



2008 STEWARDING REVIEW REPORT AND RECOMMENDATIONS

BACKGROUND

1. INTRODUCTION

1.1 Following the formation of the British Horseracing Authority in July 2007, the new Regulatory Committee felt that the time was right to undertake a review of Stewarding. This was one of a number of reviews undertaken in the regulatory area, with others being the integrity services function (by Dame Elizabeth Neville), Licensing and Disciplinary processes. These reviews are to ensure that current arrangements are the best possible.

1.2 The Terms of Reference for the Review were “To review the current stewarding system and its relationship with the disciplinary process and to make recommendations”.

1.3 To put the report in its historical context, it follows the Richmond Watson Report of 1977; The Blacker Report of 1985; and the Mildmay-White Report of 1994. Unlike its predecessors, this is an internal report written in the style of an executive summary with appendices, rather than the detail being set out in the body of the report.

1.4 The Review Group was made up of the following:

Andrew Merriam (Chairman)	Member of the Regulatory Committee, former chairman of the Stewarding Committee
Christopher Rathcreedan	Chairman of the Stewarding Committee, member of BHA Disciplinary Panel
Nic Coward	Chief Executive
Tony Goodhew	Director of Raceday Operations and Regulation
William Nunneley	Head of Stewarding
Nigel Macfarlane	Head of Disciplinary

1.5 It was tasked to consult widely. Our initial views were circulated for comment across a broad spectrum of the sport (See Appendix A). There was an encouraging level of response, with some very strongly held views, which were all taken into account by the Group in reaching the recommendations set out in this paper

1.6 The Group particularly noted the views of the NTF and PJA, whose members are most closely affected by the actions of Stewards. As is recommended, the Group believes that there should be a formal process to enable these organisations to comment specifically on stewarding matters at the regular review meetings held with the Authority.

- 1.7 A summary of the Group's recommendations is set out below:
- 1.7.1 It is recommended that the current basis of the system, a mix of volunteers and professionals, should be retained. (3.5)
 - 1.7.2 It is recommended that volunteers and Stipes be recruited from varied backgrounds, to achieve a broad base of backgrounds, skills and experience from within the wider racing community. (4.1)
 - 1.7.3 It is recommended that consideration be given to training up officials or employees from other BHA departments to act as assistant Stipes to create career progression and as part of the objective of creating a Raceday Officials team. (4.3)
 - 1.7.4 It is recommended that expansion of the Steward's Room Administrators role be investigated further. (4.4)
 - 1.7.5. It is recommended that the Senior Stipe on a raceday should be the leader of the Authority's Raceday Officials team. (4.5)
 - 1.7.6. It is recommended that a recruitment and appointment process for volunteers based on that used for the magistracy be adopted. (5.2)
 - 1.7.7. It is recommended that all Stewards should be responsible for a register of racing interests, to identify and deal openly with conflicts of interest. (5.4)
 - 1.7.8. It is recommended that a Code of Conduct be produced to demonstrate the standards expected of Stewards. (5.4)
 - 1.7.9. It is recommended that the current system for Training and Assessment of volunteers be continued but with a greater need to focus on in-service training and development. (Training and Assessment)
 - 1.7.10 It is recommended that that all trainee Stewards should be appointed a mentor, who would act as a primary point of contact and adviser during training. (6.2)
 - 1.7.11 It is recommended that nominated assessors are appointed to assess Stewards on panels on which they themselves act. (6.3)
 - 1.7.12. It is recommended that written answers to video questionnaires at the Seminars be submitted for more formal scoring. (7.1)
 - 1.7.13. It is recommended that a more cost effective seminar format continue to be developed. (7.3)
 - 1.7.14. It is recommended that no change be made to the current format for Chairmen's Refresher Seminars. (8.1)
 - 1.7.15. It is recommended that enhanced training be introduced for those Chairmen earmarked for acting at major meetings. (8.2)

- 1.7.16 It is recommended that a formal system to identify potential Chairmen is introduced. (8.3)
- 1.7.17 It is recommended that the format of the New Chairmen's Seminar be altered to include one day in the classroom followed by one day's assessment on the racecourse. (8.4)
- 1.7.18 It is recommended that the balance of numbers between Chairmen and non-Chairmen is kept at a level which ensures all new Chairmen are able to gain immediate opportunities to act. (8.5)
- 1.7.19. It is recommended that clear and open scoring and evaluation at seminars be introduced, combined with more 'on the job' peer-group monitoring. (9.4)
- 1.7.20 It is recommended that the Stewarding Committee appoint additional assessors chosen from the most experienced Stewards. (9.5)
- 1.7.21 It is recommended that the Stewarding Committee should take the necessary action when under performers have been identified. (10.2)
- 1.7.22. It is recommended that there be no change to the existing retirement age for Stewards at 70. (10.3)
- 1.7.23. It is recommended that enquiry panels should comprise of three members; two Stewards and one Stipe. (11.6)
- 1.7.24. It is recommended that the second Stipe should attend enquiries when not required elsewhere. (11.8)
- 1.7.25. It is recommended that Rule 10 be amended to clarify and remove any misunderstandings as regards the BHA's responsibility for Stewards. (12.3)
- 1.7.26 It is recommended that Centralised Rostering of volunteers be introduced but should be put on hold in the current financial climate. Ways to achieve the main objectives should be pursued in the meantime. (12.10)
- 1.7.27. It is recommended that a new Committee be formed in order to monitor and review implementation of this report, and to develop and renew policy for the Stewarding system. (13.1)
- 1.7.28 It is recommended that a system of remote stewarding, utilising best available technology, should be kept under active review. (14.2)
- 1.7.29. It is recommended that all contractors should upgrade their Steward's monitoring screens on the racecourses within the next 12 months. (15.1)
- 1.7.30. It is recommended a strategic plan be put in place with regard to further development of the RaceTech library, and the accessing of pictures for regulatory, training and educational purposes. (17.1)

- 1.7.31. It is recommended that a trial be conducted to ascertain the effectiveness of video conferencing for witnesses under controlled conditions. (18.2)
- 1.7.32. It is recommended the status quo is maintained as regards press attendance at racecourse enquiries, but that a working practice be developed to ensure timely and clear information to the press and public, including specifically at the racecourse by the Stipes. (19.1 / 19.2)
- 1.7.33. It is recommended that media training for Stipes is prioritised. (19.2)
- 1.7.34. It is recommended that there be no change to the current system of Remuneration of Stewards. (20.2)
- 1.7.35. It is proposed that the recommendations of this report be introduced for the start of the Turf Flat 2009. (21.1)
- 1.7.36. The Review Group recommends that the implementation of their recommendations, and assessment of progress of issues under review, be assessed and reported on in 2009.

2. ROLE OF A RACEDAY STEWARD

- 2.1 The Authority is established by the sport to regulate the sport. This includes setting down the standards which the sport requires of its participants; ensuring that these standards are clear, relevant and understood; and ensuring that they are met. Where standards are not met, the Authority's duty for the sport is to act in the way it considers appropriate in the best interests of the sport.
- 2.2 The standards are set out in the Rules of Racing. Breaches of the Rules at a racecourse are generally dealt with by the Raceday Stewards, and may be subject to further review under the disciplinary process.
- 2.3 Raceday Stewards are the sport's front-line umpires or referees, and play a vital role in policing and enforcing the Rules of Racing, which are in place to protect:
- The fair running of the sport
 - The welfare of horses
 - The safety of riders
 - The integrity of the sport with regard to the interests of the betting and racing public
- 2.4 The decisions of Stewards are of considerable significance to the reputation of the sport, and the reputation and livelihoods of participants. The importance of the quality of decision making is self-evident. Steward's decisions and the way in which they are made also impact substantially on the reputation of the Authority.
- 2.5 The Raceday Stewards are made up of a combination of volunteers and employed "Stipendiaries". They take a lead role for the Authority at the racecourse.

2.6 There are 17 employed Stipendiaries each doing between 190 and 200 days per year and 167 volunteers doing an average of 25 days per year. In this report they are all referred to as Stewards. An updated Stewards Profile appears at Appendix B.

3. THE STEWARDING SYSTEM

3.1 Historically the Stewarding system in Britain largely mirrored the magistracy, with volunteer Stewards (Local or Amateur Stewards) forming a panel supported by non-voting Stewards' Secretaries.

3.2 Over the years this has developed to a position now where Stipendiary Stewards (Stipes) employed by the Authority act as full voting members of the panel.

3.3 This system is replicated in other countries, and a mix of amateurs and professionals remains the favoured arrangement amongst the European Racing jurisdictions. The alternative is to operate with an all professional team which is favoured by the southern hemisphere authorities. (See Appendix C)

3.4 The Group has examined whether the current system is the best option.

3.5 Whilst the cost of such a system is often given as the reason not to move to all professionals, the Group considered that the volunteer element within racing, whether through racecourse management, stakeholder associations or the regulatory field is part of the glue which holds the sport together and provides it with excellent value and particularly so when their economic contribution is taken into account. **Against this background, and whilst high quality individuals are prepared to give their time to Stewarding, the Group concluded that the current basis of the system, a mix of volunteers and professionals, should be retained.** Comparative costs of an all professional stewarding system against a professional / volunteer mix are shown at Appendix D.

RECRUITMENT AND APPOINTMENT

4. STIPENDARY STEWARDS

4.1 Stipes are recruited both from internal and external sources. **Our policy is that volunteers and Stipes are recruited from varied backgrounds, to achieve a broad base of backgrounds, skills and experience from within the wider racing community. It is recommended that this policy be continued.**

4.2 Candidates recruited from overseas Racing authorities although few in number, have provided a wider perspective to the team and it is recommended that consideration be given to making attachments, both home and away, possible in the future, so as to learn from other's experience.

- 4.3 The current selection process for training involving the Executive Director of Raceday Operations and Regulation and the Head of Stewarding should continue. Unlike other groups of BHA officials, there are no casual or part time appointments to the Stipes. **It is recommended that consideration be given to training up officials or employees from other BHA Departments to act as assistant Stipes to create career progression and as part of the objective of creating a Raceday Officials team. They would not be able to act to the same level as a full Stipe, but would be invaluable as assistants in the administrative side of the job. It is felt that this would not only help fill the gaps that occur particularly with the busy AWT programme, but that it would also offer wider career opportunities and encourage multi-skilling and team building.**
- 4.4 **In addition we see scope for widening the role of Steward's Room Administrators, to absorb some of the administrative aspects of Stewarding, and we recommend this be investigated further.**
- 4.5 **We recommend that the Senior Stipe on a raceday should be the leader of the Authority's Raceday Officials team. (See paragraph 11)**

5. **STEWARDS**

- 5.1 Stewards are currently recruited on the recommendation of other stewards, individual racecourses, or by direct application to the BHA. Inevitably there is a lack of public knowledge as to exactly what a Steward's role is, and how to apply to be one, unless someone is already part of the Racing scene, or knows someone who is.
- 5.2 **In order to ensure consistency and to widen the pool of talent, we recommend that we adopt a recruitment and appointment process for volunteers, similar to that used for the magistracy. This would involve wider advertising with a standard application form available at britishhorseracing.com. Acceptance interviews would be handled by the Head of Stewarding and Chairman of the Stewarding Committee with input from nominated members of the Stewarding Committee. The intention is to attract people from as many different backgrounds in the sport as possible, whether owning, training, racegoer, commentator or jockey etc.**
- 5.3 This would be complementary to the practice whereby racecourses and others involved in racing recommend candidates to the BHA. These candidates would go through the same selection/acceptance process as above once they had been nominated by a racecourse.
- 5.4 **It is essential that Stewards guard against conflicts of interest and we therefore recommend that each steward should be responsible for a register of racing interests, to identify and deal openly with any such conflicts. Additionally we recommend that there should be a Code of Conduct produced to demonstrate the standards expected of Stewards.**

- 5.5 In order to ensure that we have the right number of Stewards in the system a number of factors need to be considered including the size of the fixture list, the geographical distribution of fixtures, age profile and qualifications. (See Appendix E and F). It will be seen from the Steward's profile (Appendix B) that we recommend that there should be flexibility as regards the time allowed to complete both initial training and also to achieve the minimum number of committed racedays where individuals have work or family commitments which make it difficult to achieve the full requirement. This will allow us great flexibility to achieve the right structure across the whole stewarding team whose current age profile makes succession planning difficult.

TRAINING AND ASSESSMENT

The recommendation is to continue with the current system for training and assessment of volunteers, but with a greater need to focus on in-service training and development.

6. APPLICANTS

- 6.1 Under the current system new applicants undertake on the job training as a supernumerary member of a racecourse panel, and in addition they spend time with other Raceday Officials (See Appendix G). On completion of their training, they remain probationary for a year. During this time operating as a panel member, their performance is monitored and at the end of the year they will either receive formal approval as a Steward, or have their training extended, or in the worst case have their employment terminated.
- 6.2 **We recommend no change to this process, other than appointing an experienced Steward as a mentor, who would act as a point of primary contact and adviser, to assist a trainee during his/her training.**
- 6.3 **Trainees will be assessed throughout their training, not as is currently the case, by their Chairman, but instead we recommend a new approach which would ensure the use of nominated assessors on the panels they train with.**
- 6.4 At the end of their training trainees will in future be signed off by the Stewarding Committee on the recommendation of a nominated assessor.

7. STEWARDS

- 7.1 Training is based on annual Stewards' seminars where key regulatory messages are delivered, along with teaching of rule changes and participation in video questionnaires. Attendees are tested on their knowledge and delivery skills through a series of video questionnaires, scored by the home team. **We recommend that in future written answers to video questionnaires should be submitted for more formal scoring.**

7.2 All Stewards are required to attend one of these annual seminars, with a year's suspension for those who fail to attend without a valid and acceptable reason.

7.3 A more cost effective seminar format has been developed involving less technical support and using a hotel chain and Shaftesbury Avenue facilities. **We recommend this should continue to be developed further.**

8. CHAIRMEN

8.1 Existing Chairmen of panels must attend a Chairmen's Refresher Seminar every other year in addition to attending one of the series of annual Steward's Seminars every year. **There is an argument for insisting on annual attendance at a Chairmen's Refresher Seminar but no change is currently recommended.**

8.2 Major meetings produce a number of additional problems for a Stewards panel, and in particular the Chairman and Stipes. For this reason, it has always been the policy to seek to ensure that suitably experienced teams of Stewards operate at these meetings. **We therefore recommend that we now take this further by introducing enhanced training for those Chairmen who have been earmarked for acting at major meetings, possibly alongside stipes training.**

8.3. There is no formal system at the moment to identify potential Chairmen and whilst the system has worked well we believe that we have not always spotted potential at an early stage in a Steward's career to his/her detriment and ours. In addition we have occasionally promoted those who were less deserving. **We therefore recommend that a formal system to identify potential Chairmen is introduced.**

8.4. Currently, new Chairmen attend a two day seminar based entirely in the classroom. This has become very tired and does not allow an assessment to be made of performance under racecourse conditions. **We therefore recommend that the format of the current two day New Chairmen's Seminar be altered from two days in the classroom to one day in the classroom followed by the second day on a racecourse under assessment. Candidates will pass or fail on their performance over the two days. See Appendix H.**

8.5 There are currently 104 Stewards able to act as Chairmen out of a total of 167 Stewards (62%). As a result there are frequently occasions when a Steward who is qualified as a Chairman will be programmed to Steward as a panel member, colloquially known as a winger, rather than as a Chairman. **We recommend that the balance of numbers between Chairmen and non-Chairmen is kept at a level which ensures that all new Chairmen are able to gain immediate opportunities to act as such. It is accepted that this may reduce the number of new Chairmen coming on stream, but we believe that it is important that Chairmen get plenty of practice in the role.**

9. ASSESSMENT AND EVALUATION OF PERFORMANCE

- 9.1 Historically assessment has combined annual reporting from the annual panel Chairman, observation and “scoring” at seminars and an overview by the Stewarding Committee with input from both Stipes and the relevant local Stewarding Committee member.
- 9.2 The annual reports from Chairmen have achieved mixed results at best as most Chairmen are reluctant to pass judgement on their peers. The other two forms of assessment have been more effective in assessing performance. The format of Stewards’ seminars assists in showing up the best performers and can also identify the worst although the fact that the Stewards are arranged into 3 man panels appears to offer some cover for weaker performers.
- 9.3 The Stewarding Committee whose full Terms of Reference are at Appendix I, meets twice a year and reviews each racecourse panel and its individual members with input from the most senior stipendiaries. This collective appraisal process has proved extremely helpful in identifying stronger and weaker stewards.
- 9.4 We believe that assessment should, as far as possible, be objective evidence based and “on the job”. **In order to improve this we recommend clear and open scoring and evaluation at seminars be introduced, combined with a shift to more “on the job” peer-group monitoring, as mentioned earlier.**
- 9.5 **To achieve this, we recommend that the Stewarding Committee appoint additional assessors chosen from the most experienced Stewards around the country so that every Steward can be monitored / assessed in action throughout the year. Assessment would take place throughout the season and individual assessors would complete brief review notes in an agreed format to the Stewarding Committee. While this would not preclude occasional racecourse visits by the relevant regional Stewarding Committee representative or its Chairman, it would otherwise be cost effective as part of a normal day acting as a Steward. Through this process all Stewards from the most to the least experienced would be monitored and assessed on a continuous basis. The system would be entirely transparent and should additionally help to ensure that less experienced Stewards are encouraged and mentored as they develop.**
- 9.6 Finally, input from Stipes on the Stewards and vice versa will help to build the “one team” concept. What we mean by this is that as a result of history, the Raceday Stewarding team is still viewed as being in two parts – the professionals and volunteers. We would like to see a move towards and more integrated approach, whereby the Stewards and Stipes are seen, and see themselves, as a team with its members bringing complementary, but not necessarily identical skills to the panel.

10. PROMOTION, DEMOTION AND RETIREMENT

- 10.1 It follows from the training and assessment process that there should be a rigorous process in recruiting new Stewards, in signing them off from probation and in deciding when and if they are ready from promotion to Chairman. This process has worked well in recent years but there are some longer serving Stewards in the system who received little or no initial training and who were taken on with little consideration for their aptitude for the role.
- 10.2 **We recommend that where more objective assessment results in under performers being identified, the Stewarding Committee should take the necessary action – which may be recommending additional training, removing approval to act as Chairman, or requiring a Steward to leave the system altogether.**
- 10.3 **We recommend no change to the existing retirement age for all Stewards at 70.**

11. RACEDAY TEAM

- 11.1 The Stewards duties on a raceday are largely confined to issues relating to the participants (trainers, jockeys and horses) with particular emphasis on running and riding matters, safety and welfare of horses and riders and as set out in the Rules of Racing and Instructions. (See Appendix J)
- 11.2 A separate group has reviewed the responsibilities of the Stewards and the Managing Executive with a view to clarifying exactly where the lines are drawn and their conclusions will be reported separately to the Regulatory Committee.
- 11.3 The Raceday Panel of Stewards should now normally consist of two Stipes and three Stewards (one of whom will be appointed as Chairman).
- 11.4 However, the Group accepts that the composition may need to be varied to suit the circumstances in that major race meetings may require additional extra Stewards / Stipes. (See Appendix K)
- 11.5 Enquiry panels used to be made up of three members, but in November 2001 when Stipes were introduced onto the panel as voting members, this was raised to four, to include a Stipe, with a view to reducing it back to three once the new arrangements had bedded in.
- 11.6 **We believe we have reached that point, and we recommend that enquiry panels should comprise of three members; two Stewards and one Stipe.**
- 11.7 Concerns have been expressed that this will reduce the training value available to Stewards who do not sit on an enquiry. Where Stewards not acting on an enquiry are not required for other duties, consideration should be given by the Chairman to them attending an enquiry and the

deliberations, as an observer, but taking no part. However, other essential Steward's duties should always take priority.

11.8 **Similarly we recommend that the second Stipe should attend for the same purpose when not required elsewhere.**

11.9 The Group supports the views expressed in Dame Elizabeth Neville's report that the Raceday Team of BHA officials needs to be strengthened and this is being dealt with separately, but it should be noted that the senior Stipe on duty on a raceday will be the Team Leader of the Raceday Officials. Other members of the team will include Veterinary Officers, Weighing Room Security Officers, Judges, Starters, Clerks of Scales, Inspectors of Courses (where appropriate) and Handicappers. This concept is already being progressed by Authority and encourages pre and post race meetings of the officials. It will mean that there is greater interaction between the various officials' departments, ensuring that Raceday Officials are aware of the wider issues that go beyond their own departments and have the latest information at the start of the day and can pass on lessons from the day.

12. CENTRALISED SCHEDULING

12.1 The current system is that each racecourse submits its panel for approval by the Authority and then schedules the Stewards on that panel for each of its meetings. Where a racecourse is short of Stewards it may approach the BHA to recommend suitable candidates.

12.2 As has been mentioned earlier in the report the BHA approves, trains and assesses Stewards as well as the other Raceday Officials.

12.3 The current system generally works well, but can lead to confusion as to where the responsibility for appointing Stewards ultimately lies: with the Racecourse or the BHA? **The BHA has ultimate responsibility for Stewards and we recommend that Rule 10 be amended so as to make the situation clearer and remove any misunderstanding.**

12.4 As the BHA has the responsibility for scheduling all other Raceday officials, it should in principle also schedule the Stewards, who form an important part of the BHA's raceday team.

12.5 Centralised scheduling of Stewards would:

- Allow the BHA to influence career development by monitoring the number of days acted by Stewards and roster them accordingly.
- Enable Chairmen to be rostered so as to get regular experience in the chair.
- Ensure the best possible panels act on the high profile days.
- Identify conflict of interests.
- Ensure assessors and mentors are appropriately rostered.

12.6 The Group are not proposing changes to the composition of current racecourse panels. The intention is that these panels will remain the

foundation stone of the stewarding system and where we may wish to make changes they will be discussed with the racecourse. Experience tells us that it will not be difficult to reach agreement in the vast majority of cases, although the Authority must continue to have the final say where agreement cannot be reached.

- 12.7 Similarly it is not intended to parachute an 'A' team into high profile meetings. Where a weak team or chairman is identified on a particular panel, the intention will be to draft stronger team members in, in consultation with the Racecourse Executive, so that they become part of the team not just for the high profile days, but for everyday meetings.
- 12.8 The Group recognises the need to ensure that the Stewarding Team at each course needs to be just that – a team that works well together. In addition, we recognise the inherent flexibility to changes in scheduling that are possible under the present system, and we acknowledge the need to be able to replicate this under a centralised system.
- 12.9 A working group has looked at the technical and management implications of introducing central rostering and whilst the technical aspects are relatively straight forward the management of late changes to schedules would be difficult to handle without increasing the current head count.
- 12.10 **Whilst recommending that central rostering of volunteers should be introduced, the Group believe that this should be put on hold in the current financial climate. In the meantime, the group should look at other ways of achieving the main objectives identified.**

OTHER ISSUES

13. Stewarding Policy

- 13.1 **In order to develop and renew policy for the whole stewarding system in the future, we recommend that a new Committee, based on the membership of the Review Group. This Committee would monitor and review implementation of this report, and to develop and renew policy for the stewarding system. The Committee should meet when necessary, but at least once a year.**

14. Centralised Stewarding

- 14.2 The Group considered whether there was scope for moving closer to a system of remote stewarding from a central control point, but concluded that costs and available technology would preclude such an option at present which would require a panel for each meeting every day and every evening. **We recommend that this be kept under review, utilising best available technology.**

15. Stewards Viewing Facilities

- 15.1 **The Group noted that a rolling programme of replacement of television monitors to flat screens by SIS is under way, and**

recommend that all contractors should upgrade their equipment within the next 12 months. The Group recommend a phased introduction is put in place to cover the remaining 39 non SIS racecourses starting with the Grade 1 courses.

15.2 It remains very important that the Stewards have access to all available television coverage, including broadcast channels, and particularly at high profile meetings.

16. **TRICL iv**

16.1 The final stage of the fourth element of TRICL is nearing completion, which will improve links between all BHA Officials and Weatherbys. The Group also noted that the introduction of the Presagia Stipes Medical System (computerised jockeys medical records) will free up time for the Stewards Room Administrator. In addition they noted that the introduction of Project Delphic will give the Stewards, and all raceday officials, the same system access as staff at Shaftesbury Avenue.

17. **RaceTech Library**

17.1 The group was concerned that technical and logistic shortcomings in the present library system, which is based with RaceTech at Raynes Park, mean that storage and access to tapes is limited. However, the group noted that a new system is being introduced and is expected to come on screen in mid 2009. It also noted that the potential for further development of the library facilities, particularly in relation to remote access, may well be limited by cost. **The group therefore recommends that a strategic plan be developed for the RaceTech library, and the accessing of pictures for regulatory, training, and education purposes. This should be carried out in conjunction with the Integrity Department and RaceTech, and funding for the project should be given a high priority.**

18. **Remote Evidence**

18.1 The Disciplinary Panel have on rare occasions taken evidence remotely by telephone from witnesses who have been unable to attend a Disciplinary Panel hearing in person. However, the system is not effective because of the difficulties of ensuring that the witness is able to fully participate in an enquiry, when unable to view videos etc simultaneously with the Panel at Shaftesbury Avenue.

18.2 The Group received a presentation on internet based video conferencing which would overcome some of the shortcomings of a straight telephone link. We accept that this system cannot be a replacement for a personal appearance under all circumstances, but we appreciate the inconvenience and costs associated with bringing witnesses a long way to London to answer what can sometimes be straightforward questions. **We therefore recommend that a trial be conducted to ascertain the effectiveness of video conferencing for witnesses under controlled conditions.**

19. Press Access to Race Enquiries

- 19.1 The current arrangements are that press are able to attend (subject to available space) enquiries and appeals at Shaftesbury Avenue that relate to incidents which occur during the course of the race where the evidence is largely on camera. The Press are not invited to attend racecourse enquiries largely because there is insufficient space in the vast majority of Stewards Rooms. From a participant's point of view the PJA remain opposed to allowing media access to enquiries on a raceday, believing it would create conflict between trainers, owners and jockeys. The NTF's view is split, with some members feeling it would ensure Stewards acted fairly and transparently, whilst others thought witness might feel inhibited.
- 19.2 **The Group recommend the maintenance of the status quo as regards press attendance at racecourse enquiries, but that a working practice is developed to ensure timely and clear information to the press and public, including specifically at the racecourse by the Stipes. It is recommended that media training for the Stipes is prioritised, so as to allow better communication with the press on racedays.**

20. Remuneration of Stewards (Volunteers)

- 20.1 Stewards, in line with the Magistracy, are unpaid but receive Motor Mileage Allowance (MMA). In addition, they receive passes/hospitality from their racecourses and a further pass that entitles them to access to all race meetings bar a few major meetings. The RCA has said it is happy to continue with this practice.
- 20.2 **No change is recommended to the above except that MMA rates should be paid at the maximum recommended Inland Revenue levels, subject always to budgetary constraints.**

IMPLEMENTATION OF RECOMMENDATIONS

- 21.1 **The Group propose that the recommendations of this report be introduced for the start of the Flat 2009. This will allow time for full consultation with the RCA regarding consequent changes to Rules and BHAGIs and time to brief Stewards at the 2009 Seminars.**
- 21.2 **The Group recommends that the implementation of their recommendations, and assessment of progress of issues under review, be assessed and reported on in 2009.**

THE CONSULTATION PROCESS

1. A consultation paper setting out the Review Group's initial thinking was sent out to 208 people as shown below. Recipients were asked for views and suggestions on the consultation paper and any related matters.
2. A total of 67 responses were received.
3. Recipients of the Consultation Paper are as below:

Industry

Arena Leisure (Ian Renton)
National Trainers Federation (Rupert Arnold)
Professional Jockeys Association (Josh Apiafi, Kevin Darley)
Racehorse Owners Association (Michael Harris)
Racecourse Association (Stephen Atkin, Caroline Davies)
Racetech (Brad Higgins)
Satellite Information Services (George Irvine)

Legal/Regulatory

Gambling Commission (Jenny Williams)
Four New Square (Graeme Macpherson QC, Richard Liddell)
5RB (Mark Warby QC, Jacob Dean)
Ashfords Solicitors (Rory Mac Neice)
Charles Russell Solicitors (Patrick Russell, Edward Craig, Justin Reid)
Christopher Stewart-Moore
Edmondson Hall Solicitors (Justin Wadham)
Taylor Vitners Solicitors (Rachel Flynn)
Winchester Chambers (Louis Weston)
Withy King Solicitors (Andrew Chalk, Richard Brooks)

Bookmaking

Association of British Bookmakers (Russ Phillips)
Betfair (David O'Reilly, Edward Wray)
Coral (Neil Goulden)
Ladbrokes (Chris Bell)
Tote (Trevor Beaumont)
William Hill (Ralph Topping)

Journalism

Attheraces (Matt Chapman)
Channel 4 (Jim McGrath)
Guardian Newspaper (Greg Wood)
Racing UK (Lydia Hislop)
Times Newspaper (Alan Lee)
The Sun Newspaper (Claude Duval)

Internal / Stewards

Stewarding Committee (Lord Rathcreedan (C), Viscount Allendale, Capt T Bell, Darby Dennis, The Hon Mrs J Gillies, Tim Motley, Jeremy Philips)

Disciplinary Panel (Duke of Roxburghe (C), Tim Charlton QC, Patrick Hibbert-Foy, Matthew Lohn, Jeremy Philips, Lord Rathcreedan, Sandra Arkwright, The Hon Mrs J Cavendish, Didi Powles, Nicky Vigors, Charles Warde-Aldam)

Raceday Stewards (165 (excluding Stewarding Committee and Disciplinary Panel))

Stipendiary Stewards (17)

Director of Integrity Services and Licensing (Paul Scotney)

Director of Veterinary Science and Welfare (Professor Tim Morris)

Head of Racecourse (Fraser Garrity)

ICT Manager (Steven Shaw)

Legal Affairs Manager and Company Secretary (Oliver Codrington)

Director of Racing Prosecutions (Sir Michael Connell)

Responses

Industry	Legal	Bookmaking	Journalism	Internal / Stewards
14	3	3	1	46 *

* A further 39 people were signatory to one of the responses.

STEWARD'S PROFILE

1. British Horseracing is a sport enjoyed by millions of people. Our view is that it is the best in the world, and we want to keep it that way. In addition to being a great sport generating considerable media interest, racing plays an important part in regional life at 61 racecourses across the country, hosting some of the country's major sporting events. Racing is also responsible for some 20,000 full-time jobs, making it Britain's largest sporting employer, and a significant contributor to British economic, social and cultural life.
2. The British Horseracing Authority is the sport's governing and regulatory authority, acting independently for the greater good of the sport. Through the Board of the Authority we are ultimately accountable to the racecourses, owners, breeders, trainers, jockeys and stable staff for how we carry out key responsibilities on behalf of all within the sport. These include the setting and enforcing of the Rules of Racing. British Horseracing has a reputation as a world leader in the regulation of the sport. We pride ourselves on our very high standards.
3. Stewards are our umpires or referees, and play a vital role in policing and enforcing the Rules, which are in place to protect:
 - The fair running of the sport
 - The welfare of horses
 - The safety of riders
 - The integrity of the sport with regard to the interests of the betting and racing public
4. There are around 1,500 fixtures scheduled each year across Britain's racecourses, with just under 9,000 races and over 90,000 runners.
5. A Stewards' Panel operates at each fixture, consisting of three Stewards, approved and trained by the Authority, together with at least one full-time Stipendiary Steward, employed by the Authority.

Your Commitment

6. As a Steward, you will be expected to act for a minimum of ten racedays a year rising to 15 as a chairman of a panel. A raceday will typically comprise of between six and eight races, and you will need to be present at least one hour before the first race to participate in the pre-race briefing, and to remain on duty throughout the meeting.
7. You will receive notification of your dates well in advance, but it is possible to rearrange racedays in an emergency. Equally, opportunities to act can occasionally become available at short notice, not just at the racecourse you typically serve at but at others as well.

8. We do not set a time limit on the training period so trainee Stewards can fit their training in around their employment and families. Equally, it is not necessary to serve the minimum required number of days right from the start of your time as a Steward, as we appreciate many will have work or family commitments. We appreciate that it will take time to reach the minimum number of days. As a result, once a probationary Steward becomes a full member of a panel, three years are allowed before the minimum number must be achieved. The Authority will make every effort to help you achieve this. All we do ask is that you commit from the start, as far as possible, that you will in time be able to give the time commitment needed to be a Steward.

Our Commitment

9. Stewards are vitally important to the Authority and how we carry out our role for the sport. We are committed to ensuring that you will have the best possible opportunity to do the best possible job. This is a relationship that we want to continue for a great many years. You will experience at first hand all the passion and excitement that accompanies British Horseracing, while performing a crucial function at the heart of the raceday operation. You will also become part of the Authority team with the opportunity in time, and if you wish, of moving into other roles within the regulatory framework where you can contribute, such as our committees and the many ad hoc groups that operate in order to address issues in the sport.
10. Stewarding is unpaid but you are entitled to claim a motor mileage allowance (currently 40p per mile) for each racecourse return journey.

Your Role

11. You are there to act in the interests of racing as a whole, and to ensure that the sport is clean and fair, and seen as being clean and fair.
12. In looking for potential breaches of the Rules, Stewards watch each race live from various positions designed to give the best possible view of the action. They will then review each race in full back in the Stewards Room, with the benefit of at least four separate camera angles, including a head-on and side-on view of the home straight, and scout view from the rear of the field at all times.
13. Stewards pay particular attention to interference, horses not running on their merits and potential misuse of the whip. They also have the power to request any horse to be dope tested after a race.
14. Normally two Stipendiary Stewards will be on the racecourse to advise on relevant aspects of the Rules and conduct of the meeting and to assist you in your decision making using the Guide to Procedures and Penalties.

Your Credentials

15. Stewards come from a wide range of backgrounds and occupations, but all have an interest in and knowledge of racing.
16. The essential qualities for a Steward are:
 - **Good character:** to have personal integrity and enjoy the respect and trust of others.
 - **Understanding and communication:** to be able to understand the Rules and procedures, assimilate evidence and communicate with authority.
 - **Maturity and sound temperament:** to have an awareness and understanding of the sport's participants, and a sense of fairness.
 - **Sound judgement:** to be able to think logically, weigh up what you see and hear, and reach sound decisions.
 - **Team player:** always to act as a member of a panel and as part of the wider raceday team.
17. Finally, it is an advantage, though not essential, to have race-riding or other practical racing, or equestrian experience.

Formal Qualifications

18. No formal, academic, legal or racing qualifications are required in order to apply.

Age Requirement

19. Although there is no lower age limit to apply, applicants are not normally accepted for training above the age of 60. Stewards are normally asked to retire at the age of 70.

Health and Disability

20. For your application as a Stewards to be accepted you must be able to carry out all the work that the role involves.

Selection

21. You can apply to become a Steward at the following address:

Racecourse Stewarding Executive
British Horseracing Authority
151 Shaftesbury Avenue
London
WC2H 8AL

22. Initially, all applicants are asked to fill in an application form and return it to the above address. If considered suitable, you will first be asked to see a member of the Authority's Stewarding Committee, either in our London

offices or on the racecourse. If selected, and should there be an available vacancy on a panel in your area, you will commence training.

23. Even if you have the qualities as outlined above, you will not be able to become a steward if you or your spouse are currently:
- an official appointed by the Authority;
 - a licensed trainer or jockey;
 - a bloodstock agent;
 - a representative of the media;
 - a licensed bookmaker.

Initial training

24. Your initial training will see you join the Trainee Stewards Scheme, supervised and rostered by a member of the Authority's Raceday Operations and Regulation team. All new Stewards undergo at least ten days training on the racecourse prior to another four days as an extra member of the panel they are to join. In addition to racecourse training, you will be expected to attend a one day induction seminar.
25. As part of your racecourse training, you will spend time with the following:
- Stipendiary Stewards;
 - Clerk of the Course;
 - Clerk of the Scales;
 - Judge;
 - Starter (Flat and Jump);
 - Veterinary Officer and Veterinary Surgeon;
 - Handicapper.

In addition you will be invited to visit the Authority's head office.

26. All of the above, with the exception of the Clerk of the Course and the Veterinary Surgeon (who are racecourse employees), are employees of the Authority.
27. During your training you will be continually assessed. If you are considered unsuitable at any time, you will be asked to leave the scheme.
28. Following your ten days training, you will join a panel for a probationary period. Initially, you will observe enquiries but after four days you will become a voting member of a panel. After a full year a Stewarding Committee assessor will report on your progress and the Stewarding Committee will decide whether you should become a full Steward. Again, if at any stage during the probationary period it is considered that you are unsuitable, you will be asked to leave the scheme.

Ongoing Training and Assessment

29. Once approved, Stewards are trained and assessed on an ongoing basis. All Stewards must attend an annual training seminar. At these seminars, both oral and written assessment takes place.
30. After about five years, suitable candidates may be invited by the Stewarding Committee to become a Chairman. In this case they will be expected to attend and pass an assessment seminar consisting of one day's training in London and one day acting as a chairman on the racecourse.
31. On the racecourse, Stewards are subject to appraisal by designated assessors who will submit reports on the performance of Stewards with whom they have served.

RACING JURISDICTIONS

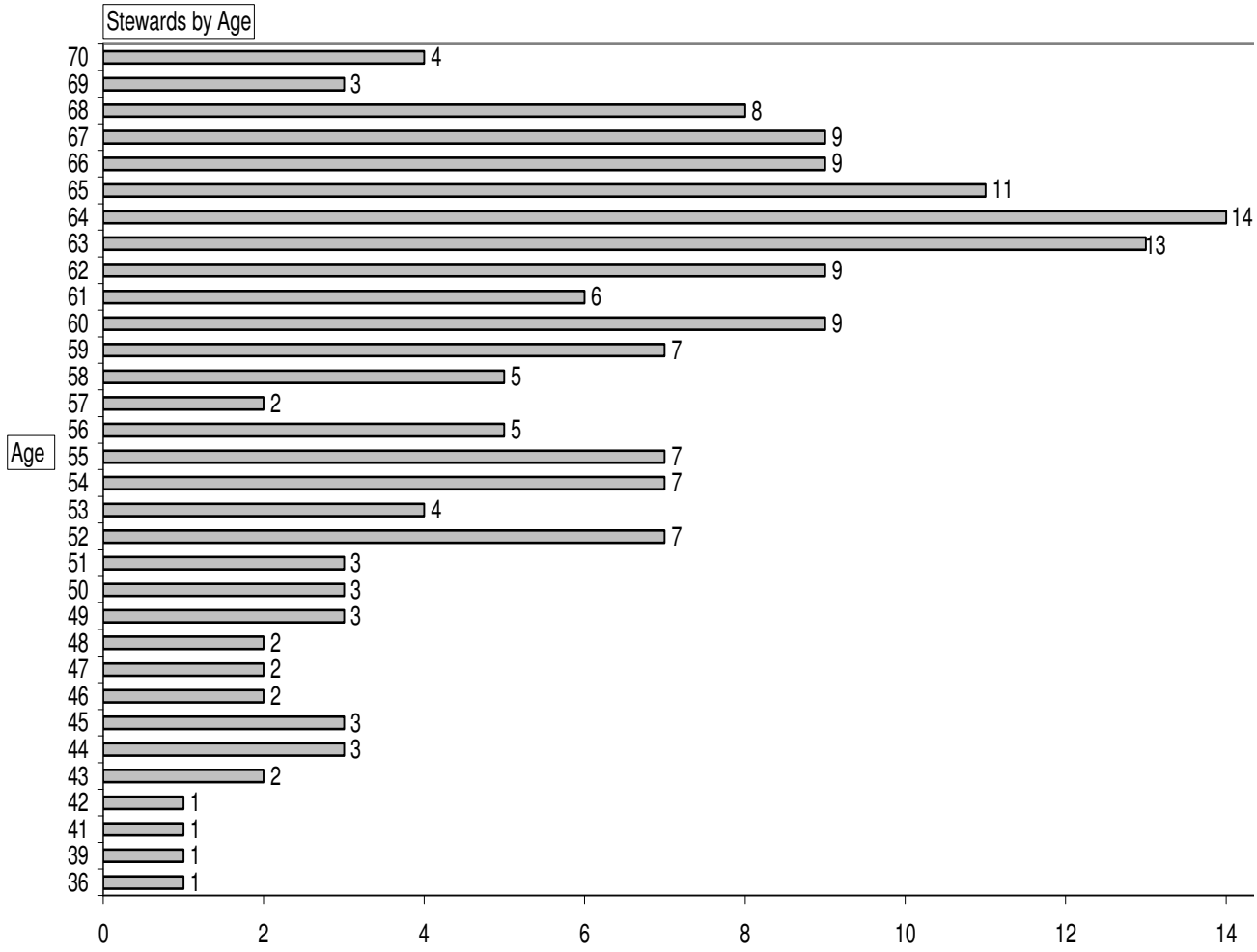
France	Professional / Amateur
Ireland	Professional / Amateur
Germany	Amateur
Italy	Professional / Amateur
South Africa	Professional
Japan	Professional
Hong Kong	Professional / Amateur
Australia	Professional
USA	Professional

COMPARATIVE COSTS**PROPOSAL: Local Stewards or Stipendiary Stewards**

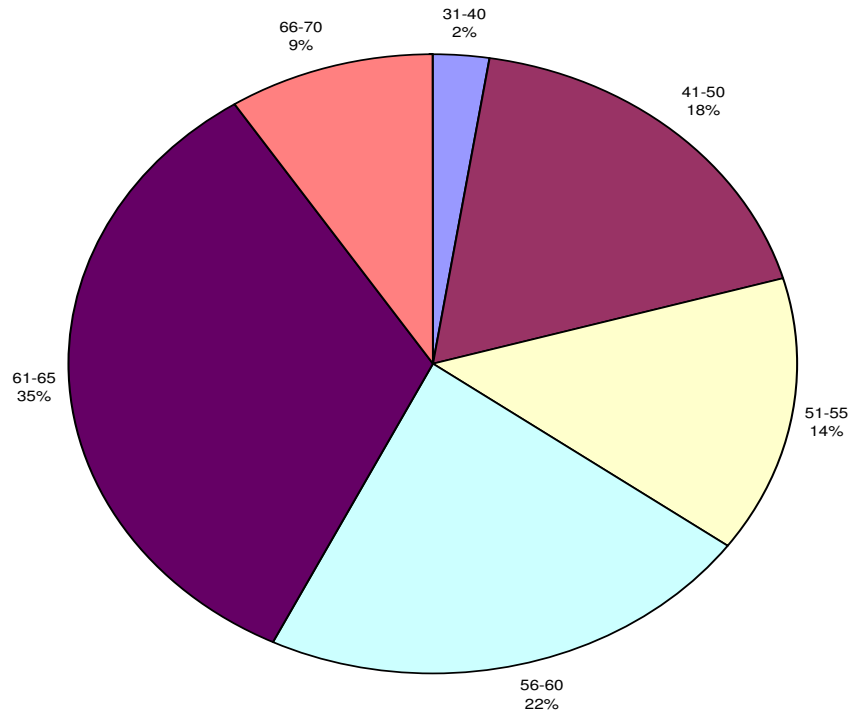
Assumptions: Any new full-time Stipendiary Steward will work 200 days
 Number of fixtures for 2009 = 1,480 (of which 100 are major racedays)
 Current complement of Stipendiary Stewards is 17 full time staff under old contract
 Old contract requires staff to work 190 days
 Cost of each new member of staff (salary, pensions, other social costs, car) = £65,394

	Option I	Option II	Option III
Requirement	3 Stipendiary Stewards at regular meeting; 4 at major race meetings Equivalent man-days covered by current staff is (17*190) = 3,230	2 Stipendiary Stewards at 520 regular meeting; 3 at 860 regular meetings; 4 at major race meetings Equivalent man-days covered by current staff is (17*190) = 3,230	4 Stipendiary Stewards at regular meeting; 5 at major race meetings Equivalent man-days covered by current staff is (17*190) = 3,230
Implications	Total man-days required to cover 2009 fixtures under proposal I = 4,540 Additional days required for 2009 = 1,310 Therefore number of new staff required approximately (1310 divided by 200) = 6.55 rounded up to 7 Suggested round up to cover abandonments, sickness, training etc Additional personnel costs = £457,758 Additional fixture related expenses = £50,000 Total additional costs = £507,758	Total man-days required to cover 2009 fixtures under proposal II = 4,020 Additional days required for 2009 = 790 Therefore number of new staff required approximately (790 divided by 200) = 3.95 rounded up to 4 Suggested round up to cover abandonments, sickness, training etc Additional personnel costs = £261,576 Additional fixture related expenses = £30,000 Total additional costs = £291,576	Total man-days required to cover 2009 fixtures under proposal III (100 days x 5 + 1,380 days x 4) = 6,020 Additional days required for 2009 = 2,790 Therefore number of new staff required approximately (2,790 divided by 200) = 13.95 rounded up to 14 Suggested round up to cover abandonments, sickness, training etc Additional personnel costs = £915,516 Additional fixture related expenses = £100,000 Total additional costs = £1,015,516
Financial Impact	Funding to be found from existing Stewards budget Available funding = £263,920 Additional funding required = £243,838	Funding to be found from existing Stewards budget Available funding = £263,920 Additional funding required = £27,656	Funding to be found from existing Stewards budget Available funding = £263,920 Additional funding required = £751,596

AGES OF STEWARDS – NOVEMBER 2008



AGES OF STEWARDS – NOVEMBER 2008



NEW APPLICANT'S TRAINING

Trainee Stewards Schedule

1. Trainee Stewards spend 10 days on the racecourse with officials in order that they have an understanding of other duties and roles carried out by members of the raceday team. They can spend their 10 days at any course of their choosing providing it is convenient with all concerned. They will divide their time between the following officials during their 10 days:
 - Stipendiary Stewards
 - Clerk of Scales
 - Clerk of the Course
 - Starter
 - Judge
 - Veterinary Officer and Veterinary Surgeon
 - Handicapper
2. Following completion of their 10 days training, attendance at a New Steward's Seminar and after receiving a satisfactory report from a Stewarding Committee Assessor, trainee Stewards will then complete 4 days as a supernumerary member of their appointed racecourse panel. They will join their panel on probation and after a year a Stewarding Committee Assessor will recommend a trainee be 'signed off' as a full Steward or, if their performance is below expectation, they may be asked to leave the system or have their probation extended.
3. An experienced Steward from the panel on which the trainee is expected to act will be appointed as a mentor at the start of this process and will remain in that role until the end of the probationary process.

NEW CHAIRMEN'S SEMINAR PROPOSAL

1. Firstly, a 1 day seminar in London will cover, but is not limited to, the following:
 - Duties as a Chairman;
 - Rule 153 (Interference)
 - Instruction H9 (Whip)
 - Rules 155-158 (Running and Riding)
2. Video examples of incidents will be shown and 'mock' enquiries will be carried out in the classroom.
3. Following the day in the classroom, the candidate will then act as a Chairman on a racecourse at which either the Head of Stewarding, the Chairman of the Stewarding Committee or a member of the Stewarding Committee will assess the performance of the individual throughout the day.

STEWARDED COMMITTEE TERMS OF REFERENCE

PURPOSE

- To approve the appointment of Stewards of Meetings and Stewards Panel Chairmen annually and, where necessary, withdraw their appointment.
- To determine the training of Stewards of Meetings and Stewards Panel Chairmen in conjunction with the Head of Stewarding
- To assess the performance of Stewards of Meetings and Stewards Panel Chairmen in conjunction with the Head of Stewarding.
- To propose to the Regulatory Committee, the criteria for the appointment, training and assessment of Stewards of Meetings and Stewards Panel Chairmen, in conjunction with the Head of Stewarding.

MEMBERSHIP

- The Committee is comprised of a Chairman nominated by the Head of Stewarding and the appointment approved by the Regulatory Committee.
- There shall be 6 regional representatives, nominated by the Head of Stewarding and the Chairman of the Stewarding Committee.
- *Appointments to the Stewarding Committee shall be for a period of up to three years, which may be extended at the discretion of the Chairman and the Members acting unanimously.*

QUORUM

- The quorum necessary for the transaction of business shall be 5 members plus the chair but when attendance is not possible by a member of the Committee, a written submission will be sought.

FREQUENCY OF MEETINGS

- The Committee ordinarily meets twice a year, normally in June and November.

MINUTES OF MEETINGS

- The Committee shall cause minutes to be made of the proceedings and resolutions of all its meetings, including recording the names of those present and in attendance.
- Minutes shall be circulated promptly to all members of the Committee and once agreed made available through the Head of Stewarding to the Regulatory Committee.

DUTIES

- To carry out the purposes of the Stewarding Committee as detailed in Paragraph 1 above.

OTHER

- The Chairman and Members of the Stewarding Committee shall abide by the Regulatory Committee's 'Code of Conduct'.
- The Chairman and Members of the Steward Committee are expected to register personal or business interests which may relate to horseracing as outlined in Paragraph 30 of the Code of Conduct. The Register of Interests is maintained by the Racecourse Stewarding Executive.
- Fees will be paid to the Chairman and the Members of the Stewarding Committee at a level to be determined by the Board of the British Horseracing Authority and to be reviewed annually.
- Expenses of office should be charged on a monthly basis. The prevailing expense account policy for Directors of the British Horseracing Authority will apply.
- Committee Chairmen and Members of the Stewarding Committee are considered officers of the British Horseracing Authority and as a result, the Directors and Officers Third Party liability insurance will apply

DUTIES OF A STEWARD

- Principle duty is to ensure that racing is run in accordance with the Orders and Rules of Racing;
- Stewards should acquaint themselves with all the various raceday officials and may wish to accompany them from time to time throughout the course of racing, provided they are not required for other duties and with the consent of the relevant officials.
- Chairman should arrive in sufficient time to walk the course, inspect the ground and establish the state of the going; acquaint himself with any alterations which have been made to the course after making contact with the C of C;
- Chairman responsible for the deployment of Stewards whose duties should rotate throughout the meeting, by drawing up a Steward's Duty Roster;
- Chairmen to convene enquiries;
- Stewards should be at the course at least 45 minutes before to attend the pre-race briefing;
- Stewards to listen and view races on the monitor in the Steward's Room televised by the outside broadcasters;
- Stewards will attend the parade ring prior to each race;
- Steward in the Head On box to watch the horses go to the start;
- Stewards should watch racing from the position alternative to the main viewing box;
- For races started by flag, Stewards observe the start;
- At least one race per day, a Steward should observe a start;
- Stewards should observe from any point of the course as the Chairman considers necessary;
- If the Chairman thinks necessary, Stewards should concentrate on identifying possible non-triers;
- Once re-assembled in the Steward's Room following a race, unless an enquiry has been called, all Stewards, together with the Stipes, will re-examine all video angles to satisfy themselves there are no grounds for holding an enquiry;
- All Stewards to attend an annual seminar, Chairmen to attend a bi-annual Refresher Seminar in addition to the annual seminar.

MAJOR MEETINGS

Cheltenham Festival
Aintree Grand National Meeting
Ayr Scottish Grand National Meeting
Sandown Park Finale Meeting
Newmarket Guineas Meeting
Chester May Meeting
York Trials Meeting
Newbury Lockinge Meeting
Epsom Derby Meeting
Royal Ascot
Newcastle Plate Meeting
Sandown Park Eclipse Meeting
Newmarket July Meeting
Ascot King George VI & Queen Elizabeth Meeting
Glorious Goodwood
York Ebor Meeting
Haydock Park Sprint Cup Meeting
St Leger Meeting, Doncaster
Ayr Western Meeting
Ascot Festival Meeting
Newmarket Cambridgeshire Meeting
Newmarket Champions Meeting
Doncaster Racing Post Trophy Meeting
Doncaster Final Flat Turf Meeting
Cheltenham Open Meeting
Newbury Hennessy Meeting
Sandown Park December Meeting
Cheltenham December Meeting
Kempton Park King George VI Meeting
Chepstow Welsh National Meeting