

## Children's Rights Impact Assessment

### The Prohibition of Greyhound Racing (Wales) Bill

#### Background

The Rights of Children and Young Persons (Wales) Measure 2011 places a duty on the Welsh Ministers to pay due regard to the [United Nations Convention on the Rights of the Child \(UNCRC\) and its Optional Protocols](#) when exercising any of their functions. In preparing the Prohibition of Greyhound Racing (Wales) Bill ("the Bill") and its underlying policy, consideration was given to whether children, or particular groups of children, may be affected. This has informed the analysis of how the Bill impacts children and the articles of the Convention.

#### Policy objectives

The way we treat animals is an important reflection of the values of our society. We want Wales to be an exemplar of the highest standards of animal health and welfare. We are banning greyhound racing in Wales because we want to keep greyhounds safe and free from harm.

We are concerned about the impact seeing greyhounds used in racing, purely for entertainment, has on the attitudes of people towards animals, particularly the developing attitudes of children and young people. Banning greyhound racing will contribute to encouraging respectful and responsible attitudes towards using animals for entertainment. The [Animal Welfare Plan for Wales \(2021–2026\)](#) includes ambitions to promote animal welfare education, which indirectly supports shaping young people's views on animals beyond pets.

This ban is something we have been asked to consider for a long time. More than 35,000 people signed a [petition](#) to help protect them because they were worried about the safety of greyhounds when raced. We have listened and now is the right time for a ban.

#### Gathering evidence and engaging with children and young people

In 2019, as part of our consultation on [Animal Exhibits](#) we asked children and young people what they thought about attitudes to animals when they are on display or used for entertainment. A [children and young people's version](#) of the consultation was published. No responses were submitted as part of this exercise.

However, in 2019, at the Royal Welsh Agricultural Show, we spoke with 104 children and young people. There was general agreement (81%) that change is needed in the way animal exhibits are regulated. In addition, 84% of respondents agreed that the changes would improve animal welfare.

Whilst not directly about the greyhound ban, the responses helped us understand what children and young people thought was important for the development of respectful and responsible attitudes towards animals.

The Welsh Government works with a group of stakeholders through our Responsible Dog Breeding and Ownership Group. The group helps us through our collaborative working to protect public safety and health, protect and raise animal welfare standards and encourage behaviour change.

A key strength of this group is that it enables us to align messaging, focus our efforts, and avoid duplication, ensuring that charities, public bodies, and education providers work together towards shared goals. This joined-up approach helps us reach more people, more effectively.

Part of the stakeholder's work helps us better understand how children and young people feel about animals. They work directly with schools and communities, so they hear how young people think about animal welfare, including how they view animals used in entertainment, like greyhounds or performing animals.

Through our stakeholders, we are also able to reach children via partnerships with charities such as the PDSA Pet Education Partnership and Blue Cross, who deliver curriculum-linked education programmes in schools. For example:

- The PDSA Pet Education Partnership is a collective stakeholder partnership offering a free, multi-level programme for primary schools that teaches children about the Five Welfare Needs of animals. It includes lesson plans, presentations, and worksheets aligned with the national curriculum with their PetWise Award now part of the Children's University
- The Blue Cross offers a wide range of KS2 lesson plans and activities, including topics like "Which pet is right for you?", "The Five Welfare Needs", and debate sessions on issues such as neutering. These resources are designed to increase empathy and promote responsible attitudes to animals

By listening to what these organisations learn through their work, we can keep our policies and education efforts up to date. This helps us ensure we are supporting young people to grow up with kindness, empathy, and a clear understanding of how animals should be treated with care and respect.

An example of this is the [Pet Education Partnership's 2025 Children and Pets Survey](#). This explored how children aged 7–11 understand, interact with, and care for pets. Over 1,000 children answered the questions and showed us that a child's understanding of how animals feel pain, joy, fear, and affection, strongly influences their empathy, behaviour, and sense of responsibility towards them.

We believe that greyhound racing has no educational benefit, unlike a zoo. We think that the ban can help change attitudes by encouraging empathy and helping children to see how it is wrong to harm animals.

## **Analysing the evidence and assessing the impact**

When they race, some greyhounds are hurt or injured. Animal charities have helped tell us what was happening, and many people agreed it was not kind to the greyhounds.

The Greyhound Board of Great Britain (GBGB) regulates the industry. They have rules about how greyhounds should be looked after, how races should be run, and what happens if someone breaks the rules. They make sure everyone follows the rules and that the greyhounds are treated kindly and safely.

Even though there are rules to keep greyhounds safe, we looked at all the information and decided the risks were still too high. Too many greyhounds were getting hurt. A public consultation showed that most people in Wales thought that animal welfare should come first and supported a ban, not just better rules.

The only racetrack in Wales is [Valley Greyhound Stadium](#) in Ystrad Mynach, which sits in Caerphilly County Borough Council. We will work with those involved in racing to help the greyhounds find new homes if needed, and so people who worked at or around the racetrack can find new jobs.

There is limited evidence or information available on the relationship between greyhound racing and children and young people. Consequently, little is known about how a potential ban might affect them. For example, we know that some families will be affected by the loss of income, but we do not know how children and young people in those families will be affected.

Anyone aged under 18 cannot own, train or race a greyhound. But children and young people can, and do, attend the races. We do not know how many of those attending are under 18 years old or whether they are local to the area.

We have put in place an Implementation Group to consider all impacts of the ban. The Group will play a central role in providing guidance, supporting stakeholders and helping to identify and mitigate potential risks. Their expertise will be crucial in managing the practical impacts of the legislation. If we find out more about the impacts on children and young people during the scrutiny stages of the Bill, we will update this document.

## UNCRC Articles

We have referred to the UNCRC [articles](#) to see which ones apply to the ban. The following sets out what we have thought about and whether the ban will achieve the articles, or we have work to do.

| UNCRC Articles or Optional Protocol                                                                                                                                                                                                                                                                                                                                         | Enhances or challenges | Explanation                                                                                                                                                                                                                                                                                                                                                                                                          |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Article 5: Governments should respect the rights and responsibilities of families to direct and guide their children so that, as they grow, they learn to use their rights properly.                                                                                                                                                                                        | Enhance                | We believe banning greyhound racing will help contribute to encouraging respectful and responsible attitudes towards animals. Families can help children understand this as they develop.                                                                                                                                                                                                                            |
| Article 12: Children have the right to say what they think should happen, when adults are making decisions that affect them, and to have their opinions taken into account.                                                                                                                                                                                                 | Enhance                | Our work with charities and other organisations, working closely with schools, means that children have been able to contribute indirectly to the decision to ban greyhound racing.                                                                                                                                                                                                                                  |
| Article 27 Children have a right to a standard of living that is good enough to meet their physical and mental needs. The Government should help families who cannot afford to provide this.<br><br>Article 30 Children have a right to learn and use the language and customs of their families, whether these are shared by the majority of people in the country or not. | Challenge              | We do not have any evidence to support a connection between families of those involved in greyhound racing and their children and young people. However, we have been told by the people who work at the racetrack that there will be a negative impact on families. We will know more as the work to implement the ban progresses. Our challenge will be to help them, and their families adjust following the ban. |

We aim to balance the interests of those affected by the ban on greyhound racing. We have sought to avoid, reduce or mitigate any negative impacts and will monitor its impact over time. We will continue to work with stakeholders to understand any potential impacts.

**Consider whether any EU Citizens Rights (as referenced in the Equality Impact Assessment) relate to young people up to the age of 18.**

It is not considered that the Bill will have specific impact upon EU, EEA or Swiss citizens (whose rights are protected by the Citizens Rights Agreements) compared to other persons living in Wales, including those up to the age of 18.

**Ministerial advice and decision**

The current advice to Ministers is to introduce the Bill in the autumn of 2025, with a summary of the analysis detailed in the Bill's Explanatory Memorandum. Analysis of these impacts have and will continue to be used to shape the design of the Bill and its implementation, including any exemptions and mitigations required. This will inform any future ministerial advice and proposals for Ministers to take decisions on.

This CRIA has been agreed by James Morris who is the Senior Responsible Officer for the Bill. The CRIA findings have been agreed by Ministers.

**Publication of the CRIA**

The CRIA will be published in the autumn of 2025 on the Welsh Government website, alongside publication and introduction of the Bill.

**Communicating with children and young people**

Working in conjunction with our Responsible Dog Breeding and Ownership Group, the Implementation Group can help us to understand what children and young people think about the ban.

We intend to work with animal charities and others via the Implementation Group to ensure the views of children and young people are considered.

**Monitoring and Review**

We plan to introduce primary legislation to ban greyhound racing. If approved, the legislation will be subject to a review no later than five years after it has come into force. Its impact will be considered, alongside feedback from enforcement authorities and stakeholders.

We intend to bring a ban into force at some point between 2027 and 2030. This gives us the flexibility to ensure a smooth transition, helping reduce any negative impact to those affected, including the dogs, their owners, local communities, and those who are involved in racing or rehoming dogs. The Implementation Group will play a central role during this period, providing guidance, supporting stakeholders and helping to identify and mitigate potential risks. The group may contribute to the formal review process, offering insights and evidence to assess the effectiveness of the legislation and inform any future policy. This information will support the review and monitoring of the Bill.