

NZTR Consultation Paper

*Ka mua, ka muri – uplifting our industry
through higher participant standards*



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Introduction

Our participants are the lifeblood of our industry and our sport. Without the drive and commitment of our trainers, jockeys, and stable staff, our racing would grind to a halt.

Our industry and sport is going through a period of rapid change, and we need to support our participants to change and develop as we move to the next phase of New Zealand's thoroughbred story.

Our current licensing, training and development structures have served us well in the past, but it is no secret that they are past their use-by dates and need to be refreshed. We have seized the opportunity to set out a programme of reform to be implemented over the coming year, which will lift participant standards across the industry.

We want to be clear at the outset: there is a place in the sport for everyone. But we need to operate in line with the standards expected of a professional sport.

“We want to be clear at the outset: there is a place in the sport for everyone.”



Setting the scene

Current licence structure

NZTR's current licence structure has developed from grass roots over many years, and has not been the subject of a full review for some time. It does not reflect the structure of the industry or the way our people progress through it.

Nor does the current structure require high standards or high performance. Participants who choose to meet high standards feel they must compete with those who do not meet the same standards, which is unfair. The criteria for the issue or retention of a licence are not transparent nor clearly understood.

Finally, the current structure is not closely aligned to our training and development needs, and locks in particular ways of doing things that may not be best for the industry overall.

"We need a system that is more flexible and transparent to support the improvement of the industry."

International Comparisons



Item	NZTR	Racing Victoria	Ireland
Country/State Population	5.0m	6.7m	5.0m
Median Age	38	37	38.2
Median age of licensed racehorse trainers	57	55	?
Prizemoney (NZD)	\$55m	\$262m	\$107m
Races Conducted	2,447	4,367	2,491
Individual horses competing	4,784	8,761	7,392
Annual race starts	27,611	43,334	29,700
Licensed Jockeys (all classes)	203	189 (including visitors)	313
Trackwork Riders	856	1,072	(included in stablehands)
Stablehands	1,250	2,359	3,246
Number of Trainers	873	801 (including visitors)	547
Starts per Trainer	31.6	54.1	55.4

*NZ Trainers 289 Class A, 321 Class B Permit to Train, 263 Class C Owner/Trainer.

By comparison Racing Victoria has 347 'Public Trainers' (General A & General)

We need a system that is more flexible and transparent to support the improvement of the industry.

Current arrangements for industry training

How do we compare globally?



England, Ireland, South Africa, France, Japan, Hong Kong.

All have a major industry racing academy

All have courses for all racing vocations

They are highly resourced and offer quality training

There is a focus on continuous education

Skills linked to licensing



Australia (Racing Victoria)

*Industry Training Centre supported by Vocational Polytechnic Colleges
National Racing Industry Training Package for all vocations*

Direct Involvement of State Sports Institute

Strong Emphasis on Ongoing Mentoring

Skills linked to licensing



New Zealand (NZTR)

Registered NZQA equine qualifications

A registered private training enterprise & voice in the education space (NZEET)

Fortnightly 3-hour sessions at apprentice academies

Riding mentors

Emphasis on workplace training

Apprentice jockey and stablehand training linked to licensing

“We are behind international trends in equine education...”

<i>Category</i>	<i>NZTR</i>	<i>Racing Victoria</i>	<i>Ireland</i>
Trainer	Nil	Certificate IV in Racing (Thoroughbred Trainer) Compulsory continuing education will be introduced in 2020/21 through in-house online learning system.	Written Exam, Horse Handling and Practical Skills and Horse Knowledge – Oral. A pass mark of 60% must be attained in order for the applicant to qualify to complete the Trainer’s Course. The course is held at RACE over 9 days i.e. 3 days per week over a three-week period.
Jockey Apprentice Jockey	Certificate in Equine Racing Level 4 (Jockey)	Certificate IV in Racing (Jockey)	Trainees complete the Irish Horseracing Board licensing requires practical competency assessments for amateur, professional and apprentices’ licenses are conducted at Racing Academy Centre of Excellence. (RACE)
Probationer	Certificate in Equine Studies Level 2	Trainees complete the Certificate III in Racing (Trackrider or Advanced Stablehand) for apprenticeship eligibility. Once accepted into the apprenticeship course duration is 3 years and completed at the Racing Victoria School and on the job.	Trainee Jockeys must complete a 42-week trainee jockey course (Horsemanship Level 4).
Jumps Rider	Nil	Certificate IV in Racing or Two national accredited units. 1. Develop skills for jumping Racing. 2. Perform trial and Jumping riding skills	As for jockey. Licence upgrade courses available through RACE
Amateur Rider	Nil	Completion of 4 nationally accredited units: 1. Develop basic trackwork riding skills. 2. Exercise horses in pacework. 3. Ride horses at trackwork. 4. Ride horses in jump outs.	As for jockey. Upgrade courses through race.
Stablehand	Level 2 in Equine Studies Level 2 and 3 NZQA Qualification	Completion of two national units: 1. Handle Racehorses in stables and at trackwork. 2. Health and safety of self and others.	RACE conducts a 14-week Foundation course. Other providers conduct horsemanship courses throughout Ireland. Not linked to licensing.
Trackrider	New licensing regulations to apply from early 2022. All new trackriders must complete trackrider practical assessment and a Level 3 Microcredential. Course is practical with theoretical online component.	New licensing regulations to apply in 2020/21 season. All trackriders (currently stablehand riders) must complete new trackrider certificate (3 units). Recognition of prior learning (RPL) will be offered to experience riders. Course is practical with theoretical online component.	12 week Trackrider course through race. This course or demonstration of skills assessment are required for licensing.
Foreperson	Nil	Completion of two national units: 1. Handle Racehorses in stables and at trackwork. 2. Health and safety of self and others. 3. Comply with Racing Industry Ethics and Integrity	Nil

Current outcomes and performance

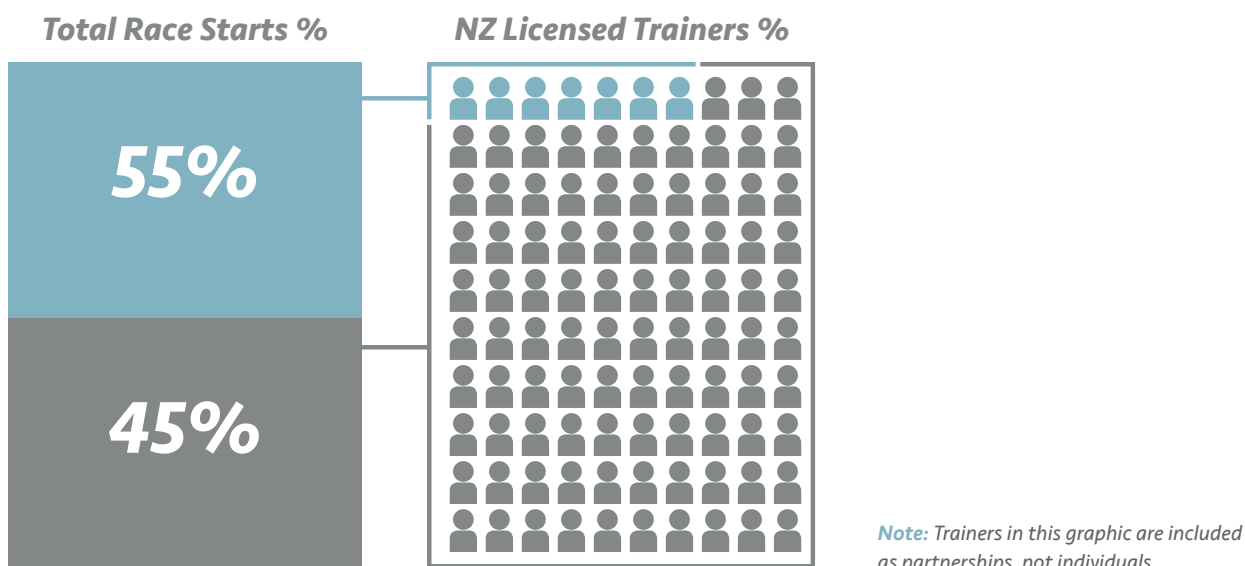
By way of example the NZTR Apprentice Jockey programme, by comparison with Victoria has a large throughput and lower efficiency in terms of providing the industry with proficient Senior Jockeys

	NZ Apprentices (Completed 2006-2020)	Victorian Apprentices (Completed 2009-2020)
Total	284	50
Current Status:		
Local Jockey	23%	48%
Overseas or Interstate Jockey	12%	8%
Trainer or Stablehand	23%	12%
Unknown	42%	32%

The case for change

Our current arrangements are not delivering the outcomes we need for our sport to thrive. Previous incremental changes to our licensing and training approaches have not delivered the step-change that the industry needs. It follows that comprehensive systems change is necessary.

NZTR believes that there is a place for 'hobby' trainers who train for themselves and family as well as professional Trainers with efficiency of scale. However, there is considerable strain and inefficiency in relation to many 'public' trainers who have small stables from which they struggle to make a living.



Our vision is that our sport offers people life-long and personally and financially rewarding careers in which they can grow and develop, while excelling at what they are good at. In particular:

- ***Our licensing and training system will be transparent, well-understood, and fair.*** Everybody will be clear what is required to gain a licence and what they should be aiming to achieve if they aspire to hold a licence which grants greater privileges;
- ***Everyone who chooses to participate in thoroughbred racing will be held to high standards and in return will be treated with respect and decency.*** There will be no place for those who take advantage of others, behave badly, or otherwise fail to meet our standards;
- ***Our trainers will be well-regarded, business-savvy, capable horsepeople,*** who make a good living from their skills and who display the very best qualities of our industry while adhering to best practice in terms of the conduct of their business and their employment relationships;
- ***Our trackwork riders and stablehands will be respected professionals,*** with clear pathways for personal development and ongoing growth as their careers in thoroughbred racing develop;
- ***Our jockeys will be high-performance athletes who have completed a world-class training and development programme as probationers and apprentice.*** They will have a national profile with clear development pathways as they progress through their careers; and
- ***Careers in thoroughbred racing will be sought-after*** because they offer excellent conditions, appropriate remuneration, and genuine career development opportunities.

Our plans for change

Proposed changes to license structures

Core principles

It will be clear that it is a privilege, not a right, to receive or retain a licence. To be eligible for a licence, a person must:

- Satisfy NZTR that their character and conduct make them suitable to hold a licence in terms of a published Suitability Policy;
- Meet the criteria published in NZTR's Licensing Policy, which will include for each licence:
 - Requirements as to the training and/or qualifications which must be completed/enrolled in;
 - Requirements as to experience, such as previous NZTR licenses held for specified periods (or equivalent);
 - Requirements as to other matters which the licenceholder must meet.

Why are we making these changes?

Our process and policies are out of date when compared to leading racing jurisdictions, and it is time to review and refresh our approach. This means setting fundamental principles about how our system works.

We want the process and criteria for getting any type of licence to be clear and transparent.

Participants will be able to understand all the criteria they need to be meet to be issued with a licence and how they can show they meet those criteria.

Trainer's Licenses

There will be two categories of Trainer's Licence:

- Public Trainer, permitted to offer horse training services to the general public; and
- Private Trainer restricted to offering horse training services to family/near relatives.

Both categories of Trainer will be required to meet similar training/qualification and experience criteria, including time spent in the industry. There will be additional business acumen requirements for Public Trainers.

Over time, we want to support Trainers in transitioning to modern business structures that deliver increased scale, performance and access to capital, while allowing trainers to focus on their core business of horse training.

Why are we making these changes?

We want to focus on making sure that every thoroughbred trainer meets the same high performance standards. Trainers who are offering horse training services to the general public will need to meet appropriate business conduct standards.

While hobbyist and enthusiast trainers have an important place in our sport, we want to make the distinction between such trainers and full-time professional horse trainers who produce the majority of our starters much clearer.

High-performing horse trainers will no longer have to compete against those who have a lower-cost operating model.

Track Work Riders

Trackwork riding licences will be split into two categories – slow work riders (who must be independently assessed by NZTR Assessors and are restricted in the pace that they may ride) and fast work riders who may ride at any pace. An assessment by a Trainer and their attestation to NZTR will be required to progress a rider to a fast work riding licence.

Fast Work riders will not be able to ride at trials without special approval by stewards and riding masters, and Slow Work riders will not be able to ride at trials.

Why are we making these changes?

We need to meet increased health and safety standards and be confident that every licensed horseperson has met the required standard.

NZTR has developed a new system of trackwork safety assessments, an important part of which is changing the trackwork rider licence into a two-stage process to ensure that riders are assessed at each stage of their progression.

While participants will continue to have health and safety obligations, they will have more confidence that track work rider skill and experience has been independently assessed before a slow work licence can be granted by NZTR.

Stablehands

Stablehands will be required to complete an approved qualification or its equivalent. Subject to transitional arrangements, stablehands will no longer be entitled to ride horses unless they have applied for, and been assessed as competent to hold, a Slow or Fast Work riding license.

We are seeking feedback on the future of the Stable Foreman/Assistant Trainer licence category. While historically this category of licence has rarely issued, and acknowledging that management structures inside stables are outside NZTR's purview, we would like to hear whether there is a place for an intermediate step between stablehand and trainer.

Why are we making these changes?

NZTR wants to see high-performing and appropriately skilled stablehands who are respected professionals with clear pathways through the thoroughbred sector.

Probationers, Apprentices, and Jockeys

The criteria for the issue of these licenses will change to reflect NZTR's new training arrangements.

The purpose of the probationer licence will be explicitly to trial a person's suitability to progress into the apprentice training programme. They will be unable to ride at official trials until assessed fit to do so through assessment in jumpouts.

The apprentice licence will be explicitly tied to progression through the apprentice training programme, and there will be regular assessments of apprentices' fitness and other performance measures to progress through the programme.

There will be additional expectations on Apprentice Employers in relation to their support as an educator and mentor for probationers and apprentices employed by them. These will be additional to the core expectation that every participant in thoroughbred racing is a good employer.

Why are we making these changes?

The performance of our training programme for a jockeys needs a major step-up in performance, and our licence structures need to support that step-change in performance. Jockeys are considered professional athletes in leading racing jurisdictions, and there needs to be a shift in mindset across the board.

People entering our training programme can expect to access first-class training and be treated by their employers as professional athletes.

Amateur and Jumps Licences

These licences will only authorise riding for the purpose they were issued. Jumps riders will only be able to ride in Jumps Races or Jumps Trials, and Amateur Licences will only enable riding in Amateur Races (unless they have another licence). There will not be a general right to ride at trials without approval.

There will be additional competence assessments for both licences and restrictions on eligibility for Amateur Licences to ensure these licences are not issued to current or previous professional riders.

Why are we making these changes?

Amateur racing and jumps racing continue to play an important part in our sport, but we need to tighten up the criteria for the issue of licences to ensure that the people participating in them meet appropriate standards to ensure their own safety. It is also important that jumps and amateur licences are not used as “back doors” to evade higher standards for riding generally.

Changes to industry training programmes

Qualifications and Training

Current position:

- * Existing NZQA qualifications covering equine skills, riding and breeding. Supported by NZTR Tutors, Training Advisors and Riding Masters, and by the NZ Equine Education Trust.
- * Close support of NZTR Riding Masters.
- * Introduction of Trackwork Rider assessment.
- * Support the recent launch of NZ Equine Academy (Byerley Park) pre employment training.



Proposed (by 2023):

- * Development and launch of website for Thoroughbred racing and breeding training, career pathways and vacancies.
- * Promotion of equine careers in schools and relevant events.
- * Compulsory foundation course for new licence holders.
- * Adoption of new regulations for Probationers and Apprentices.
- * Apprentice school moving to a block course model for tuition.
- * Add High Performance NZ training to Apprentice jockey programme (diet, strength & fitness, mental coaching)
- * Development of new training programmes based on NZQA unit standards, or simply industry led.
- * Continuing Professional Development (CPD) for all licence holders.

Introduction of continuing professional development programmes

Every licenceholder will need to complete a certain level of continuing professional development, which may include performance standards, every year to be eligible to renew their licence.

In setting CPD requirements NZTR will take into account industry experience and knowledge and, where appropriate, will recognize that participants can identify their own learning needs.

It is intended that CPD will be introduced in stages over the next three years.

Why are we making these changes?

We want working in our sport to be seen as a profession. To do that, we need to build a culture of life-long learning and professional development among our participants, as is the case across a range of other trades and professions. Many of our participants already do this, and we want to support them to grow while setting clear expectations about progression through our sport.



What happens next

Feedback period

You can find the draft Rules and policies that will give effect to these changes at <https://loveracing.nz/nztr/resources/rules-directives-and-policies>

Feedback should be submitted by email to licensing@nztr.co.nz by 1 February 2022. NZTR will also be conducting roadshows and there will be other opportunities to provide feedback.

We would like your feedback on this paper and the Rules and policies which we will use to implement the proposals in it.

Questions for feedback

- 1. Do you agree that NZTR's training and licensing programme should be revised and updated to lift standards?**
- 2. Do you agree that the criteria for each licence should be published? Do you have any comments on the proposed Licensing Policy or Suitability Policy?**
- 3. Do you agree with the proposed licence categories? Should we continue to distinguish between hobby trainers and owner trainers? Do you think we should add an intermediate licence between stablehand and trainer?**
- 4. Do you support the proposed improvements to the apprentice programme, including our intention to make more use of the probation period, be more selective with our applicants, and to hold them and their employers to higher standards?**
- 5. Do you support the phased introduction of Continuing Professional Development for all licence categories?**
- 6. Do you agree with our proposed approach to transition?**

Implementation dates

We intend to have the new arrangements wholly in place by 1 August 2022, with a transition period to bring participants into the new arrangements. There will be an early focus on the probationer and apprentice programmes.

Depending on your feedback, we intend to start the transition from 1 February 2022.

Transition from previous arrangements

We have a plan to transition all of our existing licenceholders into our new scheme, including some protections for legacy privileges which will not be continued (such as riding horses without a riding licence).

We are therefore proposing a framework of transitional licences which will ensure that everyone who currently holds a licence will be deemed to hold its appropriate equivalent from the moment the new arrangements come into force.

There will be a grace period to enable people to ensure they are compliant with the new framework, but we will require all licensees to be fully compliant with our new framework by 31 July 2023.





NEW ZEALAND
THOROUGHBRED **RACING**

PŪREI HŌIHO NĀTI O AOTEARŌA