17. Of these, 4 are in the plan stage, 18 in implement, 5 in embed, 0 in evaluate, and 8 closed. Section 9, Summary Table 8.
- 1.18. This assessment confirms there is much work still to do to ensure these initiatives are embedded, if the desired outcomes are to be achieved.

Conclusions

- 1.19. Conclusions have been drawn at two levels:
- programme conclusions, at a high level across the programme
 - focus area conclusions, specific to each area of concern.
- 1.20. There are 10 programme level conclusions, as detailed in Table 2, with further explanation in section 2.
- 1.21. There are 103 focus area conclusions, detailed in section 2.

Table 2: Programme Conclusions

No.	Conclusions
1.	The scope of the work programme, incorporating all Hansen and Robertson recommendations, and referencing WHK, was the right place to start.
2.	Progress is mixed.
3.	The industry is at a critical point.
4.	Close monitoring has proven effective.
5.	The recommendations identify the full extent of the work that needs to be done.
6.	There is an opportunity to reframe the work programme to be more strategic and outcomes focussed.
7.	The industry has a way to go to convince stakeholders that animal welfare is the overriding imperative.
8.	A code of conduct would set high expectations of behaviour within the industry.
9.	The Club model creates track safety risk.
10.	The RIB's role is limited to the legislative settings within the Racing Industry Act 2020.

Recommendations

1.22. Recommendations have been made at two levels:

- programme recommendations, at a high level across the programme
- focus area recommendations, specific to each area of concern.

1.23. There are 11 programme level recommendations, as detailed in Table 3, and 67 focus area recommendations as detailed in Section 3.

Table 3: Programme Recommendations

No.	Recommendations
	Resourcing
1.	Assess the level of resourcing required to support any future work programme and make the appropriate investment.
	Embedding change
2.	Adopt recognised change management processes to ensure all initiatives are fully implemented and embedded.
3.	Develop an assurance practice across all operational processes that ensures these have been implemented as intended.
	Reframing the work programme
4.	Develop a business strategy with an animal welfare imperative at its core.
5.	Base the reframed work programme on the industry's strategy, incorporating the identified areas of focus, inclusive of current initiatives.
6.	Create a comprehensive plan, which is led by an experienced programme manager, with Chief Executive and Board accountability.
7.	Establish a high degree of monitoring.
	Stakeholder engagement
8.	Engage with stakeholders to inform a stakeholder assessment and develop an engagement plan.
	Code of conduct
9.	Develop and implement a code of conduct for industry participants.
	Club model
10.	Assess the merits of a nationalised operating model, incorporating track safety and maintenance.
	Legislation
11.	The Minister gives consideration to whether the Racing Industry Act 2020 provides the RIB with the powers and tools needed to effectively discharge its function, relating to independence and influence in respect of racing rules.

Future of the industry

- 1.24. There is a range of possible options for the future of greyhound racing, any decision in that regard is not within the RIB's mandate.
- 1.25. Should the industry continue, a high degree of monitoring will be essential.
- 1.26. Although the RIB has undertaken the monitoring function for this current review, there may be alternative options if future monitoring is required.
- 1.27. If the RIB is asked to continue its role in the implementation and monitoring of a future work programme, there will be cost implications not currently budgeted.
- 1.28. Inevitably there will be cost implications for the industry if greyhound racing is to continue based on a revised work programme.
- 1.29. Should greyhound racing be closed down, there will be significant implications for licenced persons and the welfare of greyhounds which would require careful management.
- 1.30. Lessons from other jurisdictions that have discontinued greyhound racing, will provide important information.
- 1.31. Strong leadership of the industry, oversight and good communication are critical regardless of whether greyhound racing continues.

Reframe of the work programme

- 1.32. It is appropriate now to move on from the recommendations of Hansen and Robertson.
- 1.33. If it is determined there is a future for the industry, the RIB considers that a work programme of the type followed over the last 15 months would be necessary.
- 1.34. Table 4 is an indication of what this work programme could entail. It is similar to the current work programme but must adapt to emerging issues and opportunities.

Table 4: Potential reframed work programme.

Focus area		Description
Governance and leadership		
1.	Governance and leadership	The GRNZ Board and Chief Executive own the strategy and must lead an insights-driven animal welfare agenda, supported by the development of rules and welfare standards aligned to the strategy. A commitment to investment in capability, the establishment of robust operational and assurance practices, and accountability for results are also core functions. The Animal Health and Welfare Committee, and the Serious Injury Review Committee are integral in providing advice and leadership of the animal welfare function.
2.	Transparency	A commitment to sharing data insights, progress on animal welfare initiatives, Ministerial reporting, and progress against key performance targets.
3.	Key performance targets	Centered in the strategy, effort is prioritised towards achieving key performance targets and proactively identifying further targets to

Focus area	Description
	demonstrate the industry's commitment to animal welfare outcomes.
4. Embedding change	Starting with a strategy and implementation plan, change is managed in a way that aligns licensed persons, verifies compliance through assurance practices and assesses the impact on welfare outcomes. This drives a continuous improvement approach, which will see a culture change over time.
5. Stakeholder engagement	Engagement with all stakeholders is critical to building trust and confidence in the industry, which impacts on social license.
Promote and protect the welfare of greyhounds	
6. Population Management	The population management model will inform decision-making particularly in respect of breeding levels, racing operations and rehoming demand.
7. Euthanasia	The euthanasia policy is the basis on which euthanasia decisions are made, with non-compliance subject to investigation.
8. Injuries	The data insights, rules, welfare standards, Track Venue Strategy, Track Safety Strategy and the Injury Reduction Strategy all contribute to the injury reduction key performance targets. Transparent reporting informs stakeholders of progress.
9. Track standards	Track and Venue Strategies will be the basis on which the racing safety and infrastructure manager maintains high and consistent standards at all tracks, ensuring timely responses to remediation requirements.
10. Rehoming	Rehoming demand is a key consideration for population management, with a priority on moving all greyhounds retiring from racing into Great Mates facilities, as soon as possible, in preparation for rehoming within or outside of the industry.
Strengthen greyhound racing governance and engagement	
11. Traceability	Traceability performance targets, enabled by technology, are achieved by ensuring rules and regulations in respect of registration requirements are fit for purpose and complied with by licensed persons.
12. Rules, standards and policies	The Board and Chief Executive's strategic intent of positioning the animal welfare imperative, in combination with integrity, must be evident in the introduction and/or change of rules, standards, and policies to support this agenda.
13. Compliance	A graduated compliance model, from voluntary compliance through to enforcement, is used to raise industry standards and hold non-compliant licensed persons to account.
14. Communication/education	Rules, policies and welfare standards are communicated to all licensed persons, supported by education initiatives, and tested through assessment. Understanding of, and adherence to the rules, policies and welfare standards, must become a condition of re-licensing.
15. Data capture and analysis	A commitment to continuously improving the capture and analysis of comprehensive data to inform insights.
16. Insights informed decision making	Using data insights-based decision-making to improve animal welfare outcomes, with evidence of strong linkages across the Serious Injury Review Committee, Animal Health and Welfare Committee, Chief Executive and the GRNZ Board.

Summary

- 1.35. The Minister will determine the future of the industry.
- 1.36. Across the work programme, progress has been mixed and there remains much to do.
- 1.37. The momentum achieved is a result of a 15 month work programme, without which it is unlikely much would have changed.
- 1.38. Any future work programme should be appropriately resourced, based on a business strategy and animal welfare outcomes.
- 1.39. The cost implications for any future work programme are significant, and a high degree of monitoring will be necessary.
- 1.40. A closedown of the industry would require careful planning, involving consultation with a range of stakeholders.

2. Conclusions

2.1. This section covers:

- programme conclusions, at a high level across the programme
- focus area conclusions, specific to each area of concern

Programme conclusions

Table 5: Programme level conclusions.

No.	Conclusions
1.	<p>The scope of the work programme, incorporating all Hansen and Robertson recommendations, and referencing WHK, was the right place to start.</p> <ul style="list-style-type: none">• The review has confirmed few of the Hansen and Robertson recommendations were closed when the work programme commenced.• This has led to a belief in the industry that it had addressed the earlier concerns.• Some recommendations considered by the industry to be closed, were either not embedded or, commitments were made by GRNZ that were not followed through.
2.	<p>Progress is mixed.</p> <ul style="list-style-type: none">• Progress over the last 15 months is attributable to the expectations set by the Minister.• An assessment against each of the 15 areas of focus, has rated 5 areas as slow progress, 5 as satisfactory and 5 as good.• Had GRNZ invested in the right resources much earlier in this review, the scorecard would have been more favourable.
3.	<p>The industry is at a critical point.</p> <ul style="list-style-type: none">• Most initiatives are in varying stages of implementation.• History has shown us that embedding change has not always been effective.• Change should be locked in, assurance practices established to reassure stakeholders that this is the case and confirmed through compliance practices.
4.	<p>Close monitoring has proven effective.</p> <ul style="list-style-type: none">• Considerable insights have been gained over the 15 months of the work programme.• To leave the industry without high levels of monitoring at this stage, will create risk of history being repeated.

No.	Conclusions
5.	<p>The recommendations identify the full extent of the work that needs to be done.</p> <ul style="list-style-type: none"> • There are 67 recommendations in this report, covering 15 focus areas, amounting to a significant programme of work. • It will take strong leadership including from the Board and Chief Executive, considerable focus and a sustained effort to drive the work programme, leading to the desired outcomes.
6.	<p>There is an opportunity to reframe any future work programme to be more strategic and outcomes focussed.</p> <ul style="list-style-type: none"> • The RIB considers it appropriate to move on from the recommendations of Hansen and Robertson. • There has been a tendency for the industry to focus on closing out recommendations, as opposed to taking a long term, enduring approach to resolving the concerns. • If it is determined there is a future for the industry the RIB has a firm view that a work programme of the type followed over the last 15 months would be necessary, building on the learnings from this review. • A reframed programme would focus on current issues aligned to a business strategy, with the animal welfare imperative at its core, and able to adapt to emerging issues and opportunities.
7.	<p>The industry has a way to go to convince stakeholders that animal welfare is the overriding imperative.</p> <ul style="list-style-type: none"> • Many of the concerns are as relevant today as they were 10 years ago. • The industry needs to demonstrate a point of difference from its response to previous reviews if it is to build trust and confidence. • If animal welfare was at the heart of decisions being made by the GRNZ Board, more progress would have been made.
8.	<p>A code of conduct would set high expectations of behaviour within the industry.</p> <ul style="list-style-type: none"> • The failure to adopt a code of conduct is allowing unacceptable behaviours to go unchecked.
9.	<p>The Club model creates track safety risk.</p> <ul style="list-style-type: none"> • Track preparation and maintenance in each of the regions is controlled by a Club committee. • Recommendations from track safety assessments have been slow to progress. • GRNZ has a new Racing Safety and Infrastructure Manager who will provide expert advice in relation to track safety and maintenance. • The Club model creates risk for the industry in terms of consistency and timely responses to track safety issues, over which the governing body has insufficient influence.

No.	Conclusions
10.	<p>The RIB's role is limited to the legislative settings within the Racing Industry Act 2020.</p> <ul style="list-style-type: none"> Objectives under the Racing Industry Act 2020 require the RIB to promote and ensure compliance with high standards of animal welfare, integrity and professionalism. Section 44(1)g of the Act provides for the RIB to <i>'recommend to the racing codes any amendments to racing rules the Board considers necessary or desirable for the purpose of supporting the racing integrity system'</i>. Section 44(1)j provides for the RIB to <i>'monitor the operations and effectiveness of the racing integrity system on an ongoing basis and report to the Minister as required on the outcome of that monitoring'</i>. Both provisions have been integral to the work of the RIB over the last 15 months. The Welfare Standards and associated Racing Rules set the animal welfare expectations for the industry. Progress on the rules has been made, however the process for achieving this has been challenging and the outcomes haven't always met the RIB's expectations. The current setting in the Racing Industry Act 2020 limits the role of the RIB to making recommendations.

Focus area conclusions

2.2. Across the 15 focus areas there are 103 conclusions:

- 46 relating to the work area: Promote and protect the welfare of greyhounds
- 34 relating to the work area: Strengthen greyhounds racing governance and engagement
- 23 relating to the work area: Influence and monitor progress against the greyhound review.

Promote and Protect the Welfare of Greyhounds

2.3. This section corresponds with the conclusions detailed in the following sections of the main report: 6.1 Population management, 6.2 Injuries, 6.3 Euthanasias/Deaths, 6.4 Track standards, and 6.5 Rehoming.

2.4. Population Management

No.	Conclusions
1.	A population management model has been developed, covering a broad range of supply and demand factors.
2.	The model informs key decisions impacting greyhounds from breeding to rehoming.
3.	GRNZ has the tools and has shown commitment to using the population management model, which must be fully adopted to realise the benefits to the industry.
4.	There has been a marked shift in GRNZ's population management conversations over the last year, moving from a narrow focus to encompassing a wide range of factors.
5.	Animal welfare should be the imperative that informs decision making when it comes to population management. For example, the racing calendar could look somewhat different if racing frequency, age and other risk factors were considered.
6.	Hansen and Robertson noted concerns about overbreeding in the greyhound industry. Detailed analysis has shown breeding to be on a steady decline for the last six seasons. At present levels, the current racing calendar won't be sustainable for at least the next two to three seasons.
7.	Currently a key issue facing the industry is the number of greyhounds in the rehoming system and the likely increase anticipated over the coming year relative to adoption demand.
8.	The model links to other focus areas in the work programme. For example, injury reduction initiatives such as improvements in track safety and the introduction of a straight track.

2.5. Injuries

No.	Conclusions
1.	Injury reduction remains a key challenge. GRNZ must strongly commit to injury reduction, leading to improved outcomes.
2.	GRNZ must proactively engage with stakeholders, sharing progress against injury reduction initiatives if it is to build trust and confidence in the industry.
3.	Over the last 15 months there has been a significant body of work undertaken to better understand injury risk factors. This has resulted in extensive insights enabling an opportunity to progress injury reduction.
4.	GRNZ's Injury Reduction Strategy provides a sound basis to concentrate effort in this area. To be confident about delivery, a detailed implementation plan is required, with GRNZ leadership ensuring an unrelenting focus on prevention and reduction initiatives.
5.	The Animal Health and Welfare Committee (AHWC) and the Serious Injury Review Committee (SIRC) will be instrumental to the success of the Injury Reduction Strategy.
6.	Insights developed from data analysis, have been pivotal to the work of the SIRC, which uses these insights to review injuries and recommend injury prevention initiatives.
7.	Some injury reduction initiatives, already prioritised by GRNZ, required rule changes which will take effect on 1 February 2023.
8.	The next key step for injury analysis is moving towards predictive analysis, determining the likelihood of a greyhound suffering an injury. Where the risk is high, GRNZ will need to prioritise development of an injury reduction initiative.
9.	To gain a full picture of injuries outside a race day, GRNZ will need to find ways to encourage compliance with the reporting requirement.
10.	Other jurisdictions are facing similar challenges regarding capturing non-race day injuries.
11.	Considering the scale and complexity of centralising greyhound health records, both GRNZ and the RIB agree this recommendation is not currently achievable. The intent to capture all injuries outside race day should not be lost and therefore GRNZ should include this within a reframed work programme for 2023.

2.6. Euthanasias / Deaths

No.	Conclusions
1.	GRNZ has made significant progress reducing euthanasias.
2.	The introduction of a euthanasia policy on 10 November 2022 is a positive step towards ensuring greyhounds are only euthanased when deemed necessary by a veterinarian.

3. Setting a performance target of no unnecessary euthanasias is also important for the industry, as long as there is a robust process to check legitimacy of euthanasia decisions against policy and monitor any unintended consequences.
4. The RtR programme is providing many seriously injured greyhounds with the opportunity to recover and live their lives as pets. GRNZ has invested significantly in this programme and engaged skilled professionals to perform surgeries and provide rehabilitation services.
5. There is an urgent need to improve the data captured to better understand the outcomes for greyhounds entering the RtR programme. This is key in terms of assessing its success or otherwise.
6. GRNZ needs to ensure the euthanasia policy intent extends across the whole industry and not just the race day environment.

2.7. Track Standards

No.	Conclusions
1.	Track safety has been a reoccurring theme throughout all three reviews, with repeated discussion about the use of maintenance experts and introducing straight tracks.
2.	GRNZ has continued to engage with industry experts however, until now, its response to recommendations has been too slow.
3.	The new Racing Safety and Infrastructure Manager is a crucial appointment. If GRNZ is to achieve its injury reduction targets, he must lead the industry to provide tracks consistently maintained to the highest standard.
4.	GRNZ has recognised the importance of quality track construction and maintenance as key elements within its Injury Reduction Strategy.
5.	The decision to invest in a straight track is an important step in GRNZ's commitment to injury reduction.
6.	The racing club model presents added challenges in ensuring consistently high standards of track maintenance. GRNZ must build capability in the track maintenance team and prescribe maintenance processes appropriate to each track.
7.	It is critical to the improvement of track safety, that GRNZ gains full commitment from the clubs to the required initiatives.
8.	2023 will be a significant year in terms of tracks. The Whanganui turning track will come back online and the straight track will open.
9.	Planning for more straight tracks will need to be advanced.
10.	Improved insights will be available from new track surface diagnostic equipment and track maintenance practices should be at a consistently high level.
11.	For stewards to make informed decisions about safety on race day, they need to be upskilled on the latest technology.

2.8. Rehoming

No.	Conclusions
1.	GRNZ has increased rehoming capacity by 84% in its Great Mates kennels since 2019.
2.	Over the last year, a decline in adoptions has resulted in increased waiting times for rehoming. GRNZ has responded with an adoption marketing campaign across New Zealand's main centres, in an attempt to stimulate demand.
3.	Results in a recent adoption survey are encouraging, with 99% of respondents (569) confirming they would recommend adopting a greyhound.
4.	There is an opportunity for GRNZ to take a greater role in co-ordinating the rehoming process and strengthening its relationships with some adoption agencies.
5.	Rehoming agencies are not subject to the rules of racing or welfare standards. Service Level Agreements (SLA's) with GRNZ do include some provision for greyhound welfare. GRNZ has indicated the intention to renew SLA's, making it clearer that animal welfare must meet high standards.
6.	Although all rehoming agencies value the relationship with Great Mates, there is opportunity to improve the quality and consistency of information received by the agencies relating to retired greyhounds.
7.	Increased rehoming demand could be achieved by engaging the rehoming agencies in marketing campaigns.
8.	Communication across the network of rehoming agencies is variable, limiting opportunities to share learnings. There is a need for coordinated engagement with GRNZ to improve process and practice in the rehoming pathway.
9.	There remains a gap in GRNZ ensuring privately rehomed greyhounds are being adopted into suitable homes. New processes being developed need to be implemented to ensure all greyhounds privately rehomed or kept as a pet are verified and desexed prior to a private adoption. These changes will only be effective if GRNZ introduces new processes and assurance practices to lock the changes in place.
10.	GRNZ is committed to a qualified behaviourist reviewing its greyhound assessment tools and methodology. This will help ensure the greyhounds are being accurately assessed.

Strengthen Greyhound Racing Governance and Engagement

2.9. This section corresponds with the conclusions detailed in the following sections of the main report: 7.1 Participant and greyhound registrations, 7.2 Rules, standards and policies, 7.3 Inform and educate the industry, 7.4 GRNZ information systems, and 7.5 Governance.

2.10. Participants and Greyhound Registrations

No.	Conclusions
1.	GRNZ has committed to removing ear branding from 1 February 2023, a first for Australasia.
2.	Kennel audits confirmed the long-standing issue of unvaccinated greyhounds had not been resolved. Vaccination of racing greyhounds was prioritised and from late March 2022, unvaccinated greyhounds could not be nominated for racing.
3.	There are unresolved vaccination issues with some non-racing greyhounds.
4.	There is a clear difference in traceability between racing and non-racing greyhounds.
5.	Progress on resolving operational process issues has been slow, despite concerns being raised about inadequate resourcing and prioritisation of this work.
6.	If GRNZ is to meet its performance targets, robust processes and assurance practices will need to be in place.
7.	Licensed persons have an important part to play by ensuring they are compliant with registration requirements. In 2023 all licensed persons will need to undertake training and pass an assessment prior to relicensing.
8.	Rule changes taking effect on 1 February 2023 will result in some improvement to traceability, however this is not a full solution and more needs to be done.

2.11. Rules, Standards and Policies

No.	Conclusions
1.	The new rules, standards and policies provide a range of important improvements for animal welfare.
2.	GRNZ and its Board significantly underestimated the scale of the task to align with the Greyhound Australasia rules and implement a new rule book, resulting in delays.
3.	GRNZ must use the period between now and 1 February 2023 to ensure licensed persons are thoroughly conversant with the new expectations.
4.	Not all RIB feedback has been adopted by the GRNZ Board.
5.	GRNZ has committed to further work on the rules, commencing early 2023.
6.	Implementing a new set of rules mid-season will create data related challenges given the basis for certain measures will change. Further work is required to define how this will be managed.

7. The review of Health and Welfare Standards has progressed well throughout the year, resulting in the implementation of improved Greyhound Welfare Standards and new/updated policies. Extensive consultation has been included in this process.
8. Some improvements have been to simplify and make the rules, policies and standards more accessible. Further work on simplification and accessibility is required once the rules have been implemented in 2023.
9. Implementing new processes and assurance practices will be necessary to ensure high levels of compliance.

2.12. Inform and Educate the Industry

No.	Conclusions
1.	Concerns about education of licensed persons has been a recurring theme in the reviews.
2.	A concept plan has been developed; however progress has been slow.
3.	GRNZ has indicated it intends to make training and passing an assessment, a requirement of relicensing in 2023.
4.	Socialisation training material was developed for Great Mates staff. With some adjustments, this material will be rolled out to licensed persons early in the new year.
5.	The proposed Welfare Standards Kennel Book is an important tool that will support licensed persons' progress toward greater voluntary compliance with the welfare standards.
6.	Kennel audits showed that licensed persons were often not familiar with rules, standards and policies related to animal welfare.

2.13. GRNZ Information Systems

No.	Conclusions
1.	GRNZ has been open and transparent with the RIB in providing full access to data.
2.	GRNZ has made progress introducing new systems functionality. A business analyst/IT manager started in late 2022.
3.	GRNZ should prioritise migration to the new technology platform as this will enable new functionality and greater end-to-end process automation.
4.	Improving greyhound traceability is a critical feature of any GRNZ future work programme.
5.	Completion of the systems changes related to the February 2023 rule changes is key work which will address some of the registration related issues encountered during kennel audits.

2.14. Governance

No.	Conclusions
1.	GRNZ would have been in a much stronger position had it continued to build momentum on its animal welfare agenda following the Hansen report.
2.	The Welfare Manager and Operations Lead functions have been separated and this has had an impact on the priority afforded to animal welfare.
3.	The re-establishment of the AHCW and setup of the SIRC, combined with separating the Welfare Manager role, have together created a framework which represents a positive step for animal welfare within the greyhound racing industry.
4.	The RIB is not confident the AHCW is sufficiently independent or representative of a range of animal welfare expertise.
5.	There is further opportunity for governance groups to work together to influence animal welfare outcomes.
6.	The GRNZ Board has a critical role to play in ensuring the animal welfare imperative is at the forefront of the industry.

Influence and Monitor Progress Against the Greyhound Review

2.15. This section corresponds with the conclusions detailed in the following sections of the main report: 8.1 Kennel standards, 8.2 Investigate and adjudicate on animal welfare breaches, 8.3 Information management, 8.4 GRNZ/RIB engagement, and 8.5 Stakeholder engagement.

2.16. Kennel Standards

No.	Conclusions
1.	The RIU did not have a thorough inspection/auditing approach, which represented a missed opportunity to identify non-compliance and work with licensed persons on improvements.
2.	The RIB acknowledges the new kennel audits were a significant change for licensed persons with a short lead-in time, which was met with some resistance.
3.	The new kennel audit approach provides GRNZ and licensed persons with information about areas of non-compliance and opportunities to improve compliance through targeted remediation activities.
4.	The greyhound checks undertaken during this kennel audit cycle, confirmed weaknesses in GRNZ's greyhound traceability systems and processes.
5.	GRNZ cannot solely rely on RIB kennel audits to improve traceability.
6.	GRNZ has shown a commitment to resolving non-compliance as evidenced through its vaccination programme, changes to welfare standards and follow up with licensed persons who have been slow to comply.
7.	Licensed persons who do not willingly engage with the audit process, should have their licences reviewed.
8.	Future kennel audits should show improved knowledge of, and compliance with, welfare standards.

2.17. Investigate and Adjudicate on Animal Welfare Breaches

No.	Conclusions
1.	The RIB considers its confidential integrity line is fit for purpose and will continue using it as an integrity assurance tool, accepting there may be opportunities to continue to promote it.
2.	Animal welfare investigations are on the rise in terms of number and complexity.
3.	Prohibited substance testing is critical to the integrity of racing.

2.18. Information Management

No.	Conclusions
1.	The RIB has undertaken a thorough examination of GRNZ's data, covering all key areas of the greyhound lifecycle.
2.	The RIB's analysis confirmed earlier commentary about GRNZ being data rich and information poor.
3.	Verification of GRNZ's data included extensive cross referencing of datasets, showing the untapped potential in GRNZ's existing data.
4.	If GRNZ had utilised its data to a fuller extent, there would have been earlier progress against areas of concern.
5.	GRNZ's understanding of its business is improving, particularly in injury analysis, identification of associated risk factors, and the variable performance between licensed persons.
6.	The recent investment in a full-time population analyst and business analyst/IT manager, means GRNZ is well-positioned to continue, and build on, the data analysis and insights work.
7.	Investment is required in technology and business intelligence tools to enable GRNZ to track the whereabouts of every greyhound and undertake predictive analysis on an individual greyhound basis.
8.	A lack of digitisation and weak operational processes contribute to data quality issues.
9.	Inconsistencies in data definitions contribute to data quality issues.

2.19. GRNZ/RIB Engagement

No.	Conclusions
1.	As two teams working together with similar but different agendas, the RIB is of the view that the engagement model was generally effective.

2.20. Stakeholder Engagement

No.	Conclusions
1.	GRNZ has improved transparency of its activities over the period of the review.
2.	GRNZ has reported quarterly to the Minister throughout the period of this review.

3. Recommendations

3.1. This section covers:

- programme recommendations, at a high level across the industry
- focus area recommendations, specific to each area of concern.

Programme recommendations

Table 6: Programme level recommendations.

No.	Recommendations
	Resourcing
1.	Assess the level of resourcing required to support any future work programme and make the appropriate investment.
	Embedding change
2.	Adopt recognised change management processes to ensure all initiatives are fully implemented and embedded.
3.	Develop an assurance practice across all operational processes that ensures these have been implemented as intended.
	Reframing the work programme
4.	Develop a business strategy with an animal welfare imperative at its core.
5.	Base the reframed work programme on the industry's strategy, incorporating the identified areas of focus, inclusive of current initiatives.
6.	Create a comprehensive plan, which is led by an experienced programme manager, with Chief Executive and Board accountability.
7.	Establish a high degree of monitoring.
	Stakeholder engagement
8.	Engage with stakeholders to inform a stakeholder assessment and develop an engagement plan.
	Code of conduct
9.	Develop and implement a code of conduct for industry participants.
	Club model
10.	Assess the merits of a nationalised operating model, incorporating track safety and maintenance.
	Legislation
11.	The Minister give consideration to whether the Racing Industry Act 2020 provides the RIB with the powers and tools needed to effectively discharge its function, relating to independence and influence in respect of racing rules.

Focus area recommendations

3.2. Across the 15 focus areas, there are 67 recommendations:

- 35 relating to Promote and protect the welfare of greyhounds
- 20 relating to Strengthen greyhounds racing governance and engagement
- 12 relating to Influence and monitor progress against the greyhound review.

Promote and Protect the Welfare of Greyhounds

3.3. This section corresponds with the recommendations detailed in the following sections of the main report: 6.1 Population management, 6.2 Injuries, 6.3 Euthanasias/Deaths, 6.4 Track standards, and 6.5 Rehoming

3.4. Population Management

No.	Recommendations
1.	Adopt animal welfare as the key imperative to be applied to population management decisions.
2.	Continue ongoing assessments of the greyhound population, develop understanding and insights from these assessments, and take action accordingly.
3.	Monitor supply and demand factors on a quarterly basis to determine how it is tracking, compared with the most likely population management model scenario.
4.	Add a regular item on the GRNZ Board, AHWC and SIRC agendas to review how key population factors are tracking and any actions required.
5.	Refresh the population management model at least annually.
6.	Provide stakeholders with a regular update on population management on the GRNZ website.

3.5. Injuries

No.	Recommendations
1.	Produce a quarterly report from the Board to the Minister for Racing, demonstrating its commitment to injury reduction.
2.	Implement the Injury Reduction Strategy, with a detailed plan and a project lead assigned to oversee the full range of activities.
3.	Develop a plan to improve compliance with non-race day injury reporting, including systems and processes.
4.	Assess options to ensure non-race day trial injuries are effectively managed and data is captured, including consideration of having veterinarians in attendance.
5.	Prioritise rule changes to support injury reduction.
6.	Continue the SIRC's work on predicting and preventing injuries, to inform further development of prevention initiatives.

No.	Recommendations
7.	Provide stakeholders with a regular update on injuries and progress towards the key performance targets, on the GRNZ website.

3.6. Euthanasias / Deaths

No.	Recommendations
1.	Implement robust processes and monitor compliance with the euthanasia policy and any unintended consequences.
2.	Implement monitoring of the quality and timeliness of death certificates as part of assurance practices.
3.	Improve data capture on the RtR programme to enable assessment of animal welfare outcomes.
4.	Provide stakeholders with a regular update on euthanasia, deaths and the RtR programme on the GRNZ website.

3.7. Track Standards

No.	Recommendations
1.	Implement track assessment recommendations and other initiatives with urgency, as recommended by the Track Safety and Infrastructure Manager.
2.	Introduce a regular review process for performance against track standards.
3.	Ensure animal welfare is the leading imperative behind track safety decisions.
4.	Develop a detailed implementation plan for the Venue Strategy.
5.	Develop a Racing Safety Strategy and implementation plan.
6.	Urgently develop plans to extend the use of Preferred Box Draws.
7.	Complete the straight track at Whanganui and commit to additional straight tracks in 2023.
8.	Develop and implement a safety management plan for transitioning greyhounds between the oval tracks and the straight track.
9.	Continue to fund research projects focused on improving track safety and reducing injuries.
10.	Investigate new technology to monitor injury risks.
11.	Prioritise training stewards in new track safety technologies.

3.8. Rehoming

No.	Recommendations
1.	Continue to explore opportunities to increase Great Mates rehoming kennel capacity.
2.	Continue to develop new initiatives to increase adoption demand.
3.	Complete the review of the greyhound behavioural assessment methodology.
4.	Implement new processes and an assurance practice for privately rehomed greyhounds.
5.	Update SLA's with rehoming agencies making it clear animal welfare must meet high standards.
6.	Review Great Mates information management practices with rehoming agencies to ensure GRNZ provides high quality and consistent information.
7.	Implement a communication plan for GRNZ, Great Mates and rehoming agencies.

Strengthen Greyhound Racing Governance and Engagement

3.9. This section corresponds with the recommendation detailed in the following sections of the main report: 7.1 Participant and greyhound registrations, 7.2 Rules, standards and policies, 7.3 Inform and educate the industry, 7.4 GRNZ information systems, and 7.5 Governance.

3.10. Participants and Greyhound Registrations

No.	Recommendations
1.	Ensure all non-racing greyhounds are vaccinated in accordance with the vaccination policy.
2.	Implement the removal of ear branding from 1 February 2023.
3.	Implement an assurance practice for desexing processes.
4.	Ensure licensed persons comply with their obligations under the general law, by requiring proof of registration with a territorial authority.
5.	Develop a comprehensive plan to improve the traceability of greyhounds.
6.	Conduct an audit of all registration related processes and develop a remediation plan.

3.11. Rules, Standards and Policies

No.	Recommendations
1.	Implement the new rules and standards on 1 February 2023.
2.	Proceed with further work on the rules in early 2023.
3.	Implement processes and assurance practices to support the new rules, standards and policies.
4.	Identify how changes to rules will impact data capture and analysis.
5.	Identify and implement further opportunities to rationalise and streamline rules, standards, and policies.

3.12. Inform and Educate the Industry

No.	Recommendations
1.	Produce a Welfare Standards Kennel Book for licensed persons by the end of January 2023.
2.	Prioritise socialisation training for Great Mates staff.
3.	Prioritise customised socialisation training for licensed persons.
4.	Develop and implement training and assessments for all licensed persons.
5.	Identify meaningful ways to engage licensed persons in education initiatives.

3.13. GRNZ Information Systems

No.	Recommendations
1.	Update the 2023 technology plan to include; acquiring tools to support advanced business intelligence and predictive analysis; improvements to greyhound traceability; and migration to the new technology platform.

3.14. Governance

No.	Recommendations
1.	Reassess the independence and representation on the AHCW.
2.	Ensure the strategy is appropriately focused on the animal welfare imperative.
3.	Develop an annual plan for the AHCW.

Influence and Monitor Progress Against the Greyhound Review

3.15. This section corresponds with the recommendations detailed in the following sections of the main report: 8.1 Kennel standards, 8.2 Investigate and adjudicate on animal welfare breaches, 8.3 Information management, 8.4 GRNZ/RIB engagement, and 8.5 Stakeholder engagement.

3.16. Kennel Standards

No.	Recommendations
1.	Review licences for licensed persons not willing to comply with the RIB's improvement notices.
2.	Use findings from kennel audits to identify ways to continuously improve levels of compliance.

3.17. Investigate and Adjudicate on Animal Welfare Breaches

No.	Recommendations
1.	Through a regular review process, ensure its racing rules, in respect of integrity and animal welfare, remain fit for purpose.

3.18. Information Management

No.	Recommendations
1.	Continue to build capability in data analysis and insights.
2.	Develop an information management plan that incorporates annual deliverables.
3.	Develop a predictive modelling capability, particularly in relation to injuries.
4.	Continue to digitise forms and automate notifications.
5.	Develop a data dictionary.
6.	Implement data assurance practices.

3.19. GRNZ/RIB engagement

No.	Recommendations
1.	The Minister considers the engagement model used throughout this review, to inform future engagement expectations.

3.20. Stakeholder Engagement

No.	Recommendations
1.	Seek opportunities to increase transparency with stakeholders.
2.	Continue quarterly Ministerial reporting.

4. Background

History of reviews

- 4.1. Three significant reviews of animal welfare in the greyhound racing industry have been conducted over the past 10 years, prior to the current (2021/22) Greyhound Review. These include WHK in 2013, Hansen in 2017, and Robertson in 2020. (Figure 1)
- 4.2. The work of the RIB, in conjunction with GRNZ, has been extensive, including developing a 15 month work programme. This programme has not only framed the RIB's oversight, but also detailed the work GRNZ needed to progress against the areas of concern raised in the Hansen and Robertson reviews.



Figure 1: Key Event Timeline.

WHK Review 2013

- 4.3. The New Zealand Greyhound Racing Authority (NZGRA) commissioned an independent review into the welfare of greyhounds, now known as the WHK Review, in 2013. (Colgan et al, June 2013)
- 4.4. In framing the current Greyhound Review work programme, consideration was given to the conclusions and recommendations in the WHK report.
- 4.5. Key findings from the WHK review are noted below and highlight the challenges faced by the greyhound racing industry in 2013.

Care and Welfare of Racing Greyhounds

- the review team's investigations found little evidence of issues relating to the care of greyhounds during their racing careers
- it is notable that, as far as we are aware, there has never been a conviction of a licensed person under the Animal Welfare Act
- there are no formal minimum standards of welfare in place that have been approved by any external welfare bodies.

Population Management

- many non-competitive greyhounds face a shorter-than-normal life expectancy
- the greyhound racing industry's culture, systems and processes for tracking the lifecycle of the registered greyhound are inadequate, with focus placed only on greyhounds' racing career
- there is a lack of effective reporting and tracking of greyhounds at the end of their racing careers
- the issue of euthanasia of healthy greyhounds is a key welfare concern.

Track Safety Standards and Injuries

- a further issue facing the greyhound racing industry is the incidence of injuries occurring during racing
- there has been very little development of globally recognised optimum track standards for greyhound racing
- consequently, management of track issues will continue to be a point of conflict until there are best practices researched and documented.

Governance and Management of Welfare

- a number of welfare actions have been initiated by NZGRA. However, the NZGRA Board has not prioritised actions or commitment to the goal of its strategic plan to have 'world class' welfare
- the creation of a welfare committee and the instigation of this review reflect an increased awareness and commitment by the NZGRA Board to address the gaps
- in the process of the review, a culture of non-enforcement and non-compliance of welfare rules was evident
- it is a challenge for NZGRA as the governing body to lead a cultural change within the industry and to ensure welfare considerations outweigh any competitive or commercial consequences.

NAWAC oversight 2014 - 2016

- 4.6. While the WHK Review was underway, the Government Administration Committee of the House of Representatives enquired into welfare issues affecting greyhounds in response to the petition presented on behalf of the Greyhound Protection League. (As referenced by the subsequent Hansen Report in 2017)
- 4.7. Following consideration of the petition, the Government Administration Committee made recommendations to Government. One of those recommendations was that Government ask the National Animal Welfare Advisory Committee (NAWAC) to:
 - consider developing standards for the use of animals, in particular greyhounds, in racing
 - consider developing guidelines on the breeding of greyhounds

- consider reviewing the Animal Welfare (Dogs) Code of Welfare 2010, with a view to specifying circumstances in which animals can be euthanased.
- 4.8. When NAWAC reported to the Minister on 20 October 2014 it commented *'that the industry is now taking the matter of Greyhound Welfare very seriously and is developing a quality culture approach of continuous improvement'*.
- 4.9. On 28 October 2015 the New Zealand Racing Board (NZRB) submitted a further report to the Minister which provided information on the steps being taken to implement the recommendations of the WHK report. The Minister requested NAWAC to provide advice on the NZRB report, in particular NZGRA's progress in addressing overpopulation and euthanasia in the greyhound industry.
- 4.10. NAWAC provided a detailed report dated 30 August 2016. In his covering letter to the Minister, the Chair of NAWAC, John Hellstrom stated: *'While NZGRA had made a strong commitment to resolving their welfare problems over the past few years they now appear to be starting to reduce this effort. I propose that NAWAC continues to follow the developments in this area and keeps you advised of progress'*.

Hansen Review 2017

- 4.11. In 2017, the NZRB commissioned the Hon Rodney Hansen QC to enquire into and report on welfare issues affecting greyhound racing in New Zealand.
- 4.12. The Hansen Report included an assessment of greyhound welfare standards and the level of compliance with those standards, having regard to recommendations from previous inquiries.
- 4.13. Hansen concluded the scorecard was mixed:
- there had been a genuine and determined commitment to improving greyhound welfare
 - important changes had been made to governance and the development of welfare standards
 - although there were significant improvements in data collection in some areas, particularly the tracking of greyhounds who do not race or who do and retire from racing, the database is seriously deficient
 - the number of greyhounds entering the industry had not reduced significantly, and there had been a modest increase in the availability of racing opportunities and of rehoming levels. This was insufficient to right the structural imbalance within the greyhound population
 - there were significant advances in track safety, leading to a material reduction in injuries and deaths while racing. The number of injuries occurring at the first turn remained high and efforts must continue to find ways of addressing this.
- 4.14. Hansen arrived at a set of 20 recommendations, all of which were included in the current review.

Robertson Review 2021

- 4.15. In June 2020, GRNZ submitted a final report to the Minister for Racing, in relation to the Hansen recommendations.

- 4.16. NAWAC reviewed this GRNZ report, which concluded that the Hansen Report recommendations had been completed. NAWAC expressed concern that information provided by GRNZ was insufficient.
- 4.17. The Minister informed GRNZ that the continued incidents impacting animal welfare were unacceptable and the industry's social licence was increasingly at risk.
- 4.18. In April 2021, the Minister announced he would be commissioning an independent review of the greyhound racing industry and asked the Hon Sir Bruce Robertson to undertake this review.
- 4.19. The terms of reference for this review were to determine:
- how GRNZ has progressed towards or met each of the recommendations from the two independent reviews
 - areas in which welfare reform has stalled or regressed or where new issues have emerged since the earlier reviews
 - recommendations to further improve the welfare of greyhounds through all stages of life, including retirement from racing
 - whether a more fundamental review of the greyhound industry is necessary.
- 4.20. Robertson stated there were three factors underpinning the divergence of views in terms of how GRNZ and the industry was progressing:
- the reticence to provide all relevant and critical data about all animals at all times and in all places
 - the absence of transparency about information which does exist and the accessibility to it
 - the lack of sensible communication of data to those interested, without it first being filtered and prepared for advantageous presentation.
- 4.21. The review also noted *'an unrelenting focus on data recording, transparency of all activities, and animal welfare generally could see this industry continue despite vocal pressure. If these factors, for any reason, cannot be significantly improved, the industry will cease to have the social license necessary for its existence'*.
- 4.22. Robertson identified 10 areas of concern which were included in the current review.

Petition to ban commercial greyhound racing in Aotearoa New Zealand

- 4.23. On 5 August 2021 Aaron Cross, representing the Greyhound Protection League, presented a petition to Parliament, seeking to ban commercial greyhound racing in Aotearoa New Zealand. The Committee heard submissions from a range of stakeholders and submitted a final report on 25 November 2022 with one recommendation as follows.

'The Petitions Committee has considered the petition of Aaron Cross for the Greyhound Protection League of New Zealand—Ban commercial greyhound racing in Aotearoa New Zealand—and recommends that the House take note of its report'.

Minister's expectations

- 4.24. In September 2021, the then Minister for Racing wrote to the Chair of the Racing Integrity Board (RIB), the Hon Sir Bruce Robertson, outlining his expectations of the RIB, following consideration of the Robertson review findings.
- 4.25. The Minister confirmed the RIB has been tasked with the ongoing independent oversight of the racing industry and as such noted the issues raised in the Robertson review as areas for concern. He also noted the report's recommendation that the RIB assess whether the greyhound racing industry has materially improved in the areas identified as being of concern.
- 4.26. The Minister asked the RIB to undertake this work over the next 12 to 15 months with a report returned to him by the end of 2022.
- 4.27. Furthermore, he suggested the RIB identify a specific set of indicators addressing data recording, transparency of all activities, and animal welfare generally along with a timeline, as Robertson identified these as major areas of concern.
- 4.28. He also stated that he was particularly interested in how the RIB considers GRNZ will have progressed in addressing these issues.

About the RIB

- 4.29. The Racing Integrity Board was established as an independent body on 1 July 2021 under section 42 of the Racing Industry Act 2020, bringing together the people, resources and activities of the former Racing Integrity Unit (RIU) and the Judicial Control Authority (JCA), with a clear animal welfare mandate.
- 4.30. Section 43 of the Racing Integrity Act sets out the objective of the RIB which is to:
'Promote and ensure the racing industry complies with high standards of animal welfare, integrity and professionalism for the benefit of the public, licensed persons and racing industry.'
- 4.31. Section 44 of the Racing Industry Act 2020 sets out the functions of the RIB (Appendix 4) which include compliance, adjudication, advisory and advocacy.

5. Greyhound Review Work Programme

Background

- 5.1. The first steps in building the work programme were to understand the concerns previous reviewers had identified, structuring those concerns into a framework that would form the basis of the RIB's oversight role, and establishing the capability to deliver against the Minister's expectations.
- 5.2. The RIB recognised the importance of its role and the outcome of its reporting would be relevant to any further consideration of the future direction or viability of the code.
- 5.3. The RIB led the development of the programme scope, structure and high-level plan, working closely with the GRNZ team, to develop and agree the programme plan and timelines.
- 5.4. Both the RIB and GRNZ provided four quarterly progress updates to the Minister, with the RIB providing an additional three interim updates on injuries and euthanasia.

Programme scope

- 5.5. The work programme scope included 20 Hansen and 10 Robertson recommendations, with the status of each to be verified through the work programme.
- 5.6. This review covers the period from September 2021 to November 2022, although there is commentary about events prior to this, for contextual purposes.
- 5.7. In assessing the status of each recommendation, the programme team considered not only the extent to which it had been implemented, but also whether the change was firmly embedded, and if the desired outcomes were being achieved.
- 5.8. In defining the work programme scope, it was accepted that the scope may expand and priorities alter as activities, such as data analysis and kennel audits, identified new areas requiring attention.
- 5.9. It is not within the scope of the RIB's remit to provide any commentary or recommendations on whether the greyhound racing industry retains its social licence.

Programme structure and plan

- 5.10. The work programme, although not structured directly around the Hansen and Robertson recommendations, included a full reconciliation against these recommendations and the Minister's letter of expectation to the RIB.

5.11. The Hansen and Robertson recommendations were grouped into three outcome areas (Figure 2), as follows:

- promote and protect the welfare of greyhounds
- strengthen greyhound racing and governance
- influence and monitor progress against the greyhound review.

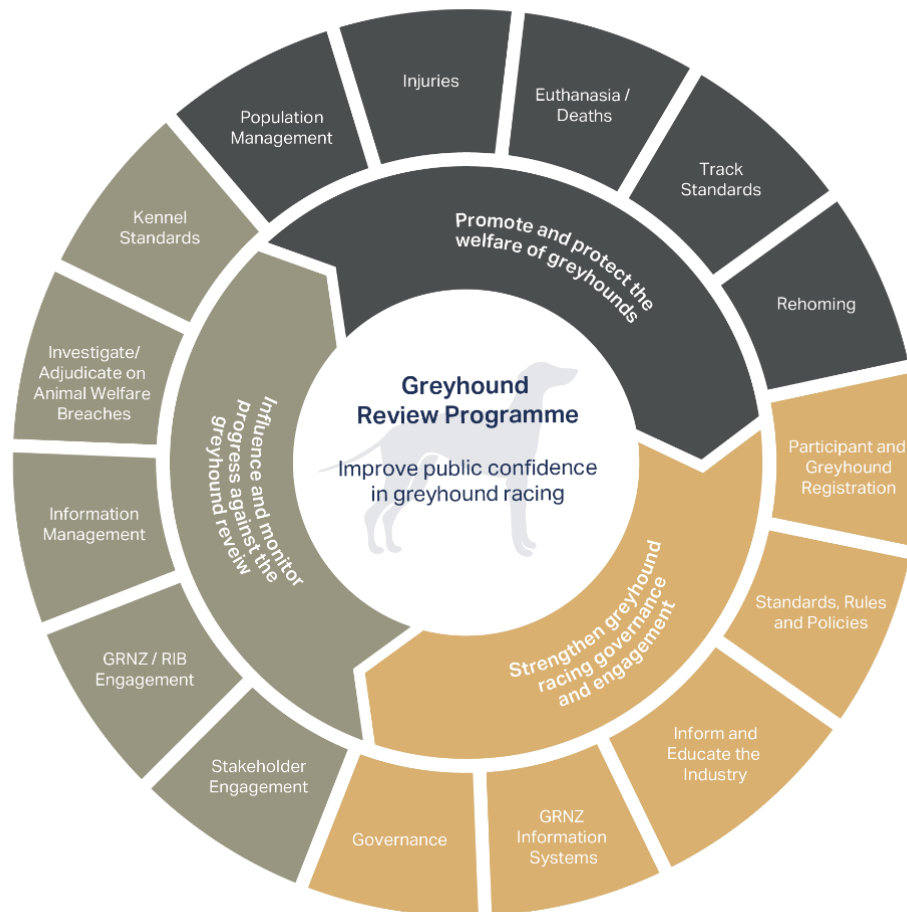


Figure 2: Greyhound Review work programme structure.

Programme team

- 5.12. The core Greyhound Review programme team was a group of 12, comprising six each from GRNZ and the RIB. (Figure 3)

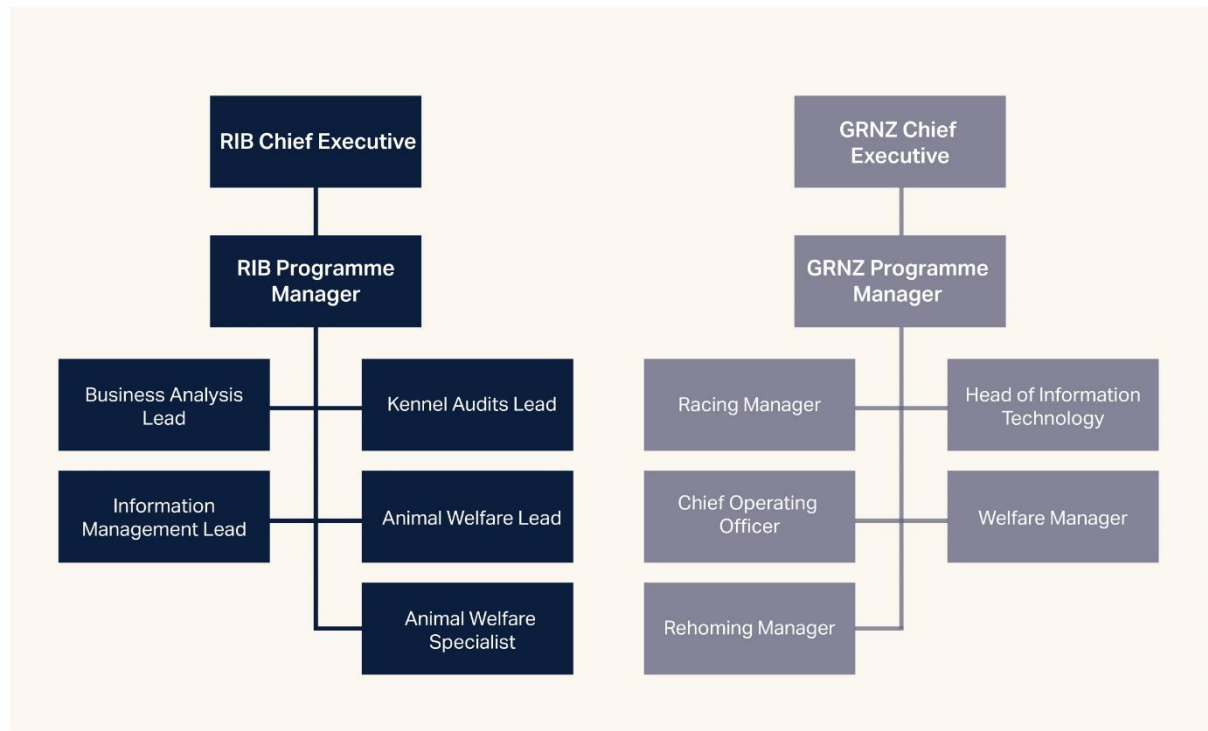


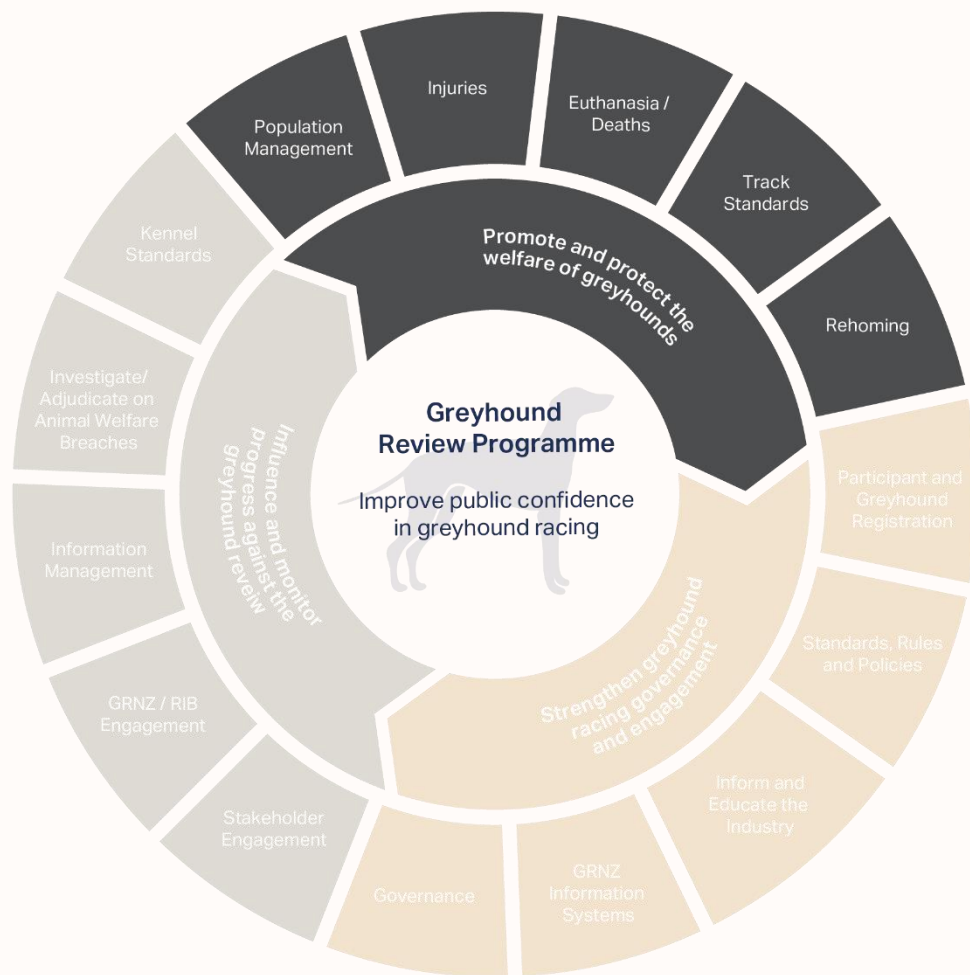
Figure 3: RIB and GRNZ work programme team structure.

Programme management

- 5.13. The programme team typically met weekly to review progress against the plan.
- 5.14. A subset of the programme team met with the GRNZ and RIB Chief Executives monthly to review progress and what was coming up, along with key risks and issues.
- 5.15. A data insights meeting was held fortnightly, attended by RIB and GRNZ teams, to review the RIB's analysis and insights, along with findings from kennel audits.
- 5.16. The RIB Programme Manager and GRNZ's Project Manager met weekly.
- 5.17. The Chief Executives met fortnightly, or more regularly if needed.

Work Programme

6. Promote and Protect the Welfare of Greyhounds



6.1. Population Management

Scope	Recommendations	
Implement a model that accurately forecasts the number of greyhounds required to meet the needs of the industry and ensure the number of greyhounds bred and/or imported does not exceed those requirements.	Robertson 2	A focussed and professional assessment of the number of animals required and the avoidance of over-breeding.
	Hansen 14	NZGRA should continue efforts to expand racing opportunities and extend the racing careers of greyhounds.
	Hansen 16	NZGRA should continue to develop the means of making accurate projections of future requirements for greyhounds and by education or, if necessary, regulation to ensure that the numbers of greyhounds bred and/or imported do not exceed the requirements of the industry having regard to the capacity to rehome greyhounds who do not race or cease racing.

Background

- 6.1.1. All three reviews – WKH, Hansen, and Robertson – expressed the need for improved population management:
- WHK found a failure to take meaningful measures in relation to population management
 - Hansen refers to the comprehensive nature of a population management model, from breeding and registration through to deregistration
 - Robertson stated it was unclear if any population projections have been done to ensure that there is not an excess of greyhounds being bred for the industry.
- 6.1.2. When the RIB began working with GRNZ in September 2021, discussions focussed mainly on supporting the racing calendar. It was apparent GRNZ did not understand the broad nature of the requirements for a population management model, as intended by the earlier reviews.
- 6.1.3. For this reason, and with GRNZ's support, the RIB has taken the lead in designing and constructing a population management model, with the intention of handing it over to GRNZ to use in managing the greyhound population.

Progress

Population management model

- 6.1.4. The population management model is based on examining the supply and demand factors, from birth to when an animal leaves the industry.
- 6.1.5. The model, as outlined in Figure 4, enables a five-year national forecast to inform medium to long term decision-making and can be further examined across the northern, central and southern regions. (Appendix 2: Population Management Model concept)



Figure 4: Overview of the Population Management Model.

- 6.1.6. A six-step process was followed to develop the model:
- establishing the current state for 43 factors across breeding greyhounds, pre-racing population, racing population and retirement/adoption
 - understanding capacity and constraints for breeders and breeding greyhounds, trainers, tracks and rehoming kennels/foster homes
 - establishing future state forecasts
 - determining population related risk factors
 - completing a quantitative risk assessment to understand the variability in each risk factor
 - testing a range of scenarios such as a change in breeding rates, retirement rates, adoption rates, changes to injury rates to understand the impact on the pre-racing and racing populations, and the quantity of greyhounds awaiting rehoming.
- 6.1.7. The model allows the user to test a range of scenarios, for example, how changes in breeding rates, retirement rates, adoption and injury rates can impact the pre-racing and racing populations, as well as the number of greyhounds awaiting rehoming.
- 6.1.8. The data within the population management model should be fully refreshed at least annually. If one of the key factors changes within the season or it is projected to change in the future, the model can be recalibrated accordingly.
- 6.1.9. GRNZ has advanced its understanding of population management since the concept was first shared in late 2021.
- 6.1.10. In October 2022, GRNZ appointed an experienced full-time population analyst to lead its population management function.

- 6.1.11. Handover of the model to GRNZ is in progress, with completion expected in March 2023. After this, GRNZ will manage the model.

Observations and analysis

- 6.1.12. GRNZ has shown support for the population management model throughout the design, development, and implementation stages.
- 6.1.13. The model was presented to NSW Greyhound Welfare Integrity Commission (GWIC) and Greyhound Racing NSW, with both parties endorsing the model and intending to adopt a similar approach.
- 6.1.14. The population management model was considered and evaluated by the National Animal Welfare Advisory Committee (NAWAC) who agreed it will be a valuable tool.

Population management scenarios

- 6.1.15. With the benefit of building extensive insights into the greyhound racing industry over the last 15 months, it is clear that breeding and rehoming are only two of many supply and demand factors requiring examination to effectively manage the greyhound population. The data analysis work enabled consideration of a wider range of factors beyond the scope discussed by Hansen and Robertson.
- 6.1.16. In order to project the population forward five years, an assessment was made of each variable within the model (such as breeding levels, rehoming capacity and adoption rates) to determine the likely level of change each year from the present.
- 6.1.17. Both the RIB and GRNZ agreed the key assumptions making up the most likely scenario over the next five years. These are summarised below:
- greyhound imports will remain at similar levels to the 2021/22 season, based on steady numbers of circa 72, giving a mid-range estimate
 - breeding levels will remain low in the 2022/23 season at about 700 and move to a mid-range estimate of 800 for the next four years, dependent on the industry gaining greater certainty and confidence about its future
 - rehoming capacity will remain at similar levels to current. This may need to change if supply (greyhounds coming in) increases and/or demand (adoptions) increases. A mid-range estimate has been used
 - adoptions will remain at similar levels to current (mid-range estimate), at around 600 a year. Results of a recent marketing initiative may mean this factor needs to be reassessed
 - injury reduction levels will remain low this season and move to a mid-range estimate in 2024/25 as injury reduction initiatives and straights tracks are introduced.
- 6.1.18. The most likely scenario, as described above, was run through the population management model.

Conclusions drawn from the model

General observations

6.1.19. The model has highlighted one of the most significant current population management challenges for the industry is demand for adoption. Since Covid and with current economic conditions, adoption demand has declined, resulting in more greyhounds in the rehoming system and on the waiting list. (Figure 5)

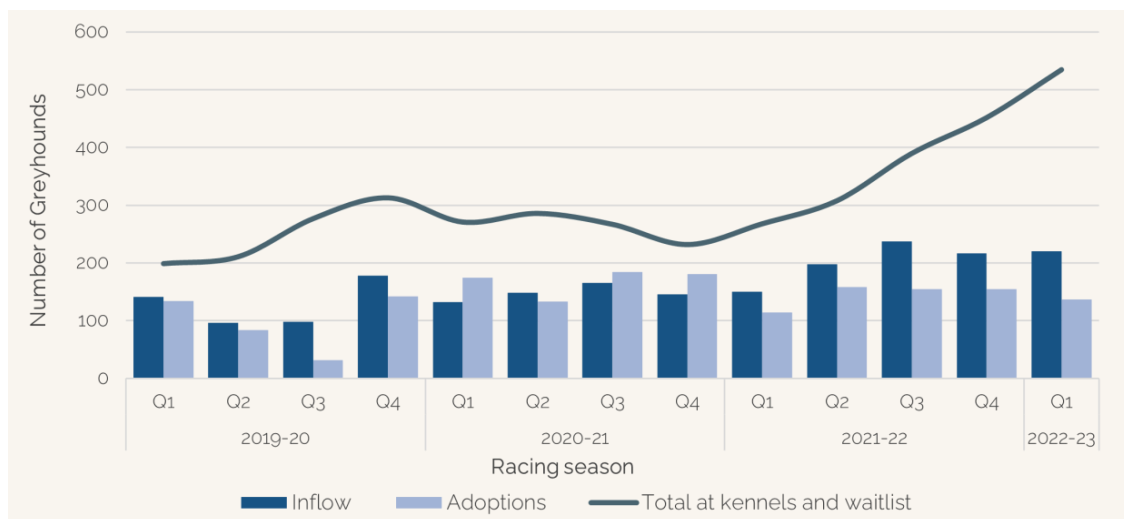


Figure 5: Rehoming programme throughput from 2019.

6.1.20. It is also expected the new euthanasia policy and the Rehabilitate to Rehome (RtR) programme will lead to a further increase in greyhound supply to the rehoming programme over the next year.

6.1.21. In response, in September 2022, GRNZ launched an adoption marketing campaign, running until 30 November 2022. Results are not yet available.

6.1.22. GRNZ has also added capacity into the Great Mates kennel facilities, where greyhounds entering the rehoming programme are assessed and desexed (if needed). The number of Great Mates kennels has increased from 93 to 171 (84% increase) kennels over the last 15 months.

6.1.23. GRNZ has set a performance target to increase its capacity in rehoming kennels to 200 by the 2024/25 season.

6.1.24. A lower level of breeding means the industry is not able to meet the current racing calendar. Breeding has been on a steady decline, moving from a peak of 1,016 greyhounds in the 2015/16 season to 743 in the 2021/22 season. (Figure 6)

6.1.25. In the absence of a mechanism to balance the animal welfare imperative with demand for racing product, the response of the industry could be to increase breeding or over-race greyhounds to meet the racing calendar.

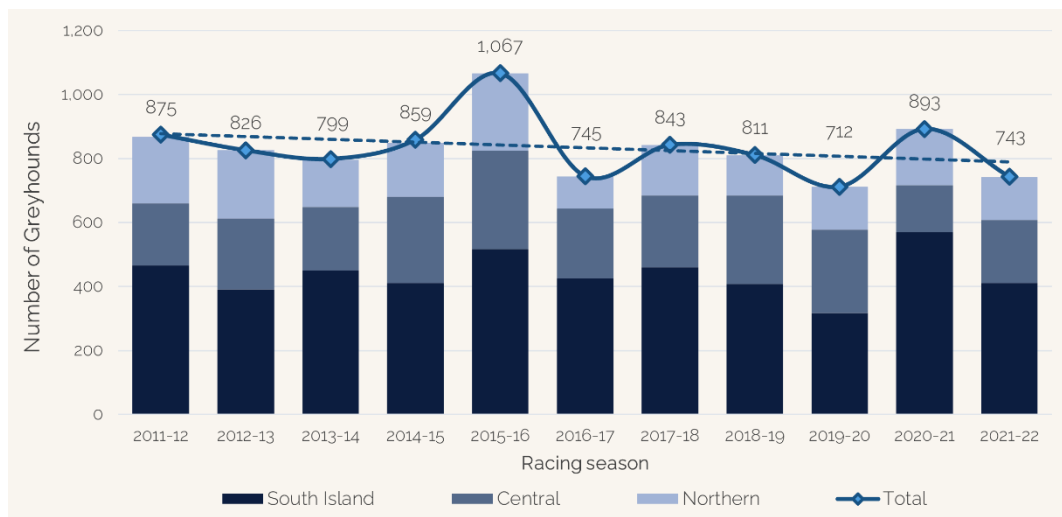


Figure 6: The number of greyhounds whelped by season, by region.

Population management model conclusions

6.1.26. The RIB has drawn six key conclusions from running the model, which GRNZ has reviewed and endorsed.

6.1.27. Conclusion 1: The low level of breeding in two of the past three seasons means the current racing calendar of 8.5 race meetings per week cannot be fully met over the next three seasons. (Figure 7)

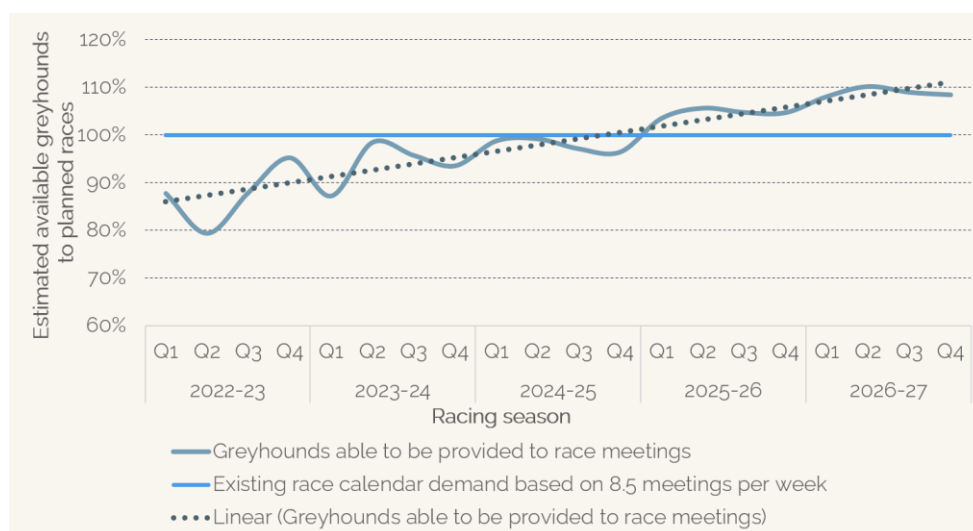


Figure 7: National racing utilisation - estimated available greyhounds relative to planned races.

- in response, GRNZ advised the data from the population management model would feed into the annual racing calendar planning process. The calendar is programmed ahead of time but is fully flexible and can therefore respond to changes in supply and demand for races. In practice this meant in the first quarter of the current season, GRNZ applied to the TAB to run fewer than 12 races at a meeting on 32 occasions. Of the 1,246 races run in the first quarter of the 2022/23 season, more than 50% were with fewer than eight starters.

6.1.28. Conclusion 2: *The industry will need to return to moderate or high levels of breeding before it can support a race calendar of 8.5 meetings per week.*

- GRNZ agrees with this conclusion and believes breeders are likely to be reluctant to make additional investment whilst the industry is under review.

6.1.29. Conclusion 3: *The introduction of injury reduction initiatives is expected to have only a minor impact on race starts, as any reduction in injuries is likely to extend racing careers and extend the pool of available greyhounds because they are not out in rehabilitation.*

- GRNZ supports this conclusion and in rule changes to be implemented on 1 February 2023, is introducing limits on racing frequency, amended weight restrictions and masters racing for older greyhounds
- GRNZ is realistic about the impact one straight track is likely to have on injury reduction in sprinting greyhounds. GRNZ understands the multifactorial nature of injuries and is planning to target the three key areas of risk identified: greyhound fitness; racing incidents; track design; and maintenance.

6.1.30. Conclusion 4: *The injury reduction programme is expected to have positive impacts on race starts from 2025/26 onwards as the full effect of the animal welfare and track quality initiatives take effect.*

- GRNZ agrees with this conclusion. The racing calendar is set after considering a number of factors such as available racing population and planned track work. Should there be an increase in starters, as forecast in the model, the racing calendar is designed to be responsive and can be adjusted, if required.

6.1.31. Conclusion 5: *The rehoming programme needs to be structured to ensure up to 600 greyhounds can be progressed each season through to permanent adoption, plus another 80-100 private rehoming. This includes Great Mates, adoption agencies and foster home capacity.*

- GRNZ agrees with this conclusion and advised injury reduction initiatives are likely to slow down the supply of greyhounds entering the rehoming programme. These initiatives include the introduction of Preferred Box Draw (PBD) Sprints every 14 days, for greyhounds over 3.5 years. The longer-term goal is to run these races on straight tracks.

6.1.32. Conclusion 6: *A sustainable racing population achieves a balance between animal welfare aspects (low injury rates, fast rehoming outcomes, low deaths and euthanasia, high kennel standards); and racing aspects (race calendar).*

- GRNZ's view is that achieving a sustainable racing population together with improved animal welfare, will ensure the appropriate number of greyhounds are available to fulfil the annual race calendar
- GRNZ also considers other welfare factors such as neonatal mortality rates, breed to race ratios (the number of greyhounds bred to percentage of those starting in a race), and the impact on early rearing practices and nutrition, on the likelihood of racing. All these holistic welfare measures contribute to the racing population and are provided for in the welfare standards

- from GRNZ's perspective, sustainable racing is when all greyhounds born in New Zealand or imported ultimately go on to race, and all healthy greyhounds are retired as pets at the end of their careers. As breeding increases, additions can be made to the calendar to cater for increased racing. The benefit of having racing commence at 16 months of age, means a long lead-in time for decisions on programming racing according to population needs and having a good understanding, based on modelling, of how many of those racing and pre-racing greyhounds are likely to need homes at the end of their careers or prior to their first start.

Conclusions

- 6.1.33. A population management model has been developed, covering a broad range of supply and demand factors.
- 6.1.34. The model informs key decisions impacting greyhounds from breeding to rehoming.
- 6.1.35. GRNZ has the tools and shown commitment to using the population management model, which must be fully adopted to realise the benefits to the industry.
- 6.1.36. There has been a marked shift in GRNZ's population management conversations over the last year, moving from a narrow focus to encompassing a wide range of factors.
- 6.1.37. Animal welfare should be the imperative that informs decision making when it comes to population management. For example, the racing calendar could look somewhat different if racing frequency, age and other risk factors were considered.
- 6.1.38. Hansen and Robertson noted concerns about overbreeding in the greyhound industry. Detailed analysis has shown breeding to be on a steady decline for the last six seasons. At present levels, the current racing calendar won't be sustainable for at least the next two to three seasons.
- 6.1.39. Currently a key issue facing the industry is the number of greyhounds in the rehoming system and the likely increase anticipated over the coming year relative to adoption demand.
- 6.1.40. The model links to other focus areas in the work programme. For example, injury reduction initiatives such as improvements in track safety and the introduction of a straight track.

Recommendations

6.1.41. It is recommended GRNZ:

- adopt animal welfare as the key imperative to be applied to population management decisions
- continue ongoing assessments of the greyhound population, develop understanding and insights from these assessments, and take action accordingly
- monitor supply and demand factors on a quarterly basis to determine how it is tracking, compared with the most likely population management model scenario
- add a regular item on the GRNZ Board, AHWC and SIRC agendas to review how key population factors are tracking and any actions required
- refresh the population management model at least annually
- provide stakeholders with a regular update on population management on the GRNZ website.

6.2. Injuries

Scope	Recommendations	
By understanding and mitigating risk factors, minimise injuries to greyhounds.	Hansen 18	Trainers should be required to report injuries to greyhounds that occur or are detected outside the racetrack
	Hansen 19	NZGRA should give effect to the WHK report to record the veterinary care of all greyhounds in a central database.
	2022 data insights	Injury causal factors identified through data insights – intervention plan and evidence of progress.

Background

- 6.2.1. The WHK report considered there was a lack of rigorous, formal injury reporting but improvements were being implemented by the Racing Integrity Unit (RIU). The report recommended completion of the improvements be prioritised and GRNZ provide injury trends and implement monitoring processes to follow up on identified issues.
- 6.2.2. The WHK report also recommended GRNZ investigate the feasibility of having all veterinarian care for greyhounds recorded in a central database, with the ability to confirm types and causes of all injuries. It said at the minimum, the possibility of recording non-race day injuries be considered, while accepting it would be very difficult for GRNZ to ensure completeness of reporting.
- 6.2.3. The idea of a centralised database of veterinary records was based on a Massey University report that considered this necessary for them to perform detailed, reliable research into greyhound injuries.
- 6.2.4. Hansen later noted significant improvements in data collection since the RIU undertook responsibility for injury reporting. However, the report questioned why it was still not mandatory for licensed persons to report on injuries sustained outside of race day, when a high proportion of serious injuries are not detected at the track.
- 6.2.5. Hansen recommended GRNZ progress the WHK report recommendation to record the veterinary care of all greyhounds in a central database and introduce a rule requiring licensed persons to report injuries sustained or detected outside the racetrack.
- 6.2.6. Hansen found that multiple factors, greyhound and track related, contributed to the incidence and severity of race day injuries. To optimise welfare outcomes, Hansen considered the operative causes must be identified so the factors that contribute to injuries sustained while racing can be reduced if not eliminated.

Progress

- 6.2.7. Although there are only two recommendations in this section of the work programme, injuries is a much broader topic than the recommendations indicate.
- 6.2.8. Further to this, through the extensive injury analysis work undertaken, insights have been developed giving rise to a much wider range of considerations, highlighted in this section of the report.

Injury reduction strategy

- 6.2.9. GRNZ has developed an Injury Reduction Strategy, focused on three key areas identified as significant drivers of injury risk. These are: racing incidents; greyhound fitness; and track design, maintenance and preparation.
- 6.2.10. GRNZ has three injury Key Performance Indicator (KPI) targets including: reducing the number of injuries incurring stand-downs of 22 days or more; running sprint races on straight tracks; and increasing the number of races conducted as Preferred Box Draws (PBDs).

Centralised database for greyhound veterinary records

- 6.2.11. GRNZ has not been able to progress a centralised database for veterinary records due to veterinarian/client privacy issues and the inability to share confidential information regarding individual animals between veterinary clinics.
- 6.2.12. Although a centralised database would be beneficial, it is accepted this would be difficult for GRNZ to achieve, due to operational and technical challenges.
- 6.2.13. The requirement to retain treatment records as required in the Health and Welfare Standards is now being monitored and enforced through kennel audits.
- 6.2.14. The new Greyhound Welfare Standards to be implemented on 1 February 2023, will require treatment records to be transferred to the new responsible person when a greyhound is sold, rehomed, or transferred to a different person for any reason.

Reporting of injuries outside of race day

- 6.2.15. In August 2018, GRNZ introduced a new rule requiring licensed persons to report injuries outside of race day. The rule has been difficult to enforce due to reliance on voluntary self-reporting. This has also been a challenge for other jurisdictions.
- 6.2.16. Since the rule for reporting injuries outside of race day came into place, when the RIB has been made aware of these injuries, stewards have recorded these in a database.
- 6.2.17. The details of these injuries are published in the judicial section of a steward's race meeting report, including any decision by stewards to require a satisfactory trial.
- 6.2.18. The lack of reporting of injuries outside of race day remains a gap to ensuring complete, accurate and transparent reporting of injuries.

Reporting of injuries at trials

- 6.2.19. Trials are held either on race day or on an allocated club trial day.

6.2.20. RIB stewards and veterinarians attend trials run on race day, but not club training trials held on non-race days. Therefore, injuries and euthanasias at club trial days are not recorded, unless reported as the rule requires.

6.2.21. On 1 February 2022, GRNZ implemented system changes to allow stewards to record injuries sustained at race day trials.

Serious Injury Review Committee (SIRC)

6.2.22. In response to the Robertson recommendation to establish a Race Injury Review Panel similar to that used in New South Wales, GRNZ set up the SIRC in May 2022.

6.2.23. The SIRC was established to review serious injuries and identify injury prevention opportunities. The committee has met four times and has recently increased its meeting frequency.

6.2.24. The SIRC has made a range of recommendations, which have resulted in some rule changes and informed development of the Injury Reduction Strategy.

Categorisation and reporting of injuries on race day

6.2.25. The data analysis work verified GRNZ's injury data and analysed a wide range of risk factors that contribute to injuries in greyhounds.

6.2.26. Findings from the analysis identified injury risk factors which were shared with GRNZ during April and May 2022, to inform development of an Injury Reduction Strategy.

6.2.27. Implementation of the strategy has necessitated some rule changes, signed off by the GRNZ Board, to take effect on 1 February 2023. These include weight variations, racing frequency and return to racing requirements.

6.2.28. Results from the data analysis work also enabled the RIB to develop an injury risk matrix that benchmarks trainers across a range of factors. This matrix will assist GRNZ to identify potential training and racing practices that could contribute to higher injury rates.

6.2.29. GRNZ has progressed a number of track safety initiatives designed to have a positive impact on injuries.

6.2.30. GRNZ has commenced system changes to support the new rules and improve injury recording and reporting.

Aligning classification of race day injuries and stand-down periods with Greyhound Australasia (GA)

6.2.31. The RIB worked with its on-track veterinarians and GRNZ to align New Zealand with the Greyhound Australasia (GA) classification of race day injuries and stand-down periods. This will improve consistency and enable better comparisons with Australian jurisdictions.

6.2.32. A more detailed injury reporting form was implemented for the 2022/23 season, as well as system changes for improved injury recording. Processes for reviewing prescribed stand-down periods are being implemented to ensure consistency is monitored.

Observations and analysis

6.2.33. The two Hansen injury related recommendations do not represent the full scope of work required in this area.

Injury reduction strategy

6.2.34. It is encouraging to see an Injury Reduction Strategy and KPI targets, especially given injuries is a significant issue facing the industry.

6.2.35. GRNZ does not yet have a detailed implementation plan for this strategy.

Reporting of injuries outside race day

6.2.36. Recent data analysis indicate a proportion of injuries and euthanasias occurring outside race day are likely related to a race day event but aren't recorded as such because they are detected away from the track.

6.2.37. Reporting is reliant on licensed persons proactively notifying stewards of injuries outside of race day, pursuant to the rules, something which seldom occurs.

6.2.38. GRNZ needs to consider options for improving the capture of non-race day injuries. This will require commitment to education, proactive monitoring of layoff periods, in combination with enforcement for non-compliance.

Reporting of injuries at trials

6.2.39. Over the 2021/22 season, there were 24 race day trial injuries recorded, however this is difficult to put into context as the total number of trial starts is not available.

6.2.40. No veterinarian attends non-race day trials, creating a gap in euthanasia and injury reporting.

Serious Injury Review Committee (SIRC)

6.2.41. The SIRC considered data analysis work which identified injury risk factors, to determine appropriate injury prevention and reduction strategies.

6.2.42. As a result, recommendations from the SIRC included:

- consider introducing a master's grade for greyhounds over four years old, with limits on racing frequency
- licensed person education about the injury risks associated with introducing greyhounds over 2.5 years old to racing
- a rule change to reduce the weight variance between races from 1.5kg to 1kg, with greyhounds outside these parameters to be scratched from racing
- questioning trainers when a greyhound has had more than 21 days off racing
- a graduated return to racing and a performance trial required to assess fitness when a greyhound has had more than 21 days off racing
- GRNZ to prioritise identifying a location to build a straight track.

6.2.43. GRNZ responded to SIRC's recommendations by developing some new rules.

- 6.2.44. The new return-to-racing rule requires a veterinarian examination and a satisfactory trial to nominate any greyhound that has not raced for more than six months.
- 6.2.45. With very few greyhounds returning to racing after this time, six months is considered too long. Data analysis shows there would be greater benefit in a rule that requires this after a greyhound has not raced for 22 days or longer.
- 6.2.46. Data analysis highlighted the importance of a return to racing protocol that limits the number of races a greyhound can have in the first few months following a layoff period.
- 6.2.47. Further work is required to determine optimal limits on the frequency of racing, accounting for race type and age, since the risk of injury is higher in older greyhounds.

Categorisation and reporting of injuries on race day

- 6.2.48. Over recent years, race day injuries have fluctuated, but the overall trend is increasing. (Figure 8)
- 6.2.49. While greyhounds with a catastrophic injury may have previously been euthanased, most are now in the serious injury and all injury counts, mainly because of the RtR programme. Regardless of this, serious injuries with a standdown of 22 days and over have continued to increase. (Figure 8)
- 6.2.50. There were 94 precautionary stand-downs, from December 2021 to October 2022, included in the 1-21 day stand-down category. A precautionary stand-down is issued by a steward following a fall in a race, where there is no obvious sign of injury detected during veterinary examination following the race.
- 6.2.51. There is no reliable way to know whether these falls resulted in an injury. They are included in the count for consistency. Regardless of this, injuries within the 1-21 day standdown category and all injury counts are increasing.
- 6.2.52. There is ongoing concern about the rate of serious injuries, highlighting the importance of effective implementation of the Injury Reduction Strategy.

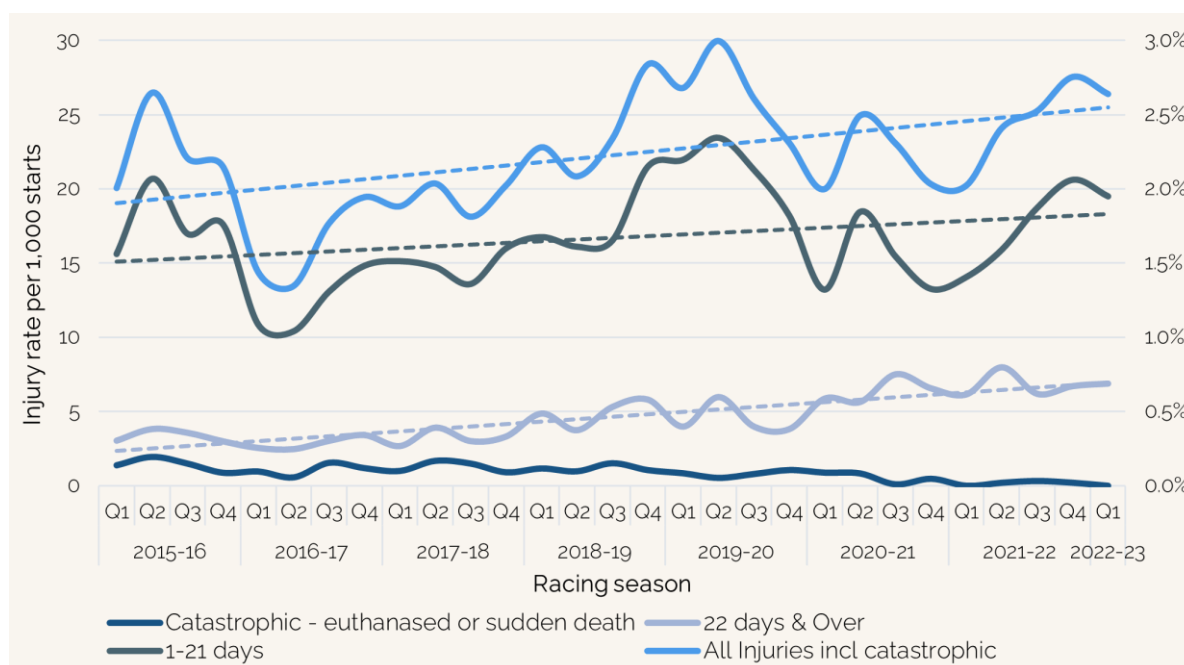


Figure 8: Raceday deaths and injuries (per 1,000 starts) for each stand-down category, across all tracks for each racing season quarter. The right axis shows the percentage of race starts where an injury occurs.

- 6.2.53. Data analysis found a ≥ 43 -day stand-down did not include serious injuries such as muscle tears and some fractures.
- 6.2.54. Following a veterinary review of the stand-down categories, from the 2019/20 season, muscle tears and fractures are now classified as a serious injury requiring a 42-day stand-down.
- 6.2.55. Regardless of which stand-down period is used, serious injuries have increased.
- 6.2.56. Further investigation also showed stand-down periods, as prescribed on a race day, do not directly relate to the actual time taken to return to racing.
- 6.2.57. The extent of some injuries cannot always be accurately assessed on the day of the race. This might not become evident until the greyhound has cooled down and been reassessed post-race, or during a rehabilitation period.
- 6.2.58. This led to the conclusion that an outcome-based approach, which considers time away from racing, would provide a more accurate account of what constitutes a serious race day injury, however this has not yet been advanced.
- 6.2.59. There may be a range of reasons why there has been a delayed return to racing, however it is inevitable there will often be a relationship between the original injury and the layoff period.
- 6.2.60. Suggested changes included following up every greyhound that has not returned to racing after a certain period of time, as this would ensure more accurate reporting of serious injuries.

Injury risk factors

- 6.2.61. A wide range of risk factors contributing to injuries in greyhounds were analysed, including track, greyhound, trainer, and race-related issues.

6.2.62. Table 7 provides a summary of findings and shows which factors were identified as having a higher incidence of injury. The factors within each category are not in any particular order.

Table 7: Summary of risk factors analysed as strongly, moderately, or weak-to-moderately linked to injuries.

Factor Investigated	Link to Injuries	Finding(s)
Where on the track injury occurred	Strong	68% of all race injuries occurred at turns (where location is known) Sprints: Entrance into 1st turn and throughout turn has a high rate of injury
Return to racing after period of layoff	Strong	Layoffs of more than 3 weeks leads to higher risk of re-injury
Age of greyhound	Strong	Older greyhounds have higher rates of injury
Age of greyhound commencing racing	Strong	Older greyhounds commencing racing have higher injury rates esp. over 2.5 years
Weight difference between races and/or over its career	Strong	Weight changes over 1kg (esp. decrease in weight) can lead to higher rates of injury
Australian-born greyhounds	Strong	Australian-born greyhounds, across nearly all age groups, have higher rates of injury compared with New Zealand-born greyhounds
Training operation size	Strong	Small training operations have higher injury rates. This may correlate with the low availability rate (39%) signalling more layoffs of more than 3 weeks between races
Level of racing intensity	Moderate	High racing intensity can lead to life / career ending injuries (especially at start of a greyhounds' racing career)
Race career	Moderate	2-3% of greyhounds have a career-ending injury within first 10 starts Greyhounds with >60 starts have more likelihood of injury than those with fewer starts (link with age of greyhound findings)
Gender	Moderate	Male greyhounds have 19% higher rates of serious injury compared to female greyhounds
Starting position (box draw)	Weak - Moderate	Sprints: middle and inside positions have higher injury rate than outside boxes Middle distance: no clear findings
Race type	Weak - Moderate	All Injuries: No difference between race types Serious Injuries: Middle distance has lower rate compared to longer distance and sprints
Grade of racing undertaken	Weak - Moderate	All Injuries: No difference Higher grades experience higher rates of serious injuries, euthanased and died (maybe due to age of greyhounds racing)
Race experience of greyhounds	Weak - Moderate	Grades 0 and 1: fields with greyhounds of similar low experience have lower rates of injury Grades 2 and 3: fields with greyhounds of current grade + up to 1 higher grade max experience incur higher injury rates
Weight disparity of greyhounds in race field	Weak - Moderate	Sprint fields with less than 10% weight difference have a higher injury rate Middle distance fields with less than 10% weight difference have a lower injury rate
Weight band of greyhounds racing	Weak - Moderate	For male greyhounds, lighter weights have higher injuries; whereas for female greyhounds, heavier weights have higher injury rates

6.2.63. Data to support each of the factors analysed as having a strong link to injuries are presented in graphs in Appendix 3.

6.2.64. The first factor with a strong link to injuries is the location on the track where the injury occurred. The findings show 68% of all race day injuries, where the place on the track was known, occurred on the turn in the track. (Figure 9)

6.2.65. For 27% of the injuries, the place on the track was recorded by stewards as unknown, due to difficulties determining the exact location.

6.2.66. The majority of injuries in sprint races occur during the approach to and entry into the first turn, as greyhounds jostle for position.

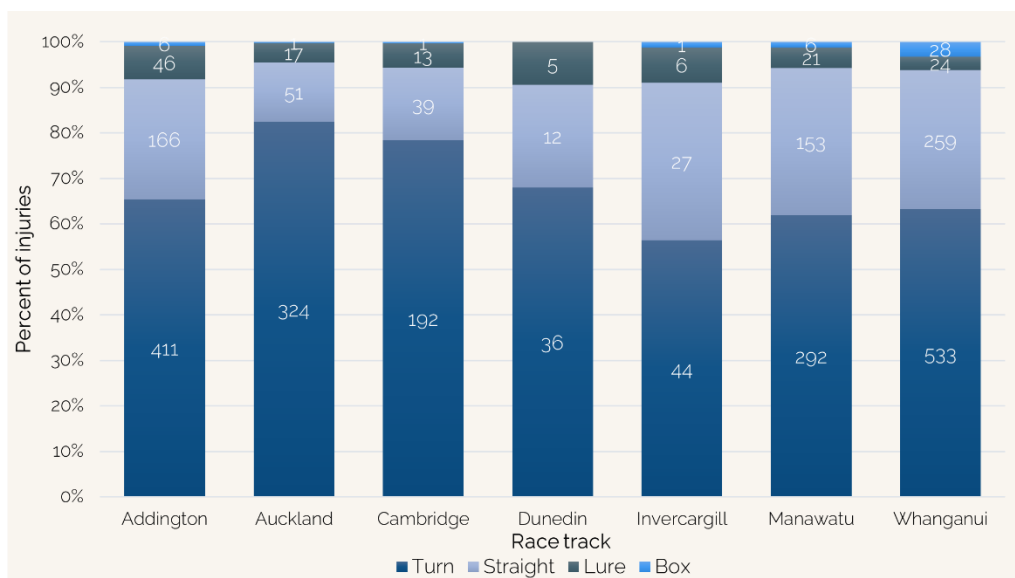


Figure 9: Percentage and number of race day injuries that occur during the turns, straights, the lure and the start boxes at each track since the 2018/19 season until 31/10/22.

6.2.67. Other factors associated with a higher incidence of injury were the time for the greyhound to return to racing after a rest period (≥ 3 weeks), age of the greyhound, and body weight changes between races. For example, for female greyhounds that are generally lighter in weight compared to males, a drop in 1kg body weight or more between races was linked with a higher incidence of serious injuries.

6.2.68. There was also a higher incidence of injury for greyhounds trained by smaller sized kennels some of whom may be hobbyists. This may be related to the lower availability of racing greyhounds at these kennels and a higher percentage having more than three weeks break between races.

6.2.69. Analysis showed Australian born greyhounds had higher injury rates compared to New Zealand born greyhounds. There is further work required to understand what is driving this outcome.

6.2.70. Under the Rules of Racing a greyhound cannot race until 16 months of age. The majority (approximately 70%) are introduced to racing under two years of age, with 10% introduced over 2.5 years of age. The findings showed that greyhounds introduced to sprint racing over 2.5 years of age have a higher incidence of injury compared to greyhounds that start at a younger age.

Conclusions

- 6.2.71. Injury reduction remains a key challenge. GRNZ must strongly commit to injury reduction, leading to improved outcomes.
- 6.2.72. GRNZ must proactively engage with stakeholders, sharing progress against injury reduction initiatives if it is to build trust and confidence in the industry.
- 6.2.73. Over the last 15 months there has been a significant body of work undertaken to better understand injury risk factors. This has resulted in extensive insights enabling an opportunity to progress injury reduction.
- 6.2.74. GRNZ's Injury Reduction Strategy provides a sound basis to concentrate effort in this area. To be confident about delivery, a detailed implementation plan is required, with GRNZ leadership ensuring an unrelenting focus on prevention and reduction initiatives.
- 6.2.75. The AHCW and the SIRC will be instrumental to the success of the Injury Reduction Strategy.
- 6.2.76. Insights developed from data analysis, have been pivotal to the work of the SIRC, which uses these insights to review injuries and recommend injury prevention initiatives.
- 6.2.77. Some injury reduction initiatives, already prioritised by GRNZ, required rule changes which will take effect on 1 February 2023.
- 6.2.78. The next key step for injury analysis is moving towards predictive analysis, determining the likelihood of a greyhound suffering an injury. Where the risk is high, GRNZ will need to prioritise development of an injury reduction initiative.
- 6.2.79. To gain a full picture of injuries outside a race day, GRNZ will need to find ways to encourage compliance with the reporting requirement.
- 6.2.80. Other jurisdictions are facing similar challenges regarding capturing non-race day injuries.
- 6.2.81. Considering the scale and complexity of centralising greyhound health records, both GRNZ and the RIB agree this recommendation is not currently achievable. The intent to capture all injuries outside race day should not be lost and therefore GRNZ should include this within a reframed work programme for 2023.

Recommendations

- 6.2.82. It is recommended GRNZ:
- produce a quarterly report from the Board to the Minister for Racing, demonstrating its commitment to injury reduction
 - implement the Injury Reduction Strategy, with a detailed plan and a project lead assigned to oversee the full range of activities
 - develop a plan to improve compliance with non-race day injury reporting, including systems and processes

- assess options to ensure non-race day trial injuries are effectively managed and data is captured, including consideration of having veterinarians in attendance
- prioritise rule changes to support injury reduction
- continue the SIRC's work on predicting and preventing injuries, to inform further development of prevention initiatives
- provide stakeholders with a regular update on injuries and progress towards the key performance targets, on the GRNZ website.

6.3. Euthanasias/Deaths

Scope	Recommendations	
By understanding and mitigating risk factors, minimise unnecessary euthanasia.	Hansen 13	NZGRA should introduce a rule change to require approval before a dog is euthanised. This will include an assessment of whether the animal is suitable for rehoming.
	Hansen 17	NZGRA should remove restrictions on the inclusion in the steward's report of information relating to euthanasia at racetracks.

Background

- 6.3.1. The WHK report recommended adopting a rule which would make euthanasia acceptable only as a last resort and only if a veterinarian were to perform euthanasia.
- 6.3.2. In response, GRNZ implemented a rule requiring a veterinary certificate to prove a veterinarian was used.
- 6.3.3. Hansen considered this did not sufficiently meet the WHK recommendations, as there remained evidence of non-compliance, inaccurate or incomplete information, and no requirement to justify a decision to euthanase.
- 6.3.4. Hansen recommended a rule change to require approval to euthanase a greyhound, including an assessment of its suitability for rehoming.
- 6.3.5. In GRNZ's February 2019 Hansen report update to the Minister it reported implementing a rule to allow establishment of a policy to require pre-approval to euthanase a greyhound. The policy was to follow establishment of the Great Mates rehoming programme.
- 6.3.6. However, the rule was not specific to euthanasia. It gave the GRNZ Board powers to promote, implement and uphold the Health and Welfare Standards in general - a specific euthanasia policy was never developed.
- 6.3.7. Robertson considered the inability to justify euthanasia remained a concern.
- 6.3.8. Hansen also recommended removing restrictions to include greyhounds euthanased on race days from stewards' reports. GRNZ responded quickly and this data has appeared in stewards' reports since December 2017.
- 6.3.9. In January 2021, GRNZ established the Rehabilitate to Rehome (RtR) Programme, which funds treatment, surgery, rehabilitation and rehoming of greyhounds that sustain serious injuries on race day.
- 6.3.10. The aim of the programme is to enable licensed persons to obtain an accurate off-track diagnosis and prognosis for their seriously injured greyhound, so that a fully informed decision on appropriate treatment options or euthanasia can be made.

- 6.3.11. The programme covers the costs of off-track veterinary diagnostics, including advanced diagnostic imaging, surgical treatments, and physiotherapy, therefore preventing euthanasia of injured greyhounds due to financial constraints. This has led to a decline in race day euthanasia.
- 6.3.12. Robertson reported on concerns that the industry avoiding euthanasia could lead to poor animal welfare outcomes. He suggested that *'while it seems counterintuitive to suggest euthanasia rates increase, GRNZ and the industry must consider whether the reputation of the industry based on a single metric is being prioritised over animal welfare standards'*.

Progress

Race day euthanasia

- 6.3.13. GRNZ is to be acknowledged for its efforts to reduce euthanasias performed on a race day resulting in a significant decline over the last three seasons.
- 6.3.14. The most significant initiative to affect race day euthanasia rates has been the introduction of the RtR programme.

RtR programme

- 6.3.15. Although the RtR programme has been in operation since January 2021, more recently GRNZ considered a policy was required to provide greater clarity in terms of outlining the aims of the programme, eligibility, injuries covered, and the application processes. The policy will be considered by the GRNZ Board on 15 December 2022.
- 6.3.16. The intent of the policy is to provide funding for surgical treatments for greyhounds with a good prognosis for return to a pet life following treatment.
- 6.3.17. The policy also allows greyhounds to return to racing or breeding a veterinary clearance and approval by an independent veterinary panel, comprised of members of the GRNZ Animal Health and Welfare Committee (AHWC).

Euthanasia outside race day

- 6.3.18. The RIB has undertaken a comprehensive assessment of GRNZ death certificates across the 2021/22 season.
- 6.3.19. In June 2022, the GRNZ euthanasia policy was approved by the GRNZ Board, and after a period of consultation was implemented on 10 November 2022.
- 6.3.20. The policy sets out expectations of licensed persons, including their responsibilities in retiring and/or rehoming all healthy greyhounds. The intent is for retired greyhounds to have an opportunity to live the balance of their lives as pets, eliminating unnecessary euthanasia where possible.
- 6.3.21. The policy stipulates a greyhound may be euthanased where a veterinarian certifies that the greyhound is suffering from a refractory condition or injury that causes significant pain or discomfort, or a marked reduction in quality of life, such that it would be inhumane or otherwise compromise the welfare of the greyhound to delay euthanasia.

- 6.3.22. Licensed persons are now required to provide GRNZ with 14 days' notice of the intent to euthanase a greyhound and demonstrate that the greyhound:
- has completed a mandatory 28-day wind-down period from racing
 - has a diagnosed veterinary condition or injury, not requiring immediate euthanasia, but which negatively impacts the greyhound's welfare and likely requires on-going veterinary treatment, or
 - has a veterinary or qualified canine behaviourist diagnosed behavioural issue (i.e., phobia, aggression, anxiety) negatively impacting the greyhound's welfare and making the greyhound unsuitable for rehoming.
- 6.3.23. GRNZ consulted on the policy with the Veterinary Council of New Zealand (VCNZ), specifically regarding the requirements for veterinarian certifications.
- 6.3.24. GRNZ has set a performance target of having no euthanasias outside of the policy, therefore removing all unnecessary euthanasias.
- 6.3.25. GRNZ will also monitor any unintended consequences; for example, any increase in the number of greyhounds reported as died instead of euthanased and additional pressure on rehoming capacity and waiting times.
- 6.3.26. On 25 January 2022, GRNZ established a new Euthanasia Decision Panel to make final decisions on greyhounds where euthanasia may be a last resort. The panel is made up of members from the GRNZ Animal Health and Welfare Committee, with an ethical matrix used to assess whether a greyhound should be euthanased.

Observations and analysis

Race day euthanasia

- 6.3.27. A total of seven greyhounds were euthanased on race day (not including race day trials) in the 2021/22 racing season, compared with 21 in the previous season.
- 6.3.28. Injuries and euthanasias during race day trials were not officially recorded before the 2021/22 season. During the 2021/22 season, two greyhounds were euthanased at race day trials.
- 6.3.29. While euthanasia rates on race day have declined, Figure 8 also shows there has been an increase in serious injuries on race day (Section 4.2, Injuries). This is partly due to RtR greyhounds now being recorded as a serious injury rather than a race day euthanasia.
- 6.3.30. Between 1 August and 30 November 2022, no greyhounds have been euthanased on race day. On 2 December 2022 one greyhound was euthanased off the track as a result of a racing injury that day.

RtR programme

- 6.3.31. GRNZ's records for greyhounds entering the RtR programme, starting in late October 2021, show a total of 219 greyhounds up until November 2022.
- 6.3.32. GRNZ's Annual Report stated 50 RtR greyhounds were rehomed following rehabilitation within the 2021/22 season.

- 6.3.33. GRNZ informed the RIB seven RTR greyhounds have been euthanased since the Rtr programme started with a trial in January 2021.
- 6.3.34. In order to verify GRNZ's Rtr records, data was provided by GRNZ in November 2022. It is difficult to verify the number of euthanasias and deaths of Rtr greyhounds from this data.
- 6.3.35. GRNZ has acknowledged weaknesses in its data capture and has informed the RIB it has made improvements.
- 6.3.36. There is more to be done to ensure GRNZ has comprehensive Rtr data, including capturing outcomes for greyhounds entering the programme. This will enable an assessment of the success of the programme, including veterinary treatments after adoption and any animal welfare implications.
- 6.3.37. The purpose of the Rtr programme is to rehabilitate these greyhounds for a life after racing. The inclusion of a provision in the policy that allows greyhounds to return to racing seems at odds with the purpose of the programme.

Euthanasia outside race day

- 6.3.38. In the 2021/22 season, 78 greyhounds died and 150 were euthanased outside of race day. This compares to 58 deaths and 149 euthanasias in 2020/21.
- 6.3.39. From 1 August until 30 November 2022, there have been 22 deaths and 29 greyhounds euthanased outside of race day.
- 6.3.40. Findings from the RIB's assessment of death certificates across the 2021/22 season, showed 92.8% of greyhounds euthanased were a result of injuries or medical reasons.
- 6.3.41. Reasons for euthanasia or death, provided in these death certificates, included injuries and medical issues that were deemed to be less serious, and therefore treatable, or where the veterinarian had provided reasons that appear to highlight inconsistent practice. This raised questions, early in the review, whether euthanasia was still the default choice for a few licensed persons, rather than rehoming.
- 6.3.42. Many greyhounds had also performed poorly in their last few races before being euthanased (39% placed 5th-8th in their last three racing starts, and 82% placed 5th-8th in their final race) across the 2021/22 season. Similarly, Hansen reported, 386 out of 1212 (32%) greyhounds were euthanased within five days of their last race and the majority (65%) within 50 days.
- 6.3.43. The RIB's assessment of death certificates also identified one of the country's largest kennels as having the highest proportion of greyhounds euthanased in comparison to other licensed persons. (Figure 10)

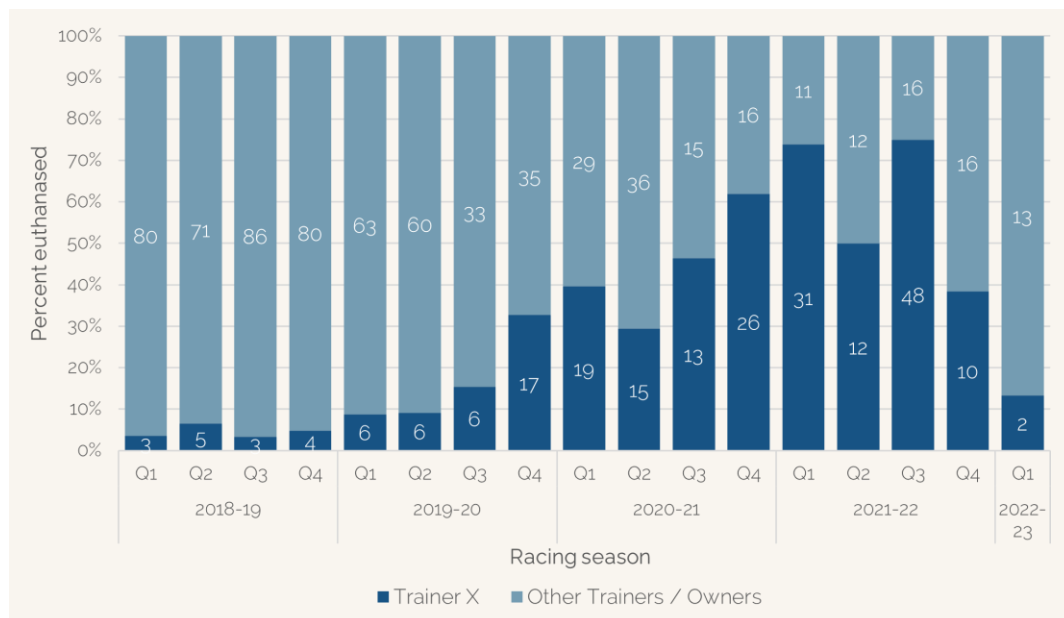


Figure 10: Percentage of greyhounds euthanased per racing season quarter at one kennel compared to all other kennels, since the 2018/19 season.

- 6.3.44. The RIB raised concerns with GRNZ about this kennel earlier in the 2021/22 racing season. GRNZ was aware of the situation and subsequently spoke with the licensed person about reviewing their euthanasia practices.
- 6.3.45. Following a full audit of this kennel in late April 2022, the RIB set a clear expectation in the audit report that these euthanasia practices needed to change and the RIB would leave open the option of an investigation into the matter.
- 6.3.46. The Veterinary Council of New Zealand (VCNZ) was also approached regarding the professional conduct of the veterinarian involved and it advised, that on the face of it, there had been no breach of the Code of Professional Conduct for Veterinarians.
- 6.3.47. There has since been a decrease in euthanasia at this kennel, with two greyhounds euthanased in the first quarter of the 2022/23 season, compared to 48 in the third quarter of the 2021/22. (Figure 10) However, in the second quarter, on 6 November 2022, a further four greyhounds were euthanased, on veterinary advice, which were not yet subject to the new policy.
- 6.3.48. While the euthanasia trend for this kennel is down, there remain concerns which the RIB will continue to monitor closely.

Conclusions

- 6.3.49. GRNZ has made significant progress reducing euthanasias.
- 6.3.50. The introduction of a euthanasia policy on 10 November 2022 is a positive step towards ensuring greyhounds are only euthanased when deemed necessary by a veterinarian.
- 6.3.51. Setting a performance target of no unnecessary euthanasias is also important for the industry, as long as there is a robust process to check legitimacy of euthanasia decisions against policy and monitor any unintended consequences.

6.3.52. The RtR programme is providing many seriously injured greyhounds with the opportunity to recover and live their lives as pets. GRNZ has invested significantly in this programme and engaged skilled professionals to perform surgeries and provide rehabilitation services.

6.3.53. There is an urgent need to improve the data captured to better understand the outcomes of greyhounds entering the RtR programme. This is key in terms of assessing its success or otherwise.

6.3.54. GRNZ needs to ensure the euthanasia policy intent extends across the whole industry and not just the race day environment.

Recommendations

6.3.55. It is recommended GRNZ:

- implement robust processes and monitor compliance with the euthanasia policy and any unintended consequences
- implement monitoring of the quality and timeliness of death certificates as part of assurance practices
- improve data capture on the RtR programme to enable assessment of animal welfare outcomes
- provide stakeholders with a regular update on euthanasia, deaths and the RtR programme on the GRNZ website.

6.4. Track Standards

Scope	Recommendations	
Improve track safety to lower rates of death and injury.	Robertson 6	Continuous surveillance of tracks including a serious assessment of the introduction of straight tracks.
	Hansen 20	NZGRA should continue with its program of improving safety at racetracks including: a) Undertaking or promoting further research into the causes of death and injury including into possible explanations for differences in casualty rates between race tracks. b) The completion of trials on the positioning of the lure and giving effect to any changes recommended as a result. c) Investigating the introduction of straight tracks.

Background

- 6.4.1. The WHK report noted a number of safety initiatives were being trialled or implemented in New Zealand and other jurisdictions to improve track safety and reduce the levels of injury.
- 6.4.2. The WHK report recommended GRNZ should engage with the global greyhound racing bodies to develop stronger links and commit to further research that could be the foundation for decisions on issues relating to track safety and injuries.
- 6.4.3. It was also recommended research by the NZ Sports Turf Institute to develop minimum track standards be completed and GRNZ continue to work with the institute to ensure track designs remain up to date.
- 6.4.4. Hansen reported that in addition to working with NZ Sports Turf Institute, GRNZ had commissioned other leading Australian design and engineering track experts, stating that:
'The NZGRA has achieved significant improvements in track safety leading to a marked decline in deaths and injuries at all racetracks ... There is, however, clearly scope for further reduction in the number of injuries. The greatest potential for further improvement is offered by the introduction of straight tracks.'
- 6.4.5. Hansen also noted research by the University of Technology Sydney (UTS) showing the benefits of straight tracks, the extension of lure arms and reducing the number of greyhounds racing from eight to six to reduce collisions and the risk of injuries.
- 6.4.6. In GRNZ's Quarter Three Hansen Update Report to the Minister (2018), progress on track safety initiatives included:
- a number of recommendations for track improvements provided to GRNZ following inspections by track experts, Scott Robins and Professor David Eagar

from UTS. It was reported '*overall, they were impressed with the condition and preparation of New Zealand tracks*'

- trialling six-dog fields at the Addington track
- rolling out the extended lure arm at all tracks, starting with a trial at the Addington track.

6.4.7. In its submission to the Robertson review, GRNZ outlined a number of track safety initiatives including the appointment of a new track advisor and engaging with track and sand experts, new track grooming equipment, rolling out the extended lure arm, and establishing best practice schedules for track preparation and maintenance.

6.4.8. Robertson considered that although research shows the majority of injuries occur on the first turn of the track, no substantive or widespread changes to courses in New Zealand have been made. Robertson recommended GRNZ undertake a serious assessment of the introduction of straight tracks.

Progress

Whanganui Hatrick Raceway renovation

6.4.9. Animal welfare advocates raised concerns about injury and euthanasia rates at the Hatrick Raceway track in Whanganui in early 2021.

6.4.10. Despite GRNZ's effort to remediate the issues at this track, injury rates continued to give rise for concern.

6.4.11. Through discussion and agreement between the RIB and GRNZ, the track was closed in September 2021.

6.4.12. GRNZ commissioned the University of Technology Sydney (UTS) to undertake an independent assessment of the track, which determined significant remediation was required. The RIB received a list of recommendations made by the independent assessor.

6.4.13. After considering the recommendations from the UTS reports and consultation with clubs and licensed persons, GRNZ commenced renovation of the Hatrick Raceway track at Whanganui, with plans to recommence racing in early 2023.

GRNZ commissioned track inspections

6.4.14. In May and June of 2022, GRNZ commissioned UTS to undertake inspections of all greyhound tracks in New Zealand. The RIB requested those reports but was refused at that time.

6.4.15. Early injury analysis by the RIB identified the Manukau track as having higher injury rates than other tracks, which was signalled to GRNZ at the time.

6.4.16. On 6 November 2022, a race meeting took place at the Manukau track. During the meeting, six greyhounds sustained serious and unacceptable levels of injury and racing was abandoned. The track was subsequently closed for urgent assessment.

- 6.4.17. This assessment recommended remedial action as a priority before the track could be re-opened for racing. It remains closed.
- 6.4.18. Subsequent to this event, the RIB again requested copies of the track assessments completed in May and June 2022, which were provided in draft.
- 6.4.19. All track assessments identified mid- and long-term work to improve track safety.
- 6.4.20. Of concern, the draft Manukau report of 18 May 2022 found the track surface had unnecessary undulations which required immediate remediation by an external contractor.
- 6.4.21. The club was unable to arrange for this remediation to be completed at the time, and it is apparent it still had not been done prior to 6 November 2022, when the track was closed due to injury concerns.
- 6.4.22. At the time of this report, it is not known to what extent, if any, undulations identified in the draft 18 May report played a part in the injuries to greyhounds on 6 November.

New Racing Safety and Infrastructure Manager

- 6.4.23. GRNZ recently established a new Racing Safety and Infrastructure Manager role and in November 2022 employed Bill Wilson, an Australian track safety expert who visits New Zealand as required. The intention of this role is to provide technical expertise and support to track staff.

Whanganui straight track

- 6.4.24. GRNZ commenced construction of a straight track in late 2022, adjacent to Hatrick Raceway, on the adjoining thoroughbred racecourse. The plan is to commence racing in April 2023. The straight track will be constructed using a grass surface, with a centre lure.
- 6.4.25. GRNZ is exploring other straight track options, but none have materialised at this stage.

Track safety initiatives

- 6.4.26. Over the last year, GRNZ has progressed a number of track safety initiatives, including installing extended lure arms at some tracks, introducing preferred box draws (PBDs) to reduce collisions during a race, and implementing new diagnostic equipment to improve analysis of track conditions.

Preferred Box Draws (PBD)

- 6.4.27. In PBD races, greyhounds are assigned an early racing trait (for example, railer, straight runner or wide runner). This determines which box position it is allocated, with the aim of reducing collisions on the first turn and therefore reducing injuries.
- 6.4.28. PBDs were initially rolled out across C1 (greyhounds that have won at least one race) sprint races starting at Addington in April 2022. This was expanded to all tracks for C1 greyhounds in July 2022. GRNZ and the RIB have been monitoring the impact of PBDs on injury rates.

6.4.29. In November 2022, the GRNZ Board approved PBDs to be expanded to all sprint race grades at the Auckland track once it reopens in December, with a view to extending this to all tracks.

6.4.30. At a meeting of the SIRC on 1 December, there was discussion about the extension of PBDs across a wider range of racing classes.

Extended lure arms

6.4.31. There were delays to progressing installation of extended lure arms at Cambridge and Auckland tracks. GRNZ advised this was due to engineering problems and supply issues obtaining parts from overseas.

6.4.32. In early 2022, the extended lure arm was tested during trials at the Auckland and Cambridge tracks and from July 2022, have been used on race day, however some problems have been encountered.

6.4.33. Extended lure arms are now used at three race tracks.

Track diagnostic equipment

6.4.34. During May 2022, GRNZ began trialling new track surface diagnostic equipment, including clegg hammers and water percentage readers, to improve analysis of track conditions, such as moisture content, and monitoring track surface preparation.

6.4.35. The readings are entered into the New Zealand Turf Institute database for analysis. GRNZ will develop an ideal target range for each track as an indicator of surface quality and safety.

GRNZ-funded research into race day injuries and risk factors

6.4.36. In 2018, GRNZ funded a PhD research project through Massey University to investigate racing patterns and career length, training practices, racing injuries and risk factors for racing injuries in racing greyhounds.

6.4.37. Research findings were published in four scientific articles and findings informed the injury analysis in the Greyhound Review work programme.

6.4.38. In August 2022, GRNZ was given a research proposal by Massey University, at the request of the GRNZ Animal Health and Welfare Committee, to undertake similar studies to that of equine; investigating workload and musculoskeletal responses to training and racing in greyhounds. Over the next year GRNZ intends to work with Massey University to refine the proposal and seek funding.

Venue strategy

6.4.39. GRNZ has produced a high-level Venue Strategy, that outlines plans for each of its tracks.

6.4.40. GRNZ's Venue Strategy was approved by the GRNZ Board on 16 November 2022. The strategy provides a high-level overview of GRNZ's regional venue plans for the next three years and the development of a Racing Safety Strategy in the first quarter of 2023.

Palmerston North starting box position re-alignment

- 6.4.41. In GRNZ's Hansen Update Reports to the Minister (2018 and 2019) it was explained that UTS and Scott Robins were brought to New Zealand to assist with track improvements.
- 6.4.42. During this visit, they recommended moving the 375m starting box position to a 410m start at the Palmerston North track. This was intended to give greyhounds more opportunity to disperse before entering the turn, therefore reducing collisions/interference which result in injuries.
- 6.4.43. Following a six-week trial, GRNZ reported a decrease in injuries in sprint races going into the first turn. The change in start box position was made permanent in April 2020, with funding from the Racing Safety Development Fund.
- 6.4.44. On 20 May 2022, the RIB followed up the concerns outlined in Minister Robertson's letter (19 May 2022), regarding reinstatement of the 375m starting box position (from 410m) on 6 April at the Palmerston North track.
- 6.4.45. GRNZ's rationale for this was that the Whanganui track was designed to accommodate the 375m sprint distances with Manawatu catering for the longer 410m distances. The reinstatement, with safety modifications, was to compensate for the closure of Whanganui.
- 6.4.46. Since the reinstatement of the box position, the RIB has monitored the impact on injury rates. There have been 36% fewer serious injuries at the 375m distance compared to the 410m distance¹.

Observations and analysis

Whanganui tracks

- 6.4.47. GRNZ was slow to respond to concerns about the safety of the Whanganui track.
- 6.4.48. GRNZ intends to continue to use the oval track for middle and long distance races and the straight track for shorter distance sprint races. Sprint races are predicted to make up 70% of racing at Whanganui.
- 6.4.49. Reinstating the oval track will continue the risk, for the approximately 30% of races run on that track, especially given data analysis shows 68% of injuries occur on the turn.
- 6.4.50. Transitioning greyhounds from an oval to a straight track will require careful management.

GRNZ commissioned track inspections

- 6.4.51. GRNZ was slow to respond to concerns raised in the May/June 2022 track inspection reports.

¹ Based on injury data over 15 months (from the 2021/22 season until 31/10/23) for the 410m distance and 7 months, since the reinstatement of the box position, for the 375m distance.

6.4.52. The newly appointed Racing Safety and Infrastructure Manager comes with strong credentials. He must bring a new level of rigor and urgency to track issues.

Track safety initiatives

6.4.53. The number of greyhounds sustaining injuries on race day remains a concern.

6.4.54. Research undertaken at UTS has shown greyhounds run in a safer central line when the lure is extended or positioned further towards the middle of the track, reducing injuries due to crowding and interference. Research has also shown most injuries occur when greyhounds compress coming into the turn.

Preferred box draws

6.4.55. GRNZ's investigation into the potential for Preferred Box Draws (PBDs) to reduce injuries during races was the first of this scale in Australasia. PBDs are used in the United Kingdom, but trials in Australia were abandoned before any useful data could be captured.

6.4.56. Data analysed shows clear evidence that PBDs are reducing injuries in C1 sprint races.

6.4.57. From May to October 2022, the 1150 non PBD C1 race starts averaged 28.7 injuries per 1,000 starts, compared with the 3285 C1 PBD race starts at 21.6 injuries per 1,000 race starts. For these races, this represents a 25% reduction in injury rates.

Extended lure arm

6.4.58. Various issues with the extended lure arm have resulted in race meetings being abandoned at the Cambridge, Auckland, and Palmerston North tracks.

Track diagnostic equipment

6.4.59. The RIB has not yet seen results from the introduction of new track surface diagnostic equipment.

6.4.60. RIB stewards have not yet been trained on GRNZ's new technology.

Racing Safety Strategy

6.4.61. The proposed Racing Safety Strategy, for development in 2023, will identify initiatives to improve track design, management, maintenance and monitoring across New Zealand, based on the following three principles:

- decisions relative to the Track and Infrastructure Programme will be made as a result of research, analysis and evaluation, as opposed to opinion
- work will focus internally and externally with club and industry representatives to better educate and support specific initiatives to improve the level of communication, understanding, and acceptance of track matters
- engagement with independent experts where applicable, with recommendations assessed relating to tracks and infrastructure, to deliver improved operational and greyhound welfare outcomes.

Injuries on straight tracks

- 6.4.62. A report² by UTS recommended the use of straight tracks in order to reduce interference and collisions, which are the cause of some serious and catastrophic injuries.
- 6.4.63. There are currently four straight tracks in Australia and general agreement across jurisdictions is that there are fewer collisions and reduced serious injuries on straight tracks compared to oval tracks.
- 6.4.64. When greyhounds enter the turn on an oval track, this is often the point at which they are travelling fastest. This speed, combined with congestion, as greyhounds try to hold their position in the field can lead to collisions, and increased forces from rounding the bend can result in serious injuries.
- 6.4.65. Although there is general agreement that straight tracks reduce serious injuries compared to oval tracks, it is difficult to obtain comparative data as the reports compare straight tracks to oval tracks with different track compositions.
- 6.4.66. The RIB was provided with a draft report, written by UTS for GRNZ, presenting injury rates for four straight tracks and two oval tracks in Australia. Preliminary results suggest serious injury rates are lower on straight tracks, however, the tracks had different surfaces (sand vs grass), surface cambers, and lure positions, making it difficult to compare and draw definitive conclusions.
- 6.4.67. Greyhound Racing Victoria has reported fewer serious and catastrophic injuries from racing on its Healesville straight track compared to its oval tracks, with fewer bone and joint injuries on the straight track, but no difference in soft tissue injury rates, for example, muscle tears.
- 6.4.68. Healesville is an all-weather track. GRNZ plan to construct a grass track, which will bring different challenges around transitioning greyhounds and the risk of different types of injuries, which will need to be monitored and managed carefully.
- 6.4.69. The RIB will continue to review the scientific research on straight tracks.

New technology for detecting injuries

- 6.4.70. There has been considerable research into automated technologies for detecting and preventing injuries in horses and greyhounds.
- 6.4.71. This type of technology uses a tracking device to monitor the location and speed of greyhounds during races in real time, and provides information on individual racing traits.
- 6.4.72. Such technology would be useful for identifying PBD running traits, reviewing collisions and informing decisions for remedial actions required to reduce the occurrence of injuries.

² Eager, D., Hayati, H., Mahdavi, F., Hossain, I., Stephenson, R., Thomas, N., Identifying optimal greyhound track design for greyhound safety and welfare Phase II – Progress Report 1 January 2016 to 31 December 2017.

Conclusions

- 6.4.73. Track safety has been a reoccurring theme throughout all three reviews, with repeated discussion about the use of maintenance experts and introducing straight tracks.
- 6.4.74. GRNZ has continued to engage with industry experts however, until now, its response to recommendations has been too slow.
- 6.4.75. The new Racing Safety and Infrastructure Manager is a crucial appointment. If GRNZ is to achieve its injury reduction targets, he must lead the industry to provide tracks consistently maintained to the highest standard.
- 6.4.76. GRNZ has recognised the importance of quality track construction and maintenance as key elements within its Injury Reduction Strategy.
- 6.4.77. The decision to invest in a straight track is an important step in GRNZ's commitment to injury reduction.
- 6.4.78. The racing club model presents added challenges in ensuring consistently high standards of track maintenance. GRNZ must build capability in the track maintenance team and prescribe maintenance processes appropriate to each track.
- 6.4.79. It is critical to the improvement of track safety, that GRNZ gains full commitment from the clubs to the required initiatives.
- 6.4.80. 2023 will be a significant year in terms of tracks. The Whanganui turning track will come back online and the straight track will open.
- 6.4.81. Planning for more straight tracks will need to be advanced.
- 6.4.82. Improved insights will be available from new track surface diagnostic equipment and track maintenance practices should be at a consistently high level.
- 6.4.83. For stewards to make informed decisions about safety on race day, they need to be upskilled on the latest technology.

Recommendations

- 6.4.84. It is recommended GRNZ:
- implement track assessment recommendations and other initiatives with urgency, as recommended by the Track Safety and Infrastructure Manager
 - introduce a regular review process for performance against track standards
 - ensure animal welfare is the leading imperative behind track safety decisions
 - develop a detailed implementation plan for the Venue Strategy
 - develop a Racing Safety Strategy and implementation plan
 - urgently develop plans to extend the use of Preferred Box Draws
 - complete the straight track at Whanganui and commit to additional straight tracks in 2023

- develop and implement a safety management plan for transitioning greyhounds between the oval tracks and the straight track
- continue to fund research projects focused on improving track safety and reducing injuries
- investigate new technology to monitor injury risks
- prioritise training stewards in new track safety technologies.

6.5. Rehoming

Scope	Recommendations	
By ensuring supply and demand aligns with capacity and adoption of socialisation standards, greyhounds will be successfully rehomed.	Robertson 4	Comprehensive socialisation programmes for all greyhounds so they can have the potential to be meaningfully rehomed later in life.
	Hansen 9	The recommendation of WHK that audits of greyhounds registered as privately re-homed should be performed to verify their whereabouts should be acted on.
	Hansen 10	NZGRA should give consideration to requiring the de-sexing of greyhounds as a condition of deregistration
	Hansen 15	NZGRA should continue to increase rehoming opportunities for greyhounds while recognising that rehoming alone cannot solve the problems created by excessive numbers of greyhounds entering the industry each year.

Background

Increasing rehoming opportunities

- 6.5.1. Hansen reported substantial investment by GRNZ into rehoming following the WHK report, including funding adoption partners Greyhounds As Pets and Nightrave Greyhounds, and purchasing a property in Levin to kennel greyhounds in preparation for rehoming.
- 6.5.2. Despite the additional investment, Hansen considered the increase in greyhounds rehomed as modest and well short of the target of 500 adoptions recommended in the WHK report.
- 6.5.3. Hansen noted plans were in place to establish a greyhound prison programme, but recommended GRNZ continue to increase rehoming opportunities for greyhounds.
- 6.5.4. Progress in GRNZ's updates to the Minister following the Hansen Report included the launch of the Great Mates Rehoming Programme and a Prison Programme, upgrades to the Levin rehoming kennels and increased capacity, and a new rehoming database.
- 6.5.5. Robertson stated *'GRNZ's rehoming programme has been a flagship policy for the industry credited with increasing the quality of life for many dogs and giving them a second chance. Since the Hansen Report the rehoming process has shown clear improvement.'*
- 6.5.6. Robertson also noted concerns that the extent to which euthanasia was being avoided by GRNZ, may lead to poor welfare outcomes, with suggestions that some greyhounds being assessed as suitable for rehoming are not.

Verification of privately rehomed greyhounds

- 6.5.7. Hansen reported that since the WHK report, no steps had been taken to audit greyhounds that have been privately rehomed and outlined concerns regarding greyhounds ending up in unsuitable homes and/or being crossed with other breeds to breed pig hunting dogs.
- 6.5.8. GRNZ's One Year Hansen Progress Update (2019) reported:
- a new deregistration process and database enhancements had been introduced to capture private rehoming information
 - every new owner adopting a greyhound through private rehoming is contacted to verify details of the private rehoming arrangements
 - all greyhounds privately rehomed have been followed up on since this was put in place in August 2018.

Requirements for desexing deregistered greyhounds

- 6.5.9. Hansen considered one means of curbing activities, such as crossbreeding for hunting, was for desexing to be included in the deregistration process.
- 6.5.10. Robertson noted the same concerns remained about the unknown outcomes of privately rehomed greyhounds.
- 6.5.11. In response to this recommendation, GRNZ considered desexing had already been a requirement for greyhounds rehomed through adoption partners prior to the Hansen report, and it was scoping options to ensure desexing of all privately rehomed greyhounds.

Greyhound socialisation

- 6.5.12. The Hansen report recommended welfare standards include provision for best practice standards for the socialisation and habituation of greyhounds.
- 6.5.13. GRNZ implemented requirements for socialising greyhounds of all ages into the Health and Welfare Standards in 2018, and published Greyhound Socialisation Guidelines in March 2019.
- 6.5.14. Robertson noted the lack of socialisation of greyhounds remained a concern, with some criticism that many greyhounds have behavioural issues, making some of them unsuitable for rehoming.
- 6.5.15. Robertson also questioned whether larger kennels invest the same amount of effort to socialisation and care for the animals as smaller kennels do.
- 6.5.16. Robertson recommended GRNZ implement comprehensive socialisation programmes for all greyhounds so they can have the potential to be meaningfully rehomed later in life.

Progress

Increasing rehoming opportunities

- 6.5.17. GRNZ deserves credit for its efforts and investment into progressing greyhound rehoming initiatives in recent years.
- 6.5.18. In 2022, GRNZ increased its rehoming kennel capacity from 93 to 171 in 2019.
- 6.5.19. From 1 September until 30 November 2022, GRNZ launched a marketing campaign, including billboards and radio advertising, to promote greyhounds as pets, with the goal to increase adoptions.
- 6.5.20. GRNZ and greyhound adoption agencies developed a survey, distributed in early September to owners who have adopted a greyhound. There were 569 respondents.
- 6.5.21. GRNZ undertook a review of processes for assessing 'red dogs' (those with behavioural problems), 'ill dogs' and greyhounds returned by the new owner and developed assessment decision trees for each category.
- 6.5.22. Any greyhounds that have been assessed through the decision trees, and their assessment remains 'red or ill', are put before the GRNZ Euthanasia Decision Panel to make a final decision on whether euthanasia is the best outcome.
- 6.5.23. GRNZ's new euthanasia policy, implemented on 10 November 2022, requires licensed persons to provide GRNZ with 14 days' notice of the intent to euthanase a greyhound. Evidence from a veterinarian or a qualified canine behaviourist must be provided.
- 6.5.24. GRNZ has set a performance target of having no euthanasias outside of the policy.
- 6.5.25. In September 2022, the RIB raised concerns with GRNZ about the suitability of the behavioural assessments being undertaken by Great Mates and recommended a review be undertaken. This included an assessment of the animal behavioural expertise engaged to assist with assessments and re-training of greyhounds.
- 6.5.26. The Great Mates Prison Programme was launched in 2019, for prisoners in rehabilitation and preparing greyhounds for life as a pet. Covid prevented the programme from operating in 2020, and it has not yet recommenced.

Verification of privately rehomed greyhounds

- 6.5.27. In November 2022, GRNZ provided the RIB with an interim plan including some additional private rehoming checks, until the process is formalised in early 2023.
- 6.5.28. The process includes:
- licensed persons advising GRNZ of new owners' details
 - licensed persons providing proof of desexing, and a dental and veterinary health check, with costs covered by GRNZ
 - introduction of adoption agency (Nightrave) support intended to facilitate the adoption, which may include, but not limited to, home checks, advice, and educational material.

Requirements for desexing deregistered greyhounds

6.5.29. As part of the Great Mates Rehoming Programme, all greyhounds receive a health check, dental treatment and are desexed at GRNZ's cost.

Greyhound socialisation

6.5.30. GRNZ's Greyhound Socialisation Guidelines were recently revised and are incorporated into the new Greyhound Welfare Standards, to take effect on 1 February 2023.

6.5.31. Dr Diana Rayment, a qualified behaviourist from Australia, will assist in reviewing GRNZ's socialisation and behavioural educational information.

6.5.32. In November 2022, GRNZ published updated education material for licensed persons on its website, covering socialisation and enrichment.

6.5.33. The new welfare standards will require licensed persons to have a written plan for greyhounds covering exercise, socialisation and enrichment. This will be included in the Welfare Standards Kennel Book to be introduced with the new welfare standards in February 2023.

6.5.34. A series of eight socialisation, behaviour and enrichment education modules have been created by Kg Fundamentals for Great Mates staff. Each module is interactive and has an assessment component. The education modules have been peer reviewed to ensure they reflect best practice animal training.

Observations and analysis

Increasing rehoming opportunities

Greyhound Adoptions

6.5.35. Greyhound adoptions declined by 14% in the 2021/22 racing season (521 adoptions) compared to 2020/21 (603 adoptions). There are likely to be various factors contributing to this decline, which may include the impacts of Covid and an increase in the cost of living. This is consistent with other pet adoption agencies.

6.5.36. This decline in demand has led to more greyhounds staying on the Great Mates waiting list for longer. (Figure 11)

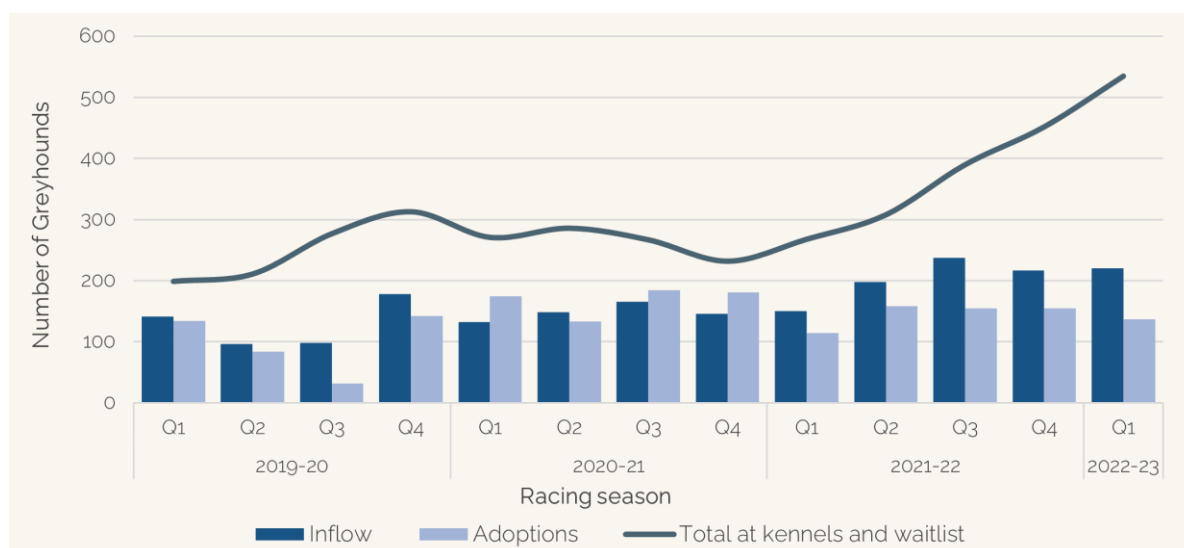


Figure 11: Number of greyhounds on the waiting list to enter Great Mates, and the number moving in and out of Great Mates kennels, each quarter from the 2019/20 season until 31 October 2022.

- 6.5.37. There is no reliable data to verify the time greyhounds spend in Great Mates kennels before they are adopted.
- 6.5.38. There is a risk greyhounds will spend more time in rehoming kennels or at the licensed persons kennel (on the waiting list), if the demand for adoptions does not increase.
- 6.5.39. In June 2022, GRNZ implemented new data capture and reporting for rehoming from the waitlist through to adoption. There is also a need to capture reliable data regarding the number of greyhounds returned after adoption and the reasons for these returns.
- 6.5.40. GRNZ has set key performance targets to increase rehoming capacity and reduce waiting times to enter the Great Mates Programme. Capacity targets are to increase capacity to 150, 175 and 200 over the next three seasons starting from 2022/23, GRNZ has already exceeded the capacity target of 150 for 2022/23.
- 6.5.41. Targets to reduce waiting times to enter Great Mates are for 85% of greyhounds to have access to Great Mates within 90 days in 2022/23 and within 60 days over the following two seasons (Year 2, 90% and Year 3, 95%).
- 6.5.42. Marketing campaigns are being used to drive an increase in adoption demand. Results from the recent campaign are not yet available. If this doesn't lift adoption rates, GRNZ will need to develop other initiatives to lift adoption demand.
- 6.5.43. Results from the adoption survey showed adopters were positive about their experiences of owning a greyhound, with 99% agreeing they would recommend a greyhound as a pet to other people. GRNZ plans to publish these survey findings on its website.

Behavioural assessments

- 6.5.44. Great Mates uses the SAFER assessment system, originally developed by the SPCA, to triage greyhounds into a red, amber, or green category.
- 6.5.45. GRNZ reported in its 2021/22 Annual Report, 33 (4.6%) greyhounds entering Great Mates were initially assessed as red, compared to 151 (21.%) amber and 534 (74%) green. In the 2021/22 season 10 (1.7%) red greyhounds were reported to have moved to green (ready for adoption) within an average of 111 days.
- 6.5.46. The upcoming review of the greyhound behavioural assessment methodology will help build confidence in the assessment process and associated data.
- 6.5.47. As with other breeds, some greyhounds will not be suitable for rehoming either due to behavioural issues, for example, aggression, and severe anxiety or other health issues.
- 6.5.48. The RIB's assessment of death certificates in the 2021/22 season, showed some licensed persons considered their greyhounds were unsuitable for rehoming due to aggressive behaviour, with 11 greyhounds being euthanased for this reason. Only one of the 11 greyhounds had been entered into the Great Mates Programme.
- 6.5.49. The requirements in GRNZ's new euthanasia policy to ensure greyhounds with behavioural issues are assessed by a veterinarian or qualified behaviourist, will take the decision to euthanase a greyhound for these reasons away from the licensed person.

Verification of privately rehomed greyhounds

- 6.5.50. There is no evidence GRNZ is currently undertaking private rehoming checks as it has previously done.
- 6.5.51. In the 2021/22 season, GRNZ reported 45 greyhounds were privately rehomed by licensed persons and 13 were kept by the owner or trainer as a pet through the Great Mates programme. Analysis suggests there may be more greyhounds being kept as pets by licensed persons. This requires further verification.
- 6.5.52. GRNZ's new private rehoming process includes desexing, a dental and health check by a veterinarian. This will require an operational process and assurance practice to ensure compliance.
- 6.5.53. In early 2023, GRNZ plans to introduce an assessment check list, with assistance from Dr Rayment, which the licensed person can choose to either undertake themselves and provide the required documentation to GRNZ or take the greyhound for assessment at Great Mates.

Requirements for desexing deregistered greyhounds

- 6.5.54. GRNZ's new Greyhound Euthanasia Policy requires licensed persons to provide health records, including desexing and dental records prior to rehoming, at GRNZ's cost.
- 6.5.55. GRNZ has developed a veterinary check list, with the intention these will be completed by the veterinarian during health checks once implemented.

- 6.5.56. Although GRNZ has made good progress in this area, there are still assurance practices to be put in place, especially for greyhounds being privately rehomed or kept as a pet.
- 6.5.57. It is also important all health records, including proof of desexing, are available to rehoming agencies to pass on to new owners adopting greyhounds. This is a requirement in the new Greyhound Welfare Standards.

Greyhound socialisation

- 6.5.58. All Great Mates staff and other contractors who prepare greyhounds for rehoming will complete the socialisation education modules in the first half of 2023.
- 6.5.59. The socialisation education modules will also form part of the wider education programme being developed for licensed persons, which will be assessed as part of the licence renewal process.
- 6.5.60. Social media will be used on an ongoing basis to give licensed persons socialisation information based on expert advice.
- 6.5.61. It is a requirement in the new welfare standards for licensed persons to have a written exercise, socialisation and enrichment plan, to be checked during kennel audits. It will remain difficult for auditors to verify practices outlined in the plan are being undertaken. GRNZ needs to introduce initiatives to encourage compliance with the new standards and explore ways to measure outcomes.
- 6.5.62. As raised by Robertson, there will be challenges for large kennels to provide appropriate socialisation, due to the large number of greyhounds in their care. GRNZ is considering introducing a requirement for kennels to have a certain staff to greyhound ratio as part of the new welfare standards, which would go some way in addressing this issue.

Conclusions

- 6.5.63. GRNZ has increased rehoming capacity by 84% in its Great Mates kennels since 2019.
- 6.5.64. Over the last year, a decline in adoptions has resulted in increased waiting times for rehoming. GRNZ has responded with an adoption marketing campaign across New Zealand's main centres, in an attempt to stimulate demand.
- 6.5.65. Results in a recent adoption survey are encouraging, with 99% of respondents (569) confirming they would recommend adopting a greyhound.
- 6.5.66. There is an opportunity for GRNZ to take a greater role in co-ordinating the rehoming process and strengthening its relationships with some adoption agencies.
- 6.5.67. Rehoming agencies are not subject to the rules of racing or welfare standards. Service Level Agreements (SLA's) with GRNZ do include some provision for greyhound welfare. GRNZ has indicated the intention to renew SLA's, making it clearer that animal welfare must meet high standards.

- 6.5.68. Although all rehoming agencies value the relationship with Great Mates, there is opportunity to improve the quality and consistency of information received by the agencies relating to retired greyhounds.
- 6.5.69. Increased rehoming demand could be achieved by engaging the rehoming agencies in marketing campaigns.
- 6.5.70. Communication across the network of rehoming agencies is variable, limiting opportunities to share learnings. There is a need for coordinated engagement with GRNZ to improve process and practice in the rehoming pathway.
- 6.5.71. There remains a gap in GRNZ ensuring privately rehomed greyhounds are being adopted into suitable homes. New processes being developed need to be implemented to ensure all greyhounds privately rehomed or kept as a pet are verified and desexed prior to a private adoption. These changes will only be effective if GRNZ introduces new processes and assurance practices to lock the changes in place.
- 6.5.72. GRNZ is committed to a qualified behaviourist reviewing its greyhound assessment tools and methodology. This will help ensure the greyhounds are being accurately assessed.

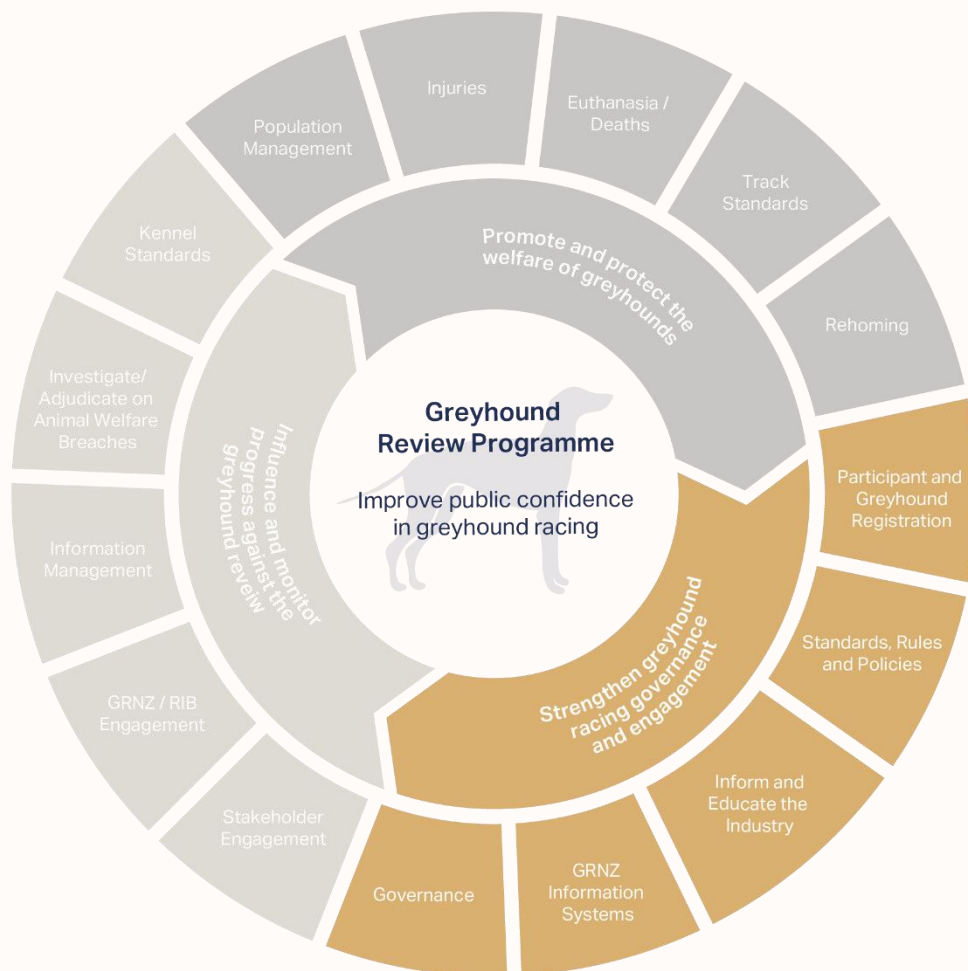
Recommendations

6.5.73. It is recommended GRNZ:

- continue to explore opportunities to increase Great Mates rehoming kennel capacity
- continue to develop new initiatives to increase adoption demand
- complete the review of the greyhound behavioural assessment methodology
- implement new processes and an assurance practice for privately rehomed greyhounds
- update SLA's with rehoming agencies making it clear animal welfare must meet high standards
- review Great Mates information management practices with rehoming agencies to ensure GRNZ provides high quality and consistent information
- implement a communication plan for GRNZ, Great Mates and rehoming agencies.

Work Programme

| 7. Strengthen Greyhound Racing Governance and Engagement



7.1. Participant & Greyhound Registrations

Scope	Recommendations	
GRNZ holds accurate registration data on all greyhounds, from birth to deregistration and these dogs are in the care of a competent licensed person.	Hansen 4	Steps should be taken to ensure that the vaccinations of greyhounds remain current by requiring proof of vaccinations on registration for naming and thereafter annually and/or as a condition of permission to race.
	Hansen 5	The NZGRA should consider whether it is necessary for ear branding to continue and, if it is, to require ear branding to be done under local anaesthetic or otherwise so as not to cause pain to puppies.
	Hansen 6	The NZGRA should introduce a rule change to establish a separate register of breeding bitches, to require registration of a brood bitch prior to service and for deregistration on ceasing to be used for breeding purposes.
	Hansen 11	NZGRA should take steps to ensure that greyhound owners comply with their obligations under the general law including by requiring proof of registration with a territorial authority as a condition of registration for naming and checks on race day to ensure that registrations are up to date.
	Hansen 12	NZGRA should ensure that from registration as a puppy, or following importation into New Zealand until deregistration, every greyhound is tracked in its database. This will include: <ul style="list-style-type: none"> • making clear, if need be by a rule change, that the obligation to deregister applies to every greyhound, not just those registered for naming. • introducing a rule change to ensure that a registered greyhound is at all times kept in licensed premises in the care and control of a licensed person. • rigorously monitoring compliance with registration and deregistration obligations including by follow-up action when non-compliance is suspected and by the checks to be undertaken in the course of kennel inspections.

Background

- 7.1.1. Registration practices is the term used to cover all rules, operational processes and assurance activities supporting registration and deregistration of people and greyhounds.
- 7.1.2. The WHK report commented there was no requirement for greyhound vaccinations to be kept up to date after naming registration which occurs when the greyhound is registered for racing. Hansen found there had been no significant improvements to vaccination practice since the WHK report.
- 7.1.3. Following the Hansen report, GRNZ implemented a vaccination policy in August 2018, and the Health and Welfare Standards implemented at the time also required greyhounds to be vaccinated.
- 7.1.4. In the GRNZ May 2019 Hansen Update to the Minister, it advised plans to improve vaccination rates by undertaking:
- a practical implementation and ongoing enforcement model
 - a connected database to manage and maintain the operational model
 - an education campaign for licensed persons.
- 7.1.5. Hansen noted a view that ear branding should not be required because it is an unreliable means of identification and can cause a puppy unnecessary suffering. Hansen recommended GRNZ should consider whether the practice was necessary, and if so, to make it a requirement it is done under local anaesthetic.
- 7.1.6. In GRNZ's 2019 Hansen Update to the Minister, it reported until a solution was agreed with Greyhound Australasia all ear branders had been supplied with topical anaesthetic cream to use on all puppies since 1 October 2018.
- 7.1.7. Concerns about management of breeding females were raised in the Hansen report. GRNZ did not have a register for breeding females but advised there was a practice enabling female greyhounds to be 'retired for breeding purposes'.
- 7.1.8. Hansen also noted there was no process for deregistering a breeding female. Hansen recommended establishment of a separate register of breeding greyhounds, including a process for de-registering.
- 7.1.9. GRNZ implemented a Breeding Female Policy in August 2018 prescribing a registration process and the conditions for breeding.
- 7.1.10. Concerns were raised in the WHK report that GRNZ did not monitor licensed persons compliance with the requirement greyhounds must be registered with territorial authorities. GRNZ implemented a rule requiring compliance with the provisions of the Dog Control Act 1996 and the Animal Welfare Act 1999, which includes registration of greyhounds and ensuring they comply with rules about the number of greyhounds allowed on a property.
- 7.1.11. Traceability of greyhounds from birth, or on being imported to New Zealand, through to deregistration was a significant area of focus for Hansen. Areas of concern included:

- a need for owners to account for greyhounds whelped that are not then registered for racing, noting a number 'go missing' between registration following microchipping at four months and registration for racing
 - the rules require licensed persons notify changes of location, responsible person, or deregistration for non-racing greyhounds
 - that registered greyhounds should always remain in the care and control of a licensed person, and a rule change was needed.
- 7.1.12. The WHK and Hansen reviews identified the need for rule changes and improvements to operational practices for registering greyhounds and people. Hansen also noted that GRNZ's goal should be to build and maintain a database which provides up to date, easily accessible and accurate information on every greyhound born or imported into New Zealand.
- 7.1.13. GRNZ's May 2020 report to the Minister advised it had launched new tracking software which *'accounts for every Greyhound from birth through racing and then through the Rehoming Programme.'* This tracking software was not the full solution; rather it focused on the rehoming stage and some other aspects of the greyhound traceability.

Progress

- 7.1.14. In September 2021, the RIB recommended GRNZ review progress to address issues with registration practices raised in previous reviews.
- 7.1.15. Kennel audits identified whether changes to registration practices and technology had been fully implemented.
- 7.1.16. GRNZ advised in August 2022 it was unclear about what was required to review registration practices. The RIB provided a list of known registration related issues.
- 7.1.17. The list included an independent audit of GRNZ's registration practices to ensure a full understanding of all issues, which has not yet been undertaken.

Vaccinations

- 7.1.18. Prior to the RIB commencing a new kennel audit approach in October 2021, there was no evidence to suggest GRNZ had taken steps to ensure greyhound vaccinations remained current.
- 7.1.19. It was evident following the first three kennels audited in late 2021, that the level of unvaccinated greyhounds, both racing and non-racing, was significant. GRNZ addressed the shortfall in racing greyhounds, offering licensed persons a subsidy of \$50 per greyhound vaccinated, at a total cost of circa \$100,000.
- 7.1.20. GRNZ also updated the Vaccination Policy in December 2021.
- 7.1.21. A commitment was made in March 2022 to focus on other unvaccinated greyhounds immediately following racing greyhounds. GRNZ advised from 1 November 2022, litter registrations will not be accepted unless a vaccination certificate is included.

- 7.1.22. System changes have also been made to ensure an unvaccinated greyhound cannot be nominated for racing and automated notifications are sent prior to vaccinations requiring renewal.

Ear branding

- 7.1.23. As a means of identification, current rules require all greyhounds to have an ear brand along with the microchip.
- 7.1.24. A new rule, removing the requirement for greyhounds to have an ear brand, has been approved by the GRNZ Board and will come into effect on 1 February 2023.
- 7.1.25. The removal of ear branding makes GRNZ the first greyhound organisation in Australasia to do so.
- 7.1.26. Although GRNZ had previously reported that until ear branding was removed, local anaesthetic was being used on all puppies, in August 2022, the RIB discovered GRNZ ear branders had ceased using pain relief. The RIB raised this with GRNZ but has not been able to verify if practices have changed to meet this requirement set by GRNZ in 2018.

Breeding register

- 7.1.27. GRNZ advised a separate register for breeding greyhounds was established in 2018, which satisfies Hansen recommendation 6. The RIB has verified there is a register.

De-sexing as a condition of deregistration

- 7.1.28. GRNZ advised greyhounds are currently desexed either prior to entering the rehoming programme or by GRNZ on entry.
- 7.1.29. There has been a gap with privately rehomed greyhounds. GRNZ has introduced a process for these greyhounds to receive the same opportunity to be desexed, receive dental treatment and have a health check, at GRNZ's cost.
- 7.1.30. The new welfare standards mandate desexing of all greyhounds prior to rehoming and require a desexing certificate as proof.

Registration with a territorial authority

- 7.1.31. During kennel audits, Council dog registration records were checked, with improvement notices issued for non-compliance.

Greyhound traceability

- 7.1.32. In February 2019, GRNZ reported they had accounted for 89% of the estimated 1,271 greyhounds unaccounted for over the previous four racing seasons as referenced in the Hansen report.
- 7.1.33. During the kennel audits, all greyhounds were scanned, other than a small number found without microchips and some puppies that were too young to be microchipped.
- 7.1.34. In August, the RIB recommended GRNZ put a plan in place to trace greyhounds not scanned during kennel audits.

- 7.1.35. Rule changes, focused on clarifying the role of licensed persons and strengthening traceability, are planned for 1 February 2023. This will provide the basis for GRNZ to improve registration practices and data quality.

Observations and analysis

Vaccinations

- 7.1.36. In the first three kennel audits conducted at the end of 2021, 9.5% of greyhounds were compliant with GRNZ's vaccination policy.
- 7.1.37. GRNZ was not enforcing its own policies across a range of registration practices.
- 7.1.38. GRNZ developed a plan to remedy the situation, focussing initially on racing greyhounds. Racing greyhounds were to be vaccinated by 1 April 2022 or they could not be nominated for racing.
- 7.1.39. Further work is required to ensure vaccinations for non-racing greyhounds are up to date.

Breeding register

- 7.1.40. Data analysis identified breeding females are not systematically de-registered from breeding with 33 breeding females (at 31/7/22) eight years and older retaining the 'retired for breeding' status.
- 7.1.41. Female greyhounds over seven years cannot be used for breeding unless granted an exemption by the Animal Health and Welfare Committee. Examples of breeding from these greyhounds without the appropriate exemption were identified.
- 7.1.42. People performing artificial insemination do not have access to the breeding register, which is considered critical to enable compliance.

De-sexing as a condition of deregistration

- 7.1.43. The new Greyhound Welfare Standards, mandating proof of desexing for all greyhounds, including those privately rehomed, will take effect on 1 February 2023.

Registration with a territorial authority

- 7.1.44. Of the 124 kennel audit reports, 43 improvement notices were issued to licensed persons because some or all of the greyhounds on their property were not registered with their local Council or because they did not have a permit for the number of greyhounds on the property.
- 7.1.45. Some local Councils do not limit the number of dogs allowed on a property or have different requirements for residential or rural zones, so this requirement varies depending on the location of the facilities.

Greyhound traceability

- 7.1.46. The 2022 population checks identified a variance between GRNZ records and greyhounds scanned during kennel audits.

- 7.1.47. Of the 2,194 greyhounds registered for racing during the 2021/22 season, 2,191 (99.9%) have been accounted for through kennel audits or other reconciliation processes. Further work is required to account for the remaining three greyhounds.
- 7.1.48. Of the 1,907 greyhounds under six years of age not registered for racing, 1,546 (81.1%) have been accounted for through kennel audits or other reconciliation processes. The balance of 361 greyhounds mainly represents puppies not yet microchipped.
- 7.1.49. Kennel audits also identified 123 retired greyhounds in the care of a licensed person, including breeding greyhounds.
- 7.1.50. The status and location of 623 greyhounds, between seven and twelve years of age, were not accounted for. The status in the GRNZ registration database is not correct as these greyhounds are no longer active and their status has not been updated to either retired, exported, died, or euthanased.
- 7.1.51. There is a clear difference in traceability between racing and non-racing greyhounds that highlights failures in registration practice.
- 7.1.52. A level of variance is to be expected because the scanning at kennel audits was conducted between October 2021 and early September 2022, over an 11-month period, and is a record of the location of a greyhound at a specific point in time.
- 7.1.53. A separate issue identified during kennel audits is greyhounds located at a property, or in the care of a person, that differs from that recorded in the GRNZ database. This resulted in licensed persons being issued with 98 improvement notices to address the location of greyhounds, including:
- greyhounds present on a property but not recorded in the GRNZ database as being in their custody - 57 improvement notices
 - greyhounds not at the property at the time of the audit - 41 improvement notices
- 7.1.54. These improvement notices have been addressed by licensed persons and it is anticipated there will be improved levels of compliance in 2023.
- 7.1.55. Kennel audits are suitable for verifying if the greyhounds located on a specific property match GRNZ records at a point of time. However, because audits are conducted over an extended period, they are not suitable as the sole method for monitoring traceability.
- 7.1.56. In November 2022, GRNZ prepared a plan to ensure all greyhounds are accounted for and records are updated in early 2023.
- 7.1.57. To improve traceability, GRNZ introduced a new custodian function in May 2022.
- 7.1.58. In support of improved traceability, GRNZ intend to introduce the following new practices:
- as a condition of annual re-licensing, a licensed person will be required to complete a reconciliation of greyhounds in their care
 - a further reconciliation of greyhounds onsite with all (covers 90% of greyhounds), midway between annual relicensing.

7.1.59. Rule changes taking effect on 1 February 2023, are designed to strengthen the accuracy of the traceability data and compliance requirements by:

- reducing the time to notify movement of greyhounds between licensed persons from 14 days to 3 days
- clarifying the licence types required to care for certain stages of a greyhound's life, especially those responsible for a greyhound from birth until registered for racing.

7.1.60. GRNZ has made traceability a key responsibility of its newly appointed population analyst, including proactive monitoring of greyhounds across the lifecycle, which initially will be mainly a manual process.

7.1.61. GRNZ has set a traceability Key Performance Indicator (KPI) with targets over each of the next three years.

7.1.62. Traceability is also a challenge for Australian jurisdictions, with one having recently heavily invested in tracking software.

Operational processes

7.1.63. Kennel audits and data verification work identified examples of non-compliance with operational processes by GRNZ and licensed persons. Examples of non-compliance with operational processes include:

- licensed persons not filing notification of service, whelping and litter registration within specified timeframes
- greyhounds not microchipped within the required timeframe. As at 3 November 2022, 8% (37 out of 454) greyhounds whelped between 1 January 2022 and 30 June 2022 did not have a microchip recorded in the GRNZ database
- greyhounds recorded as being in the custody of a person who no longer has a licence, either because it was not renewed or because they had been disqualified
- incomplete information being filed on the death of a greyhound. In the 2021/22 season, 66% of deaths or euthanasias were accompanied by a death certificate. Where the death certificate was provided, 89% were incomplete
- breeding females that had whelped but did not have a current vaccination on record
- breeding females over the age of seven years, or had whelped three litters, that did not have an exemption to breed before being serviced.

7.1.64. A full audit of operational processes was not conducted, so it is not always possible to quantify the number or extent of issues identified.

7.1.65. GRNZ has undertaken to review its fees in 2023, including a potential late filing fee to help encourage compliance.

Conclusions

- 7.1.66. GRNZ has committed to removing ear branding from 1 February 2023, a first for Australasia.
- 7.1.67. Kennel audits confirmed the long-standing issue of unvaccinated greyhounds had not been resolved. Vaccination of racing greyhounds was prioritised and from late March, unvaccinated greyhounds could not be nominated for racing.
- 7.1.68. There are unresolved vaccination issues with some non-racing greyhounds.
- 7.1.69. There is a clear difference in traceability between racing and non-racing greyhounds.
- 7.1.70. Progress on resolving operational process issues has been slow, despite concerns being raised about inadequate resourcing and prioritisation of this work.
- 7.1.71. If GRNZ is to meet its performance targets, robust processes and assurance practices will need to be in place.
- 7.1.72. Licensed persons have an important part to play by ensuring they are compliant with registration requirements. In 2023 all licensed persons will need to undertake training and pass an assessment prior to relicensing.
- 7.1.73. Rule changes taking effect on 1 February 2023 will result in some improvement to traceability, however this is not a full solution and more needs to be done.

Recommendations

- 7.1.74. It is recommended GRNZ:
- ensure all non-racing greyhounds are vaccinated in accordance with the vaccination policy
 - implement the removal of ear branding from 1 February 2023
 - implement an assurance practice for desexing processes
 - ensure licensed persons comply with their obligations under the general law, by requiring proof of registration with a territorial authority
 - develop a comprehensive plan to improve the traceability of greyhounds
 - conduct an audit of all registration related processes and develop a remediation plan.

| 7.2. Rules, Standards & Policies

Scope	Recommendations	
By ensuring animal welfare policies, standards and rules are understood, fit for purpose and enforceable, greyhounds have a good quality of life.	Robertson 3	A rationalisation of GRNZ's rules, policies, and standards, MPI Codes of Welfare and Regulations, and the GRNZ Health and Welfare provisions so there is a simple transparent and accessible structure which covers all aspects of dog welfare throughout the industry.
	Hansen 1	The Health and Welfare Standards currently under consideration by NZGRA should be finalised and made binding on members as soon as is practically possible. They should include provision for best practice standards for the socialisation and habituation of greyhounds.

Background

- 7.2.1. In response to WHK recommendations, GRNZ prepared a binding Code of Welfare in 2013 after consultation with organisations including the SPCA and NAWAC. The Code of Welfare was replaced by the Health and Welfare Standards in 2018. A notable addition at the time was the inclusion of expectations for socialisation of greyhounds.
- 7.2.2. In his report, Robertson noted there is a need for a 'rationalisation of GRNZ's rules, policies, and standards, MPI Codes of Welfare and Regulations, and the GRNZ Health and Welfare provisions so there is a simple transparent and accessible structure which covers all aspects of dog welfare throughout the industry'.
- 7.2.3. GRNZ signalled an intention to adopt the Greyhound Australasia (GA) rules, with amendments to reflect New Zealand specific requirements. GA comprises representatives from jurisdictional controlling bodies in Australian states and territories, and New Zealand. GA undertook the work to develop a base set of rules to help ensure consistency and leverage learnings from different jurisdictions.
- 7.2.4. When the RIB was established under the Racing industry Act 2020, the racing codes were asked to make changes to reflect the independent role of the RIB. GRNZ responded to the extent that they would complete the exercise when the GA rules were adopted.

Progress

Rules

- 7.2.5. There have been delays to GRNZ adopting new GA Rules of Racing. This was originally planned for 1 August 2022, to coincide with the start of a new racing season, moved to 1 November and now 1 February 2023.
- 7.2.6. In early 2022, eight priority changes to current rules were requested by the RIB to address emerging issues ahead of the planned changes initially scheduled for 1 August 2022.
- 7.2.7. The following interim rule changes, accepted by the GRNZ Board, were implemented in April 2022:
- banning the use of aversive gear and devices, such as shock collars
 - a mandatory stand down period of five days after a fall
 - requiring greyhounds to trial before returning to racing after a six-month break
 - allowing a lure to lead the field by up to 10 metres
 - allowing class one greyhounds to be used in trials
 - replace references to the Racing Integrity Unit (RIU) with the RIB
 - references to the Welfare Code 2013 were changed to the Health and Welfare Standards 2018.
- 7.2.8. The RIB asked for the aversive gear rule to extend prohibition to possession. This was because the RIB had found shock collars on a property being used by a licensed person.
- 7.2.9. While the Health and Welfare Standards prohibited the use of aversive devices there was no corresponding rule. The request to extend the rule to possession was not supported by the GRNZ Board.
- 7.2.10. The GRNZ Board deferred the following changes until the new rules came into effect:
- requiring a licensed person to notify a change of person with care, custody and control of breeding greyhounds, puppies or retired dogs
 - licensed persons must provide the RIB with immediate access to their property
 - allowing the RIB to seize property or evidence
 - change references to the Judicial Control Authority to Adjudicative Committee and Appeals Tribunal
- 7.2.11. The adoption of the GA rules is a significant undertaking and as such, the delays to 1 February 2023 were not altogether surprising. GRNZ has also committed to consideration of further rule changes in early 2023.
- 7.2.12. GRNZ made a decision to split the rule change process into two tranches. The first tranche was to concentrate on animal welfare and integrity issues, and the second tranche was to deal with the remaining issues, a process to commence in early 2023.

7.2.13. GRNZ has accepted changes to the GA rules requested by the RIB, including:

- amendments to reflect the compliance and adjudicative roles of the RIB under the Racing Industry Act 2020
- changes in support of insights from data analysis, including reducing the allowable weight variation between race events from 1.5kg to 4% (other parts of the requested rule changes were not adopted)
- banning the possession of aversive gear, equipment and devices
- ensuring retired greyhounds in the care of a licensed person will be covered by the rules, standards and policies
- clarifying the licensed persons responsible for pre-racing greyhounds and clarifying requirements for notification of changes to person responsible and location of non-racing greyhounds.

7.2.14. Some requested changes have been deferred for further discussion in the second tranche of rule changes.

7.2.15. The request that the rules give the RIB the immediate right of access to a property and the option to seize property or evidence has not been included. GRNZ has proposed to delegate this power on request on a case-by-case basis.

7.2.16. Reconciliation of the rules, with those approved by the Board on 1 December 2022, left questions about the extent to which the RIB perspective had been accepted in some rules.

7.2.17. The Racing Industry Act 2020 requires the racing codes to consult rule changes with the RIB, however ultimately the decision rests with the codes.

7.2.18. The rules, standards and policies do not apply to Great Mates facilities and adoption agencies. GRNZ has undertaken to amend service level agreements with Great Mates and adoption agencies to include a requirement that animal welfare will meet high standards.

7.2.19. The RIB started working with GRNZ in February 2022 on the addition of new minor infringements for breaches of the Health and Welfare Standards. This included engagement with key stakeholders including GRNZ and the SPCA.

7.2.20. A formal request was sent to GRNZ in June 2022 with the RIB requesting a change to the current rules to support the minor infringement schedule, which was not supported by the GRNZ Board.

7.2.21. In November, GRNZ agreed the new minor infringement scheme for breaches of the welfare standard would be included in the rules. The schedule has now been approved by the GRNZ Board to take effect on 1 February 2023.

Welfare standards

7.2.22. GRNZ's Welfare Standards set expectations of licensed persons caring for greyhounds. The standards supplement the Animal Welfare Act 1999 and the Code of Welfare for Dogs.

- 7.2.23. GRNZ has made good progress in reviewing the Health and Welfare Standards and welfare related policies. Throughout 2022, the GRNZ Welfare Manager undertook a review in consultation with the AHCW.
- 7.2.24. The revision was informed by the Five Domains Model for assessing animal welfare, and the findings from the RIB kennel audits, data analysis work, and developments in other jurisdictions.
- 7.2.25. GRNZ consulted widely, publishing draft standards on its website for feedback, which was received from licensed persons, SPCA and the RIB.
- 7.2.26. GRNZ issued a new draft of the Greyhound Welfare Standards for consultation on 2 December 2022.
- 7.2.27. New requirements include greyhounds having an annual veterinary examination with a full physical/dental examination, and licensed persons to provide an exercise, socialisation and enrichment (ESE) plan.
- 7.2.28. The current Health and Welfare Standards require kennels built or refurbished since February 2019 to comply with size requirements specified in the standard (3m²).
- 7.2.29. There is currently no requirement for existing kennels to comply by a specified date. The draft standards require all existing kennels to be upgraded within 10 years to meet or exceed the size requirements.
- 7.2.30. The RIB has concerns about some of the changes in the new version of the standards which will be raised under consultation. For example, the minimum length and width of transport cages has been reduced for greyhounds up to 29 kg from 0.8m to 0.5m and for greyhounds 30+kg from 0.9m to 0.7m. Under the standards, greyhounds can spend up to two nights in these cages.

Policies

- 7.2.31. GRNZ has a number of policies published on its website that licensed persons must comply with. The policies supplement the rules and standards and cover a range of welfare-related topics.
- 7.2.32. In 2022 the Welfare Manager undertook, in consultation with the AHCW, a review of animal welfare related policies including: socialisation, breeding females, transportation, death and euthanasia and kennelling in hot weather. Some updates were also made to the Vaccination Policy.
- 7.2.33. Policy changes are supported by changes to GRNZ's operational processes and forms.
- 7.2.34. The new Greyhound Welfare Standards replace the 2018 Health and Welfare Standards and other welfare-related policies.
- 7.2.35. The Breeding female policy, Transportation of Greyhounds Policy and Greyhound Socialisation Policy have been incorporated into the new Welfare Standards.
- 7.2.36. GRNZ has included references to sections of MPI's 2018 Animal Welfare Regulations related to dogs.

Observations and analysis

Rules

- 7.2.37. The rule change exercise has been a significant undertaking. While GRNZ was able to leverage the GA rules as a starting point, it is apparent they underestimated the amount of time and effort needed to undertake a change of this magnitude.
- 7.2.38. An undertaking such as this required a project plan approach. The absence of such a plan has created confusion at times, led to delays and caused a somewhat fragmented approach to the process with the result being that it was rushed as the due date for the Greyhound Review report drew near.
- 7.2.39. GRNZ and the RIB agreed to prioritise animal welfare and integrity rule changes, with an agreement to discuss further changes in early 2023.
- 7.2.40. Most points of difference between the RIB and GRNZ were resolved through the engagement process, however an example of a rule that didn't meet the RIB's expectation was the weight variation rule.
- 7.2.41. Non-compliance with the current weight variation rule creates an infringement resulting in a fine for a licensed person who presents a greyhound for racing outside of the weight tolerance, with the greyhound permitted to race.
- 7.2.42. Data analysis over the last 15 months demonstrated that weight variation is a risk with a strong link to injuries. The current rule allows for a 1.5 kilogram weight variation, however analysis showed a 1 kilogram threshold would reduce injuries. GRNZ and RIB agreed a 4% weight variation would capture this intent, making allowance for the size and gender of racing greyhounds.
- 7.2.43. The GA weight variation rule requires that a greyhound presented for racing outside of the weight tolerance is scratched from the race and in addition, creates an infringement with a fine and the greyhound is stood down from racing for ten days.
- 7.2.44. The RIB's view is that GRNZ should adopt the GA rule in its entirety, including a scratching, an infringement and a stand-down as this would address both the animal welfare and integrity issues. The GRNZ Board maintains that scratching of the greyhound is a sufficient penalty and addresses the animal welfare issue.
- 7.2.45. The kennel audits highlighted gaps in the current rules, including:
- there is no license type responsible for puppies from birth until registered for racing (or deregistration). A person with a breeder or a litter master license is responsible for the breeding female
 - lack of clarity about the requirement to notify a change of person responsible for non-racing greyhounds.
 - an owner is responsible for deregistration of greyhounds, rather than the trainer, breeder or litter master
 - restrictions on greyhounds being placed in the care of a person who does not have a license.

7.2.46. These omissions are addressed in the new rules and will provide an improved framework for GRNZ to manage greyhound traceability issues.

7.2.47. GRNZ introduced a rule that a licensed person accruing more than a total of \$800 in fines within any 12-month period for minor infringement offences under the welfare standards, shall be subject to a review by the GRNZ Board as to their fitness to hold a licence.

7.2.48. The success of the implementation of the new rules is now dependant on the rigour of new or adjusted operational processes and assurance practices, technology changes, and the effectiveness of the education programme.

Welfare standards

7.2.49. In late 2021, analysis of the Health and Welfare Standards identified 41% of the standards represented minimum standard. (Figure 12) The RIB has recently completed the same assessment for the new Greyhound Welfare Standards, and this has moved to 17% of the new standards representing minimum standard. (Figure 13)

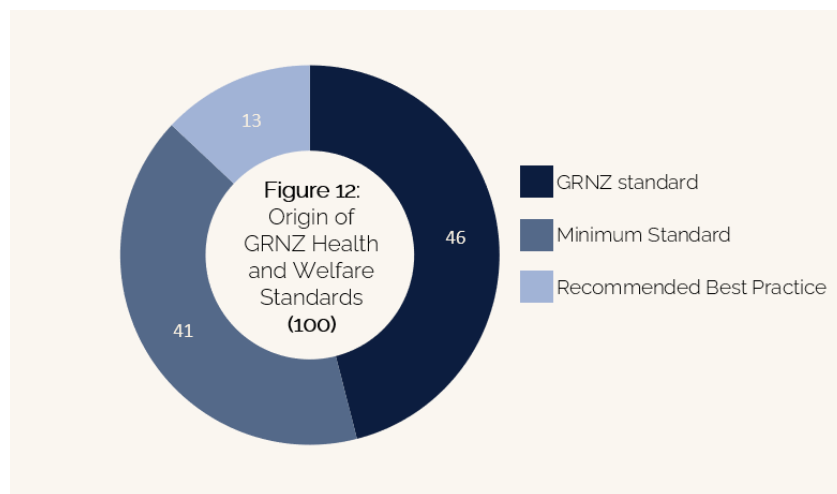


Figure 12: Origin of the 2018 GRNZ Health and Welfare Standards

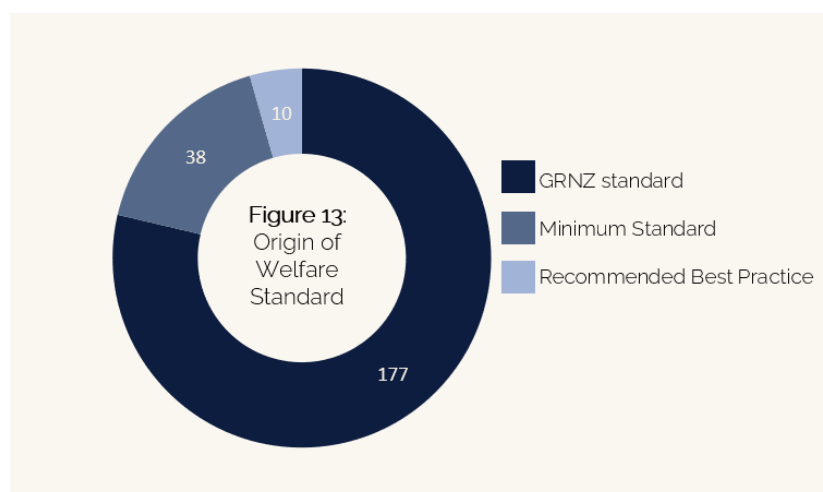


Figure 13: Origin of the new Greyhound Welfare Standards

- 7.2.50. Standards have been classified as a 'GRNZ Standard' if they are specific to the greyhound industry or above minimum standard.
- 7.2.51. The number of standards able to be assessed has increased from 100 in the Health and Welfare Standards to 225 in the new version of the standards. This reflects that the new standards are more comprehensive and requirements previously covered separately in policies are now included.
- 7.2.52. Kennel audits play a valuable role in lifting licensed persons knowledge of standards, as evidenced in the results from a survey of licensed persons in October 2022. Prior to the 2022 audits 48% of licensed persons who completed the survey felt they were very familiar or extremely familiar with the Standards, this increased to 81% after the audit.
- 7.2.53. The success of the new standards is dependent on GRNZ's implementation of the change, both with licensed persons and the GRNZ team, particularly in terms of education. A series of workshops, in at least four locations across New Zealand, are planned to commence in mid-January.
- 7.2.54. GRNZ will continue to reassess standards as more insights arise from future audits and data analysis.

Policies

- 7.2.55. As with the implementation of rules and standards, the success of the new policies' implementation is now dependant on GRNZ's overall approach to managing change.
- 7.2.56. Work has been done to align rules, standards and policies and it needs to remain an ongoing process of continuous improvement.

Conclusions

- 7.2.57. The new rules, standards and policies provide a range of important improvements for animal welfare.
- 7.2.58. GRNZ and its Board significantly underestimated the scale of the task to align with the Greyhound Australasia rules and implement a new rule book, resulting in delays.
- 7.2.59. GRNZ must use the period between now and 1 February to ensure licensed persons are thoroughly conversant with the new expectations.
- 7.2.60. Not all RIB feedback has been adopted by the GRNZ Board.
- 7.2.61. GRNZ has committed to further work on the rules, commencing early 2023.
- 7.2.62. Implementing a new set of rules mid-season will create data related challenges given the basis for certain measures will change. Further work is required to define how this will be managed.
- 7.2.63. The review of Health and Welfare Standards has progressed well throughout the year, resulting in the implementation of improved Greyhound Welfare Standards and new/updated policies. Extensive consultation has been included in this process.

7.2.64. Some improvements have been to simplify and make the rules, policies and standards more accessible. Further work on simplification and accessibility is required once the rules have been implemented in 2023.

7.2.65. Implementing new processes and assurance practices will be necessary to ensure high levels of compliance.

Recommendations

7.2.66. It is recommended GRNZ:

- implement the new rules and standards on 1 February 2023
- proceed with further work on the rules in early 2023
- implement processes and assurance practices to support the new rules, standards and policies
- identify how changes to rules will impact data capture and analysis
- identify and implement further opportunities to rationalise and streamline rules, standards, and policies.

| 7.3. Inform and Educate the Industry

Scope	Recommendations	
Implement education programmes that ensure all licensed persons understand their obligations under the standards, rules and policies.	Hansen 3	NZGRA should continue to encourage and facilitate training assessments and to publish educational materials for trainers with particular emphasis on generating awareness of the new welfare standards.

Background

- 7.3.1. The WHK report found 40% of trainers did not know that The New Zealand Greyhound Racing Authority (NZGRA) had an animal welfare policy and identified the need for education and assessments.
- 7.3.2. In response to the WHK report recommendations, GRNZ developed a Breeders' Education Pack and the 2013 Code of Welfare, and both were published on its website. Hansen found no other steps were taken to implement the recommendations of the WHK report and recommended *'existing trainers should be encouraged to undertake the training assessments in place for new trainers'*.
- 7.3.3. Robertson commented that some submitters to the review were concerned the Health and Welfare Standards were not satisfactorily disseminated amongst the racing industry. They were also confused with the racing rules, policies and guidelines. Some submitters said they were not aware which rules, standards applied and when.
- 7.3.4. Submitters also questioned whether any assessment had been made to ensure a licensed person has not only read and understood the standards, but fully comprehended and is continually made aware of the expectations placed upon them.
- 7.3.5. In the report, Robertson commented GRNZ accepted that a planned programme of work scoped to implement formal education and qualifications for licensed persons had not progressed.

Progress

Education materials

- 7.3.6. There has been minimal progress on delivering new education material throughout the review.
- 7.3.7. Facts sheets, to provide simple and concise information to licensed persons and the public about the best practice approach to certain aspects of greyhound welfare, are published on GRNZ's website.
- 7.3.8. Based on kennel audit findings, GRNZ has committed to preparing a Welfare Standards Kennel Book including templates and guidance to help licensed persons achieve compliance with the welfare standards. The book will include templates for treatment records, socialisation and enrichment plans and emergency management plans.
- 7.3.9. Originally the Welfare Standards Kennel Book was planned for to be published in late 2022, however it will now be developed and shared with licensed persons following implementation of the new welfare standards which come into force from 1 February 2023.
- 7.3.10. Information for licensed persons is published on the GRNZ website. The structure, layout and currency of information does not appear to have been reviewed recently. Licensed persons advised during audits that they were not aware of some of the resources available to them.

Animal welfare workshops

Welfare workshop held September 2022

- 7.3.11. GRNZ held an animal welfare workshop for licensed persons the day before its annual conference in September 2022.
- 7.3.12. The workshop included sessions on: risk factors for serious injuries; racing safety and track dynamics; rehabilitation and repair options for greyhounds; physiotherapy and a live demonstration; and returning to racing after injury.
- 7.3.13. Around 30 people attended the sessions. These were recorded and made available online to all licensed persons.

Rules and welfare standards workshops in January 2023

- 7.3.14. GRNZ has scheduled three workshops in Christchurch, Palmerston North and Cambridge for the week of 16 January 2023 to update licensed persons on the new rules and welfare standards.

Welfare workshops in April / May 2023

- 7.3.15. GRNZ plans to run a series of animal welfare workshops in April and May 2023. Attendance of licensed persons will be strongly encouraged.
- 7.3.16. Key speakers will be Dr Michelle Ledger – Welfare Manager, Dr Malcolm Jensen – GRNZ Chief Veterinarian, and Elena Saltis – Certified Canine Rehabilitation Therapist.

7.3.17. Workshops will be held in three regions, with presentations videoed and made available via GRNZ's website.

7.3.18. GRNZ Board members and staff will be available at workshops to meet with licensed persons. This is seen as a worthwhile opportunity to outline the rationale for the new licensing training and assessment

Greyhound socialisation and behaviour training

7.3.19. An external provider has developed eight socialisation training modules for staff at Great Mates rehoming facilities. These modules cover: breed – nature versus nurture; body language/communication; enrichment; lead handling skills; recall; anxiety; resource guarding; and impulse control.

7.3.20. These modules are delivered via in-person training and will be accompanied by demonstrations and exercises. Each module also includes a learning assessment.

7.3.21. Training for Great Mates staff is scheduled to commence in February 2023.

7.3.22. GRNZ plans to have these training modules adapted for use by licensed persons in early 2023.

Training for licensed persons at licensing

7.3.23. In October 2022, GRNZ developed a high-level concept and plan for licensed person training at re-licensing time or for new licences. A summary of GRNZ's plan is outlined below.

7.3.24. As a condition of licensing for the 2023/24 season, GRNZ has committed to introduce a requirement that all licensed persons must participate in GRNZ's continuous professional development programme. Individuals will not be relicenced until they complete the training and pass the assessment.

7.3.25. This applies to the following licence types: trainers, litter master, stud master, breeder and handler. This training will not be mandatory for those holding an owner licence although it will be actively encouraged.

7.3.26. The focus for training in the 2023 licensing year will be on the new rules and welfare standards. The Animal Health and Welfare Committee (AHWC) will review the programme to ensure it covers the required topics.

7.3.27. Training will include an online learning assessment where licensed persons must demonstrate the required level of competency.

7.3.28. GRNZ has set a target of March 2023 for the AHWC to complete its review of training material, finalise logistics testing, and approve the training programme. The training will be made available to licensed persons in May 2023.

Observations and analysis

- 7.3.29. GRNZ's commitment to a one-day animal welfare workshop in September 2022 is a positive first step, with further workshops planned to start in January 2023.
- 7.3.30. Given the implementation of education initiatives is mainly scheduled for 2023, there are no detailed findings at this point.

Conclusions

- 7.3.31. Concerns about education of licensed persons has been a recurring theme in the reviews.
- 7.3.32. A concept plan has been developed; however progress has been slow.
- 7.3.33. GRNZ has indicated it intends to make training and passing an assessment, a requirement of relicensing in 2023.
- 7.3.34. Socialisation training material was developed for Great Mates staff. With some adjustments, this material will be rolled out to licensed persons early in the new year.
- 7.3.35. The proposed Welfare Standards Kennel Book is an important tool that will support licensed persons' progress toward greater voluntary compliance with the welfare standards.
- 7.3.36. Kennel audits showed that licensed persons were often not familiar with rules, standards and policies related to animal welfare.

Recommendations

- 7.3.37. It is recommended GRNZ:
- produce a Welfare Standards Kennel Book for licensed persons by the end of January 2023
 - prioritise socialisation training for Great Mates staff
 - prioritise customised socialisation training for licensed persons
 - develop and implement training and assessments for all licensed persons
 - identify meaningful ways to engage licensed persons in education initiatives.

7.4. GRNZ Information Systems

Scope	Recommendations	
Ensure comprehensive, accurate and accessible data and insights are available to support transparent reporting and evidence-based policy development.	Robertson 1	Comprehensive, accessible data available on the position of all animals from birth to death.
	Hansen 7	The NZGRA should take steps to ensure that its database is revamped so as to ensure that up-to-date, easily accessible, and accurate information is available on every greyhound born in New Zealand or imported into New Zealand until it is de-registered.

Background

- 7.4.1. The importance of maintaining a comprehensive and accurate database was raised in the WHK report and reiterated by Hansen who noted *'while there have been significant improvements in data collection, in some areas, particularly the tracking of greyhounds who do not race or who do and retire from racing, the database is seriously deficient.'*
- 7.4.2. Robertson noted in his report that there were ongoing concerns about the capture and accuracy of data, how the information was reported and that it was difficult to verify the data released by GRNZ. Feedback from submitters reflected a perception *'there was an inability to view and therefore assess all relevant data'*.
- 7.4.3. In its May 2018 report to the Minister, GRNZ acknowledged its database was a major concern. Initially designed to support racing operations, the database had limited greyhound lifecycle management functionality and while there had been improvements since 2013, there was still further work needed. GRNZ advised they had committed to a *'two-year modernisation investment'*.
- 7.4.4. GRNZ reported to the Minister it was prioritising upgrades to the technology including moving to the cloud, implementing customer relationship management software, standardising data, and improving reporting.
- 7.4.5. Both WHK and Hansen raised concerns about the health and injury information for greyhounds, with WHK recommending an investigation into the feasibility of a central database to record veterinary care for all greyhounds.

- 7.4.6. In a 2019 progress report, GRNZ advised they had completed implementation of a breeding female registry, recording of service and whelping information, a new de-registration process, and implementing a system that automatically checks that a licensed person has the correct licences for the activity, for example, breeding.
- 7.4.7. In their May 2019 report GRNZ acknowledged significant challenges updating its current database to support the vaccination policy, but said it was committed to this undertaking.

Progress

- 7.4.8. The focus of system changes in 2022 has been on supporting the Greyhound Review programme including responding to emerging issues and technology changes necessary to support the new rules planned to take effect on 1 February 2023.
- 7.4.9. In November 2022, a new business analyst/IT manager commenced with GRNZ to work alongside the head of technology.
- 7.4.10. GRNZ provided the RIB with unlimited access to its databases, and where information was not readily available, there has been a willingness to make adjustments to address the RIB's needs.

Technology upgrade.

- 7.4.11. GRNZ's technology is based on a Sequel database, overlayed with a Microsoft Access database used for its business applications called On Track and Raceday.
- 7.4.12. The Access database does not offer a modern interface. The underlying system framework to move to a new platform was completed in 2019, migration of the On Track application has commenced, and any new functionality is being developed in the new environment.

Vaccinations

- 7.4.13. Early kennel audits highlighted a high level of non-compliance with the vaccination policy.
- 7.4.14. Requirements for system changes were defined and applied with urgency in March 2022 to ensure a race nomination for an unvaccinated greyhound could not be processed. Further, an automated notification was added to email a licensed person whose greyhound vaccinations were due to expire.

Greyhound traceability

- 7.4.15. In February 2019, GRNZ advised it was developing new tracking systems to produce an automated alert identifying greyhounds that have not raced for a determined period of time, and puppies that have not been registered to race once they reach racing age.
- 7.4.16. In May 2022, GRNZ implemented a new custodian feature enabling licensed persons to advise when greyhounds have been transferred to another licensed person as custodian.

Injury recording and reporting

- 7.4.17. In February 2022, GRNZ introduced new functionality to capture injury data at official trials on a race day, including functionality to meet the reporting requirements of veterinarians. This is now in active use.
- 7.4.18. In July 2022, GRNZ's head of information technology and the welfare manager met to develop overall objectives and outcomes, along with specific changes for the next phase of injury recording and reporting.
- 7.4.19. These changes include automating the number of stand-down days for a particular injury type, adding data such as a requirement for a veterinary follow-up, and changes to reports.
- 7.4.20. Scope refinement and requirements definition for phase one of injury data capture and reporting improvements commenced in late November 2022 and is expected through until March 2023.
- 7.4.21. Future phases would focus on further enhancing data capture, using data for automating some processes and improving the data flow between GRNZ, licensed persons and veterinary practices.

Reporting

- 7.4.22. Throughout the Greyhound Review programme, a range of reports have been modified to add new and/or amend existing information.

Systems changes to support the new GRNZ rules

- 7.4.23. Introduction of the new rules has required significant effort to define requirements for systems changes. Software development is estimated at 165 hours over November and December, to be followed by GRNZ testing in January.

Observations and analysis

- 7.4.24. Not as much progress was made on upgrading technology as expected given competing priorities in the Greyhound Review work programme.
- 7.4.25. Substantial work is still required to migrate the On Track and Raceday applications to the new web-based-interface. GRNZ indicated it intends to complete this work in 2023.
- 7.4.26. There is more work to do to introduce technology changes to support greyhound traceability, including improvements to reports.
- 7.4.27. Traceability of greyhounds from birth to death is a significant challenge for jurisdictions in other countries. The Greyhound Welfare Integrity Commission (GWIC) in New South Wales recently invested heavily in an e-tracking solution, based on scanning microchips to record greyhound movements. This data is captured live in a database.
- 7.4.28. GRNZ has limited tools to carry out advanced business intelligence and predictive injury analysis work.

7.4.29. There is a significant amount of manual work within end-to-end processes that could be addressed through increased automation.

7.4.30. Specific findings related to new or upgraded systems functionality are included in the relevant sections of this report.

Conclusions

7.4.31. GRNZ has been open and transparent with the RIB in providing full access to data.

7.4.32. GRNZ has made progress introducing new systems functionality. A business analyst/IT manager started in late 2022.

7.4.33. GRNZ should prioritise migration to the new technology platform as this will enable new functionality and greater end-to-end process automation.

7.4.34. Improving greyhound traceability is a critical feature of any GRNZ future work programme.

7.4.35. Completion of the systems changes related to the February 2023 rule changes is key work which will address some of the registration related issues encountered during kennel audits.

Recommendations

7.4.36. It is recommended GRNZ:

- update the 2023 technology plan to include; acquiring tools to support advanced business intelligence and predictive analysis; improvements to greyhound traceability; and migration to the new technology platform.

7.5. Governance

Scope	Recommendations	
An independent animal welfare committee ensures science-based advice, combined with strengthened animal welfare capability, drives a best practice animal welfare agenda.	Robertson 8	A reintroduction of a standalone Animal Welfare Manager whether within GRNZ or in the RIB.
	Robertson 9	A Health and Welfare Committee with full participation of all relevant stakeholders and the ability to implement and effect change as required.
	Robertson 10	A continuation, as promised, of the quarterly report to both the relevant Ministers and the RIB on operations and progress.

Background

- 7.5.1. The greyhound industry body, GRNZ, is led by a Board with a Chief Executive running the day-to day business. The Board appointed a new Chief Executive (CE) with in-depth industry knowledge who started in September 2022.
- 7.5.2. The Hansen report referred to progress on GRNZ's animal welfare governance since the WHK review, which recommended the establishment of an Animal Welfare Committee within GRNZ. Hansen referenced difficulties finding an independent chairman for the committee and changes to the charter to include the appointment of representatives from SPCA and Ministry for Primary Industries (on behalf of NAWAC).
- 7.5.3. Hansen noted the minutes of these meetings showed the committee had considered a wide range of welfare issues and had become a valuable source of knowledge and support for GRNZ's Welfare Officer.
- 7.5.4. In July 2021, Robertson stated *'the functionality and effectiveness of the Health and Welfare Committee proved to be an area of significant concern'*. He went on to say, *'clear communication failures and distrust had undermined the usefulness of this committee and further, that submitters raised concerns regarding the independence and effectiveness of the committee and whether recommendations and minutes from the meetings were being considered by the GRNZ Board'*.
- 7.5.5. Robertson reported that while GRNZ had pointed to the committee as providing necessary input which has enacted visible change, some members within the committee disagreed and were concerned at the limits placed upon its ability to enact positive change.
- 7.5.6. Robertson also noted that GRNZ had been widely criticised for merging the roles of Animal Welfare Officer and the Racing Operations Manager. GRNZ considered this would lead to faster and more effective responses to incidents of animal welfare

concerns, however it was seen by many involved with the industry as a move that downgraded the importance of welfare.

- 7.5.7. Robertson suggested establishing a Serious Injury Panel, similar to that in some Australasian jurisdictions, as a mechanism for the systematic review of serious and catastrophic injuries and how to prevent future occurrences.

Progress

Welfare Manager

- 7.5.8. In December 2021, GRNZ decoupled the animal welfare function from the Operations Manager role and appointed veterinarian, Dr Michelle Ledger, on a part time basis (three days per week) as the new Welfare Manager.
- 7.5.9. Her experience includes time in private practice and as Chief Veterinary Officer at the New South Wales Greyhound Welfare Integrity Commission (GWIC).
- 7.5.10. Dr Ledger has been contracted in this role for a further two years.

Animal Health and Welfare Committee (AHWC)

- 7.5.11. GRNZ intended to recommence meetings of the AHWC in 2021, however this was affected by Covid restrictions and licensed person unavailability. Catchups between the committee chair and the GRNZ Chief Executive were said to be frequent.
- 7.5.12. The re-established AHWC met for the first time on 25 January 2022 with National Animal Welfare Advisory Committee (NAWAC) and the RIB as observers.
- 7.5.13. It was not possible to reconcile differences between GRNZ and the SPCA, with the committee continuing without SPCA representation.
- 7.5.14. The committee met nine times between January and December 2022, with minutes provided to the GRNZ Board and published on GRNZ's website.
- 7.5.15. A new independent chair of the committee was selected and starts in the role in December 2022.

Serious Injury Review Committee (SIRC)

- 7.5.16. In May 2022, a SIRC was established to review serious injuries and develop injury prevention initiatives. The committee has met four times, with the chair's role rotating around the group.
- 7.5.17. The RIB is represented on the committee by its Animal Welfare Director and Data Insights Lead.

GRNZ's quarterly reports to the Minister

- 7.5.18. As recommended by Robertson, GRNZ has provided the Minister for Racing with quarterly updates on progress and operations over the period of this review.

Observations and analysis

Welfare Manager

- 7.5.19. The GRNZ Welfare Manager is well qualified, both in academic terms and experience in the greyhound industry, to lead GRNZ's animal welfare function.
- 7.5.20. She has made a significant contribution over the last year, including establishing the SIRC, and reviewing the Health and Welfare Standards and related policies.
- 7.5.21. The Welfare Manager works remotely from Australia, her expertise and influence has been and will continue to be critical to the ongoing progress of the industry when it comes to animal welfare.

Animal Health and Welfare Committee (AHWC)

- 7.5.22. The AHWC comprises five veterinarians, with three having previously held roles as RIB on-track veterinarians. This raises a question about whether there is an adequate range of experience and/or independence within the committee.
- 7.5.23. The re-establishment of the AHWC is an improvement, with meeting minutes shared with the Board and published on the GRNZ website.
- 7.5.24. GRNZ was encouraged to develop a workplan for the AHWC, aligned with the Greyhound Review work programme, to give a longer-term view of the committee's animal welfare priorities. This was not forthcoming.

Serious Injury review Committee (SIRC)

- 7.5.25. The SIRC is proving an effective vehicle for reviewing serious racing injuries, injury risk factors and recommending improvements.
- 7.5.26. The SIRC has started to consider how it will transition to a more preventative model. This includes using data analysis, and scientific evidence to predict risk factors that are strongly correlated to serious injuries. As a result, rule and policy changes will follow.

Conclusions

- 7.5.27. GRNZ would have been in a much stronger position had it continued to build momentum on its animal welfare agenda following the Hansen report.
- 7.5.28. The Welfare Manager and Operations Lead functions have been separated and this has had an impact on the priority afforded to animal welfare.
- 7.5.29. The re-establishment of the AHWC and setup of the SIRC, combined with separating the Welfare Manager role, have together created a framework which represents a positive step for animal welfare within the greyhound racing industry.
- 7.5.30. The RIB is not confident the AHWC is sufficiently independent or representative of a range of animal welfare expertise.
- 7.5.31. There is further opportunity for governance groups to work together to influence animal welfare outcomes.

7.5.32. The GRNZ Board has a critical role to play in ensuring the animal welfare imperative is at the forefront of the industry.

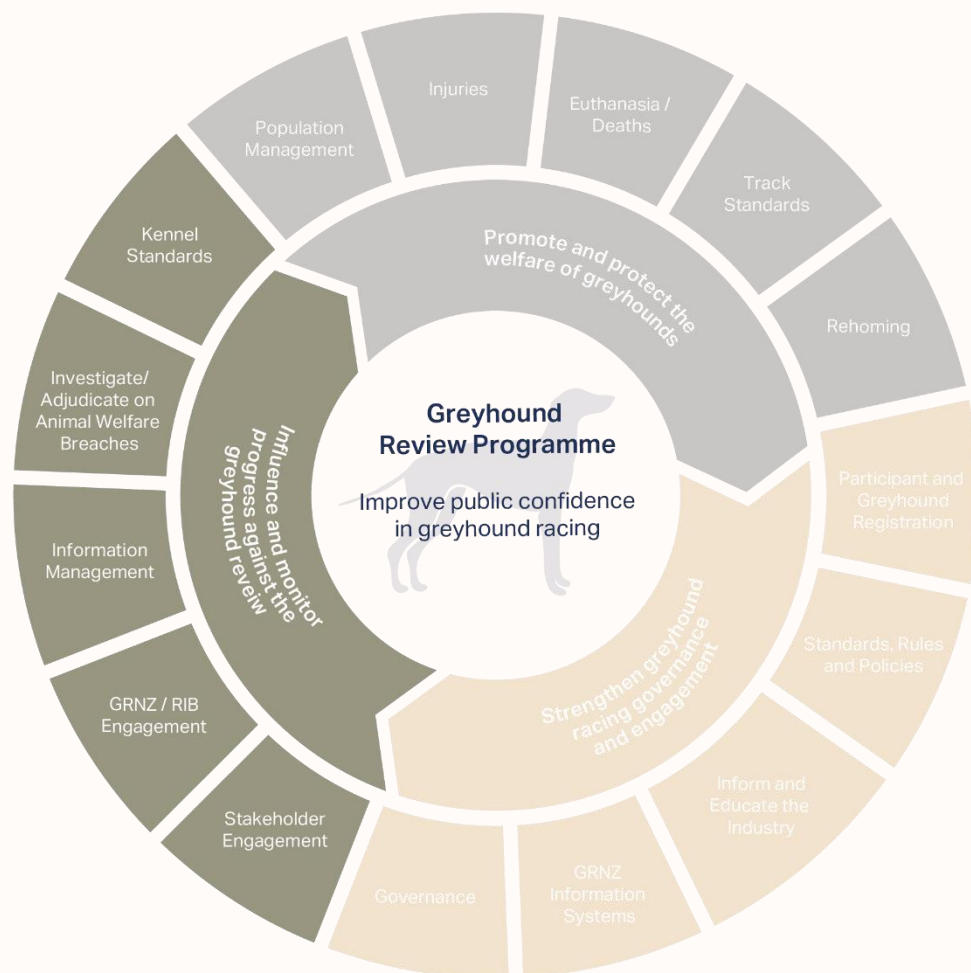
Recommendations

7.5.33. It is recommended GRNZ:

- reassess the independence and representation on the AHCW
- ensure the strategy is appropriately focused on the animal welfare imperative
- develop an annual plan for the AHCW.

Work Programme

8. Influence and Monitor Progress Against the Greyhound Review



8.1. Kennel Standards

Scope	Recommendations	
Through RIB kennel audits, ensure registered greyhounds are being kept and cared for according to required industry animal welfare standards and policies.	Robertson 5	Thorough professional kennel visits.
	Robertson 7	A rigorous assessment of animal welfare in larger scale operations.
	Hansen 2	All kennels used for breeding, rearing and training greyhounds for racing should be inspected by the RIU at least once a year.
	Hansen 8	The NZGRA should verify the accuracy of its database by: a) Making provision for the RIU to report on the dogs present in each kennel in the course of annual kennel inspections and by updating its database accordingly b) Requiring trainers to provide a return of all dogs in their kennels when relicensing c) Agreeing that thereafter the RIU audit the dogs recorded as present in kennels at the time of its annual inspection.

Background

- 8.1.1. The WHK report and both the Hansen and Robertson reports raised concerns about the infrequency and quality of the Racing Integrity Unit (RIU) kennel inspections, and lack of enforcement of greyhound welfare standards.
- 8.1.2. Robertson suggested comprehensive information was not available on the frequency and the outcome of these inspections and questioned the independence of the RIU. The report suggested enforcing animal welfare standards could be a function of the newly established RIB.
- 8.1.3. Due to concerns originally raised in the WHK report about greyhound traceability and the accuracy of the GRNZ database, Hansen also recommended kennel inspections undertaken by the RIU include a report on all greyhounds present and that at relicensing licensed persons provide a return to GRNZ of all greyhounds in their kennels.
- 8.1.4. Robertson also considered there was a need to assess whether there were more animal welfare risks in larger scale operations and recommended a rigorous assessment of welfare at these properties.
- 8.1.5. In GRNZ's May 2018 Hansen Report Update to the Minister, it was reported the annual relicensing process had been updated to include a declaration from the licensed person on the number of greyhounds at their facility for cross-checking purposes.
- 8.1.6. In 2017, Hansen reported on 1,271 greyhounds unaccounted for in the GRNZ database over the previous four seasons.

- 8.1.7. In response, GRNZ undertook a one-off audit of their greyhound population records, assisted by an RIU greyhound census and microchip scanning greyhounds at all kennels. This reconciliation resulted in 89% of the 1,271 greyhounds being accounted for.
- 8.1.8. GRNZ reported in this update, a new automated tracking system was being developed in the database that would alert GRNZ to any greyhounds whose status required follow up. GRNZ also made it a requirement that the number of greyhounds on a property be reported accurately at relicensing.
- 8.1.9. Robertson questioned whether the tracking system and follow up process was being undertaken to an acceptable standard and stated it was clear there was further work to be done.

Progress

- 8.1.10. The Racing Industry Act 2020 established a clear animal welfare mandate for the RIB and over the last 17 months the RIB has been developing animal welfare capability to meet these expectations. This includes establishing and undertaking a comprehensive programme of kennel audits to encourage and enforce compliance with GRNZ's Health and Welfare Standards.
- 8.1.11. A new, comprehensive audit system was established based on direct assessment of the Health and Welfare Standards. To ensure a thorough and professional approach to kennel audits, the RIB undertook the following steps:
- a comprehensive assessment of the Health and Welfare Standards for quality, measurability, and reconciliation with the 2018 Dog Code of Welfare
 - formulate effective measures for each Health and Welfare Standard
 - a review of auditing methods and approaches used by other industries and jurisdictions
 - establishing a partnership with audit specialists, QCONZ (SPCA auditors), to systemise processes and data collection.
- 8.1.12. The Health and Welfare Standards comprised 100 standards, with 39% directly measurable, 37% indirectly measurable, and 24% that could not be assessed or measured in an auditing context. (Figure 14)

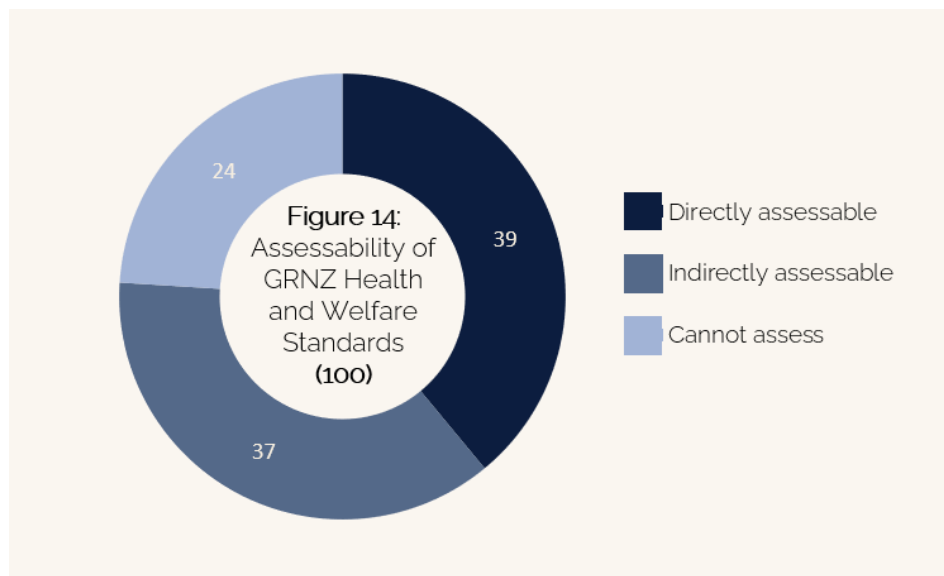


Figure 14: Assessability of the Health and Welfare Standards.

- 8.1.13. 67 audit questions were developed from the Health and Welfare Standards, Code of Welfare (Dogs), Dog Control Act 1996, and the related GRNZ Rules and policies. (Figure 15)

Greyhound

Audit Question Topic	Number of Questions
Greyhound Socialisation and Safety	10
Greyhound Health	8
Medication and Treatments	5
Greyhound Population	5
Greyhound census - every greyhound on the property scanned and checked by a Veterinarian	

Facilities

Audit Question Topic	Number of Questions
Kennels	4
Facilities	3
Whelping Facilities	3
Other Facility Areas	9
Facility Cleaning and Sanitation	8
Exercise Equipment	5
Transport	1
Emergency Preparedness	6
Facility records - all facilities measured, checked for compliance and required safety repairs	
Transport records - all modes of transport checked for compliance	

Figure 15: The number of questions developed from the Health and Welfare Standards by topic area.

8.1.14. During the 2021/22 season, 113 greyhound kennels covering 131 licensed persons were audited. The 113 kennels were categorised into the following groups:

- small kennel (<10 greyhounds): 61
- medium kennel (11-30 greyhounds): 28
- large kennel (31-100 greyhounds): 21
- super-size kennel (>100 greyhounds): 3

8.1.15. Licensed persons' willingness to engage with the RIB to ensure they understood the intent of the audits, was key to the success of the audits. Generally, licensed persons were supportive and willing to engage and assist on the day.

8.1.16. The new audit approach was a significant change for licensed persons from the previous RIU kennel inspections. During the first audits, it became apparent there was a lack of knowledge about the welfare standards, a concern outlined by the WHK, Hansen and Robertson reports.

8.1.17. This was evident through early conversations between the RIB, GRNZ and licensed persons and later reinforced in the results from the RIB survey.

8.1.18. In light of this, the kennel audits focused on assisted and directed compliance (Figure 16) to help improve licensed persons' knowledge of the standards and provide time to adjust to the new audit practice. The VADE Compliance Model³, is used by the RIB and other regulatory functions in New Zealand.

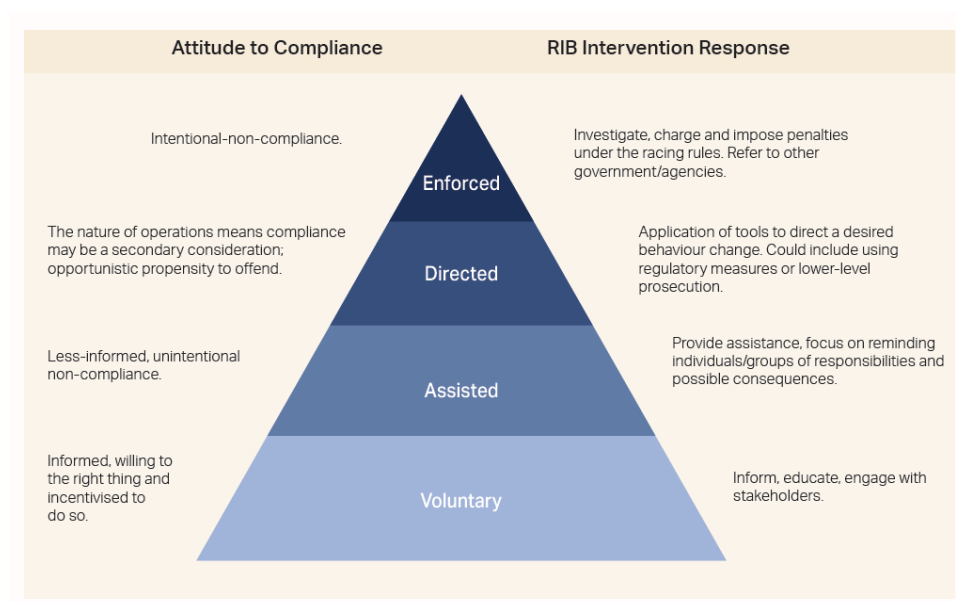


Figure 16: VADE Compliance Model.

³ VADE is an acronym – Voluntary, Assisted, Directed, Enforced – for the compliance operating model, covering the range of compliance behaviours and interventions available. The principle behind the model is to increase voluntary compliance by leveraging the layers in the model, including enforcement (prosecution). The model allows decision makers to exercise discretion and ensures any intervention is commensurate with the level of non-compliance.

8.1.19. The approach to the kennel audits is presented in Figure 17.

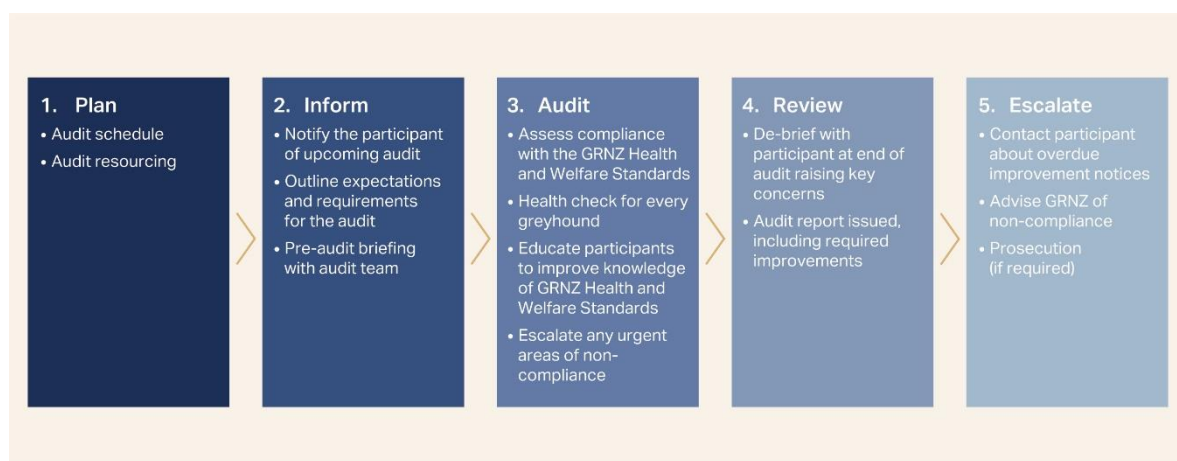


Figure 17: The RIB audit approach.

- 8.1.20. All kennels subject to audit were informed, generally 5-7 days prior to the scheduled date, to ensure the licensed person would be on the property and to identify and mitigate any risks to human and animal safety. Follow up visits to check on compliance with improvement notices were undertaken unannounced on some properties.
- 8.1.21. The audit team ranged from two to eight people depending on the anticipated number of greyhounds at a kennel. In most cases, each team was comprised of RIB stewards, QCONZ auditors and an RIB-contracted veterinarian. At the very least there was always a steward and veterinarian, who conducted health checks on all greyhounds.
- 8.1.22. The RIB stewards were trained on animal welfare and audit practice by a staff member with animal welfare expertise (PhD candidate, Veterinary Science).
- 8.1.23. Assessments included a range of measures covering facilities, greyhounds and traceability. Every greyhound present on the property was microchip scanned and checked against GRNZ records. The health checks included a brief veterinary examination covering body condition and dental health, along with a visual assessment as each greyhound was microchip scanned.
- 8.1.24. As well as checking and scanning each greyhound, there were 28 questions and assessments relating to greyhound health, socialisation and exercise, medications and treatment, and the greyhound population.
- 8.1.25. There were a further 39 questions regarding the facilities, emergency procedures and the environment in which the greyhounds were kept. The number and type of all facilities were recorded, along with any safety issues including maintenance or repairs required.
- 8.1.26. A total of 2,677 individual kennels were measured for size to assess compliance with the Health and Welfare Standards and the 2018 Dog Code of Welfare minimum sizes.
- 8.1.27. In response to the Robertson Review recommendation for a rigorous assessment of animal welfare for large scale operations, the super-size kennels (>100 greyhounds)

were re-audited in November 2022. Information from the November audits is yet to be analysed.

8.1.28. In February 2022, the RIB developed a minor infringement scheme, including penalties that aligned with the Health and Welfare Standards. The RIB consulted with Greyhound Racing Victoria (GRV), MPI, SPCA and GRNZ, and all provided feedback.

8.1.29. The RIB initially engaged GRNZ in March 2022. In November 2022, GRNZ agreed the new minor infringement scheme will be included in the new rules taking effect from on 1 February 2023.

Observations and analysis

Improvement notices

8.1.30. Every kennel audited was issued improvement notices, with a total of 1,152, giving an average of 10 per kennel.

8.1.31. By 30 November 2022, of the 131 licensed persons, 120 (92%) have fully complied with all improvement notices.

8.1.32. After a concerted effort by the RIB and GRNZ, of the 1,152 improvement notices issued, 24 (2%) remain open.

8.1.33. Although not covered by the racing rules, GRNZ agreed rehoming kennels should also be audited. No rehoming kennels have outstanding improvement notices.

8.1.34. There were 15 licensed persons who had outstanding improvement notices when they elected to leave or were removed from the industry.

Veterinary health checks

8.1.35. The RIB acknowledges the veterinary health checks conducted during the audits were not a full health examination, however, it was encouraging to find most greyhounds (2,892 out of 3,065 or 94.5%) were assessed as having an ideal body condition. 15 (0.5%) were assessed as being underweight. (Figure 18)

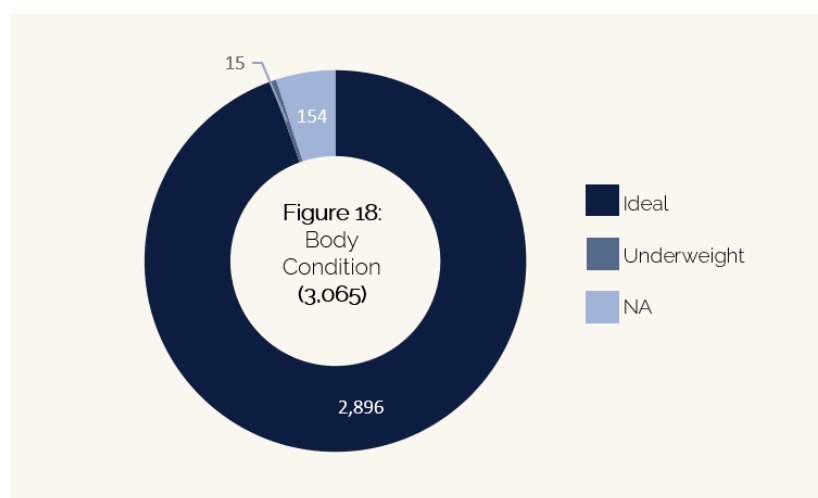


Figure 18: Body condition of 3,065 greyhounds assessed by a veterinarian with each classified as one of the following: emaciated, underweight, ideal, overweight and obese.

8.1.36. The greyhound dental scoring system, used to assess dental health, is a commonly used system with four grades of severity. There were 207 (6.8%) greyhounds with serious dental health issues: these being the 149 greyhounds with Grade 3, and 58 greyhounds with Grade 4 dental scores. (Figure 19)

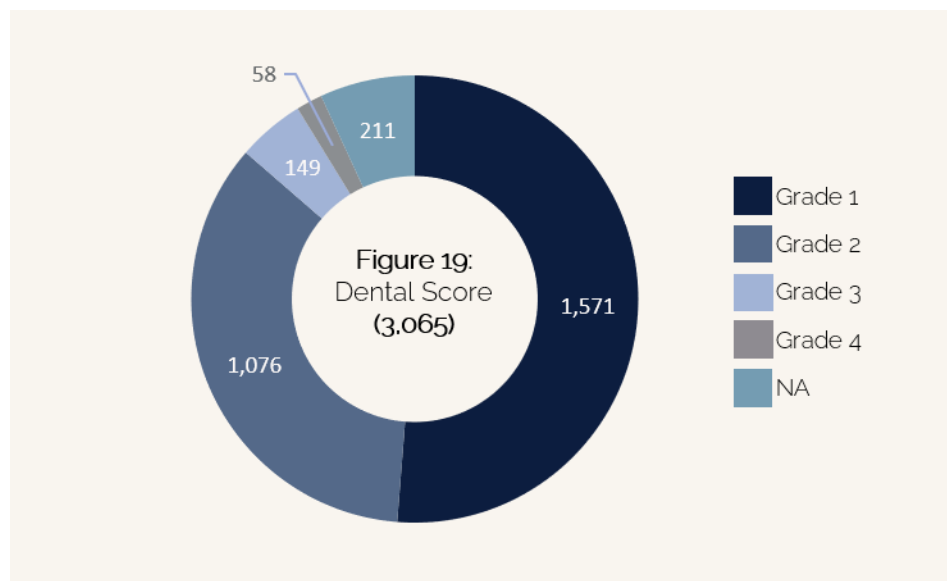


Figure 19: Greyhound dental scores (Grade 1-4) for 3,065 greyhounds assessed during kennel audits by a veterinarian. It was not possible to dental score 212 greyhounds (6.9%) due to human and greyhound safety and welfare. Note: Grade 4 signifies advanced periodontitis which is likely irreversible, and Grade 1 signifies mild gingivitis and plaque which can be reversed, or progression slowed, with treatment.

8.1.37. Licensed persons were instructed to seek immediate veterinary treatment for any greyhounds with a Grade 4 dental score and timely veterinary treatment for any greyhounds with a Grade 3 dental score. Licensed persons were required to provide the RIB with veterinary sign-off in order to close the improvement notice.

8.1.38. There were 217 out of 3,065 (7.1%) greyhounds assessed as requiring further veterinary attention, with the majority due to dental health issues (207 out of 3,065 (6.8%) and others with medical issues (12 out of 3,065), or injuries (4 out of 3,065). Six of the 16 greyhounds with medical issues or injuries also required veterinary attention for dental health issues.

8.1.39. Of the 16 greyhounds with medical issues or injuries, five required urgent veterinary attention and all were provided veterinary care within the timeframe instructed by the RIB.

8.1.40. Two greyhounds were euthanased as a result of further veterinary assessment. One was euthanased due to necrotic pressure sores. Following an investigation, the licensed person was disqualified for two years for failing to provide veterinary care to a greyhound.

Vaccination records not up to date

- 8.1.41. It became evident in the first three audits that non-compliance with the GRNZ Vaccination Policy was high, with only 19 out of 201 (9.5%) greyhounds having up to date vaccinations.
- 8.1.42. GRNZ responded quickly to this finding and offered a \$50 subsidy per greyhound, which resulted in a significant improvement in compliance for greyhounds over 1 year of age. However, there remains work to be done to improve compliance for puppies and breeding greyhounds.

Kennels not meeting minimum sizes

- 8.1.43. Of the 2,677 individual kennels measured, 1,250 (46.7%) were considered compliant and 1,427 (53.3%) non-compliant with the Health and Welfare Standards ($\geq 3\text{m}^2$). 24 (0.9%) did not meet the 2018 Dog Code of Welfare minimum sizes for large greyhounds ($<1.5\text{m}^2$).
- 8.1.44. The RIB raised concerns about minimum kennel sizes with GRNZ early in the auditing process. In direct response, GRNZ established a Housing Standards Working Group, including RIB representation, to review the kennel facility standards.
- 8.1.45. The RIB has remained consistent in its view that the 2018 Dog Code of Welfare minimum sizes are not relevant to greyhounds, as they are based on weight and do not recognise the unique conformation of greyhounds.
- 8.1.46. During audits, any kennels that did not meet the 2018 Dog Code of Welfare minimum of 1.5m^2 minimum (24 individual kennels) were deemed by the RIB as decommissioned and licensed persons were instructed that they could not be used with immediate effect. Any found in future audits will require removal from the property.
- 8.1.47. GRNZ has provided a 10 year transition period for existing kennels to comply with minimum size requirements specified in the new Greyhound Welfare Standards. In the meantime, all kennels must meet or exceed the recommended minimum for large greyhounds outlined in the 2018 Dog Code of Welfare.

Facilities presenting a safety risk to greyhounds

- 8.1.48. There was a total of 78 improvement notices issued for safety concerns. As at 30 November 2022, 73 of these improvement notices had been closed.
- 8.1.49. The most common safety concerns in relation to greyhound facilities, were the presence of loose mesh/wire, exposed ends of wire, exposed edges of iron or cladding, and broken wooden railings or holes in kennel walls, which were assessed as having potential to cause injury.

Greyhounds present not matching GRNZ records

- 8.1.50. There were significant discrepancies between greyhounds present on a property and the GRNZ database.
- 8.1.51. The RIB also found there were two kennels that required re-classification as super-sized after discovering more than 100 greyhounds on the property, contrary to GRNZ information. This brought the total to five super-sized kennels.

- 8.1.52. This finding reinforced concerns from the three reviews regarding the need for improved traceability and data quality. It also highlighted weaknesses in GRNZ's operational practices, particularly in relation to de-registrations and pre-racing greyhounds.
- 8.1.53. In response to Hansen's recommendation, annual relicensing processes had been updated in 2018 to include a declaration of the number of greyhounds on a property. GRNZ informed the RIB that during Covid lockdowns, no formal relicensing was required and this has not been reintroduced as a requirement.
- 8.1.54. GRNZ plans to reintroduce this requirement as part of the 2023 relicensing process, including sending each licensed person a list of greyhounds for cross-checking purposes.
- 8.1.55. Traceability is a challenge for the racing industry as a whole. GRNZ needs to consider investing in new technologies to ensure accurate tracking of greyhounds. For example, the e-tracking system used in New South Wales (Refer to Participant and Greyhound Registrations, Section 5.1).
- 8.1.56. GRNZ has set traceability targets, including knowing where 100% of all racing greyhounds from the 2022/23 season and 85%, 95% and 100% of non-racing greyhounds in the 2022/23, 2023/24 and 2024/25 seasons respectively. The delay in complete traceability of the non-racing greyhounds is to allow the required system changes to be made.

Failure to keep/unsatisfactory recording of treatments

- 8.1.57. Of the 124 audit reports issued, 111 (89.5%) had improvement notices for not keeping greyhound treatment records or providing incomplete records.

Failure to have documented emergency procedures

- 8.1.58. Of the 124 audit reports issued, 92 (74.2%) improvement notices were issued for not having a documented emergency plan for their kennels.
- 8.1.59. In the latter half of the audits, the RIB noted an increase in the number and quality of emergency plans - 20 out of 62 (32.3%) in the second half, compared with 7 out of 62 (11.3%) in the first half of the audits. This reflects that licensed persons were familiarising themselves with the audit process and requirements.
- 8.1.60. In October 2022, GRNZ produced an emergency plan template which was made available for licensed persons to use. Thereafter, GRNZ provided this template to them as a means of closing out the relevant improvement notice.

Non-compliance with registering greyhounds under the Dog Control Act

- 8.1.61. Of the 124 audit reports issued, 43 (34.7%) had improvement notices for non-compliance with local Council requirements.

Retired greyhounds in the care of a licensed person

- 8.1.62. Initially, the RIB audits included all retired greyhounds in the care of a licensed person, on the understanding this aligned with GRNZ's Health and Welfare Standards.

- 8.1.63. GRNZ held a different interpretation of the standards and sought legal advice, which endorsed its position that retired greyhounds were excluded from the requirements of the various rules, standards, and policies. As a result, both parties agreed the rules and standards required updating to include these greyhounds.
- 8.1.64. Given the agreement retired greyhounds in the care of a licensed person should be covered by the standards, the RIB continued to assess these greyhounds during kennel audits.
- 8.1.65. Since December 2021, the RIB has been consistent in its view that a rule change is a priority.
- 8.1.66. On 1 February 2023, new rules being implemented will ensure the new Greyhound Welfare Standards apply to retired greyhounds in the care of a licensed person.

Audits of rehoming kennels

- 8.1.67. While rehoming kennels are not currently subject to the Health and Welfare Standards, with GRNZ's support, all six rehoming kennels were audited by the RIB.
- 8.1.68. Any issues found at these facilities can also be referred to MPI or the SPCA as regulators of the Animal Welfare Act (1999).
- 8.1.69. Given these facilities were not covered by the standards, advisories were issued in place of improvement notices.
- 8.1.70. There were 61 advisories issued across the six rehoming kennels, giving an average of 10.2 per kennel. By 30 November 2022, all have been closed.
- 8.1.71. The main areas of non-compliance at the rehoming kennels included: greyhound health (dentals and/or vaccinations required), maintenance and repairs to improve the safety of the facilities, a small number (3) of individual kennels not meeting the minimum size requirements of the Code of Welfare for Dogs (1.5m²) and Health and Welfare Standards (3.0m²), the lack of accurate treatment records for greyhounds while they are in their care, and lack of documented emergency procedures.
- 8.1.72. The RIB and GRNZ agree rehoming kennels must be required to meet high standards of welfare. GRNZ has indicated the intention to make this clearer in its SLA's with rehoming agencies.

Super-sized operations

- 8.1.73. During the first kennel audits in the 2021/22 season, the five super-sized operations (>100 greyhounds) were issued a combined 86 improvement notices.
- 8.1.74. The main areas of non-compliance included maintenance and repairs to improve the safety of the facilities, failure to keep or accurately maintain treatment records and discrepancies between greyhounds present on the property and the GRNZ database. All improvement notices have been closed for all five kennels.
- 8.1.75. Earlier in the 2021/22 racing season, concerns were raised regarding one super-sized kennel having a disproportionate euthanasia rate compared to the rest of the industry. This followed an audit of GRNZ death certificates.
- 8.1.76. A clear expectation was set that these euthanasia practices needed to change or a full investigation would be considered.

8.1.77. GRNZ has a key role to play in closely monitoring compliance at these super-sized operations. This would see GRNZ taking a more proactive approach to monitoring practices and following up on non-compliance.

Review of the 2021/22 audit approach

8.1.78. In October 2022, the RIB conducted an online survey to give licensed persons an opportunity to provide feedback on the first rounds of kennel audits. There were 49 responses out of 106 licensed persons who were sent the survey. This excluded licensed persons with no email address and some licensed persons that had left the industry.

8.1.79. The results reinforced concerns from the three reviews that there was a lack of knowledge about the Health and Welfare Standards. Results suggested knowledge of the standards was improved after being through the audit process. (Figure 20)

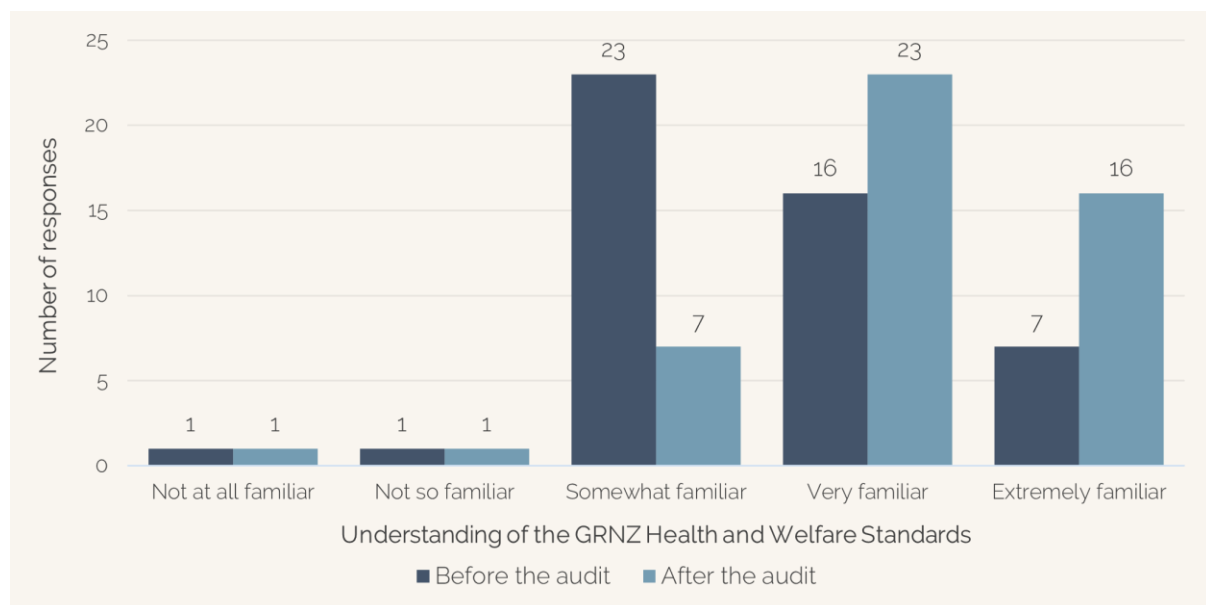


Figure 20: Results from 106 licensed persons asked to describe their understanding of the Health and Welfare Standards before and after the new audit programme.

8.1.80. As further audits are conducted in 2022/23, the RIB expects to see an increased level of voluntary compliance as licensed persons become more aware of and increasingly embrace high standards of animal welfare.

8.1.81. The RIB has developed a kennel audit risk matrix to analyse data from various sources and provide information on the kennels most likely to pose a welfare risk. This will enable the RIB to consider moving towards a risk-based auditing model in the 2023/24 racing season.

8.1.82. GRNZ is establishing a Welfare Standards Kennel Book containing all the paperwork the auditors require from licensed persons during audits. It is expected this book will be issued with the revised Greyhound Welfare Standards in February 2023. This book will be a useful auditing tool with a view to encouraging self-auditing practices in the future.

Conclusions

- 8.1.83. The RIU did not have a thorough inspection/auditing approach, which represented a missed opportunity to identify non-compliance and work with licensed persons on improvements.
- 8.1.84. The RIB acknowledges the new kennel audits were a significant change for licensed persons with a short lead-in time, which was met with some resistance.
- 8.1.85. The new kennel audit approach provides GRNZ and licensed persons with information about areas of non-compliance and opportunities to improve compliance through targeted remediation activities.
- 8.1.86. The greyhound checks undertaken during this kennel audit cycle, confirmed weaknesses in GRNZ's greyhound traceability systems and processes.
- 8.1.87. GRNZ cannot solely rely on RIB kennel audits to improve traceability
- 8.1.88. GRNZ has shown a commitment to resolving non-compliance as evidenced through its vaccination programme, changes to welfare standards and follow up with licensed persons who have been slow to comply.
- 8.1.89. Licensed persons who do not willingly engage with the audit process, should have their licences reviewed.
- 8.1.90. Future kennel audits should show improved knowledge of, and compliance with, welfare standards.

Recommendations

- 8.1.91. It is recommended GRNZ:
- review licences for licensed persons not willing to comply with the RIB's improvement notices
 - use findings from kennel audits to identify ways to continuously improve levels of compliance.

8.2. Investigate and Adjudicate on Animal Welfare Breaches

Scope	Recommendations	
Investigate compliance with the rules, policies and standards, ensuring there is a well-publicised complaints system so that people can speak out about non-compliance.	No specific recommendations in reviews Minister for Racing letter of Expectation – September 2022	<i>'I would also like to suggest that the RIB consider the establishment of a confidential complaints system. Such a system would ensure that non-compliance within the industry can be reported directly to the RIB and would allow those wishing to speak out a safe and secure means of doing so.'</i>

Background

- 8.2.1. In 2017, Hansen reported there had been no disciplinary actions for breaches of the welfare standards.
- 8.2.2. An increase in industry awareness and commitment to animal welfare, high public expectation, along with the RIB's clear animal welfare mandate, all contribute to animal welfare being increasingly positioned as a priority.
- 8.2.3. The RIB and other regulatory bodies including the Ministry for Primary Industries (MPI) and the SPCA, work together on animal welfare concerns.
- 8.2.4. Over the four racing seasons following the Hansen review (2017/18 to 2020/21 seasons), the Racing Integrity Unit (RIU) undertook 20 animal welfare investigations for all racing codes. Five licensed persons were charged under the rules of racing.
- 8.2.5. RIB investigations are commenced as a result of information from a variety of sources including the RIB's drug testing regime, referrals from other agencies, kennel inspections or audits, and concerns from people inside and outside the industry, including information provided in confidence.
- 8.2.6. The Minister's letter of expectation of September 2021 suggested the RIB consider establishing a confidential complaints system.
- 8.2.7. The RIB already has a confidential Racing Integrity Line which allows members of the public and the racing industry to anonymously report integrity related information.

- 8.2.8. The RIB has a Memorandum of Understanding with MPI and SPCA, and another agreement with New Zealand Police. The parties work together to determine which agency should lead investigations. As appropriate, the RIB will refer matters covered by the Animal Welfare Act 1999.
- 8.2.9. When the RIB charges licensed persons, those charges are heard by an adjudicative committee. When charges are proven, the decision of the committee and the corresponding penalty is published on the RIB website.

Observations and analysis

RIB's confidential Integrity Line

- 8.2.10. A review of the RIB's confidential integrity line considered the merits of this system against other options, concluding the current system was fit for purpose.
- 8.2.11. Between 1 August 2021 and 31 July 2022, 130 confidential inquiries came into the RIB through the integrity line, with 6 (5%) connected to greyhound racing.
- 8.2.12. The integrity line is an important channel for confidential reporting of integrity related information; however, concerns reach the RIB through a range of other channels from people who are committed to ensuring the integrity of racing.

RIB animal welfare investigations

- 8.2.13. Between 1 August 2021 and 30 November 2022, the RIB has undertaken a total of 41 greyhound investigations, with 8 (20%) related to animal welfare. (Figure 21) This is an increase in animal welfare related investigations compared with the 20 cases investigated by the RIU over four years.
- 8.2.14. The RIB has found animal welfare investigations are typically more complex and take longer than other investigations.

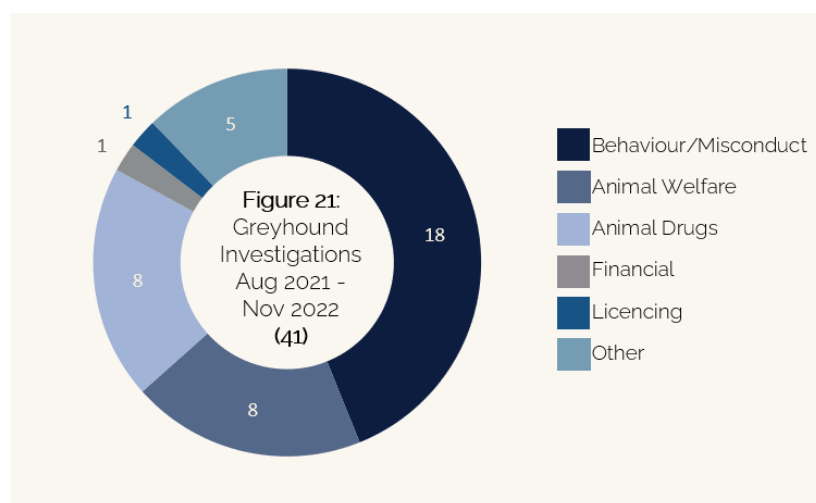


Figure 21: RIB greyhound investigations between 1 August 2021 and 30 November 2022

- 8.2.15. The RIB has charged three licensed persons for breaches of the Health and Welfare Standards. These include:
- a licensed person fined \$2,000 for presenting a greyhound for racing with an injury to its tail
 - a two-person partnership, disqualified for two years and fined \$2000 for the unsanitary condition of their facilities, resulting in 15 greyhounds being removed from the kennel and rehomed
 - a licensed person disqualified for two years for failing to provide veterinary care for a greyhound, identified during a kennel audit that resulted in the greyhound being euthanased.
- 8.2.16. In addition, there have been two charges for animal welfare related offences for the following:
- a licensed person striking a greyhound after a race
 - failing to provide proper care of a greyhound by leaving greyhounds in an unattended vehicle.
- 8.2.17. One licensed person was issued a written warning after an in-depth RIB investigation into six greyhounds being presented to a rehoming facility allegedly in various states of poor health. An independent veterinarian was used to assess the diagnosis of the greyhounds at the time they were dropped off to the rehoming facility. MPI also inspected the kennel facilities and reviewed the investigation. No charges were laid.
- 8.2.18. There are other ongoing RIB investigations in the greyhound industry, including one matter related to animal welfare.
- 8.2.19. Where an investigation is based on circumstances that may amount to a breach of the Animal Welfare Act, details are provided to either MPI or SPCA under a Memorandum of Understanding.
- 8.2.20. Occasionally, under an information sharing agreement with New Zealand Police, information about animal welfare concerns will also be shared.
- 8.2.21. As appropriate, the RIB has taken an educative approach to improving compliance with the Health and Welfare standards over the last 15 months.
- 8.2.22. From 1 February 2023 the RIB will also have an option to issue a minor infringement (fine) for breaches of the welfare standards. In the absence of the Minor Infringement Schedule, most breaches of the rules necessitate laying a charge for a hearing before an adjudicative committee.

Prohibited substance testing

8.2.23. A total of 6004 greyhounds were tested for prohibited substances in the racing season 2021/22. (Figure 22)

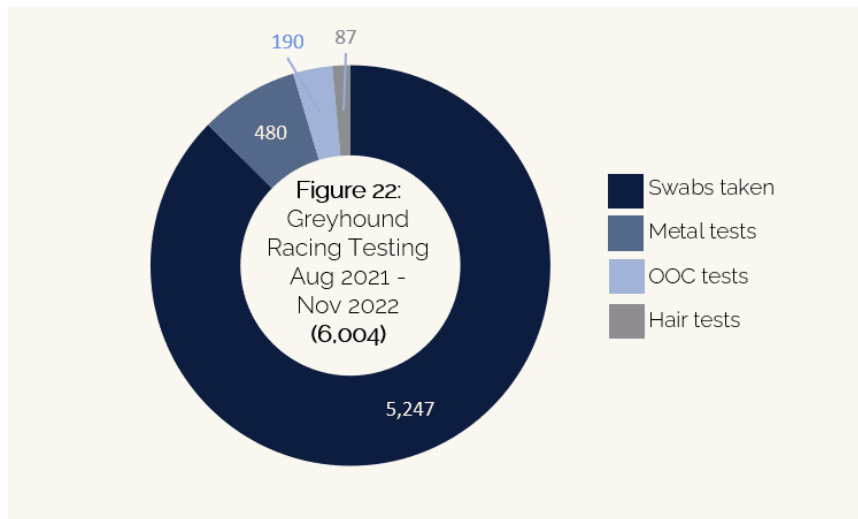


Figure 22: Total number of greyhounds tested, including race day testing (swabs taken) and out-of-competition (OOC) testing between 1 August 2021 and 30 November 2022.

8.2.24. Of the 6004 tests, 19 were positive, including six for methamphetamine.

8.2.25. Two of the six methamphetamine positives are still to be resolved.

8.2.26. It is not possible to definitively say whether a methamphetamine positive is attributable to administration or contamination.

8.2.27. During the course of an investigation, various techniques are used to ascertain the most likely source of the positive result. The evidence is presented to an adjudicative committee who include details in their written decisions as appropriate.

Conclusions

8.2.28. The RIB considers its confidential integrity line is fit for purpose and will continue using it as an integrity assurance tool, accepting there may be opportunities to continue to promote it.

8.2.29. Animal welfare investigations are on the rise in terms of number and complexity.

8.2.30. Prohibited substance testing is critical to the integrity of racing.

Recommendations

8.2.31. It is recommended GRNZ:

- through a regular review process, ensure its racing rules, in respect of integrity and animal welfare, remain fit for purpose.

8.3. Information Management

Scope	Recommendations	
GRNZ holds accurate, accessible information on greyhounds from whelping to retirement, that the public has confidence in.	Robertson 1	Comprehensive and accessible data available on the position of animals from birth to death.
	Robertson para 35	GRNZ could be viewed as data rich and information poor for although information is held on animals and their racing lives, the opportunity to proactively portray how well the industry is performing as a whole is relatively underdone.

Background

- 8.3.1 The poor quality and availability of information has been a recurring theme in all reviews.
- 8.3.2 Hansen advised it is essential there are accurate and comprehensive records kept of all relevant activities and that the data acquired is accessible to everyone with an interest. Hansen suggested that there was frustration at the inability to access base data and comprehensive records of the overall greyhound operation.
- 8.3.3 Subsequently, Robertson suggested GRNZ could be viewed as data rich and information poor, leading to scepticism from critics and animal welfare monitoring agencies.
- 8.3.4 GRNZ, in its submission to the Robertson review, stated that significant progress had been made in improving the data in the database and ensuring that reliable information is available to GRNZ staff, RIU and other stakeholders. A project had started to upgrade the database, part of which included changes to data capture and reporting.

Progress

- 8.3.5 The RIB undertook a comprehensive review of the state of GRNZ's data to determine what was available, its accuracy, and accessibility.
- 8.3.6 GRNZ gave the RIB open access to all databases and reports.
- 8.3.7 Fortnightly data insights review meetings were set up and attended by both GRNZ and RIB teams. GRNZ was actively engaged in these sessions, with at least five GRNZ people in attendance.

- 8.3.8 Issues identified regarding data quality and accessibility were captured in a register. Some issues required system and/or reporting changes. Others required manual interventions to improve data quality.
- 8.3.9 The data and insights review not only verified GRNZ's data, it was also foundational as the population management model was developed.
- 8.3.10 The recently appointed GRNZ population analyst will manage data analysis related to the population management model. The new business analyst/IT manager is responsible for changes affecting GRNZ's systems.

Scope of the RIB's information management review

- 8.3.11 The RIB's review covered a broad range of areas, focussed on trends by and within seasons. It also included regional, licensed person, kennel size, and registration status overlays to mention just a few.
- 8.3.12 As the work progressed, the level of cross-referencing of datasets increased.
- 8.3.13 The list below, although not exhaustive, shows the breadth and depth of the data examined.
- births: litter size, number of litters, breeder numbers, whelping by breeder size, days to register, adherence to rules
 - registrations: initial registrations and racing registrations by age and trainer.
 - injuries: number per 1,000 starters, by track, location on track, length of injury, by age of greyhounds, by age racing commenced, by number of races, by race type, by race grade, by box draw, by gender, by birth country, by season of the year, seriousness of injury, benchmark performance by trainer
 - rehoming: numbers entering rehoming, age when entering rehoming, waitlist to enter rehoming, greyhounds and on hand for adoption, adoptions by adoption facility
 - deaths and euthanasia: number over time, race day, non-race day, age of greyhound, by trainer, number of races and earnings, time since last race, by race earnings
 - de-registrations: by type (for example, breeding, retired as a pet), age, trainer, outcomes
 - stand-downs: reason for length of time, cross check to racing dataset to determine correlation and/or what other non-racing factors might be occurring
 - racing: earnings per trainer, earnings per greyhound, earnings by length of career and level of racing intensity, earnings by age and gender.

Data quality

- 8.3.14 Data quality issues were mainly related to:
- consistency of data fields across the various databases and reports, for example, breeders and trainers can have different names across multiple databases and reports

- incomplete data collected, for example, whelping data may not represent all puppies in a litter
- data collected outside required deadlines
- older greyhounds not followed-up to determine their de-registration status, for example, breeding greyhounds that are no longer able to be used for breeding or racing greyhounds over six years old that are not actively racing
- inadequate data supplied by licensed persons and failures in GRNZ operational data entry practices.

8.3.15 As issues were identified, GRNZ made a genuine effort to address them by making a range of system changes, including:

- stand-down data fields made available to stewards to enter required data, so that injury now flows through into the race day incident report
- enhancements to rehoming reporting
- vaccination data capture, including racing greyhounds not being accepted for nomination, and triggers for notifications prior to vaccination renewal.

Data accessibility

8.3.16 Data was generally readily accessible to the RIB and if not, GRNZ took measures to make it available, including creating new reports and opening access to other parts of the system.

8.3.17 GRNZ has published data on its website in a range of documents such as the Animal Health and Welfare (AHWC) committee minutes, Ministerial reports, and its annual report.

8.3.18 In February 2022, GRNZ updated its system to include the capture of official trials on race day and some unofficial trials outside of race day. Otherwise, very little non-race day data is available relating to greyhounds experiencing injury or illness away from the track. This hampers the ability to track greyhounds' welfare throughout their career.

8.3.19 The Rehabilitation to Rehoming (RtR) programme was established without due consideration to the data and reporting requirements. As such, manual processes and an excel worksheet have been used. The RIB has recently received a more extensive RtR dataset, however this requires further work before it can be confidently used to build insights.

8.3.20 From early 2023 SIRC will require data on each serious injury showing the days since last harrow, track maintenance cycle, moisture reading, and clegg reading. SIRC may also request a time profile analysis of tracks to ensure that they remain within agreed bands of presentation.

GRNZ's use of these insights

8.3.21 Insights have been used to inform changes to rules, standards and policies.

8.3.22 As the RIB data insights work progressed, GRNZ has increasingly validated its analysis and insights with the RIB, particularly in relation to Ministerial reporting.

GRNZ information management improvements

8.3.23 GRNZ has been progressively improving the data and reporting available. Some of the more significant system changes, made during the period of this review, are:

- adding a feature to ensure unvaccinated greyhounds cannot be nominated for racing, along with introducing an automated notification to advise licensed persons of upcoming vaccination expiry
- enabling capture of injuries at official trials
- updating the rehoming system to reflect related operational procedures including more accurately tracking greyhounds through the rehoming system from entering the waitlist, through to entering and exiting the foster network. This includes recording time at each stage of the process
- changing a range of reports to provide additional information, such as adding a litter master or including weight information.

Observations and analysis

8.3.24 Specific observations related to the analysis undertaken by the RIB, are included in the relevant sections of this report.

8.3.25 Until November 2022, GRNZ's data analysis was a part-time function within an existing role. When this review began, analysis of existing datasets by GRNZ was weak, relative to the breadth and depth of data on hand.

8.3.26 A recently appointed business analyst/IT manager has a short-term focus on defining requirements for enhancements to injury data capture, management, and reporting, along with defining system parameters for data cleansing.

8.3.27 The RIB generally found GRNZ's data usable, in terms of quality, however it often took advanced database skills to put it into a usable format to obtain meaningful insights. This included some data cleansing and triangulating data from different reports and databases to ensure confidence in the data.

8.3.28 Some of the data captured is overwritten as changes occur, for example, change of trainer, resulting in removal of an audit trail and historical information.

8.3.29 There remains a manual component to GRNZ's processes and data capture, with the use of paper-based forms and manual data entry by GRNZ leading to gaps in data quality and timeliness.

8.3.30 GRNZ is progressively upgrading systems to improve data capture and reporting, along with increasing automation and data validation.

8.3.31 The GRNZ system has most of the fields required to track a greyhound through its lifecycle, however there are some shortcomings in data capture, such as:

- non-race day health and injuries
- the birth of a litter, which should be registered at 14 days, does not include all puppies born regardless of whether they are stillborn, subsequently die or survive. This is also a key gap for other jurisdictions.

- 8.3.32 There is also no reporting on the pregnancy and birthing outcomes to inform future requests for service, especially for the fourth litter or greyhounds over seven years of age.
- 8.3.33 Some issues were discovered relating to the quality of registration data, in part resulting from changes to the way these details were recorded by GRNZ since 2009. GRNZ has commenced a data cleanse project designed to address incorrect historical registration records, with completion due in February 2023.
- 8.3.34 GRNZ advised some licensed persons are not able to use a computer and therefore unable to participate in increased automation, impacting both licensed persons and GRNZ.
- 8.3.35 This will be a constraint as GRNZ improves its technology capability. It should be a requirement of relicensing that a licensed person is able to enter data using GRNZ's online systems. This will improve data accuracy and timeliness.

Conclusions

- 8.3.36 The RIB has undertaken a thorough examination of GRNZ's data, covering all key areas of the greyhound lifecycle.
- 8.3.37 The RIB's analysis confirmed earlier commentary about GRNZ being data rich and information poor.
- 8.3.38 Verification of GRNZ's data included extensive cross referencing of datasets, showing the untapped potential in GRNZ's existing data.
- 8.3.39 If GRNZ had utilised its data to a fuller extent, there would have been earlier progress against areas of concern.
- 8.3.40 GRNZ's understanding of its business is improving, particularly in injury analysis, identification of associated risk factors, and the variable performance between licensed persons.
- 8.3.41 The recent investment in a full-time population analyst and business analyst/IT manager, means GRNZ is well-positioned to continue, and build on, the data analysis and insights work.
- 8.3.42 Investment is required in technology and business intelligence tools to enable GRNZ to track the whereabouts of every greyhound and undertake predictive analysis on an individual greyhound basis.
- 8.3.43 A lack of digitisation and weak operational processes contribute to data quality issues.
- 8.3.44 Inconsistencies in data definitions contributes to data quality issues.

Recommendations

- 8.3.45 To ensure continued momentum on the information management work, it is recommended GRNZ:
- continue to build capability in data analysis and insights

- develop an information management plan that incorporates annual deliverables
- develop a predictive modelling capability, particularly in relation to injuries
- continue to digitise forms and automate notifications
- develop a data dictionary
- undertake an independent audit of operational processes.

8.4.GRNZ/RIB Engagement

Scope	Recommendations	
The RIB's clear communication of the standards for successful reform will provide a sound basis for (reporting progress and) future consideration of GRNZ's social licence to operate.	No recommendations	

Background

- 8.4.1 The RIB was instructed by the Minister for Racing to provide oversight of the industry's response to the Robertson review.
- 8.4.2 Although this was the fourth review in 10 years, the level of oversight and scale of the work programme was the most significant to date.
- 8.4.3 In September 2021, the RIB and GRNZ jointly developed a programme plan to not only frame the scope of the RIB's oversight role but also the work GRNZ needed to progress against the areas of concern.
- 8.4.4 This plan formed the basis for the RIB-GRNZ joint engagement over the 15 month review period.

Progress

- 8.4.5 Both parties would agree that in the main, it has been a constructive relationship with primary engagement at the GRNZ/RIB programme team level, supported by regular Chief Executive to Chief Executive engagement.
- 8.4.6 When an issue arose where progress was not as it should be, the RIB would often formally advise GRNZ of its concerns in writing. GRNZ was generally responsive to these matters.
- 8.4.7 A fortnightly data insights meeting was a key forum for debriefing and discussing the RIB's data verification and analysis work. These forums were always well attended, with the GRNZ team actively engaged.

8.4.8 Both parties worked to the programme plan structure in terms of Chief Executive briefings and part way through the review, Ministerial reports were also aligned with this structure.

Conclusions

8.4.9 As two teams working together with similar but different agendas, the RIB is of the view that the engagement model was generally effective.

Recommendations

8.4.10 It is recommended:

- The Minister considers the engagement model used throughout this review, to inform future engagement expectations.

8.5. Stakeholder Engagement

Scope	Recommendations	
By understanding stakeholders' engagement needs and with an unfailing commitment to transparency (of information), improve trust and confidence in the greyhound racing industry.	No recommendations	

Background

- 8.5.1 In the Robertson review, it was suggested GRNZ had made its job harder by unnecessarily obfuscating information and pushing back against those with an interest. Robertson commented that all information should be recorded and available. Arguably GRNZ had the data to support its stances on issues raised but was seen as unwilling to share it.
- 8.5.2 It was also suggested by Robertson that it is in GRNZ's interests to embrace the scrutiny as an opportunity to show progress and be transparent, ground-breaking, and the leading voice for animals they claim to be.
- 8.5.3 Robertson identified the need for greater transparency, especially relating to the fate of greyhounds that do not end up racing or are retired.
- 8.5.4 And finally, Robertson suggested an unrelenting focus on data recording, transparency of all activities, and animal welfare generally could see the industry continue despite vocal pressure.

Progress

GRNZ's engagement with its stakeholders

- 8.5.5 Throughout the review, GRNZ has shown an increasing understanding of the issues underpinning feedback about its lack of transparency and more recently, acknowledging transparency has been an issue.

8.5.6 GRNZ also acknowledged the challenges of shifting entrenched attitudes but is committed to trying.

8.5.7 Examples of greater transparency during the review period, as stated by GRNZ, are:

- GRNZ has given the RIB full and open access to its databases, to enable the RIB to verify its data and insights
- Key Performance Indicators (KPIs) for animal welfare have recently been shared with the Minister and will be made available on the GRNZ website prior to its final report to the Minister. GRNZ is of the view that as well as holding itself to account in terms of performance, this will enable the industry and critics to do the same
- minutes from the Animal Health and Welfare Committee (AHWC) are published on the website for public viewing and sent to the SPCA
- quarterly Ministerial reports are published on the website, which are more comprehensive than for previous reviews
- in October/November GRNZ's draft Greyhound Welfare Standards were published on its website for the public to provide feedback
- the annual report, published on the website, is more comprehensive than previous reports
- in 2022 GRNZ added reporting on deaths alongside euthanasia in its annual report.

8.5.8 GRNZ has also taken on board feedback about the need to tell its stories more effectively. It advised the following new initiatives were introduced during the review period:

- launched an additional website, lovegreyhounds.org.nz to sit alongside its other sites (grnz.co.nz and greatmates.co.nz). This website is used to tell stories about trainers, owners, breeders and rehoming groups, with 16 videos created and released during the year
- has been more proactive at distributing its own media releases, including challenging topics such as methamphetamine positives and the SPCA's campaign to close commercial greyhound racing in New Zealand
- maintains, at times, it has been treated unfairly by the media, with inaccurate reporting. GRNZ has become more proactive in this regard, making complaints through official channels and circulating corrections of misinformation when appropriate
- has established relationships with media agencies, including NZME, MediaWorks, and SENZ.

RIB engagement with industry stakeholders

8.5.9 Throughout the review, the RIB has established relationships with the Chair of The National Animal Welfare Advisory Committee (NAWAC) and the NAWAC 3 Es subcommittee. Meetings with the sub-committee have occurred, with the RIB providing an update on the greyhound review programme progress.

8.5.10 The RIB also established regular engagement with the Department of Internal Affairs and to a lesser extent, the Ministry for Primary Industries.

8.5.11 Through the NAWAC meetings, the SPCA offered to assist the RIB with developing a new kennel audit process. proven helpful and led to the RIB establishing a relationship with SPCA's audit provider.

Conclusions

8.5.12 GRNZ has improved transparency of its activities over the period of the review.

8.5.13 GRNZ's has reported quarterly to the Minister throughout the period of this review.

Recommendations

8.5.14 It is recommended GRNZ:

- Seek opportunities to increase transparency with stakeholders.
- Continue quarterly Ministerial reporting.

9. Work Programme Status

Background

- 9.1 Reflecting on earlier reviews and NZGRA/GRNZ's progress has highlighted recurring themes and weaknesses in the sustainability of change.
- 9.2 When considering GRNZ's response to earlier reviews, it appears in some cases, an initiative was deemed to be complete at the point of implementation, rather than when it was successfully embedded.
- 9.3 At the start of the current review process 15 months ago, it was apparent:
- the status of initiatives to address the recommendations in the Hansen report was not clear. GRNZ quarterly reports to the Minister generally did not clearly track progress against each recommendation
 - it would not be reasonably possible for some initiatives in the work programme to be completed within the 15 month timeframe and priorities would be adjusted as new issues emerged.
- 9.4 Throughout this review it has become increasingly apparent that for a recommendation to be considered closed, it must be at the point where:
- the case for change is well-made, communicated, and supported by education of key participants
 - a piece of work has been implemented along with supporting processes in place
 - an assurance practice is documented and scheduled to verify new processes, and compliance is firmly embedded in day-to-day operations.

Status of recommendations

- 9.5 The RIB has undertaken an assessment of the status of each of the 30 Hansen and Robertson recommendations, adding 1 element to the injury focus area to broaden the scope, giving a total of 31. A further 4 focus areas, identified when the work programme was established, have also been added, making a total of 35 items. These have been reviewed against the change management process to determine their status.
- 9.6 Each of the focus areas has been assessed against the change management process (see Figure 23), which reviews the extent to which the work on each recommendation has been planned, implemented, embedded, or evaluated. Only once all these steps have been completed can an item be considered closed.



Figure 23: Change management framework

9.7 Some recommendations cover multiple initiatives which may be at different stages of the change process, therefore an overall assessment has been made.

Assessment status summary

9.8 Of the 35 initiatives, 4 are in the Plan stage, 18 in Implement, 5 in Embed, 0 in Evaluate, and 8 Closed. (Tables 8 and 9)

9.9 51% of initiatives are in the implementation stage. The recommendations will require continued focus in 2023 to ensure they are embedded and evaluated (which includes rigorous monitoring) to lock in the change if the desired outcomes are to be achieved. Each of these steps must be completed before the initiatives can be considered closed.

Table 8: Overall status by work programme outcomes

	Plan	Implement	Embed	Evaluate	Close
Promote and protect the welfare of greyhounds	2	10	0	0	1
Strengthen greyhound racing governance and engagement	2	6	2	0	4
Influence and monitor progress against the greyhound review	0	2	3	0	3
Total	4	18	5	0	8

Table 9: Status assessment by recommendation. Note 1: H=Hansen, R=Robertson. Legend: P=Plan, I=Implement, E=Embed, Ev=Evaluate, C=Closed.

Promote and protect the welfare of greyhounds									
Focus Area	Scope	Rec ID	Recommendation Description	Rationale for status assessment	P	I	E	Ev	C
Population management	Implement a model that accurately forecasts the number of greyhounds required to meet the needs of the industry and ensure the number of greyhounds bred and / or imported does not exceed those requirements.	R2	A focussed and professional assessment of the number of animals required and the avoidance of over-breeding.	Population management model is complete and handover to GRNZ commenced.		✓			
		H14	The NZGRA should continue efforts to expand racing opportunities and extend the racing careers of greyhounds.	Racing duration is under consideration and dependent on injury risk factors.	✓				
		H16	NZGRA should continue to develop the means of making accurate projections of future requirements for greyhounds and by education or, if necessary, regulation to ensure that the numbers of greyhounds bred and/or imported do not exceed the requirements of the industry having regard to the capacity to rehome greyhounds who do not race or cease racing.	Population management model is complete and handover to GRNZ commenced.		✓			
Injuries	By understanding and mitigating risk factors, minimise injuries to greyhounds.	H18	Licensed persons should be required to report injuries to greyhounds that occur or are detected outside the racetrack.	A 2018 rule exists, however compliance is low.	✓				
		H19	NZGRA should give effect to the recommendation in the WHK report to record the veterinary care of all greyhounds in a central database.	It is not realistic to capture private veterinary records into a central GRNZ database but steps can be taken to improve the capture and consistency of veterinary injury information.					✓
		2022	Injury causal factors identified through data insights - intervention plan and evidence of progress.	Risk factors identified and being used to inform some injury reduction initiatives. SIRC established.		✓			
Euthanasia / deaths	By understanding and mitigating risk factors, minimise unnecessary euthanasia.	H13	NZGRA should introduce a rule change to require approval before a dog is euthanised. This will include an assessment of whether the animal is suitable for rehoming.	Euthanasia policy being implemented and compliance not yet tested.		✓			
		H17	NZGRA should remove restrictions on the inclusion in the steward's report of information relating to euthanasia at racetracks.	Completed.					✓

Focus Area	Scope	Rec ID	Recommendation Description	Rationale for status assessment	P	I	E	Ev	C
Track standards	Improve track safety to lower rates of death and injury.	R6	Continuous surveillance of tracks including a serious assessment of the introduction of straight tracks.	Track assessments completed and a straight track is under construction.		✓			
		H20	NZGRA should continue with its program of improving safety at racetracks including: a) Undertaking or promoting further research into the causes of death and injury including into possible explanations for differences in casualty rates between racetracks. b) The completion of trials on the positioning of the lure and giving effect to any changes recommended as a result. c) Investigating the introduction of straight tracks.	Insights being used to inform injury reduction initiatives, for example rollout of PBDs. Appointed Racing Safety and Infrastructure Manager.		✓			
Rehoming	By ensuring supply and demand aligns with capacity and adoption of socialisation standards, greyhounds will be successfully rehomed	R4	Comprehensive socialisation programmes for all greyhounds so they can have the potential to be meaningfully rehomed later in life.	New welfare standards includes the requirement for a socialisation plan.		✓			
		H9	The recommendation of WHK that audits of greyhounds registered as privately re-homed should be performed to verify their whereabouts should be acted on.	A new interim process for private adoptions being implemented.		✓			
		H10	NZGRA should give consideration to requiring the de-sexing of greyhounds as a condition of deregistration	Greyhounds de-sexed through Great Mates. New interim process for private adoptions, including desexing, being implemented.		✓			
		H15	NZGRA should continue to increase rehoming opportunities for greyhounds while recognising that rehoming alone cannot solve the problems created by excessive numbers of greyhounds entering the industry each year.	Rehoming kennel capacity increased. New greyhound decision processes implemented for assessing greyhounds.		✓			

Strengthen greyhound racing governance and engagement									
Focus Area	Scope	Rec ID	Recommendation Description	Rationale for status assessment	P	I	E	Ev	C
Participants And Greyhound Registrations	GRNZ holds accurate registration data on all greyhounds, from birth to deregistration and these dogs are in the care of a competent LP	H4	Steps should be taken to ensure that the vaccinations of greyhounds remain current by requiring proof of vaccinations on registration for naming and thereafter annually and/or as a condition of permission to race.	Vaccinations for racing greyhounds complete, with further work required for non-racing greyhounds.		✓			
		H5	The NZGRA should consider whether it is necessary for ear branding to continue and, if it is, to require ear branding to be done under local anaesthetic or otherwise so as not to cause pain to puppies.	Ear branding will cease from 1 February 2023.		✓			
		H6	The NZGRA should introduce a rule change to establish a separate register of breeding bitches, to require registration of a brood bitch prior to service and for deregistration on ceasing to be used for breeding purposes.	Breeding register in place in 2018. Further work required to verify compliance.			✓		
		H11	NZGRA should take steps to ensure that greyhound owners comply with their obligations under the general law including by requiring proof of registration with a territorial authority as a condition of registration for naming and checks on race day to ensure that registrations are up to date.	Kennel audits check compliance with Council dog registration. GRNZ process for compliance checks to be introduced.		✓			
		H12	NZGRA should ensure that from registration as a puppy, or following importation into New Zealand until deregistration, every greyhound is tracked in its database.	1 February 2023 rule changes will improve data capture. Focus required in 2023 on assurance practices.		✓			

Focus Area	Scope	Rec ID	Recommendation Description	Rationale for status assessment	P	I	E	Ev	C
Standards, rules and policies	By ensuring animal welfare policies, standards and rules are understood, fit for purpose and enforceable, greyhounds have a good quality of life.	R3	A rationalisation of GRNZ's rules, policies, and standards, MPI Codes of Welfare and Regulation, and the GRNZ Health and Welfare provisions so there is a simple transparent and accessible structure which covers all aspects of dog welfare throughout the industry.	Progress made to rationalise standards, rules, and policies.		✓			
		H1	The Health and Welfare Standards currently under consideration by NZGRA should be finalised and made binding on members as soon as is practically possible. They should include provision for best practice standards for the socialisation and habituation of greyhounds.	New Welfare Standards developed and take effect 1 February 2023.					✓
Inform and educate the industry	Implement education programmes that ensure all licensed persons understand their obligations under the standards, rules and policies.	H3	NZGRA should continue to encourage and facilitate training assessments and to publish educational materials for licensed persons with particular emphasis on generating awareness of the new welfare standards.	Concept plan developed for licensed persons' education.	✓				

Focus Area	Scope	Rec ID	Recommendation Description	Rationale for status assessment	P	I	E	Ev	C
GRNZ Information Systems	Ensure comprehensive, accurate and accessible data and insights are available to support transparent reporting and evidence-based policy development.	R1	Comprehensive accessible data available on the position of all animals from birth to death.	System changes to support new rules in development.		✓			
		H7	The NZGRA should take steps to ensure that its database is revamped to ensure that up to date, easily accessible and accurate information is available on every greyhound born in New Zealand or imported into New Zealand until it is de-registered.	Some progress, but more required to support improved data quality.	✓				
Governance	An independent animal welfare committee ensures science-based advice, combined with strengthened animal welfare capability, drives a best practice animal welfare agenda.	R9	A Health and Welfare Committee with full participation of all relevant stakeholders and the ability to implement and effect change as required.	AHWC re-established, with opportunities to improve effectiveness.			✓		
		R8	A reintroduction of a standalone animal welfare manager whether within GRNZ or in the RIB.	Standalone welfare manager role in place.					✓
		R10	A continuation, as promised, of the quarterly reports to both the relevant Ministers and the RIB on operations and progress.	Complete within the context of this review.					✓

Influence and monitor progress against the Greyhound Review										
Focus Area	Scope	Rec ID	Recommendation Description	Rationale for status assessment	P	I	E	Ev	C	
Kennel standards	Through RIB kennel audits, ensure registered greyhounds are being kept and cared for according to required industry animal welfare standards and policies.	R5	Thorough professional kennel visits.	Comprehensive kennel audit process implemented.					✓	
		R7	A rigorous assessment of animal welfare in large scale operations.	Increased focus through kennel audits.			✓			
		H2	All kennels used for breeding, rearing and training greyhounds for racing should be inspected by the RIU at least once a year.	Included in 2021/22 kennel audits.					✓	
		H8	The NZGRA should verify the accuracy of its database by: <ul style="list-style-type: none">• Making provision for the RIU to report on the dogs present in each kennel in the course of annual kennel inspections and by updating its database accordingly• Requiring licensed persons to provide a return of all dogs in their kennels when relicensing• Agreeing that thereafter the RIU audit the dogs recorded as present in kennels at the time of its annual inspection.	All greyhounds scanned at kennel audits. Plan prepared to reconcile 2022 scanned greyhounds with GRNZ records.		✓				
Investigate and adjudicate on AW breaches	Investigate compliance with the rules, policies and standards, ensuring there is a well publicised complaints system so that people can speak out about non-compliance.		44(1)(g): Recommend rule amendments for the purpose of supporting the racing integrity system.	Confidential and independent complaints process available. Animal welfare investigations have increased in number and complexity in recent years.			✓			

Influence and monitor progress against the Greyhound Review										
Focus Area	Scope	Rec ID	Recommendation Description	Rationale for status assessment	P	I	E	Ev	C	
Information management	GRNZ holds accurate, accessible information on greyhounds from whelping to retirement, that the public has confidence in.		R and H: The RIB to validate / verify GRNZ databases and insights.	The RIB had full access to data, enabling detailed analysis and development of a population model. GRNZ appointed a population analyst with handover in progress.			✓			
GRNZ / RIB engagement	The RIB's clear communication of the standards for successful reform will provide a sound basis for (reporting progress and) future consideration of GRNZ's social license to operate.		Minister's letter of expectation 2/9/21.	Closed within the context of this review.					✓	
Stakeholder engagement	By understanding stakeholders' engagement needs and with an unfailing commitment to transparency (of information), improve trust and confidence in the greyhound racing industry.		Minister's letter of expectation 2/9/21.	GRNZ made progress with improving engagement and transparency of reporting. Further work needed, including regular updates against animal welfare KPIs.		✓				

10. GRNZ Key Performance Indicators & Targets

Background

- 10.1 In the Minister's letter of expectation from September 2021, it is suggested the RIB identify specific indicators addressing data recording, transparency of all activities, and animal welfare generally. Robertson identified these as major areas of concern. The Minister indicated he was particularly interested in how the RIB considered GRNZ had progressed in addressing these issues.
- 10.2 Prior to starting work with GRNZ on defining animal welfare Key Performance Indicators (KPIs) and targets, significant data analysis and insights was required to determine the areas of focus for the performance targets.
- 10.3 The data analysis and insights work was undertaken as part of verifying GRNZ's databases and in support of developing the population management model. Only when analysis deepened and multiple datasets were cross-referenced, did the RIB believe there was a robust enough basis for KPI definition and target setting.
- 10.4 In August 2022 the programme teams met, with GRNZ proposing a set of KPI focus areas which closely aligned with the RIB's thinking.
- 10.5 GRNZ developed these focus areas further and moved into target setting for each of the next three racing seasons.
- 10.6 KPIs were first shared publicly in GRNZ's 2021/22 Statement of Intent, although this did not include performance targets.
- 10.7 GRNZ's KPIs and targets were signed off by the GRNZ Board on 19 October 2022, although the RIB provided an earlier version of the KPIs in its September quarterly report to the Minister.

KPI focus areas and targets

10.8 GRNZ's KPIs and targets for the 2022/23, 2023/24 and 2024/25 racing seasons are outlined in Table 10, below.

Table 10: GRNZ Key Performance Indicators and Targets for 2022/23 to 2024/25

Focus Area	KPI Description	Targets		
		2022/23	2023/24	2024/25
1 Euthanasia	No (zero) euthanasias outside of GRNZ's Euthanasia Policy. Target 1	0	0	0
2 Injuries	Reduce the number of injuries in races incurring stand downs of 22+ days. Target 2	10% reduction	15% reduction	20% reduction
	Number of sprint races on straight tracks. Target 3	96	390	702
	Percentage of total races conducted as Preferred Box Draws. Target 4	25%	35%	40%
3 Education	Registered persons participate in GRNZ continuous professional development and animal welfare training as a condition of their licence renewal. Target 5	100%	100%	100%
4 Traceability	GRNZ knows where all registered greyhounds are domiciled			
	Target 6: Racing greyhounds	100%	100%	100%
	Target 7: Non-racing greyhounds	85%	95%	100%
5 Rehoming	All retired greyhounds have access to enter the Great Mates rehoming programme in a timely fashion.			
	Target 8: Greyhounds access the rehoming programme within 90 days in 2022/23, 60 days in 2023/24 and 2024/25.	85%	90%	95%
	Target 9: Increase total GRNZ-supported rehoming kennel capacity.	150	175	200

10.9 **KPI Target 1: No (zero) euthanasias outside of GRNZ's Euthanasia Policy.**

To achieve this target, GRNZ must implement the new Euthanasia Policy and supporting operational processes, along with education of licensed persons. Only then will GRNZ be positioned to achieve this target.

The new policy states Licensed Persons are required to provide GRNZ with 14 days' notice of the intent to euthanase a greyhound and demonstrate the greyhound meets the required criteria. There is provision for urgent euthanasia if required. Refer Euthanasia/Deaths section 4.3.

10.10 **KPI Target 2: Reduce the number of injuries in races incurring stand downs of 22+ days.**

GRNZ has adopted a wider focus on injuries in terms of a 22+ day stand down period, in preference to the earlier focus on 43 days+.

The injury reduction target will be a challenging one for GRNZ, especially given:

- the industry is four months into the racing season with no reduction in injuries
- there have been delays in commissioning the Whanganui straight track, now due April 2023
- there have been delays implementing the new rules, now due 1 February 2023.

A constant focus on implementing the Injury Reduction Strategy is critical.

The work of the Serious Injury Review Committee (SIRC) is also key, particularly as it moves to more predictive injury analysis, anticipating the potential for an injury to occur.

10.11 **KPI Target 3: Number of sprint races on straight tracks**

This performance target is based on the Whanganui straight track being operational by April 2023.

In the RIB's September quarterly progress update to the Minister, this target was stated as a percentage of all sprint races. GRNZ has changed this target to the number of sprint races, by year on a straight track as it is a more meaningful indication of the increase in straight track racing.

It assumes the introduction of a second straight track for the 2024/25 season.

Any delay implementing the straight track beyond April will place this target in jeopardy.

10.12 **KPI Target 4: Percent of total races conducted as Preferred Box Draws (PBDs)**

In the RIB's September quarterly progress update to the Minister, GRNZ's draft target for year 1 was stated as 30%, which was subsequently reduced to 25% and signed off by the GRNZ Board. GRNZ has based this change on a gradual rollout of PBDs commencing in the 2021/22 season and continuing into the current racing year. GRNZ has made this change to allow for a proper assessment of progress.

For years 2 and 3 there is no change to the targets as stated in the Minister's report.

Insights show the benefits of progressing PBDs with some urgency based on better animal welfare outcomes, whether or not Licensed Persons support the change.

- 10.13 KPI Target 5: Registered persons participate in GRNZ continuous professional development and animal welfare training as a condition of their licence renewal.

This target is important to ensuring licensed persons' knowledge of rules, policies and standards and their understanding of animal welfare, is raised across the industry as a whole.

Importantly, GRNZ's education plan shows individuals will not be relicenced until they complete the training and pass the assessment.

- 10.14 KPI Target 6: GRNZ knows where all registered greyhounds are domiciled – racing greyhounds.

GRNZ has not yet defined its approach to measuring this KPI, but has committed to undertaking a reconciliation at annual licensing.

- 10.15 KPI Target 7: GRNZ knows where all registered greyhounds are domiciled – non racing greyhounds.

This is similar to target 6 above, however there is an added complexity as the whereabouts of these greyhounds cannot be verified through race day checking. These greyhounds would also be accounted for at annual licensing.

- 10.16 KPI Target 8: Greyhounds access the rehoming programme within 90 days in 2022/23, within 60 days in 2023/24 and 2024/25.

In the RIB's September quarterly progress update to the Minister, the draft KPI for access to the rehoming programme was set at 60 days or less for all three seasons. A subsequent change to 90 days for the current season has been signed off by the GRNZ Board. This reflects current rehoming challenges and acknowledges the need for improvement in this area.

Achieving this target is dependent on rehoming capacity and demand for adoption. This target could be at risk as adoption rates have declined recently.

- 10.17 KPI Target 9: Increase total GRNZ-supported rehoming kennel capacity.

GRNZ is progressing options to increase rehoming capacity in the 2022/23 season.

Conclusions

- 10.18 GRNZ's commitment to these KPIs is an important step for animal welfare within the industry.

- 10.19 These KPIs will provide increased transparency about GRNZ's commitment to animal welfare and specific initiatives being undertaken.

- 10.20 GRNZ must view the current KPIs as a minimum standard and seek to exceed these commitments wherever possible.

Kristy P McDonald ONZM KC
Chair, Racing Integrity Board

Mike Clement
Chief Executive, Racing Integrity Board

Appendices

Appendix 1: About the Racing Integrity Board

Appendix 2: Population Management Model

Appendix 3: Injury Risk Factors

Appendix 4: Source documents

Appendix 5: Acronyms

Appendix 1: About the Racing Integrity Board

The RIB was established as an independent body on 1 July 2021 under section 42 of the Racing Industry Act 2020, bringing together the people, resources and activities of the former Racing Integrity Unit and the Judicial Control Authority for Racing.

Section 43 of the Racing Industry Act sets out the objective of the RIB which is to:

Promote and ensure the racing industry complies with high standards of animal welfare, integrity and professionalism for the benefit of the public, participants and racing industry.

Section 44 of the Racing Industry Act sets out the functions of the RIB which are:

Compliance

- to employ and train stipendiary stewards and racing investigators to perform and exercise the functions, duties, and powers in each code's racing rules
- to provide, or arrange for the provision of, veterinary services in relation to racing conducted by each racing code as required by the code's racing rules
- to provide, or arrange for the provision of, alcohol, drug, and prohibited substances testing in relation to racing conducted by each racing code as required by the code's racing rules
- to support and monitor the operation and effectiveness of each racing code's animal welfare policies and initiatives

Adjudication

- to appoint adjudicative committees to hear and adjudicate on any matters (whether arising on a particular day of racing or otherwise) in accordance with racing rules and to impose penalties and award costs in accordance with those rules
- to appoint appeals tribunals to hear and adjudicate on appeals (including penalties imposed or costs awarded)

Advisory and Advocacy

- to recommend to the racing codes any amendments to racing rules that the Board considers necessary or desirable for the purpose of supporting the racing integrity system
- to recommend to TAB New Zealand any amendments to betting rules that the Board considers necessary or desirable for the purpose of supporting the racing integrity system
- to initiate, develop, and recommend to the recognised industry organisations those measures that will, in the Board's opinion, be conducive to the efficient and effective judicial control of New Zealand racing
- to monitor the operation and effectiveness of the racing integrity system on an ongoing basis and to report to the Minister as required on the outcome of that monitoring
- to provide any other services to a racing code agreed between the Board and the code or required by the code's racing rules
- to carry out any other functions necessary or desirable to assist the Board in achieving its objectives.

Appendix 2: Population Management Model

Greyhound New Zealand Population Management Modelling (Possible factors & variables to be examined - final version endorsed Feb 2022)						
Supply of Greyhounds (Births/Imports/Exports)		Racing Population	Demand for Greyhounds		Retirement /Adoption	
Source of Supply	Variables	Variables	Race Tracks	Variables	Supply Variables	Demand Variables
New Zealand	No. of Breeders	Age of Dog Racing	# Race Tracks	# Races (Annual)	Pre-racing Dogs Retired	No. Rehoming Facilities
Australia	Number of Breeding Greyhounds	Race-day Injuries		# Races (by Track Over Season)	Racing Dogs Retired	Rehoming Facility Location
	Average Litter Size	Non Race-day Injuries		\$ Prize-money	Waiting List	Rehoming Facility - Kennel Capacity
	Date of Service	Length of Injury		# Dogs per Race		Training Facility
	Date of Litter	Euthanised / Death Rates		Track Performance		Red Dog Outcome
	Neo Natal Mortality rates	Race Scratchings		Track Location		Foster Home Capacity
	Number Dogs Bred	Trainer Location				% Assessed as Suitable
	Number Dogs Imported/ Exported	Retirement Rate				No. Days to Rehome
	Survival rates	Physical Loading (No. Races Per Week/Lifetime)				Adoption Demand
	Qualifying Trial Performance (Loss Rate)	Racing Age Limits				Adoption Return Rate
	Breeder Capacity	Trainer Kennel Capacity				
	% that Reach Racing Stage (by Age)	# Dogs Racing				Legend:
		Dog Movements				Animal Welfare Aspects
		Dogs Transferred to Breeding Status				
		Total No. Dog Days for Racing Per Season				

Appendix 3: Injury Risk Factors

1. The data presented below supports the risk factors analysed as having a higher incidence of injury from the RIB data insights work.
2. These analyses were undertaken at different times of the year in line with the Greyhound Review Programme milestones, when findings were shared with GRNZ. Therefore, some data does not include the whole of the 2021/22 racing season, however, the RIB considers there would be no material difference in the findings if data was updated to the end of the season.

The majority of injuries occurred on the turn of the track

3. The location on the track where injuries occur are recorded by RIB stewards on raceday. For 25% of the injuries, the place on the track was recorded by stewards as 'unknown', due to difficulties determining the exact location.

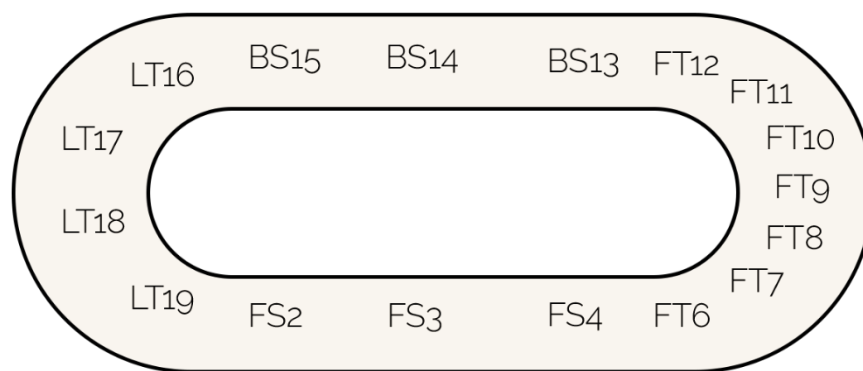


Figure 1: Locations on the race track.

4. The majority of injuries (68%) sustained in sprint races occurred during the approach, and entry into, the first turn (LT16), the point at which it is known that greyhounds jostle for position. (Figure 2 & Figure 3)

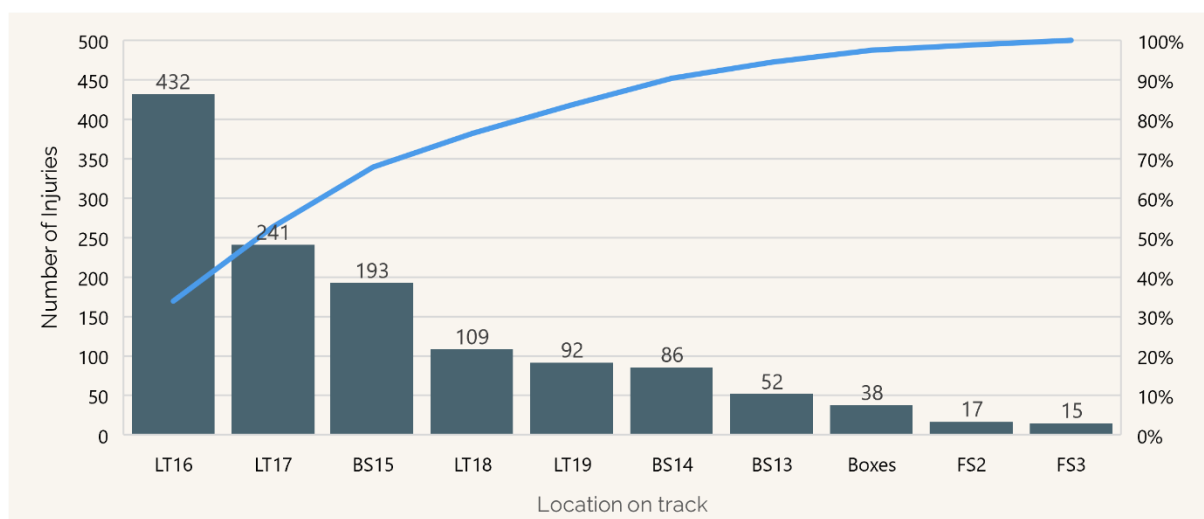


Figure 2: Number of, and cumulative percentage of, sprint race injuries that occurred at locations on the track for combined injury data from Addington, Auckland, Cambridge, Manawatu and Whanganui tracks, between August 2019 and March 2022.

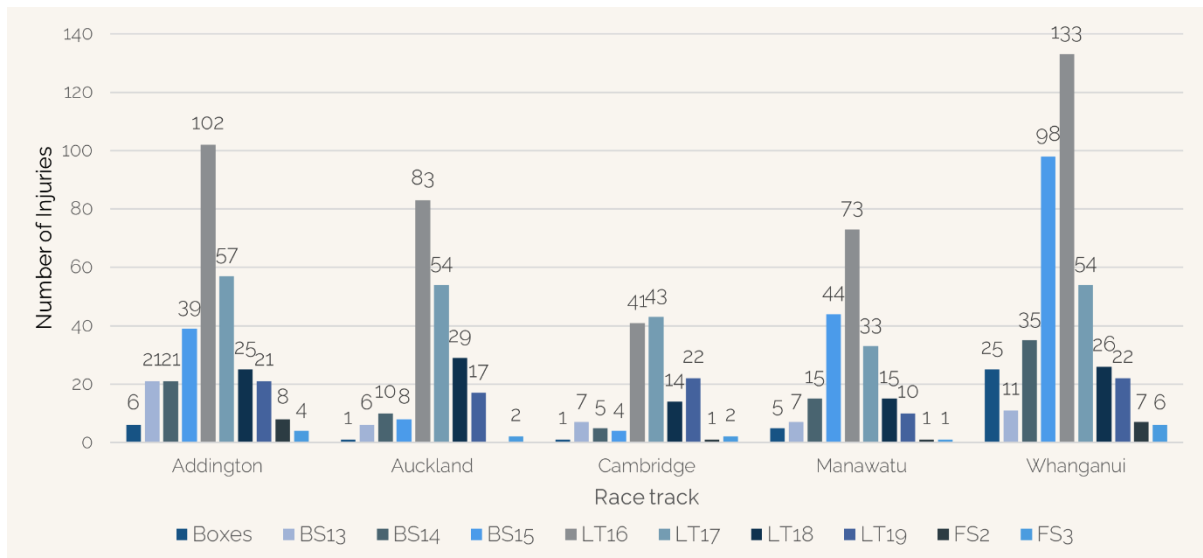


Figure 3: Number of injuries that occurred during sprint races at locations on the track for Addington, Auckland, Cambridge, Manawatu and Whanganui race tracks, between August 2019 and March 2022.

5. The Whanganui and Manawatu race tracks had the highest proportion of sprint injuries in the approach to, and entry into, the first turn (70%), followed by Addington (62%), Auckland (51%) and Cambridge (41%). These later tracks had a high proportion of injuries occurring during the running of the first turn, as opposed to the approach to the first turn (Figure 4).

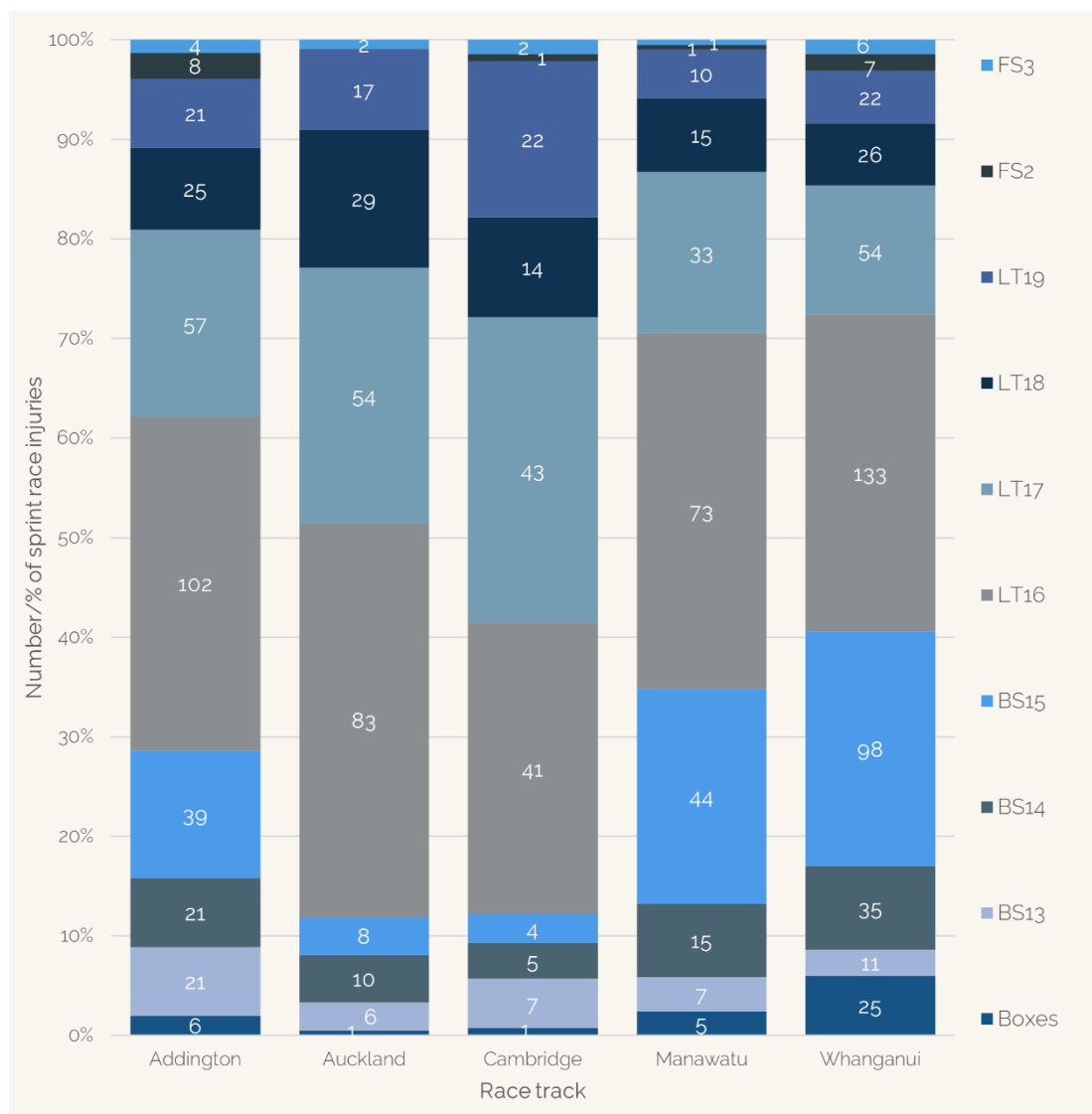


Figure 4: The number and percentage of injuries occurring at different locations on the track during sprint races at Addington, Auckland, Cambridge, Manawatu and Whanganui race tracks between August 2019 and the end of March 2022.

Return to racing after more than 3 weeks had a higher incidence of re-injury

6. For sprint, middle-distance and long-distance races, greyhounds that had a layoff period of over 3 weeks between consecutive racing starts, had a higher incidence of injury in their next race compared to greyhounds with shorter lay-off periods. (Figures 5 and 6)

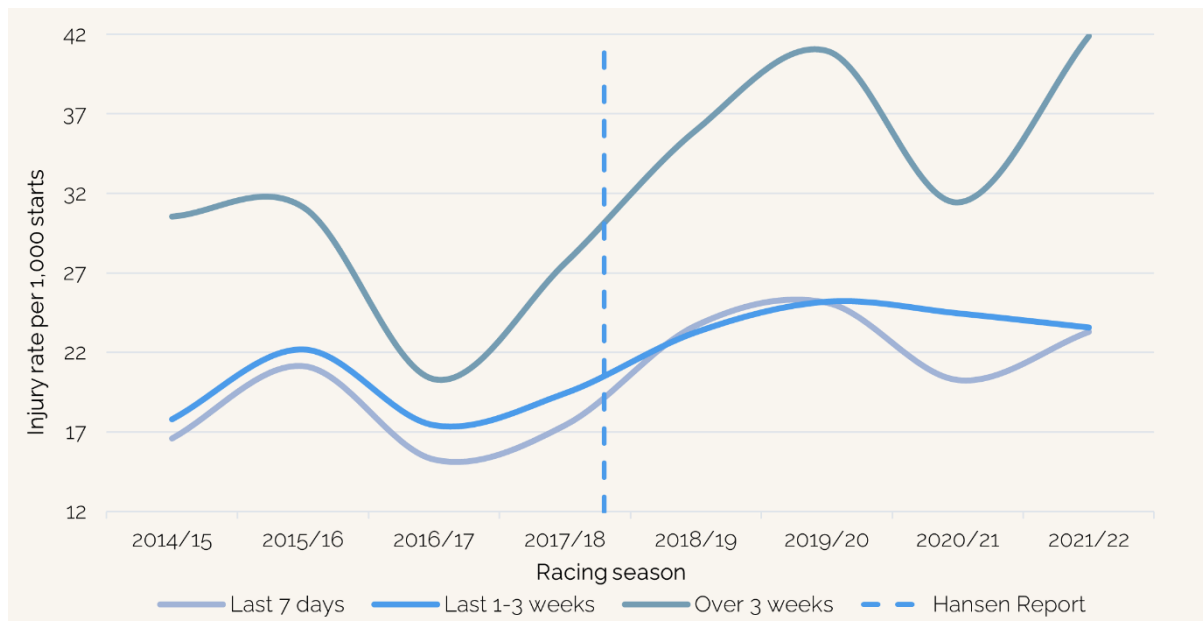


Figure 5: Incidence of injuries (per 1,000 starts) sustained in sprint races over different time periods since the greyhounds' last race start. Data from the 2014/15 racing season until the end of March 2022.

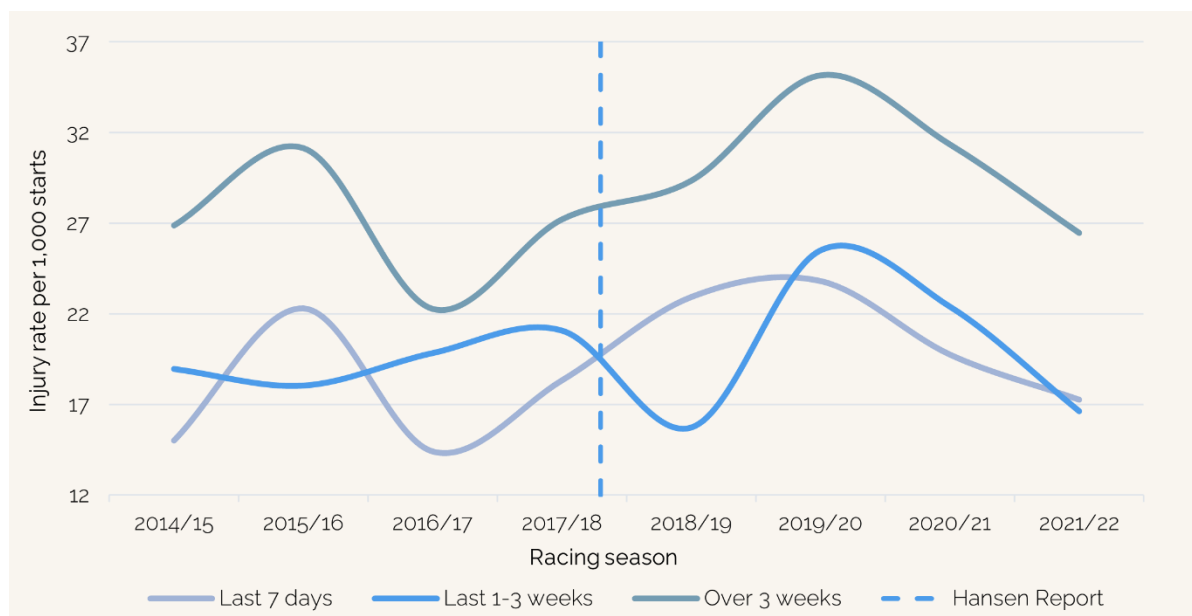


Figure 6: Incidence of injuries (per 1,000 starts) sustained in middle- and long-distance races over different time periods since the greyhounds' last race start. Data from the 2014/15 racing season until the end of March 2022.

Older greyhounds had higher injury rates

7. Older greyhounds had a higher incidence of injury (Figure 7) or a career ending injury (Figure 8) in sprint races.

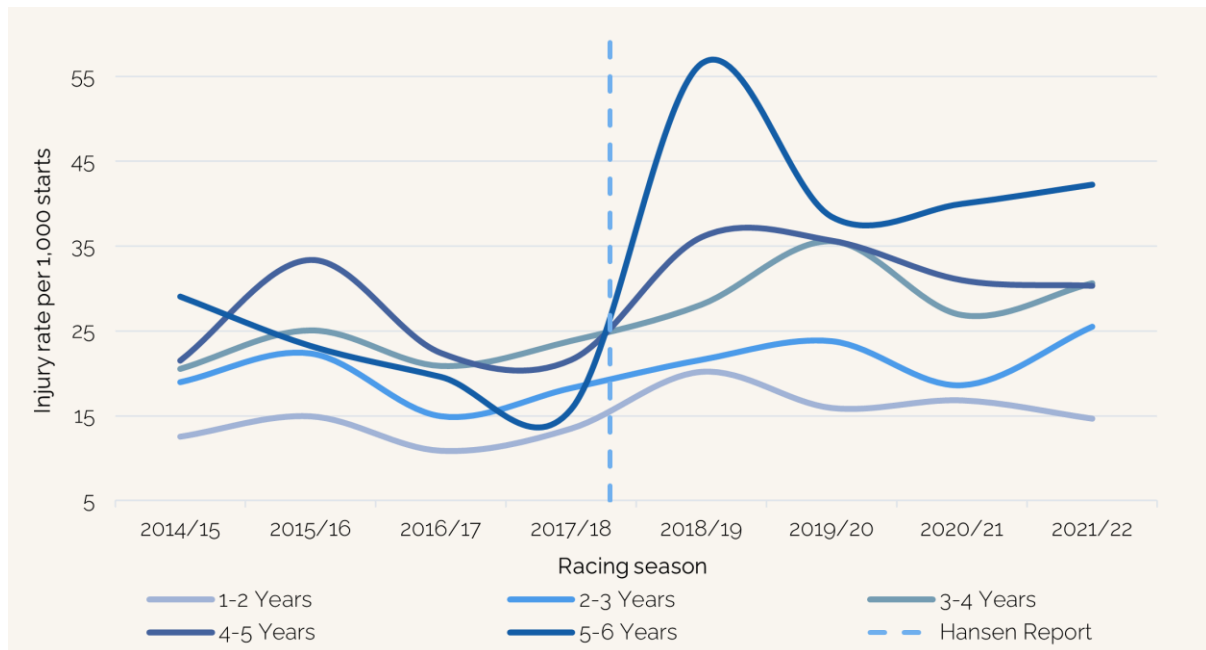


Figure 7: Incidence of injuries (per 1,000 starts) sustained in sprint races for different greyhound age bands. Data from the 2014/15 racing season until the end of March 2022.

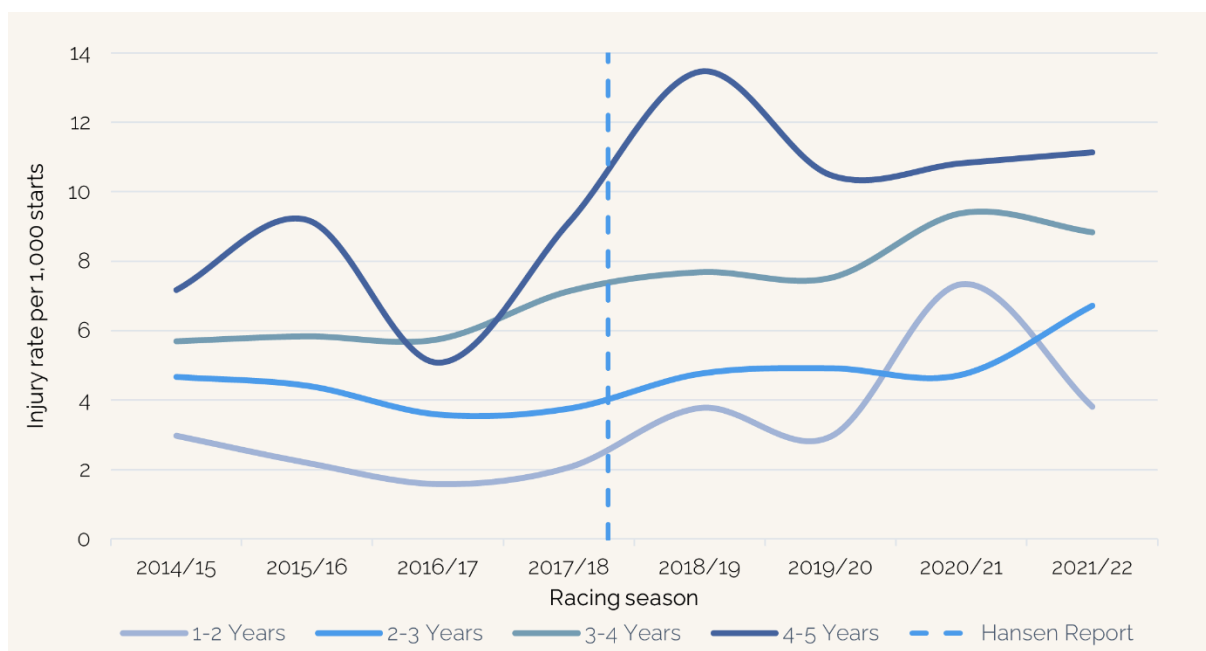


Figure 8: Incidence of serious injuries (22 day stand down and over, including catastrophic injuries) (per 1,000 starts) sustained in sprint races for different greyhound age bands. Data from the 2014/15 racing season until the end of March 2022.

8. Older greyhounds had a higher incidence of injury (Figure 9) or a career ending injury (Figure 10) in a middle and long distance races.

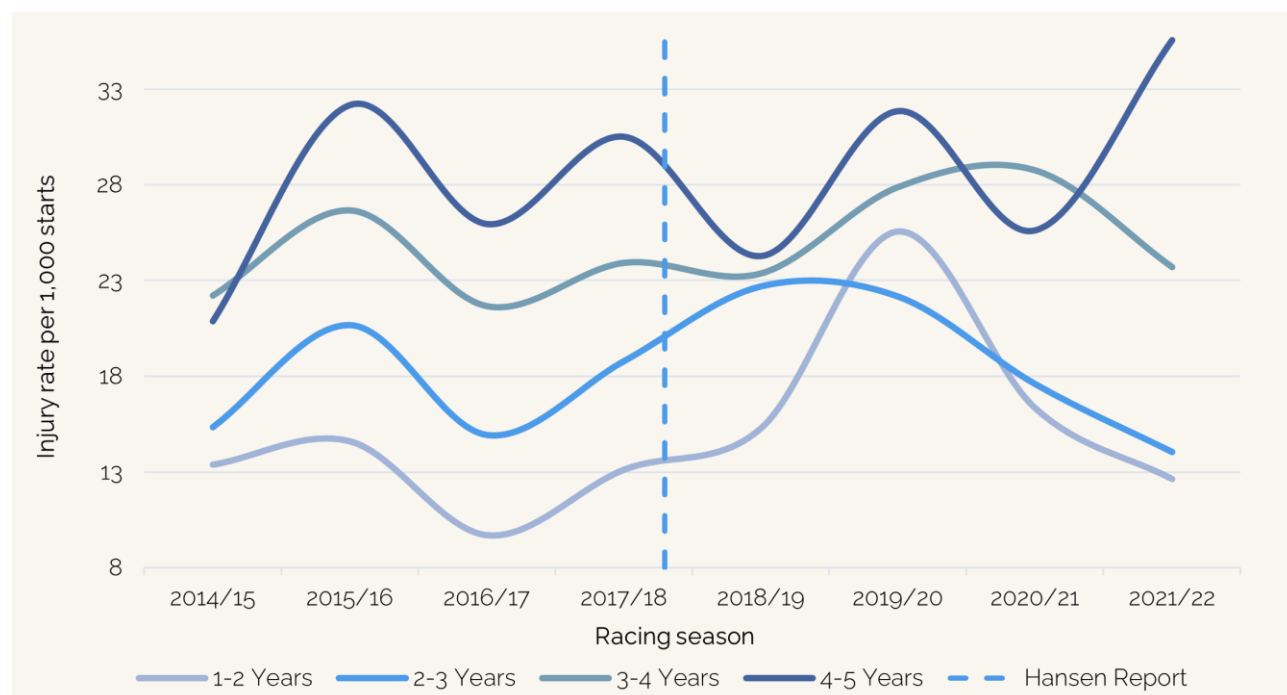


Figure 9: Incidence of injuries (per 1,000 starts) sustained in middle- and long-distance races for different greyhound age bands. Data from the 2014/15 racing season until the end of March 2022.

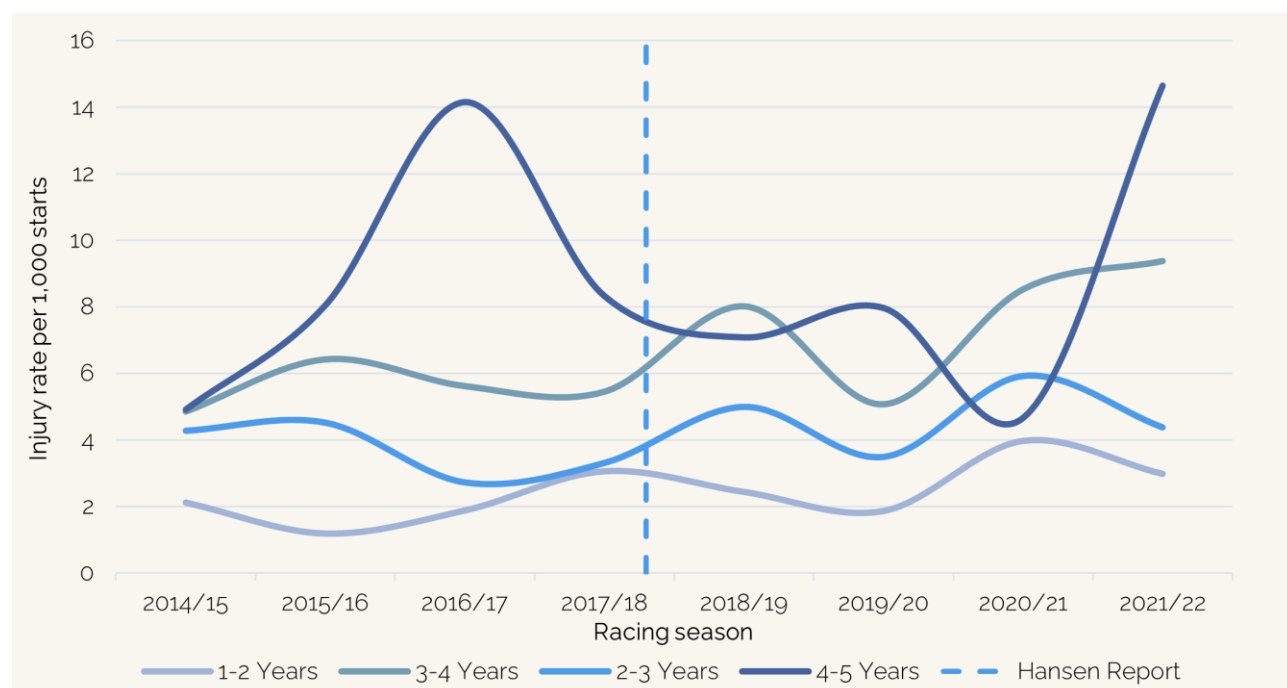


Figure 10: Incidence of serious injuries (22 day stand down and over, including catastrophic injuries) (per 1,000 starts) sustained in middle- and long-distance races for different greyhound age bands. Data from the 2014/15 racing season until the end of March 2022.

Older greyhounds commencing racing had higher injury rates

9. Approximately 70% of greyhounds were introduced to racing under 2 years of age, with 10% introduced over 2.5 years of age.

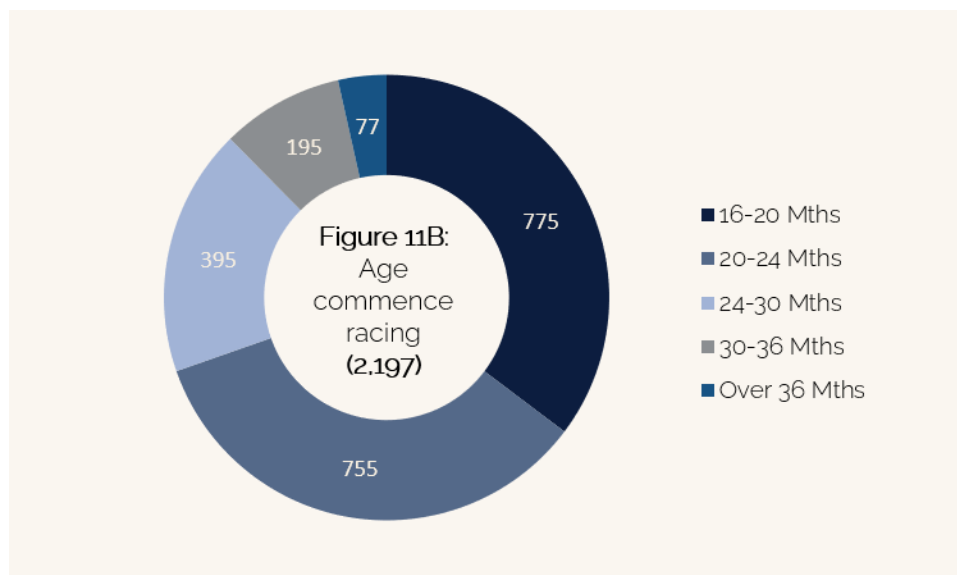
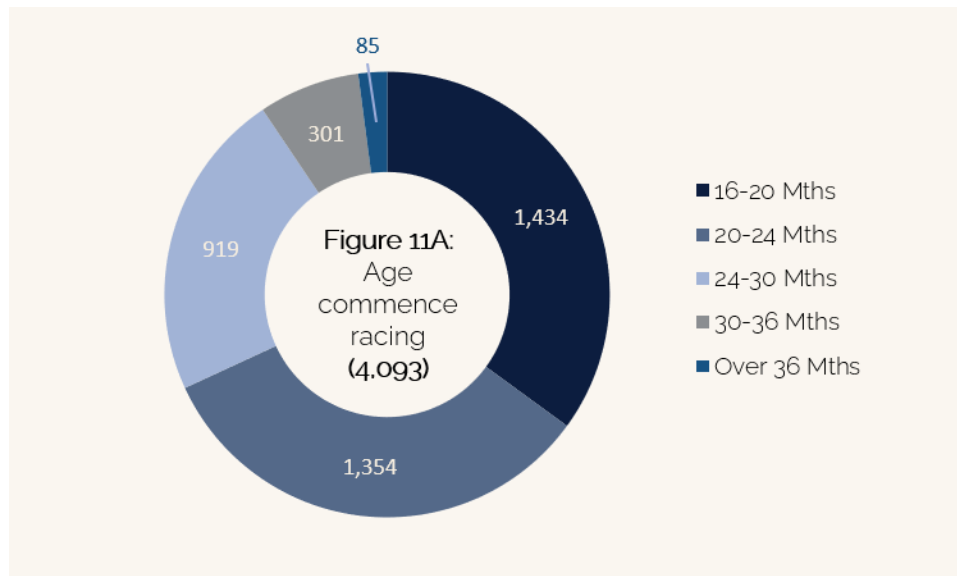


Figure 11A: Distribution of age bands at which greyhounds commenced racing in sprint (A) and middle distance (B) races. Data from the 2014/15 racing season until the end of the 2021/22 season.

10. Greyhounds commencing racing at an older age had higher injury rates in sprint, middle- and long-distance races, especially those starting their career over 2.5 years of age (Figure 12).

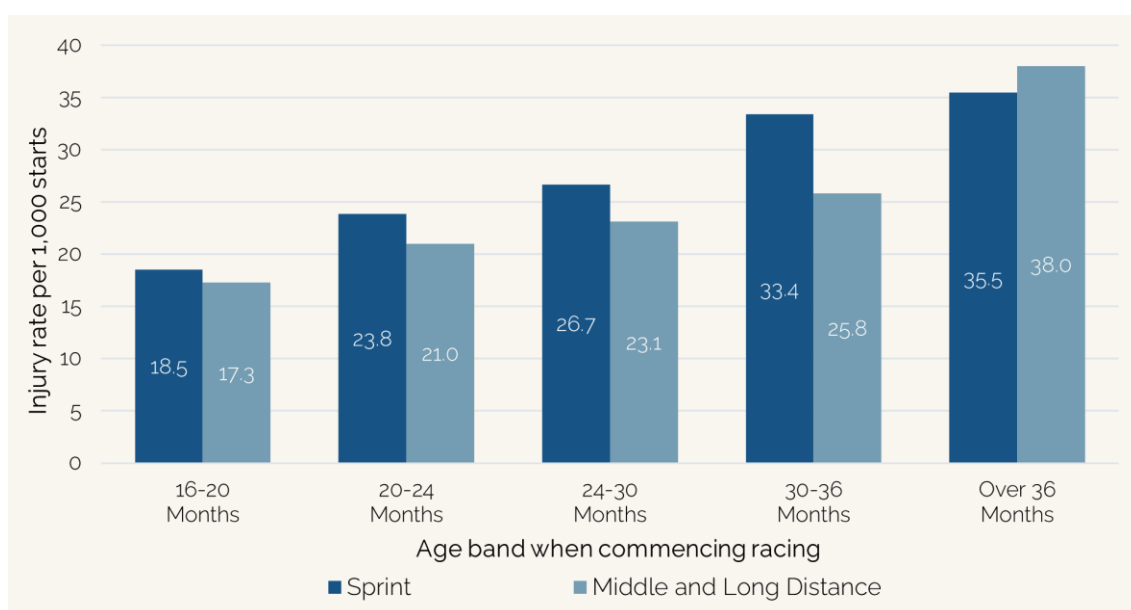


Figure 12: Injury rates (per 1,000 starts) for greyhounds commencing racing in sprint, and middle- and long-distance races, across different age bands. Data from the 2014/15 racing season until the end of the 2021/22 season.

11. Greyhounds over 3 years of age commencing racing in middle- and long-distance races were likely to sustain a serious injury at nearly 3 times the incidence of 2 year old greyhounds (Figure 13).

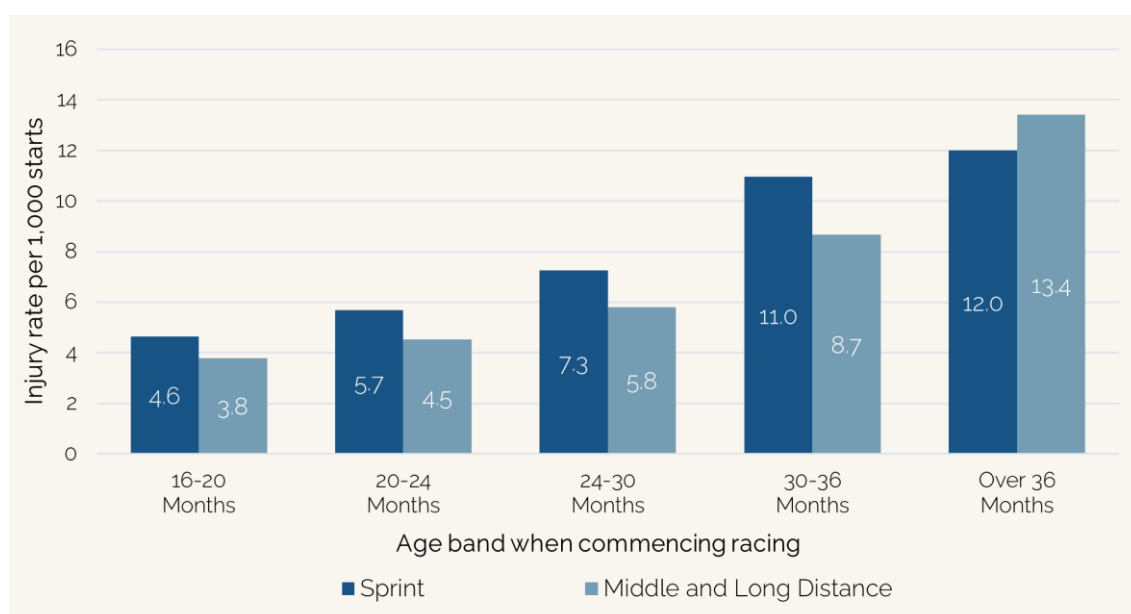


Figure 13: Serious injury (22 day stand down and over, including catastrophic injuries) rate (per 1,000 starts), for greyhounds commencing racing in sprint, and middle- and long-distance races across different age bands. Data from the 2014/15 racing season until the end of the 2021/22 season.

Greyhound body weight changes over 1kg had higher injury rates

12. A change in body weight (increase or decrease) of more than 1 kg since a greyhound's last race can lead to higher injury rates in sprint races, with a weight decrease leading to more serious injuries (Figures 14 and 15).

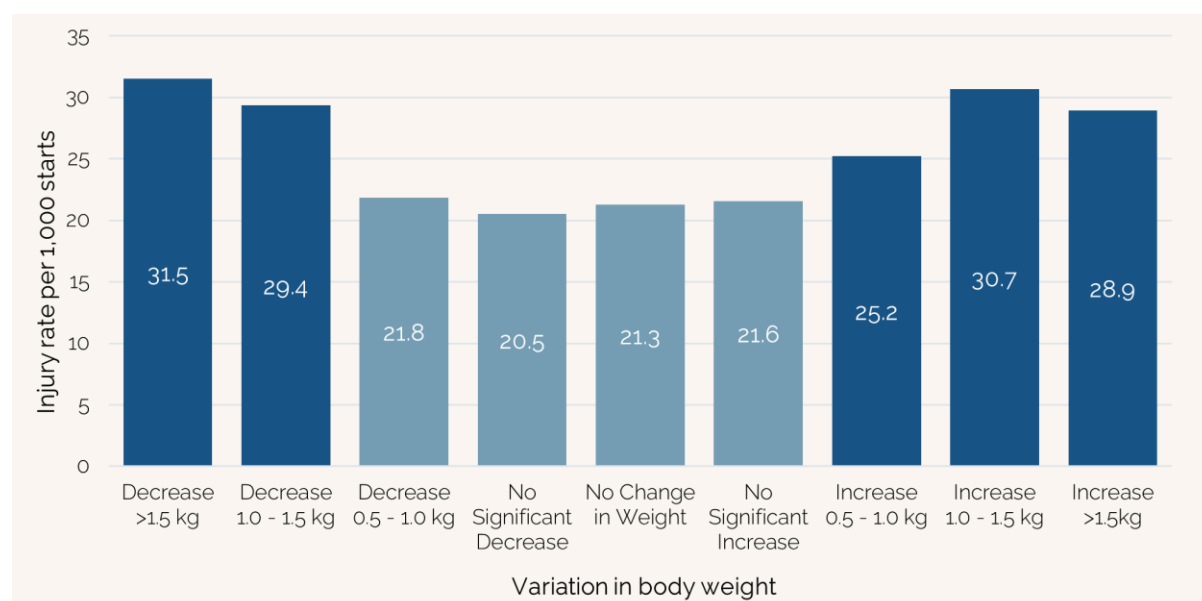


Figure 14: Incidence of sprint race injuries (per 1,000 starts) for greyhounds with a variation in body weight between consecutive race starts. Data from the 2014/15 racing season until the end of March 2022. The different coloured bars highlight weight changes associated with injury risk above (dark blue) or below (light blue) the average injury rate per 1,000 starts.

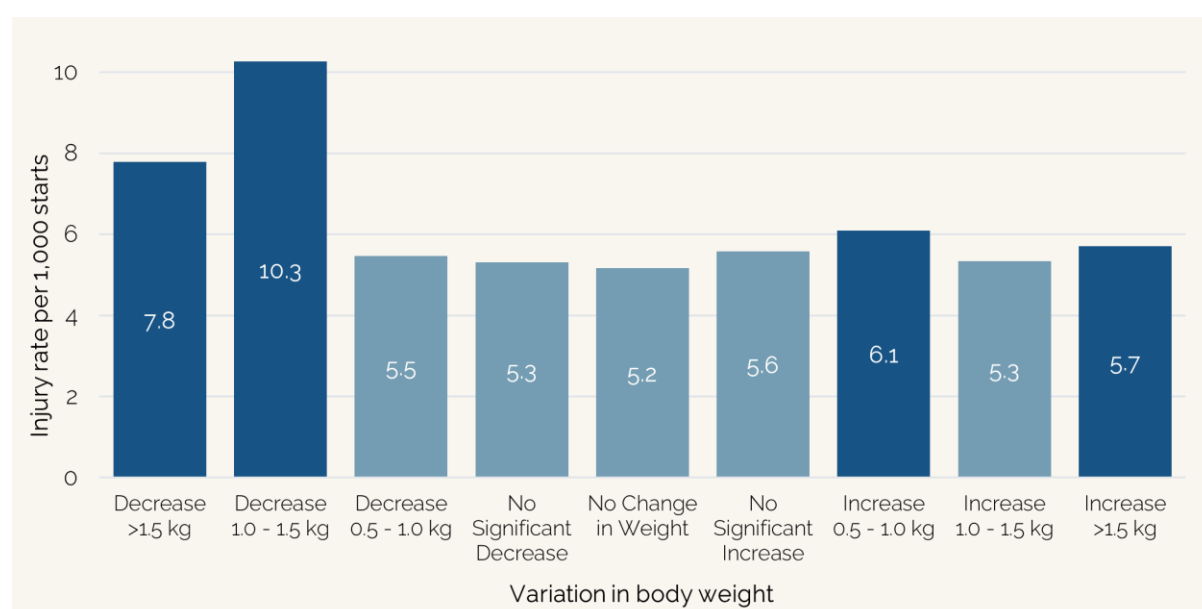


Figure 15: Incidence of serious injuries (22 day stand down and over, including catastrophic injuries) (per 1,000 starts) sustained in sprint races for weight variation between consecutive races. Data from the 2014/15 racing season until the end of March 2022. The different coloured bars highlight weight changes associated with injury risk above (dark blue) or below (light blue) the average injury rate per 1,000 starts.

13. In middle and long-distance races, a 1 kg body weight change (increase or decrease) had a higher incidence of injury compared to a 1.5 kg change in weight (Figure 16).

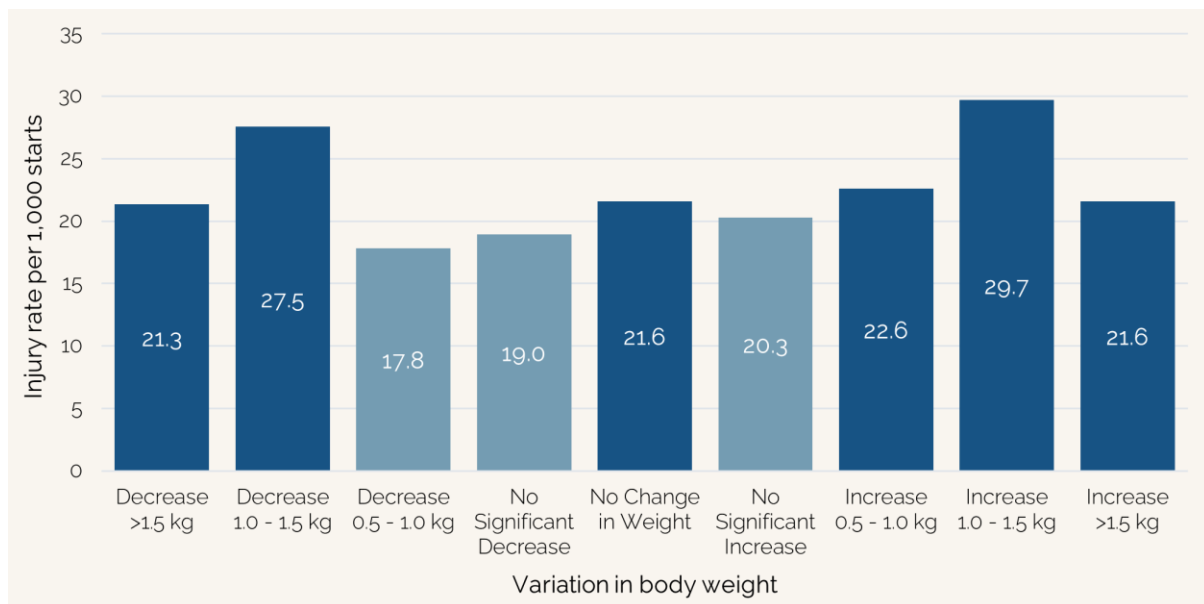
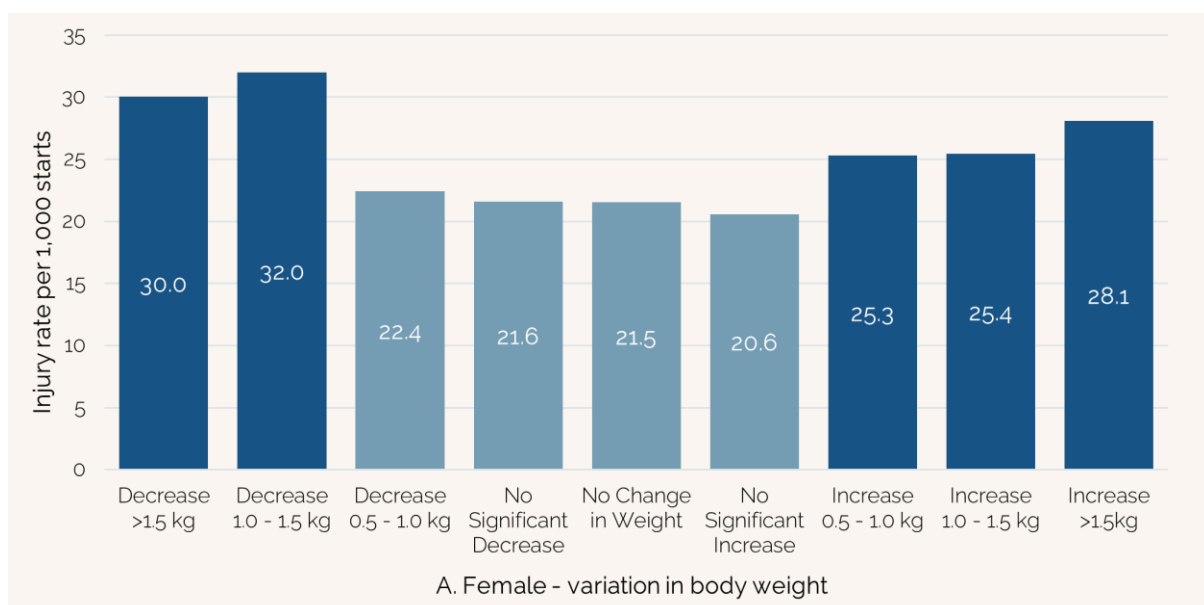


Figure 16: Incidence of middle- and long-distance race injuries (per 1,000 starts) for greyhounds with a variation in body weight between consecutive race starts. Data from the 2014/15 racing season until the end of March 2022. The different coloured bars highlight weight changes associated with injury risk above (dark blue) or below (light blue) the average injury rate per 1,000 starts.

14. Female greyhounds with a body weight change (increase or decrease) of more than 1 kg since their last race had higher injury rates for both sprint and middle-distance races (Figure 17 & Figure 18). A body weight decrease of more than 1 kg in male greyhounds had higher injury rates in sprint races (Figure 17 & Figure 18).



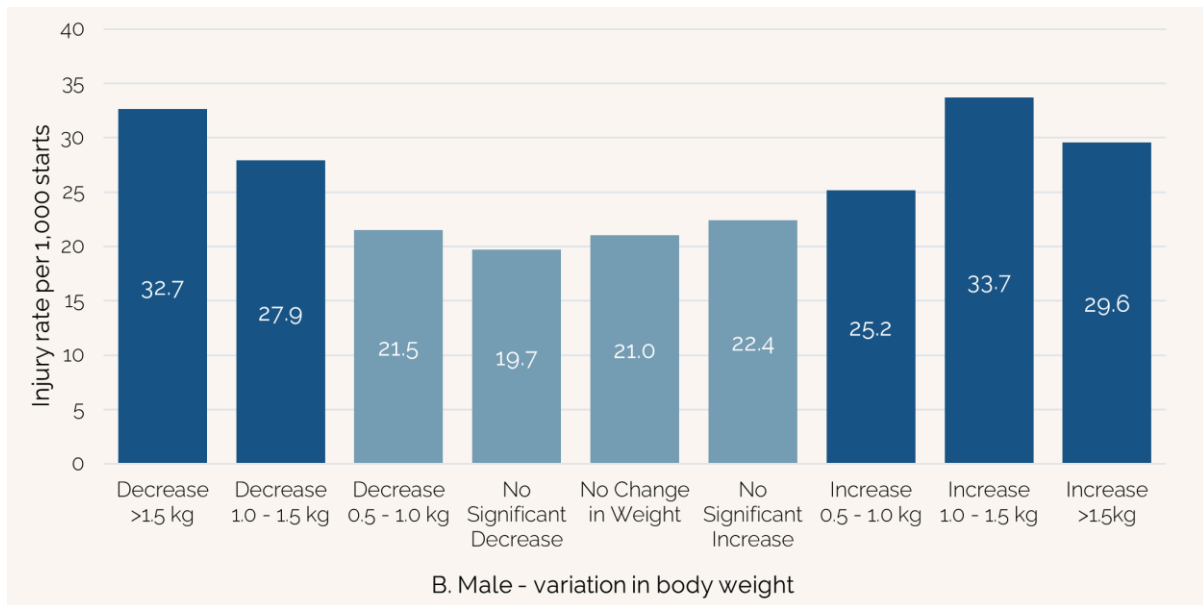
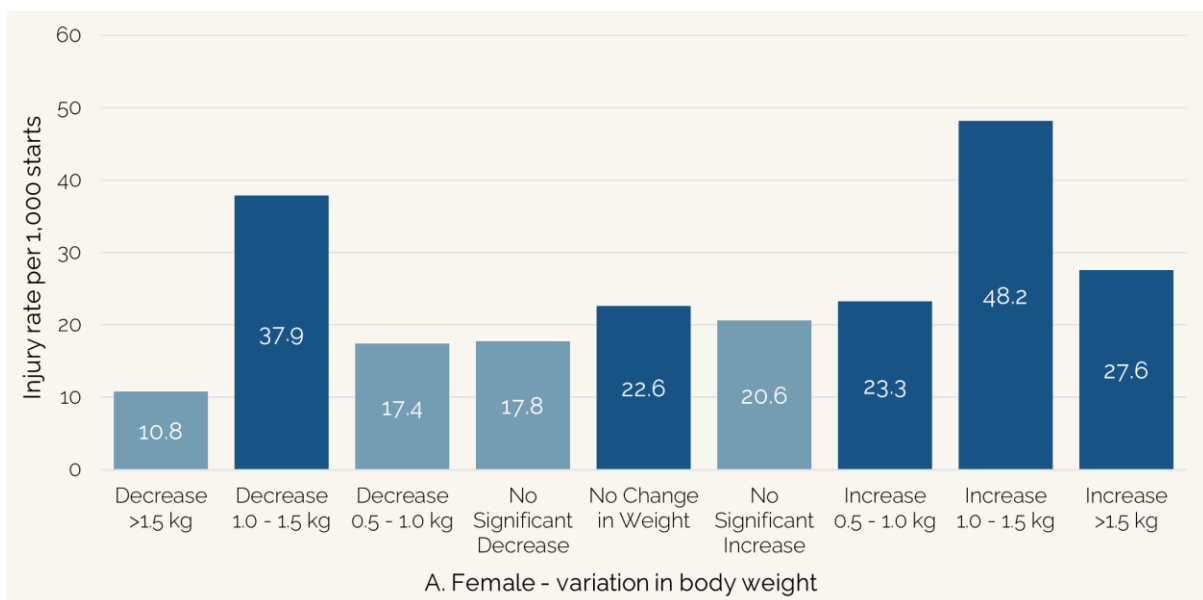


Figure 17: Incidence of sprint race injuries (per 1,000 starts) for female (A) compared to male (B) greyhounds with varying body weight changes between race starts from the 2014/15 until the end of March 2022. The different coloured bars highlight weight changes associated with injury risk above (dark blue) or below (light blue) the average injury rate per 1,000 starts.



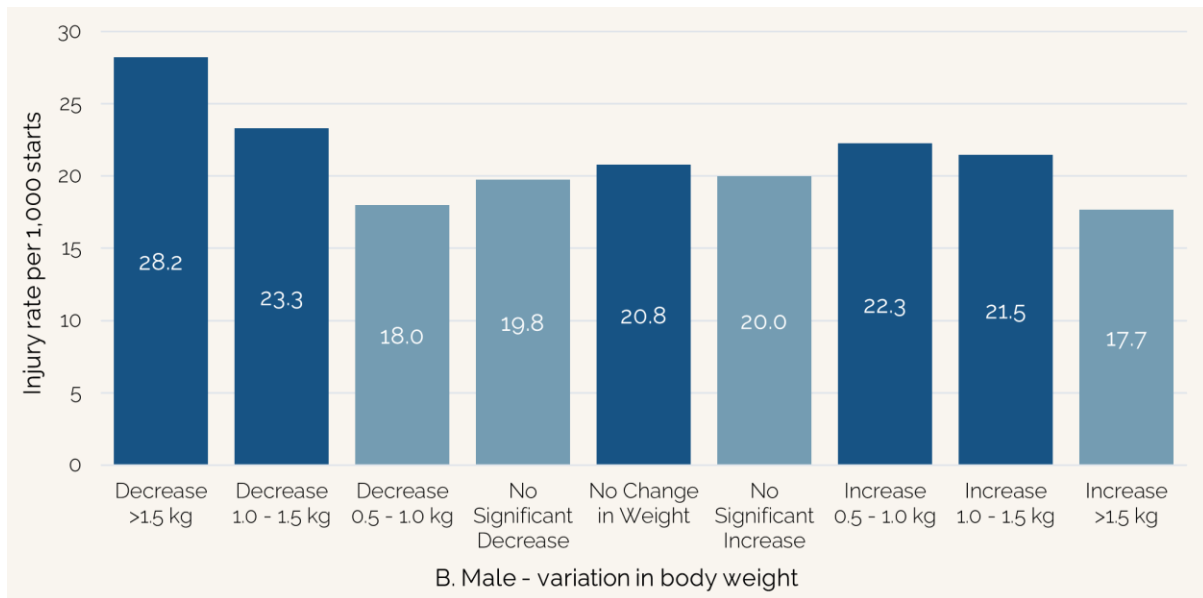


Figure 18: Incidence of middle- and long-distance race injuries (per 1000 starts) for female (A) compared to male (B) greyhounds with varying body weight changes between race starts from the 2014/15 until the end of March 2022. The different coloured bars highlight weight changes associated with injury risk above (dark blue) or below (light blue) the average injury rate per 1,000 starts

Smaller training operations had lower greyhound availability rates

15. Large sized trainers (>50 greyhounds) had more greyhounds available to race at any given time (54%) compared to moderate (26-50 greyhounds) (46%) and small (≤ 25 greyhounds) (39%) sized trainers (Figure 19), possibly due to licensed persons at smaller training operations typically being hobbyist.

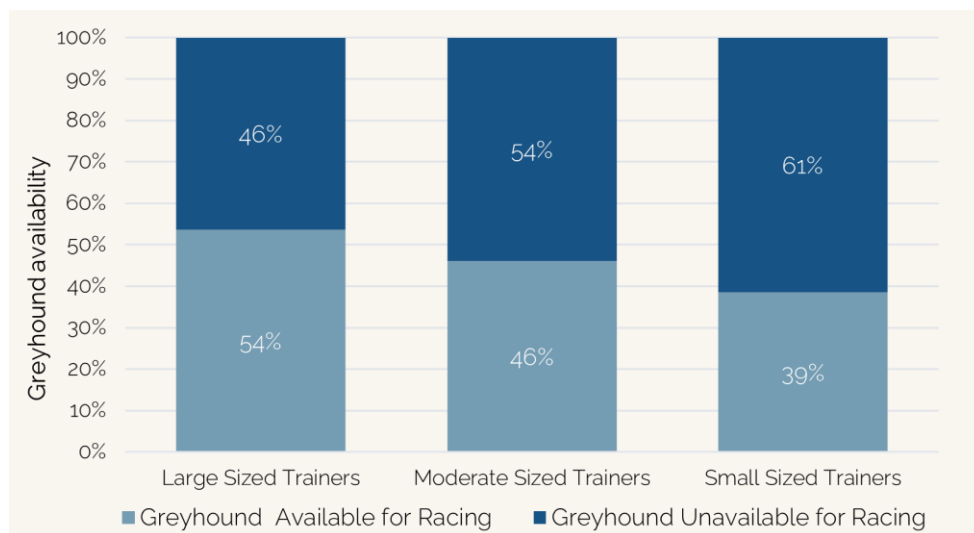


Figure 19: Availability of greyhounds (%), registered after 1 August 2014, for large (>50 greyhounds), moderate (26-50 greyhounds) and small (≤ 25 greyhounds) kennels, until the end of March 2022.

Smaller training operations had higher injury rates

16. Injury rates were 61% and 31% higher at small and medium sized training operations respectively, compared to large sized trainers. This may correlate with the lower availability rate (39% at small sized training operations) and possibly more greyhounds at smaller training operations having layoffs between races of more than 3 weeks. (Figure 20)

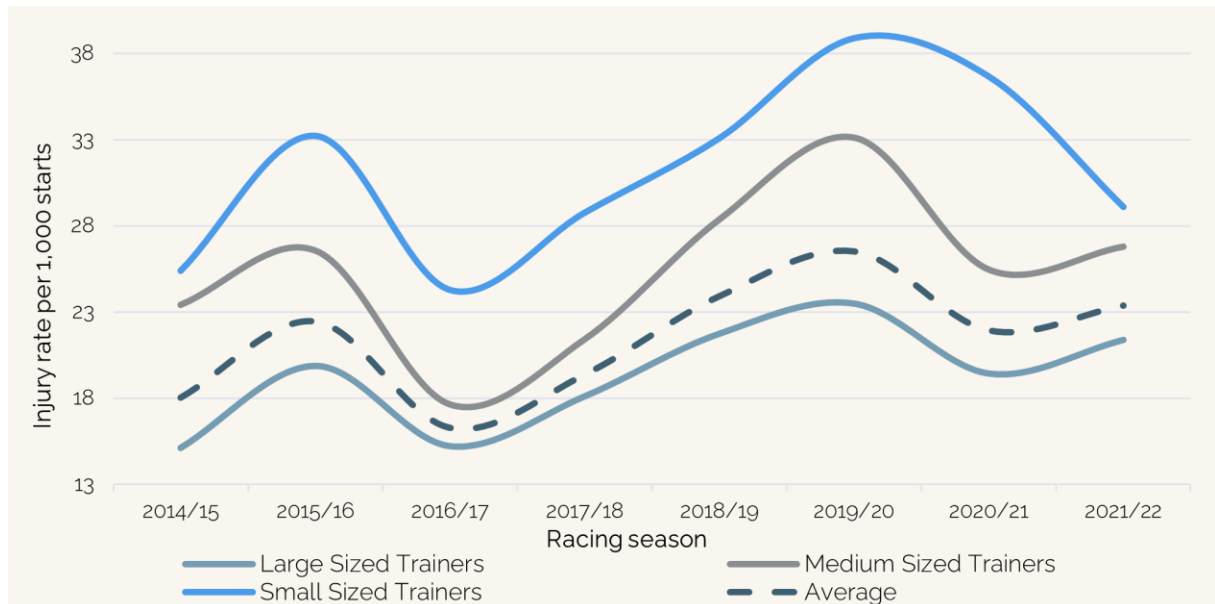


Figure 20: Incidence of injuries (per 1,000 starts) across all races for large (>50 greyhounds), moderate (26-50 greyhounds) and small (≤ 25 greyhounds) kennels. Data from the 2014/15 racing season until the end of March 2022.

17. Serious injuries, incurring a stand down period of 22 days or more, were 36% and 14 % higher at small and medium sized training operations respectively, compared to large sized trainers. (Figure 21)

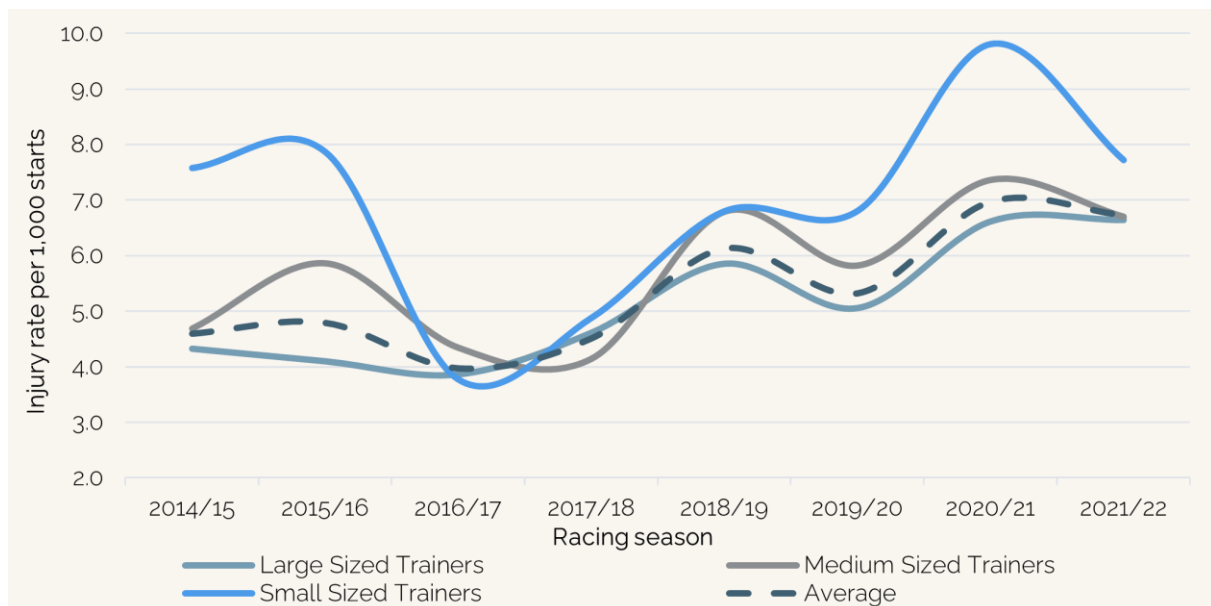


Figure 21: Incidence of serious (22 day stand down and over, including catastrophic injuries) (per 1,000 starts) across all races for large (>50 greyhounds), moderate (26-50 greyhounds) and small (≤25 greyhounds) kennels. Data from the 2014/15 racing season until the end of March 2022.

Greyhounds born in Australia had a higher incidence of injury

18. Greyhounds born in Australia and imported to New Zealand to race had higher injury rates than greyhounds born in New Zealand across nearly all age groups (Figure 22).

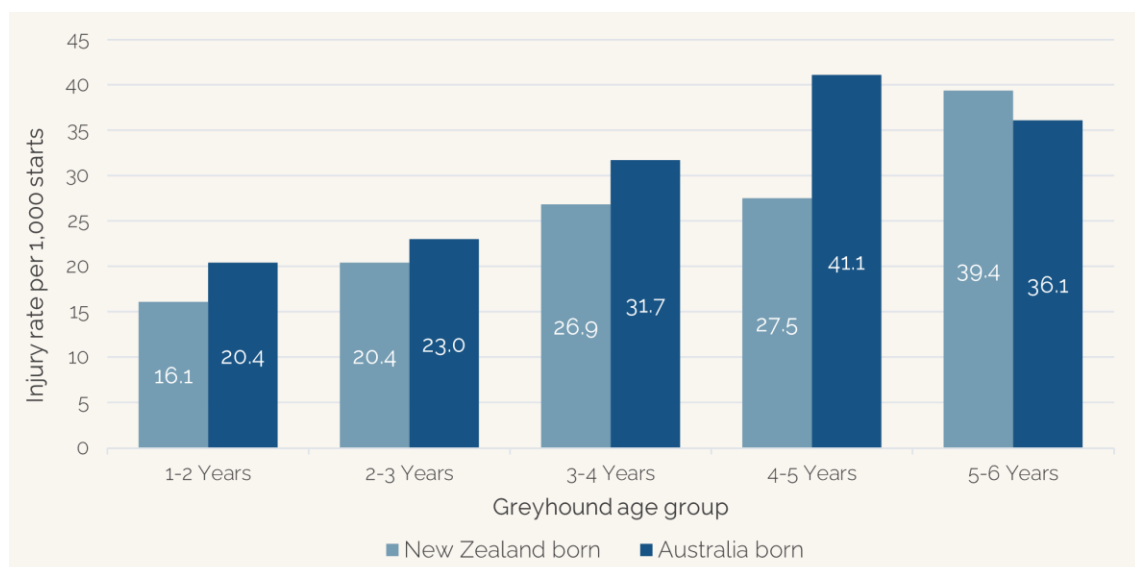


Figure 22: Incidence of injuries (per 1,000 starts) for New Zealand and Australian born greyhounds by age group. Data from the 2014/15 racing season until the end of the 2021/22 season.

Appendix 4: Source documents

[Animal Welfare Act 1999](#)

American Society for the Prevention of Cruelty to Animals, [SAFER assessment system](#)

Colgan, B., Neil, C., & Foy, L (25 June 2013) *New Zealand Greyhound Racing Association Independent Welfare Review* (June 2013) (WHK Report)

[Dog Control Act 1996](#)

Hansen, Hon Rodney CNZM QC (2017) [Report to New Zealand Racing Board on Welfare Issues Affecting Greyhound Racing in New Zealand](#)

GRNZ (May 2018 – May 2020) [Greyhound Racing Hansen Report Updates](#) (various)

GRNZ (2021), Greyhound Racing New Zealand's submission to the Review into Greyhound Racing

GRNZ (2022) [GRNZ Animal Health and Welfare Committee Minutes](#) (various)

GRNZ, 2022, [GRNZ Annual Report 2022](#)

GRNZ (2022) [GRNZ Greyhound Euthanasia Policy](#)

GRNZ (2022) [GRNZ Greyhound Welfare Standards \(draft\)](#)

GRNZ (2022) [GRNZ Quarterly Reports to the Minister for Racing](#) (various)

GRNZ, (2022) [GRNZ Statement of Intent 2023 - 2025](#)

GRNZ (2018) [Health and Welfare Standards](#)

GRNZ (1 August 2018) [Master Rules of Racing](#)

GRNZ (2022) [Rules of Racing \(November 2022 draft\)](#)

GRNZ (1 August (2018) [Vaccination Policy](#)

Ministry for Primary Industries (1 October 2018) [Code of Welfare: Dogs](#)

Ministry for Primary Industries (2018) [Animal Welfare \(Care and Procedures\) Regulations 2018](#)

Parliament (November 2022) [Report of the Petitions Committee Petition of Aaron Cross for the Greyhound Protection League of New Zealand: Ban commercial greyhound racing in Aotearoa New Zealand](#)

[Racing Industry Act 2020](#)

RIB (15 December 2021), *Briefing to the Minister of Racing, Greyhound Review Work Programme – Racing Integrity Board update*

RIB (11 February 2022), *Briefing to the Minister of Racing, Greyhound Injury and Euthanasia Rates – Racing Integrity Board Update*

RIB (31 May 2022), *Briefing to the Minister of Racing, Greyhound Injury and Euthanasia Rates – Racing Integrity Board Update*

RIB (4 July 2022), *Briefing to the Minister of Racing, Greyhound Review Work Programme – Racing Integrity Board update*

RIB (25 August 2022), *Briefing to the Minister of Racing Greyhound Injury and Euthanasia Rates – Racing Integrity Board Update*

RIB (30 September 2022), *Briefing to the Minister of Racing, Greyhound Review Work Programme – Racing Integrity Board update*

Robertson, Hon Sir Bruce (30 July 2021) [Review into Greyhound Racing in New Zealand](#)

Appendix 5: Acronyms

Acronym	Definition
A	Adequate
AWHC	Animal Health and Welfare Committee
BAU	Business As Usual
C	Close
CE	Chief Executive
DIA	Department of Internal Affairs
E	Embed
ESE	Exercise, Socialisation and Enrichment
Ev	Evaluate
G	Good
GA	Greyhound Australasia
GAP	Greyhounds as Pets
GRNZ	Greyhound Racing New Zealand
GRV	Greyhound Racing Victoria
GWIC	Greyhound Welfare Integrity Commission
H	Hansen Review
I	Implement
JCA	Judicial Control Authority
KPI(s)	Key Performance Indicator(s)
MPI	Ministry for Primary Industries
NAWAC	National Animal Welfare Advisory Committee
NZGRA	The New Zealand Greyhound Racing Authority
NZME	New Zealand and Media Entertainment
NZRB	New Zealand Racing Board
OOC	Out-of-competition
P	Plan
PBD	Preferred Box Draw
QC	Queens Counsel
R	Robertson Review
RIB	Racing Integrity Board
RIU	Racing Integrity Unit
S	Slow
SIRC	Serious Injury Review Committee
SPCA	Society for the Prevention of Cruelty to Animals
SLA	Service Level Agreement
TAB	TAB New Zealand
UTS	University of Technology Sydney
VADE	Voluntary, Assisted, Directed, Enforced
VCNZ	Veterinary Council of New Zealand