

GREYHOUND INDUSTRY BILL

EXPLANATORY NOTES

The Bill owes its origin to the Report of the Advisory Committee on the Greyhound Industry. The Advisory Committee was appointed by the Minister for Agriculture in February, 1951, with the following terms of reference:-

"To ascertain and report on the position respecting coursing, greyhound racing, greyhound breeding and other related activities and such measures, if any, as are considered desirable in the national interest for the better control and development thereof".

The Advisory Committee furnished its Report, which was unanimous, in January, 1952. The Report was published in November, 1952, and a copy was sent to each Deputy and Senator at that time.

Part I.

Sections 1 to 5, inclusive

Sections 1, 2 and 5 are of a routine kind. The definition in Section 2 of a greyhound race track as including a track operated (for reward) for 'schoolings' or trials is in accordance with paragraph 68 of the Advisory Committee's Report.

Section 3 refers to the day on which the Greyhound Industry Board will be established (under Section 6). That day will precede the day on which the constitution of the I.C.C. in the Schedule to the Bill will come into operation by virtue of an order under Section 26(6) of the Bill (it will, for example, be necessary to allow time for making preliminary arrangements for the appointment of the first representative members under Article 2 of the constitution, and for the preparation of rules for the purpose of Article 16 of the constitution).

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Part II

Sections 6 to 20, inclusive.

Subject to the exceptions mentioned below, these Sections are on lines similar to the provisions in the Racing Board and Racecourses Act, 1945, about the Racing Board for horses.

As regards Section 7, the Advisory Committee's Report (paragraph 138) recommended a Board of preferably five but not exceeding seven members, with no direct representation of any particular interest. The higher figure was adopted in view of the provision made in Section 9 for direct representation of the Standing/Executive Committee of the I.C.C. on the Board.

As regards Section 8 the Advisory Committee's Report (paragraph 138) recommended that the Chairman of the Greyhound Industry Board should be appointed by the Minister. The Chairman is required not to have a beneficial interest in businesses which will be subject to direct control by the Board. The Chairman of the Racing Board for horses (the members of which annually elect one of their number to be Chairman) may only be re-imbursed actual out-of-pocket expenses, but the Advisory Committee's Report (paragraph 138) recommended that the Chairman of the Greyhound Industry Board should be Section Q will enable one Standing/Executive Complete of the 1.0.0., which is appointed to edminister the Weiners and affairs of the Glub, to function on behalf of the Clob as regards the consultation therewith emploined on the Board in certain matters, the conduct of invontigations into cases of vrong-doing, and the making of exclusion orders, etc. It would be unnecessary and impracticable to nave such functions performed only by general meetings of the Club. The Club's rules would, however, have to be approved at general meetings.

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The provision in Section 9 that four of the seven members of the Board should be appointed by the Minister from among the members of the Standing/Executive Committee of the Club was not recommended by the Advisory Committee. but is analogous to the provision in the 1945 Act that six of the eleven members of the Racing Board for horses should be members of the Irish Turf Club or the Irish National Hunt Steeplechase Committee. The activities of the Board and the I.C.C. will need to be closely co-ordinated and, apart from a short transitional period, the Executive Committee of the Club will be appointed under the new constitution on the basis recommended by the Advisory Committee. Any of the four members in question of the Board who may cease during his five-year term of office to be a member of the Executive Committee of the Club will thereupon also cease to be a member of the Board. The provision for the payment of remuneration and expenses to ordinary members of the Board is in accordance with the Advisory Committee's Report (paragraph 138); the members of the Racing Board for horses may only be re-imbursed out-of-pocket expenses. The Greyhound Industry Board will exercise considerably more administrative control than the Racing Board for horses, c.g. licensing of raco-tracks and regulating their operation, authorisation of coursing and racing officials, investigating and taking action in cases of wrong-doing, regulating public sales and training of greyhounds, etc.

Under Section 11 officers of the Board may not have a beneficial interest in matters regarding which they will be performing duties for the Board.

As regards Section 16, the 1945 Act provides that the Racing Board for horses may use its funds for the reduction

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Part III

Sections 21 to 25, inclusive.

Section 21 implements the recommendation in the Advisory Committee's Report (paragraph 148) that the Board should be the licensing authority for greyhound race tracks. Race tracks are at present affiliated to the I.C.C. and their meetings are required to be licensed by it. Horse racecourses are not required to be licensed by the Racing Board and meetings thereat are held with the sanction of the Turf Club and the National Hunt Steeplechase Committee.

Section 22 obliges the Board to license at the outset all tracks affiliated to the I.C.C. last year. Such tracks will, however, be subsequently subject to the provisions of the Act as regards observance of conditions attached to their licences, etc.

Sub-section (3) (b) of Section 23 is in accordance with recommendations in the Advisory Committee's Report (paragraphs 65, 69 and 78). Sub-section (3) (d) is in accordance with recommendations in the Report (paragraphs 167 and 168). As regards Sub-section (4), the Advisory Committee's Report (paragraph 142) recommended that the withholding of licences for greyhound racing on Sundays be continued.

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Paragraphs 142 and 148 - The Board should control all matters connected with greyhound racing, and make such regulations as it may deem necessary.

Paragraph 143

Paragraphs 65, 69 and 78

Paragraph 77

Paragraph 48

Paragraphs 63, 64 and 69

Paragraphs 62 and 78

Paragraphs 69, 70 and 75

Paragraphs 73 and 74

Paragraphs 65 and 70

Paragraph 148

• The Board should authorise all officials connected with greyhound racing.

Greyhound races and trials on tracks should take place only when specified officials are present.

- Racing managers should not have any financial interest in tracks at which they officiate.
- Greyhound racing should not encroach upon the coursing season.

A uniform system of grading greyhounds for races, based on pre-race trials, should be adopted and also a standard entry form.

- Appropriate information should be given on race cards.
 - The kennelling of greyhounds on tracks at meetings should be supervised and there should be authority to detain dogs afterwards in appropriate cases.
 - Hare-driving and the timing and judging of races should be supervised.
 - Pre-race trials should be recorded. The identification cards of "fighter" greyhounds should be suitably endorsed.
 - The Board should regulate the keeping of records and furnishing of information by race tracks.

Under the 1945 Act, the Racing Board for horses may make regulations in regard to the management and control of racecourses, including the keeping of records and furnishing of

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information by racecourse executives.

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Sub-sections (4), (5) and (7) will enable the I.C.C., after the constitution in the Schedule to the Bill comes into operation, to make rules in regard to greyhound racing. Under Section 26(5) such rules would require the consent of the Board. As indicated in paragraph 129 of the Advisory Committee's Report, tracks in the Six Counties adhere to the racing rules of the I.C.C. and it is accordingly desirable that the Club should continue to be able to make such rules, as regulations by the Board would apply only to the Twenty-Six Counties. Moreover, there will be a close inter-connection between the exercise of disciplinary functions in regard to breeding, coursing and racing.

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Section 26. The methods to Bound the

The constitution of the I.C.C. in the Schedule to the Bill embodies provisions on the lines of the major recommendations in Section XI of the Advisory Committee's Report, viz. the establishment of Provincial Committees of the Club comprising the representative members (i.e. one appointed by each affiliated club and track) of the Club in each province, appointment of the Executive Committee (to replace the present Standing Committee) of the Club on a proportionate basis by the Provincial Committees from among representative members only, and replacement of the number of the Club's elected members (i.e. members elected at general meetings of the Club from among consistent supporters of coursing who have been registered greyhound owners for at least five years) by a reduced number of similar co-opted members. The Advisory Committee recommended that the reduced number of co-opted members should not exceed ten, as compared with the present

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The Advisory Committee's Report (paragraph 141) recommended that the general control and supervision of coursing and breeding should continue to be carried out by the I.C.C. subject to the ultimate authority of the Board in appropriate matters e.g. scales of fees. The fact that rules made by the Club under Article 16 of the constitution will require the consent of the Board will enable the Board to exercise authority in matters such as scales of fees.

Part V

Sections 27 to 35, inclusive.

The provisions of Sections 27 to 30 inclusive regarding course-betting permits, and the provisions of Sections 32 to 35 inclusive about levies on course bets, are (as the Advisory Committee recommended) similar to the provisions in that connection for horse racecourses under the 1945 Act. A maximum levy limit of five per cent was specified in the 1945 Act, but a levy approaching that percentage will not be required in connection with the greyhound industry. Section 31 provides for the charging of levies only when authorised from time to time by Ministerial order. When no levies are in operation, the Board may impose admission charges on bookmakers under Section 48 (4) and (7) of the Bill. The Advisory Committee's Report (paragraph 164)

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Sections 36 to 51, inclusive

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As regards Section 36, the Advisory Committee's Report (paragraph 143) recommended that all officials connected with coursing should be authorised by the Board.

The provisions of Section 37 for regulations by the Board and rules by the I.C.C. controlling the training of greyhounds for reward are on similar lines to the provisions of Section 25 in relation to the control of greyhound racing, with which training is associated. The I.C.C. at present licenses greyhound trainers, including those in the Six Counties.

As regards Section 38, the Advisory Committee's Report contained the following recommendations -

Paragraph		n)-re Repo michi	Public auction sales of greyhounds should be held under licence from the Board and the Board should if necessary appoint independent auctioneers thereat.
Paragraph	179	0-900	The Board should supervise pre-sale 'schools'.
Paragraph	180	ort e	The Board should control publication of the results of public auction sales.
Paragraph	178	enen	The Board should consider the question of the furnishing of guarantees in respect of greyhounds

sold by public auction.

As regards Section 39, the Advisory Committee's Report (paragraph 151) suggested that the I.C.C. might examine the possibilities of artificial insemination in the breeding of greyhounds. Regulation of the practice, if adopted, would be necessary and the Board would be the most appropriate regulating body. In view of animal disease considerations arising, e.g. in connection with the import of semen, the consent of the Minister to any such regulations would be suggested a levy of 22 per cent, during the first neers season after establishment of the Board and a levy of 34 per cent. in subsequent seasons (subject to review after not core than five years).

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Sub-section (1) of Section 40 is in accordance with a recommendation in the Advisory Committee's Report (paragraph 168) that a proportion of any increased revenue accruing to tracks from better attendances attracted by the installation of totalisators should be collected by the Board for use for the benefit of the industry generally. As regards Subsection (2), the Advisory Committee's Report (paragraph 164) suggested a totalisator levy of 5 per cent. by the Board (subject to review after not more than five years).

Sub-section (1) of Section 41 provides for functions recommended for the Board in the Advisory Committee's Report (paragraphs 184 and 185) with special reference to the United States market. Under Section 16 (1) (c) (vii), the Board may apply its funds for any purpose conducive to development of greyhound exports. Sub-section (2) of Section 41 is analagous to Sub-section 38 (2) (n) regarding auction sales of greyhounds; the Advisory Committee's Report (paragraph 178) suggested consideration of the furnishing of guarantees in respect of greyhounds sold at public auctions for export.

Section 42 is in accordance with paragraph 148 of the Advisory Committee's Report and is similar to power granted to the Racing Board for horses under the 1945 Act.

Section 43 will enable the Board and the I.C.C. to investigate generally cases of suspected wrong-doing; and Section 44 will enable officers of the Board and the Club to make on-the-spot investigations in such cases occurring at racing and coursing meetings and public sales. Action as a result of investigations by the Board and its officers may fall to be taken by way of the penal provisions in the Bill for infringements of regulations made by the Board, or by way of disqualification orders under Section 45 or by way of

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exclusion orders under Section 47. Action as a result of investigations by the Club and its officers may fall to be taken by way of the penal provisions in the Bill for infringements of rules made by the Club in relation to greyhound racing and training, or by way of the Club's disciplinary rules under Article 16 (i) (b) of the constitution, or by way of exclusion orders under Section 47. Section 46 gives usual powers of entry and inspection necessary in connection with investigations and enforcement of the Act generally.

As regards Section 47, joint action by the Board and the Club is provided for as the Board will be directly concerned with control of tracks and public sales and the Club will be directly concerned with the authorisation of coursing meetings. Under the 1945 Act concerning horse racecourses, the making of exclusion orders is a matter for the Turf Club and the National Hunt Steeplechase Committee; the Racing Board does not license horse race meetings.

Sub-sections (1), (2) and (3) of Section 48 are in accordance with the recommendation in the Advisory Committee's Report (paragraph 148) in regard to race tracks; subsections (5), (6) and (8) and Sub-sections (9) and (10) make parallel provision in regard to coursing meetings and public sales. Under the 1945 Act the Racing Board may regulate the charges for admission of licensed bookmakers and their assistants to horse racecourses generally, but may not fix the charges for bookmakers at more than five times the charges for members of the public nor the charges for bookmakers' assistants at more than the charges for bookmakers' assistants at more than the charges for bookmakers and their assistants should apply in the same way to greyhound tracks on which totalisators may be installed.

Sub-sections (4) and (7) of Section 48 provide, in effect, for the collection by the Board from bookmakers of

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exclusion orders inder Section 47. Action as a result of investigations by the Club and its officers may fail to be taken by way of the penal provisions in the Bill for infringements of rules made by the Club in relation to greyhound racing and training, or by way of the Club's disciplinery rules under Article 16 (1) (b) of the constitution, or by way of exclusion orders under Section 47. Section 46 gives usual powers of entry and inspection necessary in connection with investigations and enforcement of the Act generally.

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specific charges for their attendances at meetings in lieu of levies on their course bets. For example, tracks' charges for admission of bookmakers at present exceed five times the charge for admission of members of the public and, if the Board should consider the limit of five times appropriate to impose, it might suffice for the Board itself at any time to collect the excess and waive course-betting levies.

As regards Section 49, the Advisory Committee's Report (paragraph 148) recommended that the Board should have power to require race tracks to increase prize money if the tracks' financial position should warrant this. In paragraph 81(4) the Report referred to the inadequacy of the prize money offered in the majority of cases.

Sections 50 and 51 are of a routine kind.

SCHEDULE

Constitution of the I.C.C.

The following are the main changes as compared with the existing Irish Coursing Club Constitution:

Article 1 alters the position whereby the Club has been the controlling authority over all matters connected with greyhound racing and training, and brings the position in this respect into conformity with Part 111 and Part V1 (Section 37) of the Bill.

Article 2 alters the position mainly as follows: (a) Each coursing club and track may appoint an alternate representative member to attend meetings of the I.C.C. when necessary in the absence of its ordinary representative member. (The Advisory Committee's Report (paragraph 128) recommended this).

/(b)

specific charges for their attendances at meetings is it : of levies on their course bets. For example, treeks charges for admission of bookmakers at present exceed five times the charge for admission of members of the public and, if the Board should consider the limit of five times appropriate to impose, it might suffice for the Board itself bries.

As regards Section 49, the Advisory Committee's Report (paragraph 148) recommended that the Board should nave power to require race tracks to increase prize money if the tracks' financial posision should warrant this. In paragraph 81(4) the Report referred to the inadequacy of the prize money offered in the majority of cases.

BOHEDULE

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(d.)

(b) The present maximum of 100 elected members of the I.C.C. will be reduced to a maximum of 50 co-opted members subject, however, to all the existing elected members (about 70) continuing as co-opted members. (The Advisory Committee's recommendation is referred to in the note on Section 26 of the Bill).

Articles 3 and 6 have no counterpart in the existing Constitution and are based on recommendations in the Advisory Committee's Report (paragraphs 131 and 132).

Article 4 replaces the Standing Committee of the I.C.C. appointed under the existing Constitution in the manner indicated in paragraphs 103 and 104 of the Advisory Committee's Report, by an Executive Committee appointed in the manner recommended in paragraphs 131 - 134 of the Advisory Committee's Report. Provision is made, however, in clause (viii) of the Article for gradual retirement of the existing members of the Standing Committee over a period of 2¹/₂ years and appointments in place thereof on the Executive Committee on the new basis.

Article 8 has no counterpart in the existing Constitution and is based on a recommendation in the Advisory Committee's Report (paragraphs 150 and 151).

Clause (iii) of Article 12 is based on a recommendation in the Advisory Committee's Report (paragraph 125).

Article 13 is based on the observations in Section X and Section XV (paragraph 152) of the Advisory Committee's Report.

Articles 15 and 16 replace generally the provisions in relation to disciplinary action and rules in the existing Constitution to conform to the Bill and enable the Club to continue taking parallel action in the Six Counties. (b) The present maximum of 100 elected members of the I.G.C. will be reduced to a maximum of 50 co-opted members subject, however, to all the existing elected members (about 70) continuing as co-opted members. (The Advisory Committee's recommendation is referred to in the note on Section 26 of the Bill).

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Article 4 replaces the Standing Committee of the 1.0.0. appointed under the existing Constitution in the mnner indicated in panagraphs 103 and 104 of the Advisory Committee's Report, by an Executive Committee appointed in the manner recommended in paragraphs 131 - 134 of the Advisory Committee's Report. Provision is made, however, in clause (viii) of the Article for gradual retirement of the deciding members of the Standing Committee over a period of 25 years and appointments in place thereof of the Executive Committee on the new basis.

> Article 3 has no counterpart in the existing Constitution and is based on a recommendation in the Advisory Committee's Report (paragraphs 150 and 151).

Clause (111) of Article 12 is based on a recommendation in the Advisory Counditee's Report (paragraph 125).

Article 13 is based on the observations in Saction X and Section XV (paragraph 152) of the Advisory Committee's Report.

Articles IS and 16 replace generally the provisions in relation to disciplinary action and rules in the existing Constitution to conform to the Bill and enable the Club to continue taking parallel action in the Six Countles.