

119TH CONGRESS  
1ST SESSION

# H. R. 5017

To amend the Animal Welfare Act to prohibit commercial greyhound racing, live lure training, and open field coursing, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

AUGUST 22, 2025

Mr. CARBAJAL (for himself, Mr. FINE, Mr. DAVIS of North Carolina, and Mr. NUNN of Iowa) introduced the following bill; which was referred to the Committee on Agriculture

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## A BILL

To amend the Animal Welfare Act to prohibit commercial greyhound racing, live lure training, and open field coursing, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Greyhound Protection  
5 Act of 2025”.

6 **SEC. 2. CONGRESSIONAL FINDINGS AND POLICY.**

7 The Congress finds the following:

1           (1) Greyhounds have existed for thousands of  
2 years and are the only canines mentioned by name  
3 in the Bible.

4           (2) Commercial greyhound racing was first le-  
5 galized in Florida in 1931.

6           (3) Modern racetracks require internet-based  
7 wire communications to process bets and wagers,  
8 calculate odds, broadcast races, announce results,  
9 and pay winnings to gamblers. The majority of gam-  
10 bling on dog racing now occurs via simulcast and on-  
11 line.

12           (4) Public records reveal that some greyhounds  
13 used for live commercial racing suffer serious inju-  
14 ries including broken backs, broken necks, head  
15 trauma, paralysis, seizures, and electrocution.

16           (5) Regulatory records show that some racing  
17 greyhounds test positive for drugs including cocaine,  
18 amphetamines, barbituates, opioids, and steroids.

19           (6) State investigatory files document that rac-  
20 ing greyhounds are kept confined for 20 to 23 hours  
21 a day in stacked, metal cages, typically with little  
22 opportunity to socialize with other dogs.

23           (7) Many small animals, including jack rabbits  
24 and hares, are bought, sold, delivered, transported,  
25 and received in interstate and foreign commerce for

1 use as live bait in the training of racing greyhounds  
2 and in open field coursing.

3 (8) Typically, animals used in live lure training  
4 of greyhounds may be dragged on ropes, hung from  
5 a horizontal pole which rotates around a training  
6 track, or simply set loose to be chased and mauled.  
7 Alive or dead, helpless bait animals may be used re-  
8 peatedly until they are torn apart.

9 (9) Live lure training is prohibited in more  
10 than a dozen States, but there is no Federal statute  
11 prohibiting such practice. In the late 1970s, the Na-  
12 tional Greyhound Association, a membership organi-  
13 zation representing breeders, trainers, and other in-  
14 dustry participants, announced a policy against live  
15 lure training in order to convince the late Senators  
16 Birch Bayh and Robert Dole to withdraw their pro-  
17 posed legislation.

18 (10) Open field coursing preceded commercial  
19 dog racing and is an activity in which greyhounds or  
20 other sighthounds are released to pursue and kill  
21 bait animals, including jack rabbits and hares, often  
22 in a fenced area. Greyhounds may collide and suffer  
23 injuries in the chase.

1           (11) Dog owners travel from multiple States  
2           and countries to compete and win prizes and some-  
3           times gamble on open field coursing events.

4           (12) As with commercial greyhound racing,  
5           internet sites are used to promote coursing tour-  
6           naments and post results to a worldwide audience.

7           (13) The National Field Coursing Association is  
8           the umbrella group for coursing clubs nationwide  
9           and maintained 12 clubs in California as of 2006.

10          (14) Open field coursing is illegal in as many  
11          as 12 States.

12          (15) Open field coursing was prohibited as a  
13          blood sport in Scotland in 2002, and in the United  
14          Kingdom in 2004.

15          (16) 25 years ago, there were 60 greyhound  
16          tracks in the United States. With the voter-man-  
17          dated closure of 12 dog tracks in Florida and the  
18          voluntary shut down of Southland Park in Arkansas  
19          and Iowa Greyhound Park in 2022, only 2 tracks,  
20          both in West Virginia, will remain nationwide.

21          (17) According to the State of Florida, track  
22          owners had been collectively losing more than  
23          \$30,000,000 annually because of sagging attendance  
24          and decreased wagering. According to a State-com-  
25          missioned report, the State spent more money regu-

1       lating the industry in its national hub than it gen-  
2       erated in tax revenue. Similarly, nearly \$20,000,000  
3       is diverted annually to subsidize the 2 West Virginia  
4       tracks.

5           (18) According to State records, more than  
6       10,000 greyhound injuries have been reported at  
7       West Virginia racetracks since 2008. More than  
8       3,500 dogs suffered broken bones during this period,  
9       and at least 437 dogs died after suffering serious in-  
10      juries.

11          (19) Live commercial dog racing is illegal in 42  
12      States. As of December 2022, this dying industry  
13      will remain legal and operational in no more than 1  
14      State.

15   **SEC. 3. PROTECTION OF GREYHOUNDS.**

16      (a) IN GENERAL.—The Animal Welfare Act (7  
17   U.S.C. 2131 et seq.) is amended by adding at the end  
18   the following:

19   **“SEC. 30. PROTECTION OF GREYHOUNDS.**

20      “(a) IN GENERAL.—It shall be unlawful—

21          “(1) for any person to knowingly engage in  
22      commercial greyhound racing, live lure training, or  
23      open field coursing events in which any greyhound  
24      is moved in interstate or foreign commerce;

1           “(2) to conduct commercial greyhound racing  
2           or racing meeting where any form of betting or wa-  
3           gering on the speed or ability of greyhounds occurs;

4           “(3) to conduct open field coursing or live lure  
5           training with the use of any bait that is not an inan-  
6           imate object;

7           “(4) to engage in or facilitate simulcast betting  
8           or wagering on greyhound races in interstate or for-  
9           eign commerce; and

10          “(5) for any person to knowingly sell, buy, pos-  
11          sess, train, transport, deliver, or receive any grey-  
12          hound for purposes of having the greyhound partici-  
13          pate in commercial greyhound racing, live lure train-  
14          ing, or open field coursing events.

15          “(b) INVESTIGATIONS.—The Secretary, or any other  
16          person authorized by the Secretary, shall make such inves-  
17          tigations as the Secretary determines necessary to deter-  
18          mine whether any person has violated or is violating any  
19          provision of this section. The Secretary may obtain the  
20          assistance of the Federal Bureau of Investigation, the De-  
21          partment of the Treasury, or other law enforcement agen-  
22          cies of the United States, and State and local govern-  
23          mental agencies, in the conduct of such investigations,  
24          under cooperative agreements with such agencies.

1       “(c) PENALTIES.—Any person who violates any of  
2 paragraphs (1) through (5) of subsection (a) shall be fined  
3 under this Act, imprisoned for not more than 7 years, or  
4 both, for each such violation. Each instance of a violation  
5 of any such paragraph shall be considered a single viola-  
6 tion.

7       “(d) DEFINITIONS.—In this section:

8               “(1) COMMERCIAL GREYHOUND RACING.—The  
9 term ‘commercial greyhound racing’ means any  
10 event involving the participation of greyhounds in  
11 which betting or wagering on the speed or ability of  
12 such greyhounds occurs.

13               “(2) SIMULCAST.—The term ‘simulcast’ means  
14 the simultaneous audio or visual transmission from  
15 one location of foreign or domestic greyhound races  
16 taking place at a different location and gambling on  
17 the results of such races.”.

18       (b) DEFINITION OF ANIMAL.—Section 2(g) of the  
19 Animal Welfare Act (7 U.S.C. 2132(g)) is amended by in-  
20 serting “hare,” after “rabbit,”.

21       (c) APPLICABILITY.—The amendments made by this  
22 section shall apply with respect to conduct occurring on  
23 or after October 1, 2027.

1       (d) RULE OF CONSTRUCTION.—Nothing in this sec-  
2 tion, or the amendments made by this section, shall be  
3 construed—

4           (1) to preempt any State law prohibiting gam-  
5 bling or protecting the welfare of animals, including  
6 greyhounds, jackrabbits, and hares; or

7           (2) to alter, limit, or extend the relationship be-  
8 tween the Interstate Horseracing Act of 1978 (15  
9 U.S.C. 3001 et seq.) as it relates to horse racing  
10 and other Federal laws in effect on the date of en-  
11 actment of this Act.

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