





Front cover:  
Greyhound image courtesy of  
Greyhound Racing Victoria (GRV)

Inside front cover:  
Harness racing image courtesy of  
Harness Racing Victoria (HRV)

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Commissioner 2019**

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This report is available at  
[www.racingintegrity.vic.gov.au](http://www.racingintegrity.vic.gov.au).

# Letter to the Minister

**The Hon. Martin Pakula MP  
Minister for Racing**

Level 36, 121 Exhibition Street  
Melbourne Vic 3000

Dear Minister,

I am pleased to present to you my Annual Report for the year ending 30 June 2019 for presentation to Parliament, in accordance with section 37F(1) of the *Racing Act 1958*.

This report documents the performance of my functions, exercise of my powers and integrity related issues determined to be in the public interest.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Sal Perna', with a stylized flourish at the end.

**Sal Perna AM  
Racing Integrity Commissioner**

# Vision, Mission, Strategic Objectives and Values

## Our Vision

A Victorian Racing Industry in which Thoroughbreds, Standardbreds and Greyhounds compete to the best of their natural ability, free from the influence of crime and corruption.

## Our Mission

To promote the highest standards of integrity assurance in the Victorian Racing Industry.

## Our Strategic Objectives

- Enhance public confidence in the integrity of Victorian racing.
- Develop leadership in racing integrity assurance.
- Enhance existing racing integrity assurance processes and systems.

## Our Values



### Integrity —

We will be accountable, fair and transparent.



### Independence —

We will act impartially, without fear or favour.



### Leadership —

We are committed to being at the forefront of integrity assurance.



### Professionalism —

We are dedicated to achieving excellence.



### Engagement —

We will develop successful partnerships built on trust.

# The Racing Integrity Commissioner

*The Racing Act 1958 (Vic) (Racing Act)* establishes the statutory position of Racing Integrity Commissioner.

Mr Sal Perna AM is the current and inaugural appointee to the role of the Racing Integrity Commissioner (Commissioner). Mr Perna commenced as Commissioner on 1 March 2010 for an initial two-year term and the Governor in Council has since extended Mr Perna's appointment on four consecutive occasions, with the current term of appointment extending to February 2021.

The Commissioner's role is to provide independent oversight of integrity related matters across the Victorian Thoroughbred, Harness and Greyhound racing codes, including the three controlling bodies that regulate each respective code: Racing Victoria (RV), Harness Racing Victoria (HRV) and Greyhound Racing Victoria (GRV).

## Our functions

The Racing Act guides the operations of the Office of the Racing Integrity Commissioner. The Commissioner's key functions are set out in section 37B of the Racing Act to:

- **conduct audits**, including annual audits, of the internal integrity processes and systems of each controlling body, as well as additional audits at the request of a controlling body
- **conduct own motion inquiries** that do not relate to a specific complaint, but are related to the integrity of the Victorian Racing Industry (VRI) and may include an investigation into systematic issues in racing
- **investigate complaints** about the integrity processes and systems of each controlling body, as well as matters referred by the Minister for Racing (Minister) or a controlling body

- **refer complaints**, as appropriate, to specified persons and bodies
- **report the findings** of investigations into non-referred complaints to the complainant and the Minister or the relevant controlling body
- **make recommendations** (if appropriate) to the Minister or the relevant controlling body following the investigation of any complaint, inquiry or matter
- **direct a Racing Appeals and Disciplinary Board (RADB)** to hear and determine an appeal against a penalty imposed in certain circumstances
- **conduct audits** of the internal animal welfare processes and systems of each controlling body to the extent that they relate to integrity in racing
- **refer complaints** to the relevant government agency if the complaint relates to the animal welfare processes and systems of a controlling body.

Under the Racing Act, the Commissioner may:

- **use additional powers** while conducting certain investigations or inquiries, such as summons and examine specified classes of persons, in accordance with section 37BA. These powers are sometimes referred to as 'Board of Inquiry' or 'coercive' powers
- **take evidence on oath or affirmation** in accordance with section 37BD
- **disclose integrity related information**, as appropriate, to specified persons and bodies in accordance with section 37E.

Detailed information about the Commissioner's functions and powers can be found in Part IA of the Racing Act, available at [www.legislation.vic.gov.au](http://www.legislation.vic.gov.au).

# About ORIC

Until 1 January 2019, the Commissioner was supported by employees of the Department of Justice and Community Safety, who enabled the Commissioner to perform his functions and exercise his powers.

On 1 January 2019, the former Department of Economic Development, Jobs, Transport and Resources was divided into the new Department of Jobs, Precincts and Regions and the Department of Transport, with the Office of the Racing Integrity Commissioner (ORIC) transitioning to the newly created Department of Jobs, Precincts and Regions.

Those Department of Justice and Community Safety employees continue to support the Commissioner but are now considered Department of Jobs, Precincts and Regions employees.

All employees report directly to the Commissioner in relation to their specific areas.

The key responsibilities of the team include:

- investigating complaints and information
- managing the systems and processes for the collection, collation, analysis and dissemination of intelligence and information
- producing intelligence reports and presentations on findings of information and data analysis
- managing and maintaining the case management system
- project management
- conducting audits
- policy development
- business continuity planning
- strategic and business planning
- risk management and compliance
- developing training programs
- office operations (such as finance, human resources, procurement etc.)
- creating annual reports.

**The Protected Disclosures Act establishes a system for the matters disclosed to be investigated and rectifying action to be taken.**

## Annual declarations

Staff complete annual declarations and adhere to the 'no betting policy' throughout their employment at ORIC. The Commissioner personally reviewed all staff declarations completed in the 2018-19 reporting period.

## Privacy and data protection

### Compliance with the Protected Disclosures Act

The *Protected Disclosures Act 2012* encourages and assists people in making disclosures of improper conduct by public officers and public bodies and provides protection to people who make disclosures in accordance with its provisions. It establishes a system for the matters disclosed to be investigated and rectifying action to be taken.

### Reporting procedures

ORIC is not empowered by legislation to receive disclosures under the Protected Disclosures Act. Disclosures of improper conduct or detrimental action by the Commissioner or employees of ORIC may be made directly to the Independent Broad-based Anti-corruption Commission (IBAC):

**Independent Broad-based Anti-Corruption Commission**  
Level 1, 459 Collins Street (North Tower)  
Melbourne Vic 3000  
Toll free: 1300 735 135  
Website: [www.ibac.vic.gov.au](http://www.ibac.vic.gov.au)

Alternatively, disclosures of improper conduct or detrimental action by employees of ORIC may be made to the Protected Disclosure Coordinator of the Department of Jobs, Precincts and Regions:

**James Kelly**  
Protected Disclosure Coordinator  
Executive Director, Ministerial and Portfolio Services  
Level 13, 1 Spring Street  
Melbourne Vic 3000  
Telephone: 03 8392 6978  
Email: [james.kelly@ecodev.vic.gov.au](mailto:james.kelly@ecodev.vic.gov.au)



## Freedom of Information

The *Freedom of Information Act 1982 (Vic)* (FOI Act) extends, as far as possible, the right of the public to access information in the possession of the Victorian Government and other bodies.

During the 2018–19 reporting period, ORIC received two Freedom of Information (FOI) requests. In one instance, the request was returned to the sender as the requested information was not in the possession of ORIC. The documentation requested in the second request was exempted under a number of sections of the FOI Act and therefore not provided to the requestor.

### Making a request

ORIC accepts payment of the FOI application fee by cheque or money order, made payable to the Department of Jobs, Precincts and Regions.

Requests for documents in the possession of ORIC, enclosing a cheque or money order for the application fee, should be addressed to:

**Freedom of Information**  
Racing Integrity Commissioner  
PO Box 24034  
111 Bourke Street  
Melbourne Vic 3001

Further information regarding FOI can be found in the Commissioner's Part II Information Statement, available at [www.racingintegrity.vic.gov.au](http://www.racingintegrity.vic.gov.au), or on the Office of the Victorian Information Commissioner's website at <https://ovic.vic.gov.au>.

## Finances and administration

ORIC is funded through the Department of Jobs, Precincts and Regions and the State Budget. As ORIC is administratively supported by the Department of Jobs, Precincts and Regions, detailed reporting relating to the financial performance, governance, workforce data and other disclosures are contained within the annual report of the Department of Jobs, Precincts and Regions.

## Risk management

The operations of ORIC take a risk management approach, which was adopted following an enterprise-wide risk assessment and development of a risk register. This risk assessment uses methodology based on International Risk Management Standard ISO 31000: 2009.

# 2018–19 at a glance

The powers and functions of the Commissioner under the Racing Act provide the framework for the operations undertaken by the Commissioner each year. Key operational activities undertaken in the 2018–19 financial year are set out in detail. The Commissioner’s operations are summarised against the relevant provision of the Racing Act in the ‘Operations snapshot’ section of this report.



**3,865km**

Travelled 3,865 kilometres to host 11 roadshows in regional and metropolitan Victoria



**23,865km**



**923**



**88**

Since 2012 travelled **23,865** kilometres to host **88** roadshows across regional and metropolitan Victoria, with **923** attendees



**2,871**



**790**

Met with **2,871** stakeholders from **790** organisations

An increase of 18.6% on organisation numbers and 12.4% on stakeholder numbers compared to 2017–18

Since 2010 met with **18,299** stakeholders



**20**

Conducted professional training courses over **2** days to **20** course attendees



**98**

↑ **19.4%**  
increase



**74**



Undertook **98** operational visits including **74** to race meetings across the **3** codes, as well as hearings of the RADB, wagering service providers and racing laboratory visits

An increase of 19.4% compared to 2017-18



**18**



**796**

Delivered **18** presentations to **796** attendees

.....  
Since **2010 7,474** people attended presentations by the Commissioner



**295**

↑ **18.3%**  
increase

Received, assessed and responded to **295** information reports, complaints and enquiries

An increase of 18.3% compared to 2017-18



**2**



**20**

Delivered **2** presentations to **20** apprentice jockeys



**35**



**39**

Conducted race day operational visits to **35** country race meetings and **39** metro race meetings

# Operations

## Inquiries and investigations

During the 2018–19 reporting period, ORIC undertook a number of inquiries and investigations into a variety of matters.

**In July 2018**, ORIC received information which alleged that a race day official was engaging in wagering activity while on duty at a race meeting and that this action was in breach of the rules of racing. The matter was subject to an investigation and it was determined that the officials' role was not one that prohibited the placing of bets and accordingly no offences were detected. The racing code in question advised ORIC that they will be proposing changes to the code's policies and procedures to restrict similar wagering activity in the future.

**In July 2018**, ORIC received a complaint from a trainer who alleged that they were being subjected to excessive and unfair swabbing levels by race day Stewards in 'retribution' for complaints the trainer had made about Stewards in that code. An investigation was conducted and identified that the number of swabs the trainer received was at a level commensurate with other trainers and there was no evidence of unfair targeting.

**In July 2018**, ORIC was requested to assist integrity officials from one of the three racing codes with an investigation into alleged breaches of the rules of racing by an industry participant alleging the possession and use of prohibited substances. Legislative impediments restricted the code's integrity officials from gathering critical information to assist with their investigations. ORIC was able to provide assistance in obtaining the required intelligence under the Commissioner's powers, which ultimately finalised a critical avenue of enquiry.

**In August 2018**, ORIC received information relating to allegations of animal cruelty occurring at a rural property, suggesting that a number of deceased animals had been sighted at the property. With the appropriate referral of the allegations to the relevant racing code, the Royal Society for the Prevention of Cruelty to Animals (RSPCA) and the appropriate enforcement officers for the local council, a joint investigation was undertaken. No breaches of the rules of racing were identified. However, action taken by the local council resulted in sanctions imposed by the relevant authorities for a number of by-laws breaches. This case demonstrated the ability of integrity officials to work with a variety of agencies and authorities across a number of jurisdictions to achieve a positive outcome.

**In August 2018**, ORIC received information through its Integrity Hotline from a member of the public who alleged that a racing animal that had competed in an official trial was a different animal to the one which was entered in a race several weeks later under the same details. The information was subsequently referred to the relevant racing code. The code investigated and substantiated the allegation that different animals competed in the trial and the race. Sanctions were later imposed on the trainer.

**In September 2018**, ORIC received information which alleged that a race day official and an on-course veterinarian had engaged in prohibited wagering activity during a race meeting at which they were both officiating. An investigation was conducted into the allegations, which were subsequently disproved.

**In October 2018**, ORIC assisted with an investigation into the alleged exporting of racing animals from Australia to an overseas destination by racing industry participants. A joint investigation was conducted by the relevant controlling body, the interstate integrity body and other government agencies. While no racing industry participants were identified as having exported the animals from Australia, a number of breaches of the rules of racing were identified, which resulted in sanctions being imposed. Again, this demonstrates the ability of integrity officials to work with various agencies to take action to protect the integrity of the racing industry.

**In October 2018**, ORIC received information from a law enforcement agency that had identified suspected breaches of the rules of racing, including animal welfare matters, during 'Cheating at Gambling' offences investigations. Due to established stakeholder relationships the law enforcement agency was able to disclose the intelligence to ORIC, which was then in a position to facilitate face-to-face meetings with the relevant racing code's integrity team. Numerous breaches of the rules of racing were identified. This matter highlighted the benefit of dedicated integrity investigation teams and the positive working relationship between ORIC, law enforcement agencies and all three codes of racing.

**In October 2018**, ORIC received information from a law enforcement agency that had identified what was suspected to be a breach of the rules of racing during unrelated criminal investigations. Due to an established stakeholder relationship, the law enforcement agency was able to disclose the intelligence to ORIC, which was then in a position to refer the information to the relevant racing code for investigation. While no breaches of the rules were identified, the matter highlighted the positive working relationship between ORIC and law enforcement agencies.

**In November 2018**, ORIC investigated a complaint alleging that integrity officials from a racing code had breached the rules of racing by removing an industry participant from the ownership records of a racing animal without their permission. Investigations established that the participant had been disqualified for a separate offence and, accordingly, the animal could not be nominated to race due to the status of one of its owners. The investigations established that the integrity officials from the racing code had acted appropriately and within the rules.

**In January 2019**, ORIC received information which alleged that a racing industry participant had an undisclosed criminal history which may have prevented that person from being granted registration with their applicable racing code. The intelligence provided to ORIC was referred to the racing code, which identified that the participant had not fully disclosed information during their registration application. The participant's registration was withdrawn and their continued involvement in the racing industry was terminated.

**In January 2019**, ORIC received information which alleged that a racing animal was to be subjected to a race day treatment. The timing of the information warranted urgent action to ensure that the integrity of a race was not compromised. Due to the well-established relationship between ORIC and the integrity officials from the racing codes, the information was expeditiously referred to the code for action. The result was that the race was conducted free of any breaches of the rules.

**In February 2019**, ORIC received a complaint from a member of the public who resided interstate and was aggrieved by the alleged actions and behaviour of Victorian integrity officials who were investigating potential breaches of the rules of racing linked to interstate entities. A subsequent investigation identified that the Victorian integrity officials had acted appropriately in the circumstances and in compliance with their applicable policies and procedures.

**In February 2019**, ORIC received information alleging welfare concerns relating to the conditions of two racing animals transferred to an alternate trainer. The complainant was concerned that the animals were being over-raced and not appropriately cared for. The information was referred to the relevant racing code, which was able to have welfare inspectors attend the new training property in a timely manner. They established that there were no welfare concerns and that the animals were being well cared for, treated and raced in accordance with the rules of racing.

## Ownership and wagering disputes

Throughout the 2018–19 reporting period, the Commissioner received a number of complaints relating to ownership and wagering disputes.

Disputes involving horse or greyhound ownership varied in nature from poor documentation and unethical conduct by syndicate operators to improper sale processes and failure by codes to enforce compliance with syndication rules.

ORIC also received a variety of complaints regarding a number of betting and wagering service providers. These ranged from account issues and failure by wagering service providers to accept bets or pay out winnings, to online betting scams.

While matters involving ownership and wagering generally fall outside the Commissioner's jurisdiction, advice was given to the complainants so that they could connect with the appropriate authorities and have their matters resolved. Where appropriate, the Commissioner assists by referring the complaints to the relevant controlling body or agency.

## Integrity officials

The Commissioner received a number of complaints and information reports during the 2018–19 reporting period regarding inappropriate behaviour of Stewards and integrity officials. These involved allegations of unfair treatment by racing officials, conflicts of interest and breaches of betting policies, and included:

- allegations that a Steward failed to disclose a personal relationship with an industry participant; this matter was investigated by the relevant code and resulted in the Steward's resignation
- allegations that an employee breached the code's gambling and betting policy; this matter was investigated by the relevant code and resulted in the employee's resignation.

Having strong integrity processes is vital to race day proceedings and integrity operations. The Commissioner will continue to guide and promote rigorous integrity standards and ensure they are being met.

# Operations

## Prohibited substances

Throughout the 2018–19 reporting period, the Commissioner received information reports that related to the use of prohibited substances across all three codes. In response, the Commissioner initiated an intelligence-led investigation into the supply, manufacture and distribution of prohibited substances in the VRI.

During 2018–19, ORIC collaborated with Victorian, interstate and international racing bodies and law enforcement agencies and provided intelligence that assisted a joint Commonwealth and interstate racing code investigation.

## Audits

Section 37B of the Racing Act provides for the Commissioner to conduct an annual audit of the internal integrity processes and systems of each of the three racing controlling bodies in areas identified by the Commissioner or by the Commissioner in consultation with each controlling body.

As part of this function, ORIC also continues to undertake an annual audit of the private interests and declarations of integrity officials within each controlling body.

Since the inception of ORIC in March 2010, annual audits have been undertaken in relation to the following integrity related areas in the VRI.

Audit	Year undertaken	Outcome
Declarations of private interests and betting account registers	Annually	Anomalies addressed
End to end management of investigations	2018–19	12 recommendations made to each racing code
Integrity processes and systems relating to animal welfare	2017–18	22 recommendations made to each racing code
Controls to manage ‘undesirables’ (persons who pose a risk to racing)	2016–17	12 recommendations pending completion
Drug swabbing processes	2015–16	11 recommendations; fully implemented
Career management of integrity officials	2014–15	59 recommendations fully implemented
Race day animal identification	2013–14	9 recommendations; fully implemented
Industry compliance with submission and verification of private interest declarations and implementation of previous Commissioner recommendations	2012–13	13 recommendations; fully implemented
Drug sampling policies and box and barrier draws	2011–12	34 recommendations; fully implemented
Review of existing integrity systems and processes	2010–11	6 recommendations; fully implemented

## Annual private interests and betting accounts audit

An audit of the private interest declarations and betting declarations of the integrity officials from the three racing codes was again conducted by ORIC during the reporting period for the previous year.

This annual audit is undertaken as a measure of the integrity officials' compliance with ORIC's Single Code of Practice (SCOP), Part A, introduced in 2012, which establishes integrity standards for racing industry officials.

All three codes now utilise a specifically developed online declaration system that has reduced the number of clerical errors and procedural anomalies greatly, as well as enabling greater scrutiny and management practices to be maintained.

During the audit of betting account registers and declarations, one integrity official was identified as having engaged in wagering activity that may have been in breach of that codes' wagering policies. Further investigations confirmed that the official had breached their codes' wagering policy and was subsequently subjected to internal disciplinary action.

## Animal welfare processes and systems audit

The functions of the Commissioner were expanded from 4 May 2016 to conduct audits of the internal animal welfare processes and systems of each controlling body to the extent that they relate to integrity. This legislative change arose from the 2015 Own Motion Inquiry into Live Baiting in Greyhound Racing in Victoria.

The scope of the ORIC audit in 2018 was to review the animal welfare integrity systems of RV, HRV and GRV. A comprehensive examination of the following was completed for each racing code:

- legislation
- rules
- policies and procedures
- integrity welfare frameworks
- position descriptions of officials performing animal welfare roles relating to integrity
- capacity development of staff and participants in respect to animal welfare integrity.

A set of principles for animal welfare integrity was developed during the audit process, with a focus on a framework to design and assess the animal welfare integrity systems of a racing controlling body.

The principles would:

- define 'good animal welfare'
- describe how 'good animal welfare' will be achieved
- drive improvement in animal welfare across the industry
- develop the capacity of industry participants to deliver the desired animal welfare outcomes

- detect instances of compromised animal welfare
- detect poor behaviour by industry participants in respect to animal welfare through appropriate sanctions
- decrease the number of surplus animals that are generated throughout the lifecycle of the animal
- disclose the industry's performance in animal welfare to ORIC, RSPCA Victoria and the community.

Based on this framework, the audit resulted in a total of 22 recommendations for each of the three racing codes to ensure strong animal welfare integrity.

Recommendations for the codes included to:

- define 'good animal welfare'
- develop and implement an animal welfare code of practice
- develop an animal welfare integrity framework
- establish an animal welfare advisory committee
- include an expert in animal welfare on RADBs
- ensure RADBs are responsible for hearing all matters involving offences in respect to animal welfare
- account for animals born for the purpose of racing throughout their whole lives
- invite reporting of poor animal welfare, not just 'suspicious behaviour'
- provide all-hours animal welfare response capacity
- develop clear procedures for premises inspection and welfare investigations
- create a detailed animal welfare assessment for every property visit
- set monitoring or surveillance targets
- develop a stronger Memorandum of Understanding with RSPCA Victoria
- acknowledge animal 'duty of care' in all controlling body licences, registrations and employment contracts
- develop a clear pathway to officer authorisation
- develop a new animal welfare unit of competency for the VET Racing Training Package
- ensure animal welfare training is completed by all controlling body staff with an animal-related role
- ensure animal welfare training is completed by all licensed and registered members of the controlling bodies
- report key animal welfare statistics annually to ORIC
- arrange for an independent third party to perform animal welfare enforcement
- establish an external auditing regime for animal welfare integrity
- appoint suitably qualified professionals to work on all animal welfare cases.

The conclusion and formalisation of recommendations will occur during the 2019-20 financial year.

# Operations

## End to end management of investigations

In the 2018–19 reporting period, the Commissioner’s annual audit focused on the end to end process of the management of investigations within the three codes, as they relate to integrity and/or integrity related animal welfare matters.

*Integrity remains one of the most important aspects of the racing industry in Victoria. The continued development and improvement of integrity processes and practices will enhance the reputation and transparency of the codes.<sup>1</sup>*

The audit found that the standard of investigations within each code was high and made the following 12 recommendations that could further improve processes and standards:

1. Establish minimum standards and training prerequisites for investigators
2. Formalise the procedure for referral of matters to Victoria Police, as well as information sharing between each of the codes’ integrity units
3. Implement a universal coding system across the codes to facilitate efficient information sharing and quality assurance
4. Formalise policies and procedures for the allocation of cases for investigating between race day investigators/Stewards and non-race day investigators
5. Develop a policy document stipulating evidentiary materials required for charges to be upheld, establishing minimum requirements
6. Establish criteria for which matters to investigate; more serious matters, and persons who are full time in the industry, could be more of a focus of investigations
7. Enhance referral procedures by welfare investigators; for example where welfare investigators find evidence of other offences, such as firearms offences, cannabis cultivation, etc., these matters be recorded on the intelligence database and referred to the Head of Integrity

8. Disclose registered horse/dog deaths in annual reports and fact sheets to improve transparency and engage independent external investigators to conduct investigations where death of the registered animal is involved
9. Introduce an ‘early guilty plea’ process for RADB matters
10. Create sample investigation briefs as templates
11. Introduce uniform referral processes of cases to Victoria Police, with uniform template referral documents and procedures
12. Develop online mandatory education for licensed persons; mandatory modules should be completed by licensed persons as part of any annual licence renewal.

## Recommendations

Since the Commissioner commenced his role in 2010 a total of 218 recommendations have been made under the Act (this does not include the recommendations made as a result of the following audits: controls to manage ‘undesirables’, integrity processes and systems relating to animal welfare audit, and the end to end management of investigations), of which 214 or 98.23 per cent were implemented as demonstrated in the following table.

A total of 166 recommendations were made to the racing codes and all recommendations were implemented.

Since 2017, a further 114 recommendations resulting from audits have been identified. These recommendations are currently under review.

Code/body	Number of recommendations made	Number of recommendations implemented	Percentage
RV	45	45	100
GRV	62	62	100
HRV	59	59	100
Government	38	34	89.48
Others	14	14	100
<b>Total</b>	<b>218</b>	<b>214</b>	<b>98.23</b>

<sup>1</sup> Audit Report into the end to end management of investigations 2019, SportsLawyer – page 3.





**‘The continued development and improvement of integrity processes and practices will enhance the reputation and transparency of the codes.’**

SportsLawyer, Audit Report.

# Information and intelligence

ORIC has a customised case management system that records, manages and reports on information and intelligence received in the form of complaints, information reports and enquiries. Own Motion Inquiries, special inquiries, investigations and referrals from the Minister and controlling bodies are also managed on the case management system.

## Complaints

During the 2018–19 reporting year, ORIC received 67 complaints. These complaints comprised allegations involving a range of issues including:

- inappropriate behaviour by Stewards and other integrity officials
- wagering
- ownership disputes
- animal welfare
- breaches of the rules of racing
- action and behaviour of other racing participants
- inappropriate actions by racing clubs and officials
- failure by codes to investigate complaints.

### How were the complaints received?

A total of 90 per cent (60) of all complaints were received overtly while the remaining 10 per cent (7) of complaints were received anonymously.

Complaints were received predominantly by email and via ORIC's Integrity Hotline as follows:

- 42 per cent (28) received via email
- 31 per cent (21) received via the Integrity Hotline.

The remaining 27 per cent (18) of complaints were received via the telephone, mail and meeting directly with the Commissioner.

### What did the complaints relate to?

Of the 67 complaints, 62 related to the controlling bodies as follows:

- 46 per cent (31) of complaints involved RV
- 27 per cent (18) of complaints involved GRV
- 19 per cent (13) of complaints involved HRV.

The remaining 8 per cent (5) did not relate to controlling bodies.

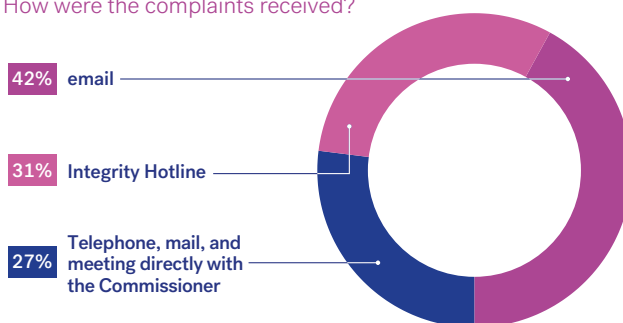
### What do the complaints tell us?

Overall, the number of complaints remained the same as the previous financial year. Complaints increased for both HRV and GRV, rising 30 per cent (3) and 29 per cent (4) respectively. Despite the high-profile media coverage of the Weir investigation during the year, complaints involving RV decreased 21 per cent (8).

What did the complaints relate to?



How were the complaints received?



Code	2010	2011	2012	2013	2014	2015	2016	2017	2018
	2011	2012	2013	2014	2015	2016	2017	2018	2019
GRV	14	9	5	9	21	30	25	14	18
RV	16	5	6	10	12	25	19	39	31
HRV	8	3	7	3	11	5	6	10	13
Other	4	0	4	2	3	4	3	4	5
<b>Total</b>	<b>42</b>	<b>17</b>	<b>22</b>	<b>24</b>	<b>47</b>	<b>64</b>	<b>53</b>	<b>67</b>	<b>67</b>

## What were the outcomes of the complaints?

A total of 67 complaints were received, of which 55 were completed. Several complaints involved multiple allegations. Of the 55 complaints, there were 70 allegations:

- 50 per cent (35) were outside the Commissioner's jurisdiction
- 27 per cent (19) were either disproven or found unsubstantiated
- 10 per cent (7) were either substantiated or partially substantiated
- 6 per cent (4) were deemed to be for information purposes only.

Additionally, 6 per cent (4) of allegations were unable to be investigated, as the complainant failed to reply to ORIC's request for further information, and 1 per cent (1) were not in the public interest.

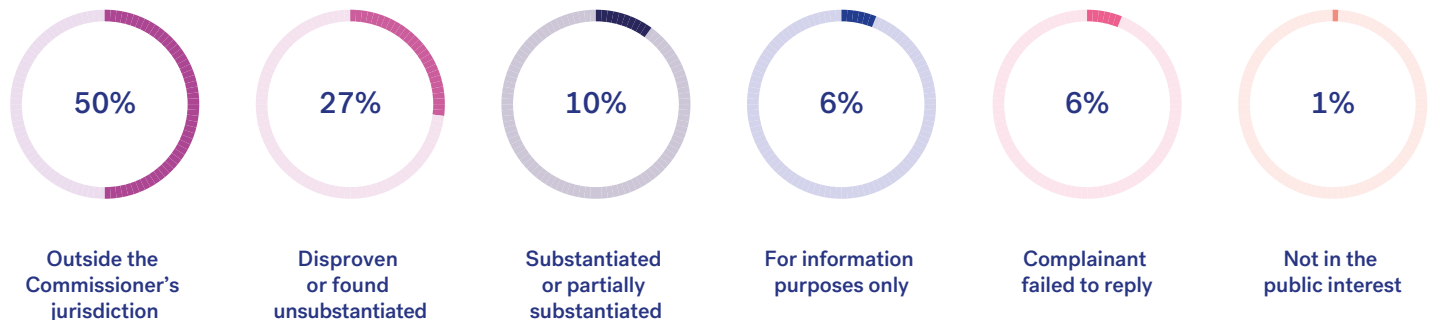
Of the allegations that were either substantiated or partially substantiated, all were referred to the relevant controlling bodies for further investigation. As a result, appropriate actions were taken to address the allegations. Some of these actions included:

- a trainer issued with a 'reminder of responsibilities' notice for failing to maintain records
- a trainer fined for using inappropriate and offensive language
- a trainer fined for failing to notify the controlling body of the sale of a racing animal
- a Steward counselled for inappropriate behaviour.

Of the 67 complaints received, ORIC referred and/or disclosed to a controlling body or government agency on 19 occasions for information and/or investigation purposes. One complaint was referred to a VRI body.

Twelve complaints received during the 2018-19 financial year remain under investigation as at 30 June 2019.

## Outcomes of complaints



**‘As a horse owner, punter and student of the industry, I cannot thank you enough for the work that you are doing.’**

# Information and intelligence

## Information Reports

An Information Report (IR) is a term applied to a document or computer entry recording information and/or intelligence received by ORIC.

During the 2018–19 reporting period, ORIC recorded 110 IRs. These IRs related to a number of issues:

- use of prohibited substances
- racing rule breaches
- major investigations reported in the media
- wagering disputes
- criminal behaviour and criminal offences
- animal welfare issues, including complaints about the euthanising of injured or retired racing animals and allegations of animal cruelty and neglect
- conflicts of interest.

## How were the IRs received?

A total of 46 per cent (50) of IRs were received overtly, including:

- 24 per cent (26) via email
- 12 per cent (13) via the telephone and meetings
- 10 per cent (11) via the Integrity Hotline.

A further 53 per cent (58) of IRs were received either anonymously or via identity protected methods, and 1 per cent (2) were via open source information.



## What did the IRs relate to?

Of the total number of IRs, 95 per cent (104) related to the controlling bodies, with 59 per cent (65) related to RV, 13 per cent (14) related to HRV and 17 per cent (19) related to GRV. A total of 4 per cent (4) related to all three codes and 2 per cent (2) involved both HRV and RV.

The remaining 5 per cent of IRs related to other racing bodies (2), international racing codes (2), interstate codes (1) and another sporting code (1).

## What were the outcomes of the IRs?

Several IRs included multiple allegations. Of the 101 IRs completed, there were 118 allegations made. The outcomes of the allegations were:

- 23 per cent (27) were disproven or unable to be substantiated
- 8 per cent (10) were not within the Commissioner's jurisdiction
- 8 per cent (10) were substantiated or partially substantiated.

A total of 61 per cent (71) were recorded for information purposes only.

Of the 110 IRs received and recorded, ORIC referred and/or disclosed to a controlling body or government agency on 76 occasions for information and/or investigation purposes. In addition, ORIC referred and/or disclosed nine IRs to interstate racing integrity bodies or codes, one to an animal welfare agency and one to an integrity agency of another sporting code.

## What do the IRs tell us?

The total number of IRs increased by 38 per cent (30) from the 2017–18 reporting period, when ORIC received 80 IRs. The increase was primarily attributed to an increase in RV IRs, which rose 97 per cent (32). IRs for HRV and GRV decreased by 30 per cent (6) and 5 per cent (1) respectively.

Leading themes in the IRs relating to RV included:

- the Darren Weir investigation
- allegations of prohibited substances
- wagering complaints
- alleged racing rule breaches
- inappropriate behaviour of Stewards
- conflicts of interest
- allegations of prohibited substances.

## Enquiries

An enquiry refers to a request made to ORIC for advice or assistance, or questions, comments and opinions on current issues, mainly arising from media reports.

### How were the enquiries received?

During the reporting period, ORIC received 118 enquiries. Of these:

- 65 per cent (77) were from the public
- 16 per cent (19) were from industry participants and employees
- 7 per cent (8) were from integrity personnel of individual codes and Stewards
- 6 per cent (7) were from other government agencies.

The remaining 6 per cent (7) were from the media, law enforcement bodies and other sporting codes. Prominent themes included enquiries regarding racing rules, issues relating to ownership and syndication, the Weir investigation, wagering and animal welfare concerns.

The majority of enquiries — 88 per cent (104) — were received via telephone (53) and email (51).

### Which code did the enquiries relate to?

Of the 118 enquiries, 75 per cent (88) related to controlling bodies with:

- 50 per cent (59) related to RV
- 13 per cent (15) related to GRV
- 12 per cent (14) related to HRV.

A further 9 per cent (11) of enquiries were non-specific, 5 per cent (6) related to an interstate code or overseas jurisdiction and 3 per cent (3) related to wagering providers. The remaining 8 per cent (10) of the enquiries related to government agencies, other sporting codes and community groups.

## Racing Integrity Hotline

The Racing Integrity Hotline (1300 227 225) is provided through an independent third party organisation, STOPline Pty Ltd. The hotline is an important integrity assurance tool, allowing members of the public and/or racing industry participants to report integrity related information anonymously through an alternative means rather than contacting ORIC directly.

The hotline is staffed by a team of personnel trained to receive information in the strictest of confidence. Importantly, it allows a complaint to be made, or information passed on, to ORIC anonymously if the caller chooses.

During the 2018–19 reporting period, ORIC received 97 integrity hotline reports from STOPline, comprising non-disclosures and disclosures. (Non-disclosures refer to reports that do not fall within the Commissioner's jurisdiction.) A large number of non-disclosures related to civil disputes, for example ownership, syndication etc.

The number of disclosures received via the integrity hotline increased by 158 per cent in comparison to the 2017–18 financial year, the highest since ORIC commenced its operation in 2010.

Disclosures contain integrity related information involving, for example, animal cruelty, use of prohibited substances, breaches of rules and procedures, bullying and harassment, race fixing and corrupt conduct.

Racing Integrity Hotline	2010	2011	2012	2013	2014	2015	2016	2017	2018
	2011	2012	2013	2014	2015	2016	2017	2018	2019
Disclosure	14	11	28	4	34	24	20	33	85
Non-disclosure	14	9	21	5	4	3	1	24	12
<b>Total</b>	<b>28</b>	<b>20</b>	<b>49</b>	<b>9</b>	<b>38</b>	<b>27</b>	<b>21</b>	<b>57</b>	<b>97</b>

# Information and intelligence

## Website

The Commissioner's website ([www.racingintegrity.vic.gov.au](http://www.racingintegrity.vic.gov.au)) is a central repository for information relating to ORIC and provides information such as the Commissioner's role, links to public documents published by ORIC, advice on how to lodge a complaint with ORIC or provide integrity related information, and ORIC's media policy and media releases.

During 2018-19 the website attracted 5,340 visits, with 4,139 visitors from 48 countries. Of these visits, 77 per cent (4,133) were from Australia and 56 per cent of the Australian visits (3,005) were from within Victoria.

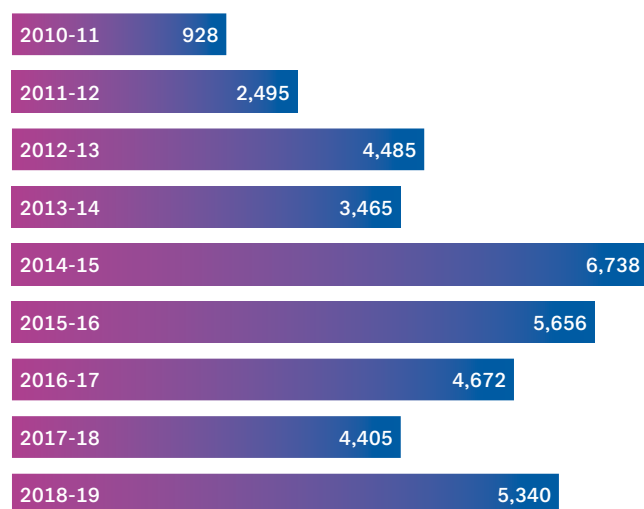
An analysis of the visits to the website show that, during the 2018-19 financial year, the majority of visits were in relation to seeking advice/assistance, media releases, the functions and powers of the Commissioner, publications such as annual reports and frequently asked questions.

Traffic was directed to the website via four methods:

- 59 per cent of visitors used a search engine
- 27 per cent went directly to the website
- 13 per cent were referred from other websites
- 1 per cent linked to the website from social media.

People spent an average of one minute 53 seconds on the website and accumulated 12,570 page views reviewing the site's content.

## Website visits per year



## Directing a RADB

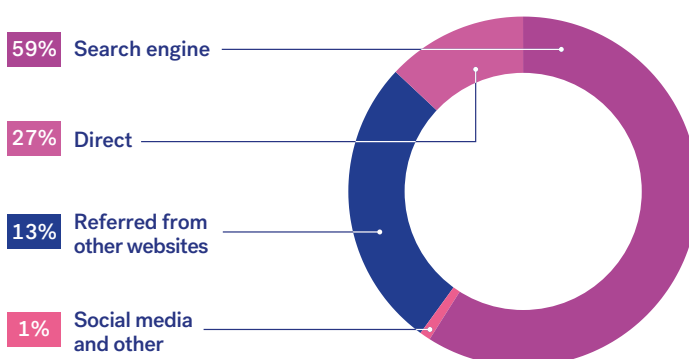
One of the functions of the Commissioner (section 37B of the Racing Act) is to direct a RADB to hear and determine an appeal made by a person against a penalty imposed on the person under the rules of a controlling body, if the penalty is a fine of no more than \$250 and the Commissioner considers that it is in the public interest for the appeal to be heard.

During the 2018-19 reporting period, no applications were received by the Commissioner to direct a RADB to hear and determine an appeal.

## Multi-agency investigation

In May 2019, ORIC was requested to assist a Commonwealth statutory authority with their operations prior to and during their search activity by providing valuable subject matter expertise relevant to the investigation. ORIC's assistance was commented by the authority as being of '...a very high level of professionalism and subject matter knowledge'. The statutory authority found the 'assistance immensely valuable'.

## Traffic directed to website





**ORIC's assistance was commented by the authority as being of '...a very high level of professionalism and subject matter knowledge'.**

Commonwealth statutory authority

# Operations snapshot

A complete summary of the Commissioner's operations against the framework provided by the Racing Act is set out below.

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## Section 37B of the Racing Act

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<p><b>1a.</b> Conduct annual audits of the internal integrity processes and systems, in whole or in part, of each controlling body in areas identified–</p> <p><b>i.</b> by the Racing Integrity Commissioner; or</p> <p><b>ii.</b> by the Racing Integrity Commissioner in consultation with each controlling body</p>	<p>A total of two audits were undertaken during the period pursuant to this function.</p> <p>ORIC completed one audit regarding the declarations of private interests and betting account registers of the controlling bodies.</p> <p>ORIC completed one audit regarding the systems and processes that exist within the codes relating to the end to end management of investigations as they relate to integrity and/or integrity related animal welfare matters. The audit was completed, resulting in 12 recommendations to each code, which are currently being reviewed.</p>
<p><b>1b.</b> Conduct audits outside the subject matter of the annual audit if a controlling body requests that such an audit be conducted</p>	<p>No requests were received from the controlling bodies to conduct an audit in the reporting period.</p>
<p><b>1ba.</b> Conduct audits of the internal animal welfare processes and systems of each controlling body to the extent that they relate to integrity in racing</p>	<p>No audit of the internal animal welfare processes and systems of each controlling body to the extent that they relate to integrity in racing was conducted.</p>
<p><b>1c.</b> Investigate complaints made about the integrity processes and systems of a controlling body</p>	<p>The Commissioner received 67 complaints. Of these, 92 per cent (62) related to the integrity processes and systems of the three controlling bodies. Of the 67 complaints, 46 per cent involved RV, 27 per cent involved GRV and 19 per cent involved HRV. The remaining 8 per cent did not relate to the controlling bodies.</p> <p>The Commissioner also received 110 IRs. Of these, 95 per cent (104) related to racing integrity matters. Of the 110 IRs, 59 per cent involved RV, 17 per cent involved GRV and 13 per cent involved HRV. A further 4 per cent related to information relevant to all three codes and 2 per cent to both HRV and RV. The remaining 5 per cent did not relate to the controlling bodies.</p>
<p><b>1d.</b> Refer complaints to controlling bodies or other government agencies for investigation</p>	<p>A total of 12 complaints were referred to a controlling body or government agency for investigation during the reporting period.</p>
<p><b>1e.</b> Investigate matters referred by the Minister or a controlling body</p>	<p>The Commissioner received no referrals from the Minister during the 2018–19 reporting period.</p> <p>The Commissioner received two referrals from the controlling bodies; these are subject to ongoing investigations.</p>



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## Section 37B of the Racing Act

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<p><b>1f.</b> Report findings of investigations conducted into complaints that have not been referred to other bodies-</p> <p><b>i.</b> to the person that made the complaint; and</p> <p><b>ii.</b> with or without identifying the person who made the complaint or the person that is the subject of the complaint, the Minister or the relevant controlling body (as the Racing Integrity Commissioner considers appropriate)</p>	<p>Of the 67 complaints received by ORIC, 55 were completed. Of these, 17 were investigated and completed during the 2018-19 reporting period. Complainants were advised of the findings in all instances.</p> <p>The remaining 38 complaints were unable to be investigated as they were outside the Commissioner's jurisdiction, the matter was under investigation by another agency or the complainant failed to provide sufficient information to warrant investigation. Twelve investigations are ongoing.</p> <p>Controlling bodies are not automatically advised of findings in cases where the complaints were found not to be integrity related or were unsubstantiated, or where the controlling body was involved in the investigation with the Commissioner.</p>
<p><b>1g.</b> Conduct own motion inquiries that do not relate to any specific complaint and may include an investigation into systemic issues in racing</p>	<p>The Commissioner did not conduct any own motion inquiries in the reporting period.</p>
<p><b>1h.</b> Make recommendations (if appropriate) following the investigation of any complaint, inquiry or matter to (as the Racing Integrity Commissioner considers appropriate) -</p> <p><b>i.</b> the Minister; or</p> <p><b>ii.</b> the relevant controlling body</p>	<p>The Commissioner did not make any recommendations following the investigation of any complaint, inquiry or matter to the Minister or the relevant controlling body.</p>
<p><b>1i.</b> Direct a Racing Appeals and Disciplinary Board to hear and determine an appeal made by a person against a penalty imposed under the rules of a controlling body if -</p> <p><b>i.</b> the penalty imposed is a fine of not more than \$250; and</p> <p><b>ii.</b> the Racing Integrity Commissioner considers that it is in the public interest for the appeal to be heard</p>	<p>During the 2018-19 reporting period, the Commissioner did not receive any requests to exercise his powers under this section.</p>
<p><b>2.</b> Advise the Minister of any failure by a controlling body to implement or act on a recommendation made by the Racing Integrity Commissioner to that controlling body</p>	<p>During the 2018-19 reporting period, the Commissioner did not exercise his powers under this section.</p>

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## Section 37BA of the Racing Act Powers of the Racing Integrity Commissioner conducting an inquiry

During the 2018-19 reporting period, the Commissioner did not exercise his powers under section 37BA.

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## Section 37E of the Racing Act Disclosure of Information

The Commissioner made 123 disclosures of integrity related information to a range of authorised bodies and agencies during the reporting period. The disclosures were made in accordance with section 37E of the Racing Act.

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# Q&A with the Racing Integrity Commissioner



**Earlier this year, your appointment was once again extended. This takes your initial appointment into a ninth year. How do you feel about that?**

I was initially appointed in March 2010 for a two-year period and different governments have extended the appointment four times. My current term ends in early 2021, making it a total of 11 years. When I reflect on that I'm grateful to have been given the chance to firstly, create this office and secondly, continue the work. I'm very proud that our efforts have been recognised over a decade.

**Do you have a 'use-by' date?**

I think the better phrase is whether I have a 'best-before' date! I do think there's a point of time in anyone's professional life when you need to think about how long to stay in one role. In my case, I'm working in a constantly changing environment. The integrity risks and issues are continually shifting, in scope, seriousness and size. The challenges they present vary. Even the composition and structure of the three racing controlling bodies has changed. Experience has taught me that my personal 'use-by' or 'best-before' date comes when I no longer feel stretched and when I'm just treading water. I haven't reached that point yet.

**The past year has seen some personal achievements for you. In the Queen's Birthday Honours you received an Award of the Member of the Order of Australia. What does the AM mean to you?**

I was taken aback by it at first. Recognition for service in a role and for service to the community is part and parcel of my life. Most people I know work extraordinarily long hours and make constant sacrifices to achieve the requirements of their jobs. Giving my time and effort to various community groups, charities and not-for-profits are things that I've enjoyed and have helped satisfy my desire to make a difference. I'm very proud of the award, mainly because it reflects on the support and encouragement I've had from my family and friends over many years.

**You were also appointed to the Advisory Board of the NBL, the National Basketball League, and the Independent Supervisory Board of the global Tennis Integrity Unit. Do you consider those appointments as achievements?**

They are, but I think of them also as opportunities to contribute to two other sports and to ensure I have a broader perspective and increased knowledge about national and international organisations and industries. This helps me to better perform my racing role.

**If you had to pick only one aspect of how much integrity in racing has changed in the nine years you've been in your role, what would you pick?**

There have been so many changes and major reforms that it's impossible to pick just one. The first thing I think of, however, is the level of professionalism that now exists in the integrity units of the three racing bodies. We now have integrity units that compare with the best sports integrity units in the world. They consist of trained and experienced investigators, intelligence analysts, betting analysts, compliance and assurance specialists and welfare experts. They are led by competent and professional managers and supported by systems, processes and technology. This is a huge accomplishment in a very short period. Not so long ago, the racing industry relied on the Stewards to do it all. There was mainly a reactive approach and no strategic direction. That's all changed, and racing should be proud of where it is now.

**Does it concern you then when we have leading trainers, jockeys, drivers and other racing industry participants doing the wrong thing?**

Very much so. Having lived and breathed racing for over nine years and investigating, auditing and reviewing the integrity aspects, I'm very confident in our integrity systems and processes. I'm also a realist and my experience has taught me that there will always be people who bend or break the rules, irrespective of how good integrity is, particularly when we operate in a \$4.3 billion industry. On the one hand, it's disappointing and frustrating knowing that these instances will cause the public to have integrity concerns and that it will affect their attitudes and confidence. On the other hand, the positive is that the racing integrity units are detecting the breaches and bringing the transgressors to account. Recent major investigations endorse the confidence the public should have that, irrespective of the profile of the person involved in an alleged breach of the rules, they will be made accountable through the disciplinary, and possibly the criminal justice, systems.

**One of your ongoing aims is to form partnerships with a variety of other agencies to build relationships that will assist you in your work. What do you have in the pipeline at present?**

We're currently in discussions with two major organisations, the APVMA, Australian Pesticides and Veterinary Medicines Authority and the OCE, the Office of the Chief Examiner. Both are critical to various aspects of our work and we welcome the opportunity to develop protocols for engaging with them and exchanging information.

**One of your functions is to conduct an annual audit. What was your 2018-19 audit and what are you planning for the coming year?**

In 2018-19, we held an audit into how the three controlling bodies manage their investigations. The ability to conduct and manage an investigation is more vital than ever before and the audit has helped identify areas of improvement. Next year I'm taking a slightly different approach. In 2010-11, my first full year, the subject of the annual audit was to identify what integrity systems and processes existed in each of the three codes. In the coming financial year, we'll look at a comparison approach. The aim is to identify what systems and processes they now have in place specifically to address integrity risks in racing. It's an audit that will examine how far the codes have come in nine years, with a defined focus around racing risk.

**You've continued to push for an independent integrity body for racing. Are you any closer?**

The VRIB, the Victorian Racing Integrity Board, comes into being on 1 August and is a step in the right direction. My view, however, has always been that the integrity units in the three codes should be brought together to create an independent body where their skills and experience can be shared, and they can operate without the perception that their work is interfered with or influenced by the three organisations that employ them. I believe that independence is a critical feature of any integrity oversight body.

**'We now have integrity units that compare with the best sports integrity units in the world.'**

Sal Perna AM

# Q&A with the Racing Integrity Commissioner

## **That's an ambitious reform, particularly when you've had limited acceptance. What else would you like to see?**

Equally important to me is the further professionalism of the staff employed in the integrity units of the three codes. Just as nursing and teaching have gone from jobs to professions, I think sports integrity should also be a profession. To do this, we need to introduce a formalised career development/management program for the recruitment, selection, induction and development phases of an integrity official's career and to align it with educational pathways that include certificate, diploma, degree and Masters qualifications. School leavers should know that there's a career in sports integrity and those in integrity roles should have the opportunity to move from one sport to another or one state or country to another. Racing has lots of examples of Stewards doing this. Why not all integrity related roles? There's an appetite by the staff and by tertiary training providers, so I think it's achievable.

## **What's your biggest professional frustration?**

Apart from what we've already discussed, the inability of my office to obtain metadata is a hindrance. Not being authorised by the Commonwealth Government to obtain telco data is frustrating as it's a critical avenue of inquiry into any investigation. We've attempted time and again and had support from the Victorian Government, but to no avail.

## **You've had a large turnover during the past year in what is a small team. Is that a concern?**

Four of the five staff in my office have transferred and been replaced by new staff. It's a concern as it affects the workload and being able to respond to enquiries, information and complaints and to achieve our proactive activities. We lost a total of 41 weeks in between four staff leaving and their positions being filled; nine weeks with one member on secondment to another department for three days a week; and another 39 weeks due to leave. That's a substantial loss of workdays for an office of six people.


Having said that, we still managed to engage with 2,871 people over the year, an increase of 12.4 per cent on the previous year and our second highest figure ever. We attended 74 race meetings, only three less than the previous year and our second highest attendance ever. That's the calibre of people who work in the office and I'm very proud in the knowledge that those who left did so to further and better their careers and take opportunities as they came. And rightly so. I'm forever grateful for their commitment, attitude and efforts while here. I'm also grateful for the calibre of the staff that have been appointed to my office in the past year.

## **There seems to be an increased focus on sports integrity generally. Is that how you see it?**

I do. If I think back over the past year, we've seen the creation of an international independent tennis integrity board, Victoria Police conducting a sports integrity symposium, the Australian Football League conducting an integrity workshop and the Victorian Government re-energising the Victorian Sport Integrity Network – and these are just a few. In addition, we've had the Woods Report handed down following a review of Australia's sports integrity arrangements and the subsequent commitment by the Commonwealth Government to create, among other things, a national sports integrity body. These are all examples of governments, sports administrations and law enforcement recognising the importance of addressing sports integrity.

## **What's on the radar for the 2019-20 year?**

It's a milestone year for the office as it's our 10-year anniversary in March 2020. With that we also have the VRIB, a new integrity body; a new cross-code disciplinary and appeals body, the Victorian Racing Tribunal, which commences in 2019-20; and a major audit examining how the codes identify, prevent, detect and manage racing integrity risks. These are all major events. In addition, we'll pursue our aims to professionalise the integrity role by building additional training modules and working with government and tertiary bodies to introduce career pathways. These are also key proactive strategies. In the meantime, we'll continue to provide advice and response on the increasing numbers of enquiries, complaints and information reports that we receive. We're also hoping that some of the major investigations underway at present are completed. As always, the coming year will be interesting, challenging and rewarding.

A circular inset image showing a close-up of a horse's lower legs and hooves. The horse is wearing dark racing boots with light-colored stirrups. The background is blurred, suggesting a racetrack setting. The entire image is overlaid with a semi-transparent magenta color.

**‘Having lived and breathed racing for over nine years and investigating, auditing and reviewing the integrity aspects, I’m very confident in our integrity systems and processes.’**

Sal Perna AM

# Strengthening integrity

## Strategic priorities

Each year, the Commissioner identifies a range of activities to enhance the integrity of the VRI through key priorities. In the 2018–19 financial year, these were:

- capability development
- environmental scanning
- investigations, audits and reviews
- education and awareness
- corporate management
- performance reporting
- major projects.

To meet these priorities a total of 73 activities were identified, of which 59 were completed, two are a work in progress and 12 will be carried over into the 2019–20 financial year.

In addition, ORIC undertakes activities that are considered 'business as usual'. While these are not included in each year's business plan, they are reported against and undertaken every year. In the 2018–19 financial year, there were a total of 64 'business as usual' activities.

## Working with stakeholders

Stakeholder engagement is at the core of the Commissioner's business. Every day, across all activities, the Commissioner and his staff engage with people who are in some way connected to ORIC's purpose, across the various aspects of the VRI and more broadly the sports integrity community. The quality of these relationships with stakeholders determines how well ORIC delivers on its vision of a VRI in which Thoroughbreds, Standardbreds and Greyhounds compete to the best of their natural ability, free from the influence of crime and corruption.

Stakeholder engagement and familiarisation are vital to ensuring ORIC:

- improves information flows by tapping into local and informed knowledge
- develops informed policies, projects, programs and services
- stays abreast of current and emerging issues
- remains alert to the views of stakeholders
- enhances public confidence by creating awareness of existing integrity safeguards within the VRI
- remains current and relevant within the racing sector.

For stakeholders, engaging with ORIC also presents opportunities to contribute to policy and program development, have their issues and ideas heard and acted on, participate in decision-making processes and be a driving force behind integrity reform.

## Key stakeholders

ORIC has adopted a consultative approach to integrity reform, which includes liaising with the general public as well as:

- the controlling bodies, and their state, interstate and international counterparts
- law enforcement agencies
- media
- racing industry bodies including owners, trainers, jockey and driver associations and unions
- regulators
- wagering service providers
- Racing Analytical Services Limited (RASL)
- members of the judiciary, including the Victorian Civil and Administrative Tribunal and RADB members
- ancillary bodies such as the Australian Transaction Reports and Analysis Centre, the Australian Tax Office and the Office of the Chief Examiner
- racing clubs
- national coordinating bodies (including Racing Australia, Greyhounds Australasia and Harness Racing Australia)
- internal stakeholders (Department of Justice and Community Safety, Department of Jobs, Precincts and Regions, Office of Racing and the Minister for Racing).

These relationships ensure the Commissioner is kept apprised of emerging integrity related issues within the VRI and is well placed to address those issues in accordance with his legislative mandate.

## Meetings and presentations

During the 2018–19 reporting period, the Commissioner and his staff met with 2,871 people from 790 organisations. On average, ORIC met with 239 people per month.

Presentations by the Commissioner to the racing industry, other stakeholders and the general public formed a key component of this year's engagement program. A total of 18 presentations were made during the year to 796 attendees, which included presentations to representatives of organisations such as the Australian Institute of Professional Intelligence Officers, Victoria Police, Steward and jockey training programs, sporting clubs, racing clubs, industry bodies, community and service organisations and the general public.

Since commencing operations in March 2010:

- the Commissioner and his staff have met with 18,299 people
- a total of 7,474 people have attended presentations by the Commissioner.

## Operational visits

This year, ORIC undertook 98 operational visits. These included 74 to race meetings across the three codes, hearings of the RADB, visits to RASL, breeding and training properties, and wagering service providers. Of the race meetings attended, 35 were country meetings.

## Industry partnerships

The Commissioner recognises that he cannot deliver on his mandate alone and remains committed to building strong industry partnerships with organisations that ensure the effective operations of ORIC. These partnerships contribute to the integrity of the VRI by allowing those in the industry to work towards collaborative solutions to shared challenges.

## Racing Integrity Operations Committee

The Racing Integrity Operations Committee (RIOC) was established by the Commissioner in 2010 to facilitate discussion of integrity related matters across the entire VRI.

The RIOC is chaired by the Commissioner, with membership comprising the Integrity General Managers and Chairmen of Stewards from each of the controlling bodies, the ORIC Manager Integrity Operations and the ORIC Manager Investigations.

The RIOC generally meets every six weeks, with six meetings occurring during the reporting period. In total, the RIOC has met 64 times since inception and continues to be a valuable forum to share and exchange information across the three racing codes.

## Integrity Council Forum

The Commissioner convenes the Integrity Council Forum (ICF) to ensure the appropriate level of integrity assurance and oversight is in place. The ICF encourages cross-code collaboration in respect of integrity measures to ensure that public confidence in the VRI is maintained.

An integral recommendation following the Commissioner's 2012 Own Motion Inquiry into race fixing was that the Racing Act be amended to establish an independent body with responsibility for the integrity processes and systems across the three codes, removing the responsibility from the controlling bodies.

In response, in March 2014, the then Premier and Minister for Racing endorsed an alternate model with an independent Integrity Council for each racing code. Each of the controlling bodies subsequently established its own respective Integrity Council.

The ICF usually meets on a quarterly basis, with four meetings held in the reporting period. Chaired by the Commissioner, the meeting is attended by the Chairman from each of the Integrity Councils, as well as the ORIC Manager Integrity Operations or ORIC Manager Investigations. The ICF has met 22 times since inception.

## Information exchange

Since commencement in March 2010, ORIC has formed effective working relationships with the VRI, state and federal law enforcement agencies and other organisations of relevance to integrity.

One measure of the success the Commissioner has had in this regard is the development and implementation of formal information sharing arrangements to enhance the ability of authorities to identify and investigate integrity related matters within the racing industry. The Commissioner's efforts ensure the body of agreements facilitating exchange of information continues to grow on a state, national and international level.

The Commissioner has a number of agreements in place relating to the information exchange and facilitation of cooperation between the Commissioner and other parties.

In March 2019, the Commissioner entered into a new agreement with Betfair Pty Ltd relating to information exchange with their wagering tool Betmon and commenced discussions with the APVMA and the Office of the Chief Examiner on the development of agreements.

# Education, training and awareness

As part of ORIC's commitment to maintaining a training framework for integrity related staff across the three racing codes, the Commissioner continues to work with the three codes to develop and maintain training opportunities to further enhance the skills and knowledge of the integrity officials who work in the VRI.

In 2018, the Integrity Investigators Forum Module Six – Online Investigations – was further developed and presented to enhance investigators' understanding and knowledge of the essential elements of online intelligence gathering and investigations.

The course included the topics:

- Technical specifications
- Evidence collection and handling
- Legend building and backstopping
- Effective searching online
- Social media platforms
- Advanced search techniques.

In July 2018, the third course of Module Six was conducted by ORIC, with nine investigators and intelligence practitioners from the three racing codes attending.

Since the inception of the Commissioner's training forums a total of 21 training forums have been developed and delivered to 412 integrity personnel.

ORIC continues to work with the three racing codes, educational training professionals and educational institutions to further develop training opportunities, with a view to ultimately enabling integrity officials to gain formalised qualifications in their respective fields.

## Roadshows

The aim of the Commissioner's roadshows is to inform stakeholders of the activities of ORIC and the VRI more broadly, and to gain insight into their views.

This year the roadshows were presented in a less formal 'Q&A' information session approach, in contrast to the formal presentations of previous years. The sessions were again conducted at race clubs on race days and this year were held before the first race or after the last race, wherever possible. The new approach was in response to feedback received from previous roadshow attendees.

The Q&A sessions were aimed at building on those undertaken in the previous seven years to create a greater understanding and awareness of the Commissioner's role and responsibilities, the work ORIC has undertaken and an overview of what is in place to ensure that the VRI operates free from the influence of crime and corruption.

The roadshows provided anyone attending the race meetings with an opportunity to raise questions and to hear first-hand the Commissioner's perspective on integrity in the racing industry.

A number of themes emerged during the sessions, including:

- mismanagement
- conflicts of interest
- lack of understanding in relation to prohibited substances
- live baiting
- inconsistency in RADB penalties
- improving infrastructure in racing clubs.

Over the past eight years, the Commissioner has travelled over 23,000 kilometres to host 88 roadshows across regional and metropolitan Victoria. These attracted 923 attendees including racing industry participants, the general public, wagering service providers, media and others.

During the 2018–19 reporting period, the Commissioner hosted 11 roadshows in Horsham, Bendigo, Melbourne, Cranbourne, Warragul, Mildura, Shepparton, Swan Hill, Ballarat, Geelong and Warrnambool for 49 attendees.

A total of 84 per cent of the audience comprised racing industry participants, with 29 per cent from Harness, 34 per cent from Thoroughbreds and 36 per cent from Greyhounds. One per cent of attendees were general public, media and others.

## Integrity initiatives

The Commissioner's role gives him the opportunity to approach integrity related issues from a holistic, industry-wide perspective that is not confined to a single code or component of racing. This integrated approach allows ORIC to play a vital role in the development and facilitation of integrity initiatives that benefit all three racing codes.



## Single Code of Practice

The 2008 Report on Integrity Assurance in the VRI, conducted by Judge Gordon Lewis AM and which led to the creation of the Commissioner's role, noted a lack of consistency among the racing codes in the VRI in their approaches to integrity.

To establish consistent integrity standards across the VRI, the Commissioner identified the need to develop a SCOP that embodied a set of minimum integrity standards for racing officials and industry participants in all three racing codes.

The SCOP is designed to ensure cross-code consistency across a range of current or emerging integrity related issues that are common to all three racing codes. The ultimate aim of the SCOP is to develop a complete set of standards that cover all aspects of integrity assurance in the racing industry.

The table below presents a summary of the SCOP designed to address the following integrity matters:

Single Code of Practice	Relates to	RV	HRV	GRV
Part A	Integrity standards for racing officials	Implemented 24 May 2015	Implemented 1 June 2015	Implemented 31 December 2014
Part B	Integrity standards for industry participants	Implemented 31 July 2017	Implemented 8 August 2017	Implemented 31 December 2014
Part C	Rules of racing	Implemented 1 August 2016	Implemented 1 March 2016	Implemented 23 June 2017
Part D	Drug control	Implemented 1 August 2016	Implemented 1 October 2016	Implemented 26 September 2017
Part E	Animal identification	Implemented 26 June 2017	Implemented 1 January 2017	Implemented 4 November 2016
Part F	Integrity Hotlines	Implemented 3 November 2016	Implemented 3 November 2016	Implemented 4 November 2016
Part G	Undesirables	Pending implementation	Pending implementation	Pending implementation
Part H	Animal welfare	Pending approval	Pending approval	Pending approval

# Research

## General Public Survey 2019

**Roy Morgan Research was engaged again to conduct the General Public Survey. This is the eighth year ORIC has commissioned the survey.**

The main purpose of the survey is to measure the general public's confidence in the integrity of the VRI. It allows ORIC to prioritise future planning and office activities that are focused on public concern across the three racing codes.

In total, 913 online surveys were completed between 17 January and 25 January 2019. The methodology used was in line with the previous General Public Surveys conducted on behalf of the Commissioner. The sample was stratified based on age, gender and location quotas.

The survey included questions in relation to:

- respondents' personal attendance at the races over the past 12 months
- wagering activity on the three codes over the past 12 months
- confidence in the integrity of the VRI
- who should be responsible for managing staff that are involved in integrity in racing
- awareness of the Commissioner's position
- possible changes in behaviour or attitude as a result of media.

The continuing nature of the survey allows ORIC to gauge the impact of recent events on respondents, identify trends and ultimately develop a reliable body of social research specific to the VRI.

## Racing Industry Participants Survey 2019

ORIMA Research was engaged to conduct the Racing Industry Participants Survey on behalf of the Commissioner. This is the second research of this type commissioned by ORIC. The first survey was conducted in 2017.

The Commissioner invited nine organisations that represent participants of the VRI to take part in this initiative. The purpose of the survey was to gain an understanding of the attitudes of the VRI participants, including trainers, breeders, owners, drivers and jockeys, and to identify emerging issues. The same questions in the General Public Survey and the Racing Industry Participants Survey were used to gauge whether the general public and the racing industry participants shared the same views.

In total, 3,849 online surveys were completed between 19 February 2019 and 8 March 2019.

The table opposite above presents the key results of the 2018 and 2019 General Public Surveys and the results of the 2017 and 2019 Racing Industry Participants Surveys.

## Stakeholder Survey 2019

An integral part of the work undertaken by the Commissioner is the advice and service provided to the key stakeholders. This is particularly relevant to the proactive work undertaken in provision of training to integrity staff and industry participants, and development of integrity forums for the exchange of information.

A Stakeholder Survey was conducted from 2011 to 2014. Due to operational constraints, ORIC was unable to conduct the survey from 2015 to 2018. The survey resumed in 2019.

The Commissioner engaged Roy Morgan to conduct an analysis of key stakeholder relationships. The survey aimed to assess how ORIC performs in several key areas in the eyes of stakeholders, the receptiveness to initiatives and reforms driven by the Commissioner and measuring how effectively integrity matters are being communicated with the controlling bodies and other stakeholders.

The information collected enabled the Commissioner and his team to target opportunities for improvement through business and strategic planning.

The scope of the survey questions included:

- identifying changes to procedures and processes
- effective auditing of integrity systems and processes
- management of complaints
- management of investigations
- establishing the integrity standards
- helping improve the relationship between law enforcement and the industry
- providing advice, comment and input
- improving stakeholder coordination
- providing relevant training to Stewards and integrity staff
- recommending effective changes to legislation
- relationship management
- helping present the industry in the best light.

The table opposite below represents a comparison of the survey results between 2012 and 2019.

It is anticipated that these surveys will be conducted again in 2020.

## Comparison of Survey Results

Category	General Public Survey February 2019	General Public Survey February 2018	Racing Industry Survey June 2019	Racing Industry Survey June 2017
<b>Attendance</b> (Respondents who had attended a Thoroughbred, Harness or Greyhound race in Victoria in the past 12 months)	25%	24%	90%	97%
<b>Betting</b> (Respondents who had placed a bet on a race in any of the three codes in the previous 12 months)	36%	38%	93%	86%
<b>Confidence</b> (Respondents who had confidence in the integrity of the VRI)	48%	47%	72%	71%
<b>Integrity independence</b> Management of the integrity of racing (Respondents who believed a separate integrity organisation should employ and manage people responsible for integrity in racing)	63%	64%	54%	58%
<b>Awareness of the Racing Integrity Commissioner</b>	30%	30%	78%	84%
<b>Perceived changes in integrity</b> (Respondents who believed that integrity in racing had improved in the past 12 months)	21%	23%	32%	38%
<b>Change in attitudes towards integrity as a result of media reporting</b> (Respondents whose opinion about integrity had changed for the better)	12%	11%	19%	16%
(Respondents whose opinion about integrity had changed for the worse)	25%	29%	32%	30%
(Respondents whose attitudes had not changed)	33%	31%	46%	50%
<b>Media</b> (Respondents who could recall a specific racing integrity related media story that led to their attitudes to integrity)	15%	22%	84%	68%

## Stakeholder Survey Results Comparison

Survey Comparisons	2012 Survey	2013 Survey	2014 Survey	2019 Survey
Response Rate	76%	86%	80%	86%
Overall Performance	6.7	7.4	7.6	8.3
Functional Capability	6.7	7.4	7.6	7.9
Relationship Management	7.5	7.8	7.8	8.8
Industry Standing	6.8	7.2	7.7	8.4

# Integrity initiatives by the controlling bodies

**The controlling bodies continue to play the fundamental role of integrity assurance in their respective codes. Collectively, their initiatives and strategies shape and strengthen integrity throughout the VRI. Some of their key integrity initiatives in 2018–19 are outlined here.**

## Racing Victoria

- During the first half of the 2018–19 financial year, the Integrity Services Department (ISD) undertook an independent review of the department's operations and processes. The review examined the various workgroups (Stewards, Veterinary, Compliance Assurance, Licensing, Complaints and Control Room) to identify areas for improvement and efficiencies, resulting in 38 recommendations which are currently being implemented.
- To complement the ISD Review, the Fair Racing for All project commenced. Its aim is to improve voluntary compliance among industry participants to avoid major integrity breaches and promote a responsible culture of fair play, ethical behaviours and respect.
- ISD recruited an Equine Welfare Manager who will be responsible for managing the development of RV's welfare strategy and processes.
- ISD developed an Industry Charter for Equine Welfare, finalised the three-year Equine Welfare Strategic Plan and developed an online education and seminar program on equine welfare for industry participants.
- RV spent over \$3 million on equine welfare and veterinary resources and initiatives, including \$900,000 on veterinary research and \$500,000 on post-racing and the Off The Track Program.
- ISD Vet Services continued to deliver educational seminars for veterinarians and trainers on exercise physiology, social licence to operate and general integrity matters.
- ISD Vet Services expanded the pre-race veterinary inspections program to include two-year-old races and the All Star Mile.
- ISD recruited a Participant Protection Manager who will be managing the processes to 'safeguard' industry participants against reports of unacceptable behaviour or conduct including harassment, abuse, bullying and discrimination. This is a new position that will complement the initiatives RV has invested in to improve participant welfare.
- ISD developed an independent form and wagering database to assist their analysts and Stewards to communicate and monitor data from the Control Room.

- RV continued to work with Racing Australia to develop a race day Stewards' application that will automate data input into the Single National System.
- ISD restructured the Intelligence, Licensing and Complaints workgroups to increase efficiencies in the way in which these areas deliver their function to RV and industry participants alike.
- The re-write of the rules of racing is complete, with the new version of the rules adopted in January 2019.
- ISD members participated in a number of international committees to develop strategies to combat emerging issues arising in their jurisdiction including the International Movement of Horses, International Federation of Horseracing Authorities Welfare Committee and the Asian Racing Federation Anti-illegal Betting Task Force.

## Harness Racing Victoria

- The Integrity Department continues to proactively conduct surveillance and inspection efforts to prevent, deter and detect prohibited pre-race treatment of competing horses. The highest number of stable inspections recorded at HRV during the 2018–19 reporting year resulted in a number of pre-race treatment offences being detected, with successful outcomes at hearings.
- The Integrity Department introduced a new policy designed to reduce the number of horses presenting with elevated TC02 (total carbon dioxide) levels and disrupt/prevent the likelihood of illegal race day treatment.
- The Integrity Department introduced a policy to formalise the current action taken by the HRV Stewards where a horse is observed as displaying a significant degree of exercise induced pulmonary haemorrhage on endoscopic examination. The policy was formulated as the safety and welfare of all participants is of paramount importance to HRV and the harness racing industry, and is a fundamental expectation of the general public.
- The Integrity Department continues to utilise the *Integrity Matters* newsletter to inform and educate racing industry participants via Trots Media and the *Harness Racer* publication on the importance of integrity in harness racing. The newsletter is distributed to approximately 1,000 industry participants.
- The Integrity Department announced a crackdown on trainers presenting horses to race with an elevated TC02 level.
- The Integrity Department increased drug testing at race meetings in the 2018–19 season. There was an increase in post-race swabs, human samples and 'out of competition' drug testing. The post-race samples increased by 100 per cent, human samples by 50 per cent and the 'out of competition' samples by 50 per cent for the last two years since the 2016–17 season.

- The Integrity Department continues to maintain a relationship with Victoria Police and continues to refer suspicious races where criminal conduct may be suspected for further investigation. Three licensed persons were found guilty of criminal offences at a Magistrates Court in the last 12 months, which emanated from a harness race in Victoria. Another licensed person was charged by Victoria Police with criminal offences, which emanated from another harness race.

## Greyhound Racing Victoria

- The Greyhound Racing Integrity Unit (GRIU) is now regarded as one of the most effective integrity operations across Australia's racing codes thanks to its cross-disciplinary approach. By combining the knowledge and resources of GRV's investigators, intelligence and betting analysts, Stewards Panel, Animal Welfare Inspectorate, veterinary services staff and legal prosecution team, GRIU is able to deliver a fully integrated approach to all aspects of inspection, compliance, investigation and prosecution. The GRIU's effectiveness was recognised with a Special Commendation at the 2018 Department of Justice Risk and Resilience Awards.
- On 21 and 22 August 2018, the GRIU presented a major Integrity In Sport Conference in Melbourne that brought together representatives from various sporting codes to share information, concepts and ideas in a secure and confidential forum, the first of its kind in Australia. Presenters, panel members and attendees included local and international sports integrity executives from a range of codes, academics and researchers, and subject matter experts. Keynote speakers included:
  - David Howman, Chair of the International Athletics Integrity Unit (former Director General of the World Anti-Doping Agency)
  - Bryan Fogel, director of the Academy Award winning feature documentary *Icarus*, about a major international sports doping scandal
  - Professor Tim Morris, Board Member Animal Health & Welfare Board for England
  - Professor Jack Anderson, Director of Sports Law, University of Melbourne
  - David Sharpe OAM, CEO ASADA.

Conference sessions were structured to drive discussion and debate, highlight common challenges and explore how collaboration and sharing information across codes could be a benefit rather than a risk. The conference was very successful in generating new information-sharing approaches to integrity in sports and fostering professional networks. It also received a Special Commendation in the 2018 Department of Justice Risk and Resilience Awards.

- During 2018–19, the GRIU played a major role in developing and delivering information, education and advice for participants to help ensure they will be compliant with the Victorian Government Code of Practice for the Keeping of Racing Greyhounds, which comes into force on 1 January 2020.
- GRV significantly expanded its internal education processes in 2018–19, delivering comprehensive and mandatory briefings to all staff about their requirements and responsibilities in areas such as conflicts of interest, FOI laws, probity and maintaining confidentiality.
- During the 2018–19 reporting period, the GRIU undertook a major review of its operations and structure, consulting widely with participants and other stakeholders. The review aimed to find ways of improving standards, streamlining processes, further improving the Unit's use of technology, intelligence and risk frameworks and better focusing its regulatory footprint.
- Throughout the year, GRV worked closely with the Office of Racing as part of the VRI advisory committee on the development and implementation of the Victorian Racing Tribunal and the VRIB. The purpose of the advisory committee is to implement the policies of the Victorian Government to bring integrity matters for all three racing codes together in the form of a tribunal and oversight body.
- GRV's hotline for reporting suspicious activity by phone or online remained a valuable tool for the GRIU in the 2018–19 financial year, receiving 106 contacts. It played a significant role in a number of investigations and successful prosecutions.
- GRV encourages anyone with integrity or welfare related concerns about greyhound racing to contact the hotline on 03 8329 1196 or online at [grv.org.au](http://grv.org.au) and [greyhoundcare.grv.org.au](http://greyhoundcare.grv.org.au). All calls or reports are treated in confidence and can be made anonymously if needed. GRV also has an online reporting form accessible on FastTrack.

# Glossary of acronyms

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<b>APVMA</b>	Australian Pesticides and Veterinary Medicines Authority
<b>FOI</b>	Freedom of Information
<b>GRIU</b>	Greyhound Racing Integrity Unit
<b>GRV</b>	Greyhound Racing Victoria
<b>HRV</b>	Harness Racing Victoria
<b>IR</b>	Information Report
<b>IBAC</b>	Independent Broad-based Anti-corruption Commission
<b>ICF</b>	Integrity Council Forum
<b>ISD</b>	Integrity Services Department (RV)
<b>OCE</b>	Office of the Chief Examiner
<b>ORIC</b>	Office of the Racing Integrity Commissioner
<b>RADB</b>	Racing Appeals and Disciplinary Board
<b>RASL</b>	Racing Analytical Services Limited
<b>RSPCA</b>	Royal Society for the Prevention of Cruelty to Animals
<b>RIOC</b>	Racing Integrity Operations Committee
<b>RV</b>	Racing Victoria
<b>SCOP</b>	Single Code of Practice
<b>VRI</b>	Victorian Racing Industry
<b>VRIB</b>	Victorian Racing Integrity Board

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Racing Integrity  
Commissioner