

and can hope for little at the hands of racing clubs, as inside patrons are always given preference. This is an unacceptable condition, for outside patrons are entitled to their due share of consideration so far as the provision of amenities is concerned. In any event, it is entirely undesirable that the State should embark upon the business of book-making in any shape or form.

103. We have not, of course, set out the details of either Mr. Winter's scheme or Mr. Brady's, and have only adverted to them to the extent necessary to make comment upon the proposals intelligible. We adopt a similar policy with respect to other proposals. Mr. Brady, like Mr. Winter, has given much thought to the subject of off-course betting and to the elaboration of his scheme, and we are indebted to him for his efforts. For the reasons we have given, however, we do not consider that his scheme either should be recommended for adoption.

MR. E. G. MITCHELL'S SCHEME

104. The scheme propounded by Mr. Mitchell reflects a wide knowledge of the problems involved and is based upon a clear and justifiably conservative comprehension of possibilities. His proposals are made contingent upon the suppression of all bookmaking, and, undoubtedly, substantial suppression is, beyond question, a condition subject to which the success of any legal off-course scheme of betting is subordinated. Even so, there are types of bettors who will, in Mr. Mitchell's opinion, still seek illegal avenues of betting after a legal system has been established. He groups these types into two classes—big bettors who either back their own horses or horses concerning which they have special and accurate information, and the bettors in whom the habit of betting is so deeply ingrained that they must bet whether they can afford to or not. Credit is, he thinks, essential to this latter class. The first class, for various reasons which Mr. Mitchell details, wish to place their bets throughout the country through the medium of commission agents at the last possible moment. They will not now and will not in the future, Mr. Mitchell thinks, adventure their money upon the totalizator because, were they to do so, their betting would automatically reduce their dividend. Their system of commission betting is adjusted to prevent a similar result accruing through their bets being "laid off" on the totalizator by the bookmakers.

105. From these premises—and there is much to be said for their validity—Mr. Mitchell concludes that any off-course totalizator system will attract business only from what he terms "that middle class of bettors" who bet within their means and can pay their bets in cash. He has in mind chiefly people who desire, in a moderate way, to follow