Submission No 508

INQUIRY INTO GREYHOUND RACING IN NSW

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My interest

Submitted by:

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Dog Industry Researcher

Looking into the issues that emanate from the "dog industry", which includes: legislation (international, federal, state and local government); animal welfare agencies; breed and show associations; Australian Companion Animal Council and its 10 industry members (veterinary, goods and services providers); racing activities, and canine scientific research.

Background:

- In 2009-10, an estimated 80,000 dogs were euthanased in pounds and shelters across Australia. (1) That equates to 220 every day, and this goes on year after year.
- In 2010-11, there were 21,600 dogs euthanased in New South Wales⁽²⁾
- In 2011-12, the RSPCA alone reported that it had euthanased 4,862 dogs in New South Wales⁽³⁾.
- Market forces and current legislation have failed to balance the supply of dogs to the annually decreasing demand⁽⁴⁾ and now further regulatory intervention is required.

My Vision:

The community enjoying public spaces without fear of dog nuisance or danger, and well-behaved, socialised and obedient dogs accepted as members of their families and protected from neglect, cruelty and danger.

My Mission:

To reduce the number of dogs euthanased each year. [G2Z – Getting to Zero]

My Objectives and Strategies:

- 1. Clarify the scale of dog euthanasia by legislating its reporting from pounds and shelters.
- 2. Decrease the number of dogs euthanased each year by reducing the number of dogs in the supply chain.
- 3. Improve the breeding stock, reduce costs to the community (both emotional and financial), and reduce costs to local government (i.e. the collection and disposal of stray, lost and dumped dogs) by removing from breeding any dog found by or reported to their breeder as contributing to genetic abnormality or proneness to allergy in their puppies.
- 4. Enhance the ability of government and the community to identify a dog by mandatory micro-chipping before sale or transfer (who it is), and the mandatory registration of all dogs through local government (where it is, how many there are).
- 5. Improve breeding conditions by registering, regulating, and opening to the <u>possibility</u> of inspection <u>all</u> dog breeders.
- 6. Raise the value of the dog in the community by raising its cost of acquisition to better match its total costs of ownership, and by developing dedicated and standardised dog legislation in each jurisdiction i.e. The Dog Act.

Documents Produced:

Year	Document	Audience
2012	The definition of the term "breeder"	Dogs Queensland (30JAN12)
2012	The definition of the term "breeder"	RSPCA National Office (02FEB12)
2012	Submission: Regulation of Dog Breeders – draft Regulatory Assessment Statement	Biosecurity Queensland Government of Queensland (01MAR12)
2012	Submission: Discussion Paper - Management of Dangerous and Potentially Dangerous Dogs in Queensland	Office of Local Government
		Government of Queensland (15MAR12)
2012	Submission: Animal Management Plan 2011-16	City of Onkaparinga (13APR12)
2013	Submission: Dogs and Cats as Companion Animals http://www.parliament.sa.gov.au/Committees/Pages/Committees.aspx?CTId =3&CId=276	Select Committee on Dogs and Cats as Companion Animals Parliament of South Australia (15JAN13)
2013	Submission: Greyhound Racing in New South Wales	Select Committee on Greyhound Racing in New South Wales Parliament of New South Wales (6NOV13)

Contents

1.	Ex	ecutive Summary	5
2.	Inti	roduction	5
3.	Sc	ope	6
4.	Ва	ckground	6
5.	Ov	erview of the dog industry	7
6.	Re	gulation	9
6	5.1	(a) The economic viability of the greyhound racing industry in New South Wales	9
6	5.2	(j) Sale and breeding of greyhounds including the market conditions and welfare of animals	9
6	5.3	(k) The welfare of animals in the industry and the role of Greyhound Racing NSW in establishing and enforcing standards of treatment of animals	11
6	5.4	(I) Financial incentives for reducing euthanasia and prosecutions for animal Mistreatme	
6	6.5	(m) The adequacy and integrity of data collected in the industry, including the number of pups born, the number of dogs euthanased and injury rates	
6	6.6	(n) Any other related matter	. 14
7	Re	ferences	15



South Australian Police tracking dog at the scene of the crime – present day

Dogs and Cats as Companion Animals

1. Executive Summary

- In 2009-10, an estimated 80,000 dogs were euthanased in pounds and shelters across Australia. That equates to 220 every day, and this goes on year after year.
- In 2010-11, there were 21,600 dogs euthanased in New South Wales.
- Dogs are a multi-billion dollar industry in Australia.
- In Australia there is a declining number of dogs, however their owners are spending
 a growing amount on their care. Australians are caring more about dogs and their
 welfare, and there is a growing awareness as to why their dog fits so well into the
 family structure and within the community.
- Governments and legislators would be wise to be cognisant of this fact, and adjust public policy and legislative instruments accordingly.
- The use of the term "contributed" or "generated" or "added" to describe the economic benefit provided by this industry is invalid.
- There should be one registration process for all dogs, as Parliament originally intended.
- With 3,000 greyhounds being put down in NSW each year there is an oversupply to
 this industry. The legislative controls necessary to reduce this oversupply are to
 restrict the number of breeders, and restrict the number of greyhounds produced by
 each breeder each year.

2. Introduction

On 27 August 2013, the Legislative Council of the Parliament of New South Wales established a Select Committee to enquire into and report on greyhound racing in New South Wales, and in particular:

- (a) The economic viability of the greyhound racing industry in New South Wales
- (b) The financial performance and conduct of the industry and of Greyhound Racing NSW including a comparison to other states of Australia
- (c) Government initiatives and assistance measures to support the industry and comparison of assistance to other racing codes
- (d) The effectiveness of current industry regulation, including the level of autonomy of Greyhound Racing NSW
- (e) The selection process for the board of Greyhound Racing NSW
- (f) The effectiveness and accountability of the board and management of Greyhound Racing NSW
- (g) The effectiveness of the current arrangements for, and role of, the Integrity Auditor of Greyhound Racing NSW
- (h) The capability and performance of Greyhound Racing NSW and governance of the industry
- (i) The incidence of drug administration and doping in the industry and the efficacy of Greyhound Racing NSW's control and testing processes
- (j) Sale and breeding of greyhounds including the market conditions and welfare of animals
- (k) The welfare of animals in the industry and the role of Greyhound Racing NSW in establishing and enforcing standards of treatment of animals
- (I) Financial incentives for reducing euthanasia and prosecutions for animal mistreatment

(m) The adequacy and integrity of data collection in the industry, including the number of pups born, the number of dogs euthanased and injury rates, and

(n) Any other related matter.

Further information can be found online at: http://www.parliament.nsw.gov.au/prod/parlment/committee.nsf/0/A396AB32C95BF139CA257BD40024ECDB

The purpose of this submission is to provide comment on these matters.

3. Scope

This submission will focus on only 6 of the 14 terms of reference.

4. Background

In 2004, the first genome sequence of the dog was made publicly available⁽⁵⁾. The dog is thought to be a descendent of the Middle Eastern Grey Wolf⁽⁶⁾. The dog's scientific name was recently reclassified to Canis Lupis (wolf) Familiaris (household) and is the most recently evolved species in the family Canidae (wolves and foxes), a group that has a long history spanning the last 50 million years⁽⁷⁾.

Molecular genetic evidence suggests that dogs are the oldest domesticated species and their origin may have even well preceded their first appearance in the archeological record about 15,000 years ago⁽⁷⁾. Domestication of their ancestors may have commenced up to 100,000 years ago⁽⁸⁾.

These early dogs may not have been recognized by researchers as being domesticated because of their physical similarity to grey wolves. The clearly distinct change some 15,000 years ago may be associated with man's transition from hunter-gatherer to a more sedentary lifestyle⁽⁶⁾.

Scientific research undertaken within the last several years indicates that dogs are highly intelligent - with the equivalent learning ability of a 3-year-old human⁽⁹⁾ and can remember the names of at least 200 items⁽¹⁰⁾ - highly social⁽¹¹⁾, and highly emotional⁽¹²⁾ creatures that have evolved to communicate with humans unlike any other creature – by eye contact and facial expression, body language and sound. Chimps cannot do this.

New research indicates that our two species may have co-evolved together. (13,14)

The current perception of dogs in our community has not kept pace with these scientific developments and far too many of its members regard dogs as "just an animal" or simply "the dog". Dogs have been humans' closest companion for millennia and they warrant our special protection under our laws.



African indigenous hunting dogs with Zulu legal traditional hunters – present day

5. Overview of the dog industry

The Australian Companion Animal Council Incorporated is the peak body representing pet ownership and the pet industry in Australia. The purpose of the ACAC is "to provide a forum for the pet care industry to promote the benefits of socially responsible companion animal ownership to the wider community".

Every few years the Australian Companion Animal Council produces an industry report, of which the latest was released in 2010⁽¹⁵⁾. This report shows that in Australia in 2009:

- there were 3,405,000 dogs and their numbers are steadily declining each year (4)
- · one in three households included a dog
- consumers expended \$3,597 million on dogs

Dogs are a multi-billion dollar industry in Australia (see Figure 1).

Item	AUST	NSW/ACT	VIC	QLD	SANT	WA	TAS
Dog population ¹ (thousands)	3,405	1,115	836	732	329	296	97
Dogs per 100 people ²	16	15	16	17	18	14	19
Consumer expenditure ³ \$m	3,597	1,178	883	774	348	313	102
Average consumer expenditure per dog4 \$	1,060						
Dog ownership - % of households ⁵	36						
Number of dogs purchased ⁶ (000)	450						
Number of puppies born ⁷ (000)	500						
Average price per puppy ⁷ \$	300						

Figure 1 - Dog population and consumer expenditure by State - 2009

Since 1998, expenditure on dogs had increased at the same time as the number of dogs had fallen. Between 2005-09, the consumer expenditure per dog had increased by 44% (see **Figure 2**).

Item	1998	2002	2005	2007	2009	% change 2005-09
Dog population ⁸ (million)	4.00	3.97	3.75	3.69	3.41	-9.07
Dogs per 100 people ⁹	20	20	18	18	16	-11.11
Consumer expenditure ⁸ (\$m)	2,167	2,640	2,745	-	3,597	31.04
Consumer expenditure per dog ⁸ \$	542	665	732	-	1,055	44.10

Figure 2 - Dog population and consumer expenditure - Australia 1998-2009

Consumer expenditure on dogs accounted for 60% of all expenditure on all companion animals. In 2009, the largest dog-related expenditure was on veterinary services, followed by food. Only 3.8% was spent on the purchase of dogs (see **Figure 3**).

Expenditure	\$m	%
Veterinary ¹⁰	1,575.7	43.8
Food ¹⁰	1,107.7	30.8
Pet care ¹⁰	778.9	21.7
Purchases of dogs ¹⁰	135.3	3.8
Total:	3,597.6	100.0
Expenditure on dogs as a percent of all pets ¹¹		59.7

Figure 3 - Consumer expenditure on dogs - Australia 2009

What do these industry figures tell us?

These figures tell us that in Australia there is a **declining number of dogs**, however their owners are spending a **growing amount on their care**. In particular, the veterinary and care component. Australians are caring more about dogs and their welfare, and there is a growing awareness as to why the dog fits so well into the family structure and within our community.

Governments and legislators would be wise to be cognisant of this fact, and adjust public policy and legislative instruments accordingly.



African indigenous hunting dog's descendent – Seacliff Beach South Australia – Winter 2012

6. Regulation

No	Issue	Comment
		6.1 (a) The economic viability of the greyhound racing industry in New South Wales
1	Economic Contribution	"Greyhound racing contributed more than \$144 million to the economy and communities of NSW during the 2009-10 financial year, according to Access Economics. The report analysed the economic and social contribution of greyhound racing in NSW considering both the direct contribution (\$92.3 million) of the sport to Gross State Product and employment, as well as the indirect contribution (\$51.9 million) through flow-on impacts to other industries such as support services and dog food suppliers." (16) The use of the term "contributed" or "generated" or "added" by this industry is invalid. The money already existed in the economy, however it has just been taken out of one pocket and transferred into another. No minerals were mined, not crops harvested, nor goods were manufactured and therefore no economic value-add has been created. If this industry did not exist then the money would have been spent by consumers on other industries – retail, housing, food etc. Similarly for the jobs - if money was no longer spent on this industry then it would be spent on others, allowing those to employ more people. Just like a race itself, some industries are winners and some are losers. The government continues to distort the market by providing tax-payer funded assistance to an industry that is in decline because the government continues to believe in the myth of its economic contribution.
2	Economic Reduction	 Always overlooked are the costs of the industry to the community: taxpayer-funded assistance the shattered lives of gamblers when they lose and their families the greyhounds abandoned for councils to deal with or dumped on animal welfare organisations – some parts of the industry are engaging in "cost-shifting" the greyhounds euthanased because they cannot run fast enough – there is an economic cost on society for their breeding, raising, upkeep and destruction These costs need to be estimated and included into the equation if we consider economic contribution.
		6.2 (j) Sale and breeding of greyhounds including the market conditions and welfare of animals

No	Issue	Comment
3	Code of Practice	The NSW Government's <i>Animal Welfare Code of Practice – Breeding of Dogs and Cats</i> should apply to greyhounds as with any other dog. The animal welfare bodies will advise on improving the code.
4	Registration of breeders	 The rules for greyhounds should be no different than for any other dog. Under any new arrangement: State or local government would register/license Breeders (i.e. permission to breed) Local government prescribes a breeder permit system (i.e. if and where breeders are allowed to operate) Local government prescribes how many dogs can be held on a property (i.e. how many dogs can be breeding) Although an operator may hold a government registration/license granting permission to breed, e.g. with 20 dogs, if their local council will not permit this volume of breeding then the breeder cannot operate a facility of that size in that council area.
5	Regulating breeders and breeding facilities	Guidance is provided in the RSPCA's document ⁽¹⁷⁾ that addresses the issues of traceability (linking puppies to their breeders and mothers), minimum standards of conduct for dog breeders, and appropriate legislative mechanisms to facilitate enforcement. All dogs should be micro-chipped and traceable to both their dam and sire. This would also assist with breed quality.
6	Breeder ID displayed	All points of sale should be <u>mandated</u> under the legislation to display the breeder ID, so that the potential buyer is able to check the breeder's details BEFORE a sale is entered into.
7	Registration of dogs	Under the Companion Animals Act 1998 (NSW): companion animal means each of the following: (a) a dog, (b) a cat, (c) any other animal that is prescribed by the regulations as a companion animal. Note. The fact that an animal is not strictly a "companion" does not prevent it being a companion animal for the purposes of this Act. All dogs are treated as

No	Issue	Comment
		companion animals, even working dogs on rural properties, guard dogs, police dogs and corrective services dogs.
		It was Parliament's original intention that all dogs would be treated the same under the law.
		The Companion Animals Amendment (Greyhound Identification) Regulation 2011 then exempted greyhounds that were registered under the Greyhound Racing Act 2009. This Act simply says under the small section on greyhound registration that Greyhound Racing NSW may or may not register a greyhound. Since 2011, these greyhounds have been micro-chipped by Greyhound Racing NSW.
		This effectively removed the racing greyhounds from any local government controls or public transparency, with their numbers and location now only known within the racing industry. As the dogs are not registered with local government, local government has no information on their location nor how many there are at that location. Nor anything about their welfare.
		There should be one registration process for all dogs, as Parliament originally intended. This regulation should be rescinded and racing greyhounds should be registered with local government (in addition to Greyhound Racing NSW if necessary). The government may set the cost of such registration for this class of dog via regulation under the <i>Companion Animals Act 1998</i> .
		Should the industry complain that they cannot bear the costs, this will help highlight to the community how weak and in decline this industry really is and therefore how undeserving it is of further government support.
		6.3 (k) The welfare of animals in the industry and the role of Greyhound Racing NSW in establishing and enforcing standards of treatment of animals
8	Animal Welfare	According to figures provided by Greyhound Racing NSW, over 3,000 greyhounds are put down in NSW alone each year because they are too slow, have been injured in racing or in training, or have reached the end of their racing career. (18)
		Just 300 dogs have been re-homed since 2009 through Greyhound Racing NSW's 'Greyhounds As Pet' program. (19)
		Nationally, it has been estimated that 17,000 greyhounds are killed in Australia each year. (20)
		Injuries and illnesses suffered by dogs in the greyhound racing industry include broken legs, paralysis, head trauma and cardiac arrests from over exertion. In April 2013 three dogs died at the one meeting at the

No	Issue	Comment
		Dapto track; one broke its neck in race eight while another broke its back in race two; a third dog was destroyed after breaking its offside hock. (21)
		This "track record" is appalling and will no longer be tolerated in a modern, 21 st century society. Nobody has confidence in Greyhound Racing NSW as a setter and an enforcer of standards. These powers should be held by the state government with the RSPCA or AWL as the enforcer, with the costs of enforcement paid for by a levy on the industry.
		6.4 (I) Financial incentives for reducing euthanasia and prosecutions for animal Mistreatment
9	Causing harm to dogs	Dogs have a special relationship with humans and warrant our special protection. A similar section to that below should be included in legislation.
		The Dog Act 1976 (WA) - 47. Causing harm to dogs
		A person who wilfully and without lawful excuse kills, poisons, injures or causes unnecessary pain or suffering to any dog commits an offence. Penalty: \$10 000, or 12 months imprisonment, or both.
		Additionally, the person should be subject to a prohibition on owning a dog.
		Refer to the Animal Welfare Act 2006 (UK) - 34 Disqualification
		If a person is convictedthe courtmaymake an order disqualifying himfor such period as it thinks fit.
		Disqualification under this subsection disqualifies a person—
		(a) from owning animals,
		(b) from keeping animals,
		(c) from participating in the keeping of animals, and (d) from being party to an arrangement under which he is entitled to control or influence the way in
		which animals are kept.
		Where a person has been disqualified from owning a dog, the person's name and date & place of birth, plus any other details considered relevant, should be entered onto a database maintained by the state government. Local government should be able to do a search on the name of anyone that registers a dog in their local government area to check for disqualification.

No	Issue	Comment
10	Euthanasia	There should be no taxpayer-funded incentives to this industry for reducing euthanasia rates because euthanasia is the future for nearly all dogs in this industry.
		Nearly all racing greyhounds will be put down due to injury, coming to the end of their "careers" at just 3-years-of-age, or being unable to win a race. The industry says that these dogs were "born to race" but the reality is that they were "bred to be put down". No dog is born to race, that is something that a tiny fraction of humans do to them.
		The problem with Greyhound Racing NSW's 'Greyhounds As Pet' program is that only 300 dogs have been re-homed since 2009 ⁽¹⁸⁾ and we know that nationally 3,000 are put down each year. ⁽¹⁸⁾ Additionally, given the high number of dogs waiting for homes in NSW pounds and shelters, every greyhound placed in a new home is a waiting family-friendly Labrador euthanased. The program is little more than a public-relations exercise where the industry gives an impression that it trying to do something good and the government can say that GRNSW is an independent body and nothing to do with them.
		Clearly, with 3,000 greyhounds being put down each year there is an oversupply to this declining industry.
		The legislative controls necessary to reduce this oversupply are to: • restrict the number of breeders
		restrict the number of greyhounds produced by each breeder each year
		As the NSW Companion Animals Taskforce recommended as its Strategic Objective Number Two:
		"Reduce the number of cats and dogs that are unnecessarily euthanased"
		6.5 (m) The adequacy and integrity of data collected in the industry, including the number of pups born, the number of dogs euthanased and injury rates
11	Data availability	I could not find data under this topic and assume:
		that it is not collected, or
		that if it is collected, then it is not made publically available
		The industry should be required under legislation to collect and make this information publically available.

No	Issue	Comment
		6.6 (n) Any other related matter
12	Reducing the number of dogs in pounds and shelters	The Select Committee on Dogs and Cats as Companion Animals tabled their report before the Parliament of South Australia in July 2013 ^{(22).}
		One of its key terms of reference was to reduce the number of dogs (and cats) in pounds and shelters. In order to help achieve this, among its recommendations were the following:
		A1: Introduce an enforceable standard for the breeding of companion dogs and cats
		A2: Introduce a licensing scheme for breeders of companion dogs and cats
		B1: Require mandatory inclusion of breeders' licence numbers and animals' micro-chip numbers in all advertising and at purchase point.
		E1: Require dogs and cats purchased at any venue (breeder, pet shop, online, market etc.), prior to sale, be:
		 vaccinated (at the appropriate level for age), and treated for worms and other parasites; micro-chipped.
		In South Australia, there are no special rules for greyhounds under the law. There is no good reason why New South Wales should not be the same.

7. References

1. Animal Welfare League

The estimated figures were arrived at by calculating the current euthanasia figures from NSW pounds (it is the only state where the state government requires the gathering of figures from all pounds and reports these figures on an annual basis) and the large shelter groups (RSPCA, AWL) in NSW. This figure was then extrapolated to an Australia-wide figure based on population size. http://www.g2z.org.au/pdf/Calculation%20of%20National%20Figures%2009%2010%20incl.%20Healthy%20Treatable.pdf

- 2. New South Wales Companion Animal Task Force Report to the Minister for Local Government and the Minister for Primary Industries, October 2012, p4
- RSPCA Australia National Statistics 2011-2012 http://www.rspca.org.au/RSPCA%20Australia%20National%20Statistics%202011-2012.pdf
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 Contribution of the Pet Care Industry to the Australian Economy, 7th Edition, 2010
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- The Canine Genome. Elaine A. Ostrander and Robert K. Wayne Genome Research, Cold Spring Harbour Laboratory Press 2005 http://www.genome.org/cgi/doi/10.1101/gr.3736605 accessed 08/12/11
- 8. The Evolution of Dog Breeds. Carles Vilà and Jennifer Leonard, found in The Behavioural Biology of Dogs edited by Per Jensen, Cabi Publishing, Wallingford UK 2007 http://bookshop.cabi.org/?site=191&page=2633&pid=1996 accessed 08/12/11
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- Word Learning in a Domestic Dog: Evidence for "Fast Mapping"
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13 Co-evolution of Humans and Canids

> Schleidt W M, Shalter M D, Evolution and Cognition Journal, p57-72, Vol 9 2003 http://s3.amazonaws.com/academia.edu.documents/30462624/2003 9-1.pdf?AWSAccessKeyId=AKIAJ56TQJRTWSMTNPEA&Expires=1383612921&Signature=hADxC7WaX%2Bi6jvBkFj0gSeAOJ

> rA%3D&response-content-disposition=inline#page=57

14. Do dogs really understand us?

> A collection of hypotheses and studies on dog-human communication Jozsef Topal and Adam Miklosi, Lorand Eotvos University, Hungary http://www.saga-jp.org/SCCS/sccs02/abstracts/topal.html

Contribution of the Pet Care Industry to the Australian Economy, 7th Edition, 2010 15 Australian Companion Animal Council http://www.acac.org.au/ACAC Report 2010.html

Figure 1:

Source 1: Compiled by Rockwell Communications. State pet population calculations undertaken by Charles Sturt University 2009 based on information from: Euromonitor International, 2009; IBISWorld, 2009; Industry sources. Extracted from Table 7 Page 14

Source 2: Calculations undertaken by Charles Sturt University, 2009 based on information supplied by: ABS, 2008; ACAC, 2006. Extracted from Table 8 Page 14

Source 3: Compiled by Rockwell Communications. State pet population calculations undertaken by Charles Sturt University, 2009 based on information from: Euromonitor International, 2009; IBISWorld, 2009; Industry sources Extracted from: Table 2 Page 8

Source 4: Page 23

Source 5: Page 7

Source 6: Compiled by Rockwell Communications. Information from: ABS (0301), 2009, Euromonitor International, 2009; Industry estimates; pet stores; RSPCA; dog and cat breeders. Extracted from: Table 62 Page 48

Source 7: Page 48

Figure 2:

Source 8: Calculations undertaken by Charles Sturt University, 2009 based on information supplied by: ACAC, 2006; Euromonitor International, 2009; TNS, 1994-1998. Extracted from: Table 28 Page 24

Source 9: Calculations undertaken by Charles Sturt University, 2009 based on information supplied by: ACAC, 2006: Euromonitor International, 2009; TNS, 1994-1998. Extracted from: Table 9 Page 14

Figure 3:

Source 10: Compiled by Rockwell Communications. Information from: Euromonitor International 2009; IBISWorld 2009; Industry sources. Extracted from Table 1 Page 8

Source11: Compiled by Rockwell Communications. Information from: Euromonitor International 2009; IBISWorld 2009; Industry sources. Extracted from Table 27 Page 23

16 **Greyhound Racing NSW**

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- 17 Legislating to End Puppy Farming – The Way Forward - RSPCA 2012 http://kb.rspca.org.au/afile/325/99/
- 18 10 November 2012, ABC News 'Greyhound racing euthanasia rates slammed'
- 19 Answers to questions on notice lodged by MP for Sydney Alex Greenwhich 23 May 2013 http://www.parliament.nsw.gov.au/prod/la/gala.nsf/18101dc36b638302ca257146007ee41a/73129441ba2b6f30c a257b750000790d?OpenDocument
- 20 The welfare of greyhounds in Australian racing: has the industry run its course? Alexandra McEwan and Krishna Skandakumar, Australian Animal Protection Law Journal Dec 2011 http://www.animallaw.info/nonus/articles/art_pdf/McEwan_Skandakumar_AAPLJ_Greyhound_2013.pdf
- 21 ABC News, 18 April 2013 http://www.abc.net.au/news/2013-04-18/outrage-at-greyhound-deaths/4636300
- 22 Select Committee on Dogs and Cats as Companion Animals, Parliament of South Australia, 2013 http://www.parliament.sa.gov.au/Committees/Pages/Committees.aspx?CTId=3&CId=276