119TH CONGRESS 1ST SESSION

S. 1770

To protect the health and welfare of certain horses and improve the integrity and safety of horseracing by authorizing States to enter into an interstate compact to develop and enforce scientific medication control rules and racetrack safety rules that are uniform for each equine breed, and for other purposes.

IN THE SENATE OF THE UNITED STATES

May 14, 2025

Mr. Cotton introduced the following bill; which was read twice and referred to the Committee on the Judiciary

A BILL

To protect the health and welfare of certain horses and improve the integrity and safety of horseracing by authorizing States to enter into an interstate compact to develop and enforce scientific medication control rules and racetrack safety rules that are uniform for each equine breed, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE; TABLE OF CONTENTS.
- 4 (a) Short Title.—This Act may be cited as the
- 5 "Racehorse Health and Safety Act of 2025".

1 (b) Table of Contents for

2 this Act is as follows:

- Sec. 1. Short title; table of contents.
- Sec. 2. Definitions.
- Sec. 3. Repeal of the Horseracing Integrity and Safety Act of 2020.
- Sec. 4. Authorization to enter into interstate compact.

TITLE I—RACEHORSE HEALTH AND SAFETY ORGANIZATION

- Sec. 101. Racehorse Health and Safety Organization.
- Sec. 102. Role of States and State racing commissions.
- Sec. 103. Exemption from the Federal Advisory Committee Act.

TITLE II—HORSERACING SCIENTIFIC MEDICATION CONTROL

- Sec. 201. Scientific medication control committees.
- Sec. 202. Horseracing scientific medication control rules.

TITLE III—RACETRACK SAFETY

- Sec. 301. Definition of Committee.
- Sec. 302. Racetrack Safety Committee.
- Sec. 303. Racetrack safety rules.

TITLE IV—RULE VIOLATIONS

- Sec. 401. Prohibited acts.
- Sec. 402. Results management and disciplinary process.
- Sec. 403. Administrative sanctions.

TITLE V—GENERAL PROVISIONS

Sec. 501. Effective dates.

3 SEC. 2. DEFINITIONS.

- 4 In this Act:
- 5 (1) ADVANCE DEPOSIT WAGER.—The term "ad-
- 6 vance deposit wager" means a legal form of pari-
- 7 mutuel wager in which an individual deposits money
- 8 into an account and such funds are used to pay for
- 9 parimutuel wagers made either on-track or off-track.
- 10 (2) BOARD.—The term "Board" means the
- board of directors of the Racehorse Health and Safe-
- ty Organization established under section 101.

1	(3) Breed registry.—The term "breed reg-
2	istry''—
3	(A) means the organization with which an
4	owner or breeder officially registers his or her
5	horse for horseracing; and
6	(B) includes—
7	(i) in the case of Thoroughbreds, the
8	Jockey Club;
9	(ii) in the case of Standardbreds, the
10	United States Trotting Association; and
11	(iii) in the case of Quarter Horses,
12	the American Quarter Horse Association.
13	(4) COVERED HORSE.—The term "covered
14	horse" means any Thoroughbred, Standardbred, or
15	Quarter Horse during the period—
16	(A) beginning on the date of the horse's
17	first timed and reported workout at a racetrack
18	that participates in covered horseraces or at a
19	training facility; and
20	(B) ending on the earlier of—
21	(i) the date on which the horse is per-
22	manently ineligible to be entered in a cov-
23	ered horserace; or
24	(ii) the date of the death of the horse.

- 1 (5) COVERED HORSERACE.—The term "covered 2 horserace" means any horserace involving covered 3 horses that has a substantial relation to interstate 4 commerce, including any horserace that is the subject of interstate off-track wagers or advance deposit wagers.
 - (6) COVERED PERSON.—The term "covered person" means any trainer, owner, breeder, jockey, driver, racetrack, veterinarian, person (as defined in section 1, of title 1, United States Code) licensed by a State racing commission, any agent, assign, or employee of such a person, and any other horse support personnel engaged in the care, training, or racing of covered horses.
 - (7) Equine industry representative" means an organization representing the interests of, and whose membership consists in whole or in part of, owners, breeders, trainers, racetracks, veterinarians, State racing commissions, jockeys, and drivers.
 - (8) IMMEDIATE FAMILY MEMBER.—The term "immediate family member" includes a spouse, domestic partner, mother, father, aunt, uncle, sibling, child, or member of the same household.

1	(9) Interstate compact.—The term "inter-
2	state compact" means the interstate compact en-
3	tered into pursuant to this Act.
4	(10) Interstate off-track wager.—The
5	term "interstate off-track wager" has the meaning
6	given that term in section 3 of the Interstate Horse-
7	racing Act of 1978 (15 U.S.C. 3002).
8	(11) Jockey; driver.—The terms "jockey"
9	and "driver" mean an individual who is a rider or
10	driver of a covered horse in a covered horserace.
11	(12) Member State.—The term "member
12	State" means a State that is a member of the inter-
13	state compact.
14	(13) Owner; Breeder.—The terms "owner"
15	and "breeder" mean an individual who—
16	(A) holds an ownership interest in a cov-
17	ered horse; or
18	(B) is in the business of breeding covered
19	horses.
20	(14) RACETRACK.—The term "racetrack"
21	means an organization or person licensed by a State
22	racing commission to conduct covered horseraces.
23	(15) Racehorse health and safety orga-
24	NIZATION; RHSO.—The terms "Racehorse Health
25	and Safety Organization" and "RHSO" mean the

1	Racehorse Health and Safety Organization estab-
2	lished under section 101.
3	(16) Scientific medication control com-
4	MITTEE.—The term "scientific medication control
5	committee" means a committee established under
6	section 201.
7	(17) STATE RACING COMMISSION.—The term
8	"State racing commission" means an entity des-
9	ignated by State law or regulation that has jurisdic-
10	tion over the conduct of horseracing within the ap-
11	plicable State.
12	(18) Trainer.—The term "trainer" means an
13	individual that is engaged in the training of covered
14	horses and is the recipient of direct or indirect com-
15	pensation or anything of value for such services or
16	expertise.
17	(19) Training facility.—The term "training
18	facility" means a location that—
19	(A) is not a racetrack recognized and des-
20	ignated by the Racehorse Health and Safety
21	Organization; and
22	(B) operates primarily to house covered
23	horses or to conduct official timed workouts or
24	qualifying races.

1	(20) Veterinarian.—The term "veterinarian"
2	means a licensed veterinarian who provides veteri-
3	nary services to covered horses.
4	(21) Workout.—The term "workout"
5	means—
6	(A) a timed running of a horse over a pre-
7	determined distance not associated with a purse
8	race; or
9	(B) the competing of a horse in a harness
10	qualifying race.
11	SEC. 3. REPEAL OF THE HORSERACING INTEGRITY AND
12	SAFETY ACT OF 2020.
13	The Horseracing Integrity and Safety Act of 2020
14	(15 U.S.C. 3051 et seq.) is repealed.
15	SEC. 4. AUTHORIZATION TO ENTER INTO INTERSTATE COM-
16	PACT.
17	(a) In General.—The consent of Congress is given
18	
	for States to enter into an interstate compact in accord-
19	for States to enter into an interstate compact in accordance with this Act.
19 20	
	ance with this Act.
20	ance with this Act. (b) Consent of States.—A State may demonstrate
20 21	ance with this Act. (b) Consent of States.—A State may demonstrate consent to enter into the interstate compact authorized

1	"The State of hereby consents to
2	and enters into the interstate compact established in ac-
3	cordance with the Racehorse Health and Safety Act of
4	2025.".
5	(c) Prohibition on Interstate Off-Track Wa-
6	GERS AMONG NON-MEMBER STATES.—
7	(1) In general.—Subject to, and in accord-
8	ance with, the Interstate Horseracing Act of 1978
9	(15 U.S.C. 3001 et seq.), a host State that is a
10	member State of the interstate compact may allow
11	the interstate transmission of any electronic signal
12	for the purposes of allowing for the placement of
13	interstate off-track wagers or advance deposit wa-
14	gers pertaining to the covered horserace concerned.
15	(2) Exception.—A host State that is not a
16	member State of the interstate compact is prohibited
17	from allowing interstate transmission of any elec-
18	tronic signal for the purposes described in paragraph
19	(1).
20	(3) Host state defined.—In this subsection,
21	the term "host State" means a State in which a
22	horserace subject to an interstate off-track wager
23	takes place.

1 TITLE I—RACEHORSE HEALTH 2 AND SAFETY ORGANIZATION

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3	SEC. 101. RACEHORSE HEALTH AND SAFETY ORGANIZA-
4	TION.
5	(a) In General.—States that are members of the
6	interstate compact shall—
7	(1) establish and participate in an organization,
8	to be known as the "Racehorse Health and Safety
9	Organization" or the "RHSO", to coordinate the de-
10	cision making and actions of the State racing com-
11	mission of each member State; and
12	(2) develop bylaws and rules governing the
13	RHSO, including rules establishing the RHSO as an
14	agency for purposes of subchapter II of chapter 5 of
15	title 5, United States Code.
16	(b) Board of Directors.—
17	(1) IN GENERAL.—The RHSO shall be gov-
18	erned by a board of directors composed of 9 mem-
19	bers, of whom—
20	(A) 5 shall be appointed by the State rac-
21	ing commission of each of the 5 member States
22	that had the greatest number of racing days
23	during the preceding 3-year period, with each
24	such State racing commission appointing 1
25	member; and

1	(B) 4 shall be appointed by the State rac-
2	ing commissions of the remaining member
3	States.
4	(2) Membership.—
5	(A) Chairperson.—The chairperson of
6	the Board shall be elected annually by majority
7	vote from among the members of the Board.
8	(B) Term.—
9	(i) In general.—Except as provided
10	in clauses (ii) and (iii), the term of a mem-
11	ber of the Board shall not exceed 3 years.
12	(ii) Initial appointment.—For pur-
13	poses of staggering terms of appointment,
14	the initial members appointed to the Board
15	by the State racing commissions in the 5
16	member States that had the greatest num-
17	ber of racing days during the prior 3-year
18	period shall serve an initial term of 4
19	years.
20	(iii) Expansion in case of fewer
21	THAN 9 MEMBER STATES.—If, as of the
22	date described in section 501(a), fewer
23	than 9 States have entered the interstate
24	compact, the Board shall add a new mem-

1	ber as each new State enters the interstate
2	compact, up to a maximum of 9 members.
3	(iv) Vacancies.—A vacancy on the
4	Board shall be filled in the same manner
5	as the position was appointed immediately
6	prior to the vacancy. An individual ap-
7	pointed to fill a vacancy occurring before
8	the expiration of the term for which the
9	predecessor of that individual was ap-
10	pointed shall be appointed for the remain-
11	der of that term. When the term of office
12	of a member ends, the member may con-
13	tinue to serve until a successor is ap-
14	pointed.
15	(v) TERM LIMITS.—No member of the
16	Board shall serve more than 3 full terms.
17	(C) Conflicts of interest.—
18	(i) In general.—Each member of
19	the Board shall—
20	(I) before accepting appointment
21	as a member of the Board, disclose
22	any potential conflict of interest;
23	(II) notify the full Board imme-
24	diately upon engaging in any activity

1	that the RHSO determines may be
2	perceived as a conflict of interest; and
3	(III) not less frequently than an-
4	nually, disclose any potential conflict
5	of interest of the member and any ac-
6	tivity engaged in by the member that
7	the RHSO determines may be per-
8	ceived as a conflict of interest.
9	(ii) Recusal required.—A member
10	of the Board shall recuse himself or herself
11	from discussion of any item before the
12	Board if such discussion—
13	(I) relates to the direct financial
14	interest of the member of the Board
15	or an immediate family member of the
16	member of the Board; and
17	(II) does not apply to all covered
18	horses within a breed.
19	(D) REMOVAL AND ETHICS.—The Board
20	may remove by majority vote a member of the
21	Board, including the chairperson of the Board,
22	for—
23	(i) neglect of duty, unethical behavior,
24	or malfeasance in office (including conduct
25	determined by the Board to be injurious to

1	the integrity of horseracing, such as con-
2	tract violations or perjury); or
3	(ii) conviction of a violation of a Fed-
4	eral or State civil or criminal law related
5	to horseracing.
6	(E) Quorum.—In order to consider at a
7	meeting any item requiring the approval of the
8	Board, the Board shall have in attendance at
9	such a meeting (either in person or remotely) a
10	majority of the members of the Board.
11	(c) Duties of the Board.—The duties of Board
12	shall be—
13	(1)(A) to adopt rules with respect to scientific
14	medication control recommended by each scientific
15	medication control committee under section 202; or
16	(B) to modify, or not adopt rules so rec-
17	ommended or adopt alternative rules if the Board
18	determines, by a preponderance of evidence, that
19	such recommendations do not meet the requirements
20	specified in paragraph (4);
21	(2)(A) to adopt rules with respect to racetrack
22	safety recommended by the Racetrack Safety Com-
23	mittee under section 303; or
24	(B) to modify, or not adopt rules so rec-
25	ommended or adopt alternative rules if the Board

1	determines, by a preponderance of evidence, that
2	such recommendations do not meet the requirements
3	specified in paragraph (4);
4	(3) to adopt rules with respect to rule viola-
5	tions, as described in sections 401, 402, and 403;
6	(4) to ensure that any rule adopted under para-
7	graph (1), (2), or (3) is based on generally accepted
8	scientific principles and methods, and to the extent
9	possible, on peer-reviewed scientific data and studies;
10	(5) to hold open meetings with respect to pro-
11	posed rules recommended under sections 202 and
12	303, at which the chairperson of the scientific medi-
13	cation control committee concerned or the chair-
14	person of the Racetrack Safety Committee, as appli-
15	cable, or the representative of such chairperson,
16	shall present such proposed rules;
17	(6) not later than 45 days before any such
18	meeting is to be held—
19	(A) to post on the internet website of the
20	RHSO any proposed rule described in para-
21	graph (1) or (2) (or modifications to such rules)
22	under consideration at such meeting; and
23	(B) to submit to each State racing com-
24	mission (and to any other individual upon re-

quest) notification of such meeting;

- (7) to adopt any rule under paragraphs (1),
 (2), or (3) by a vote of not less than a two-thirds
 majority of the Board, determine the effective date
 of any such rule, and update any such rule in accordance with the process established under paragraphs (5) and (6);
 - (8) after notice and an opportunity for public comment, in consultation with the State racing commissions, to develop and maintain a nationwide database of racehorse safety, performance, health, and injury information for the purpose of conducting an epidemiological study;
 - (9) in carrying out paragraph (8), to require covered persons and equine industry representatives to collect and submit for inclusion in such database such information as the RHSO considers necessary to further the goal of increased horse welfare;

(10) with respect to covered persons—

- (A) subject to section 102, to issue subpoenas and investigate rule violations; and
- (B) to refer to the appropriate State racing commission any such violation for enforcement action unless the State racing commission concerned agrees to give that enforcement authority to the RHSO;

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1	(11) in consultation with member States, to de-
2	velop uniform standards for veterinarian's and stew-
3	ard's lists and uniform procedures for entering
4	horses on, and removing horses from, such lists;
5	(12) to establish, and conduct oversight activi-
6	ties with respect to, the scientific medication control
7	committees under section 201 and the Racetrack
8	Safety Committee under 302;
9	(13) in carrying out paragraph (12), with re-
10	spect to members of the committees referred to in
11	that paragraph—
12	(A) to assess such members for potential
13	conflicts on a case-by-case basis; and
14	(B) to determine, in the sole discretion of
15	the Board, whether the potential conflict re-
16	quires removal from the committee or denial of
17	the opportunity to vote on an item pending be-
18	fore the relevant committee;
19	(14) to carry out activities described in sub-
20	section (e) relating to laboratory accreditation; and
21	(15) to ensure that member States comply with
22	the terms of this Act, the interstate compact, and
23	the rules adopted by the Board under this section,
24	including the prohibition on interstate off-track wa-

1	gers among non-member States specified in section
2	4(c).
3	(d) Funding.—
4	(1) Initial funding.—The RHSO, acting
5	through the Board, shall assess an initial fee from
6	each State racing commission of a member State in
7	an amount determined by the Board to be sufficient
8	to cover the startup costs of the racing commission
9	for the first full year that begins after the effective
10	date specified in section 501(a).
11	(2) Permanent funding.—
12	(A) Assessment and collection of
13	FEES BY STATES.—
14	(i) In general.—Beginning on a
15	date determined by the RHSO, each State
16	racing commission of a member State shall
17	remit to the RHSO an amount of fees de-
18	termined under subparagraph (B), in ac-
19	cordance with a schedule developed by the
20	RHSO.
21	(ii) Determination of methods.—
22	Each State racing commission of a mem-
23	ber State shall determine, subject to the
24	applicable laws, regulations, and contracts
25	of the State concerned, the method by

1	which the amount of fees determined in ac-
2	cordance with subparagraph (B) shall be
3	allocated, assessed, and collected.
4	(B) Annual calculation of amounts
5	REQUIRED.—
6	(i) In general.—For the first year
7	in which fees are collected under this sub-
8	section, not later than the date determined
9	by the RHSO, and not later than Novem-
10	ber 1 each year thereafter, the RHSO shall
11	determine and provide to each State racing
12	commission the estimated amount required
13	from each member State—
14	(I) to fund the proportionate
15	share of the member State of the ex-
16	penditures incurred in administering
17	the horseracing scientific medication
18	control rules under subsection $(c)(1)$
19	and the racetrack safety rules under
20	section subsection $(c)(2)$ for each
21	breed of covered horses racing in cov-
22	ered horseraces in the State; and
23	(II) to liquidate any loan under-
24	taken or other debt incurred to cover
25	a shortfall in fees assessed for the

1	current calendar year and any pre-
2	ceding calendar year.
3	(ii) Basis of Calculation.—The
4	amounts calculated under clause (i) shall
5	be based on the annual breed-specific
6	budget of the RHSO for the breed in that
7	State for the following year as approved by
8	the Board after taking into account—
9	(I) the projected number of rac-
10	ing starts for the year separately for
11	each breed in that State; and
12	(II) any other sources of RHSO
13	income.
14	(C) STATE RACING COMMISSION ASSESS-
15	MENT.—
16	(i) Sources.—A State may fund the
17	amount required under subparagraph
18	(B)(i) from a variety of sources, including
19	foal registration fees, sales contributions,
20	starter fees, track fees, and other fees on
21	covered persons.
22	(ii) Breed-specific assessments.—
23	(I) In General.—In assessing
24	fees to meet the requirement under
25	subparagraph (B), a State racing

1	commission shall assess fees on a
2	breed-specific basis, for the
3	Standardbred, Thoroughbred, and the
4	Quarter Horse industries operating
5	within that State.
6	(II) Elements.—Each assess-
7	ment under subclause (I) shall be spe-
8	cifically earmarked for the develop-
9	ment, refinement, and maintenance
10	of—
11	(aa) horseracing scientific
12	medication control rules con-
13	sistent with subsection $(c)(1)$
14	that are specific and limited to
15	the unique performance model
16	and developed safety protocols
17	for each breed; and
18	(bb) racetrack safety rules
19	consistent with subsection $(c)(2)$
20	that are specific and limited to
21	the unique performance model
22	and developed safety protocols
23	for each breed.
24	(iii) No commingling.—A State rac-
25	ing commission of a member State shall

1	ensure that funds assessed by the member
2	State for a single breed of covered horses
3	shall not be commingled for the use or sub-
4	sidy of any other breed of covered horses.
5	(D) Three-fourths majority vote re-
6	QUIRED FOR RATE INCREASES.—In the case of
7	a proposed increase in the amount required
8	under subparagraph (B)(i) that exceeds 5 per-
9	cent, such increase shall only become effective if
10	the increase is approved by a vote of not less
11	than a three-fourths majority of the Board.
12	(3) Borrowing.—The RHSO may incur debt
13	to carry out the duties of the RHSO but may not
14	accept loans from any covered person or equine in-
15	dustry representative.
16	(e) Testing Laboratories.—
17	(1) IN GENERAL.—The RHSO shall review ex-
18	isting rules relating to laboratory accreditation and
19	testing standards issued by the State racing commis-
20	sions and the National Veterinary Services Labora-
21	tories of the Animal and Plant Health Inspection
22	Service of the Department of Agriculture.
23	(2) Administration.—
24	(A) IN GENERAL.—The RHSO shall select
25	an accreditation body to conduct the accredita-

- tion of laboratories and the audits of laboratories so accredited to ensure compliance with rules issued under subsection (c)(1).
 - (B) AUTHORITY.—The accreditation body selected under subparagraph (A) shall have the authority to require specific test samples to be directed to, and tested by, laboratories with special expertise in the required tests.
 - (C) CONDITION OF ACCREDITATION.—The accreditation body so selected shall ensure that each laboratory seeking accreditation to conduct testing of covered horses has a relationship with a national laboratory, such as the National Veterinary Services Laboratories of the Animal and Plant Health Inspection Service.

(3) Selection of Laboratories.—

- (A) In General.—A State racing commission may select, for purposes of testing samples from covered horses racing in covered horseraces in the State concerned, a laboratory accredited by the accreditation body selected under paragraph (2).
- (B) SELECTION BY THE RHSO.—If a State racing commission selects a laboratory that is not accredited by the accreditation body se-

lected under paragraph (2), the RHSO shall se-1 2 lect a laboratory accredited by the accreditation 3 body selected under paragraph (2) to test sam-4 ples taken in that State. SEC. 102. ROLE OF STATES AND STATE RACING COMMIS-6 SIONS. 7 (a) Enforcement Authority.— 8 (1) STATE ELECTION TO ENFORCE.—A State 9 racing commission may elect to exercise enforcement 10 authority with respect to the rules issued under 11 paragraphs (1) and (2) of section 101(c) within the 12 State concerned. 13 (2) RHSO RULES.—If a State racing commis-14 sion does not make the election described in para-15 graph (1), the RHSO shall enforce the rules issued 16 under paragraphs (1) and (2) of section 101(c) with-17 in the State, pursuant to a memorandum of under-18 standing entered into with the RHSO. 19 (b) Preemption.—The rules of the RHSO promul-20 gated in accordance with this Act shall preempt any provi-21 sion of State law or regulation of member States with re-22 spect to matters within the jurisdiction of the RHSO. 23 (c) Unfair or Deceptive Acts or Practices.— Each member State shall, as a condition of being a mem-

ber of the interstate compact, have in effect a statute that

1	treats as an unfair or deceptive act or practice the sale
2	of a covered horse, or of any other horse in anticipation
3	of its future participation in a covered race, if the seller—
4	(1) knows or has reason to know the horse has
5	been administered—
6	(A) a bisphosphonate prior to the horse's
7	fourth birthday; or
8	(B) any other substance or method the
9	RHSO determines has a long-term degrading
10	effect on the soundness of the covered horse;
11	and
12	(2) fails to disclose to the buyer the administra-
13	tion of the bisphosphonate or other such substance
14	or method.
15	SEC. 103. EXEMPTION FROM THE FEDERAL ADVISORY COM-
16	MITTEE ACT.
17	The RHSO and any committee or subcommittee of
18	the RHSO are not subject to chapter 10 of title 5, United
19	States Code (commonly referred to as the "Federal Advi-
20	sory Committee Act'')

1 TITLE II—HORSERACING SCI-

2 ENTIFIC MEDICATION CON-

TROL

4	SEC. 201.	SCIENTIFIC	MEDICATION	CONTROL	COMMITTEES
т.	0110. 201.		MEDICALION	CONTINUE	

- 5 (a) In General.—For purposes of developing, up-
- 6 dating, and implementing a set of proposed rules with re-
- 7 spect to horseracing scientific medication control for cov-
- 8 ered horses, covered persons, and covered horseraces, the
- 9 RHSO shall establish a scientific medication control com-
- 10 mittee with respect to each breed of horses involved in a
- 11 covered horserace, as follows:
- 12 (1) A Standardbred Racing Scientific Medica-
- tion Control Committee.
- 14 (2) A Quarter Horse Racing Scientific Medica-
- tion Control Committee.
- 16 (3) A Thoroughbred Racing Scientific Medica-
- tion Control Committee.
- 18 (b) Duties.—Each scientific medication control com-
- 19 mittee shall draft proposed rules regarding scientific medi-
- 20 cation control, in accordance with subsection (e), and shall
- 21 recommend the proposed rules to the Board.
- 22 (c) Meetings.—Except as provided in subsection
- 23 (e), meetings of a scientific medication control committee
- 24 may be closed.
- 25 (d) Membership.—

1	(1) Composition.—Each scientific medication
2	control committee shall be composed of 7 members,
3	as follows:
4	(A) REGULATORY MEMBERS.—Three mem-
5	bers of each scientific medication control com-
6	mittee shall be appointed—
7	(i) by the Board from within the
8	equine industry; and
9	(ii) based on their knowledge of
10	equine exercise physiology, forensic toxi-
11	cology, or equine pharmacology.
12	(B) Industry members.—Four members
13	of each scientific medication control committee
14	shall be appointed as follows:
15	(i) For the Standardbred Racing Sci-
16	entific Medication Control Committee, such
17	appointments shall be made by the United
18	States Trotting Association.
19	(ii) For the Quarter Horse Racing
20	Scientific Medication Control Committee,
21	such appointments shall be made by the
22	American Quarter Horse Association.
23	(iii) For the Thoroughbred Racing
24	Scientific Medication Control Committee,
25	such appointments shall be made by the

1	National Horsemen's Benevolent and Pro-
2	tective Association.
3	(2) Qualifications.—
4	(A) In general.—The members of a sci-
5	entific medication control committee appointed
6	under paragraph (1)(B) shall—
7	(i) have significant, recent experience
8	in medication control or toxicology re-
9	search; and
10	(ii) hold a doctorate of philosophy or
11	equivalent degree.
12	(B) Additional qualifications.—Of
13	the members appointed under paragraph
14	(1)(B)—
15	(i) at least 1 member shall be a math-
16	ematician or statistician with experience in
17	threshold determination;
18	(ii) at least 1 member shall be an
19	equine exercise physiologist;
20	(iii) at least 1 member shall be an
21	equine pharmacologist; and
22	(iv) at least 1 member shall be an an-
23	alytical chemist.
24	(3) Term.—

1	(A) In general.— Except as provided in
2	subparagraph (B), the term of each member of
3	a scientific medication control committee shall
4	not exceed 3 years.
5	(B) Initial term.—For purposes of stag-
6	gering the terms of appointment, the members
7	first appointed under paragraph (1)(A) shall
8	serve an initial term of 4 years.
9	(C) Limitation.—No member of a sci-
10	entific medication control committee may serve
11	as a member on more than 2 scientific medica-
12	tion control committees.
13	(D) No term limits.—The term of a
14	member of a scientific medication control com-
15	mittee is renewable for an indefinite number of
16	terms.
17	(4) Chairperson.—The chairperson of each
18	scientific medication control committee shall be
19	elected annually from among the members of the sci-
20	entific medication control committee by majority
21	vote of the scientific medication control committee.
22	(5) Conflicts of interest.—Each member
23	appointed to a scientific medication control com-
24	mittee shall, before the beginning of any meeting of

the scientific medication control committee, declare

- any conflicts of interest directly pertinent to the
 agenda of such meeting.
 - (6) QUORUM.—In order to consider at a meeting any rule being proposed to the Board, each scientific medication control committee shall have in attendance at such a meeting (either in person or remotely) a majority of the members of the scientific medication control committee.

(e) Rules for Scientific Medical Control.—

- (1) Adoption of Rules.—Not later than 90 days before the consideration of a rule (or a modification to such a rule), each scientific medication control committee shall hold an open meeting at which covered persons or their representatives may provide input.
- (2) Notice of Meeting.—Not later than 45 days before the date on which the meeting referred to in paragraph (1) is to be held, the agenda, location, and date of such meeting shall be—
- (A) posted on the internet website of the RHSO:
- 22 (B) submitted to the Racing Medication 23 and Testing Consortium, the Harness Racing 24 Medication Collaborative, and the American

1	Quarter Horse Association Medication Com-
2	mittee; and
3	(C) provided to any individual or entity re-
4	questing such information.
5	(3) RECORDING OF INPUT.—If any input from
6	a covered person (or a representative of a covered
7	person) is provided during a meeting referred to in
8	paragraph (1), or provided in writing, such input
9	shall be transcribed and recorded and made part of
10	the record of the scientific medication control com-
11	mittee concerned.
12	(4) REVIEW OF MEDICATION AND THRESHOLD
13	RULES.—
14	(A) IN GENERAL.—Each scientific medica-
15	tion control committee shall review—
16	(i) all existing medication and thresh-
17	old rules issued by State racing commis-
18	sions with respect to covered horses; and
19	(ii) all available research on medica-
20	tion thresholds for covered horses.
21	(B) Penalty recommendations.—A sci-
22	entific medication control committee may revise
23	penalty recommendations with respect to each
24	substance reviewed as part of the medication
25	and threshold review under subparagraph (A).

1	(C) Medications.—Each scientific medi-
2	cation control committee shall—
3	(i) review the development of any new
4	medication on an ongoing basis to deter-
5	mine whether such medication should be
6	subject to the medication control rules
7	issued pursuant to section 101(c); and
8	(ii) if the scientific medication control
9	committee determines that such a medica-
10	tion should be subject to such rules, the
11	scientific medication control committee
12	shall develop and submit to the Board for
13	approval proposed modifications to such
14	rules to include such medication.
15	SEC. 202. HORSERACING SCIENTIFIC MEDICATION CON-
16	TROL RULES.
17	(a) Applicability.—Scientific medication control
18	rules issued under section 101(c)(1) for each breed of cov-
19	ered horse shall apply to—
20	(1) covered horseraces, covered persons, and
21	covered horses in member States; and
22	(2) any covered horse or covered person from a
23	State that is not a member State that seeks to race
24	in a covered horserace in a member State.
25	(b) Development of Proposed Rules.—

1	(1) In general.—In developing proposed sci-
2	entific medication control rules with respect to a
3	breed of covered horses, to the extent possible, a sci-
4	entific medication control committee shall—
5	(A) use scientific methods;
6	(B) address all topics set forth in sub-
7	section (e); and
8	(C) take into account the unique charac-
9	teristics and needs of such breed and its racing
10	performance model, including the varying num-
11	ber and nature of races each year for the breed.
12	(2) Transition.—Until the date on which
13	rules issued by the RHSO pursuant to section
14	101(c) become effective, the rules of the State con-
15	cerned shall apply with respect to the administration
16	of medication to covered horses racing in covered
17	horseraces in that State.
18	(e) Elements.—The proposed rules referred to in
19	subsection (b) shall provide—
20	(1) that—
21	(A) a covered horse may only compete in
22	a covered horserace if the horse is—
23	(i) free from the active pharma-
24	cological effect of medications, other for-
25	eign substances, and methods that enhance

1	the natural performance of the covered
2	horse; and
3	(ii) unencumbered by—
4	(I) foreign substances; and
5	(II) diseases or conditions;
6	(B) a covered horse that is injured or de-
7	termined by a veterinarian to be unsound may
8	not train or participate in a covered horserace;
9	(C) the use of medications, other foreign
10	substances, and treatment methods that mask
11	pain in order to allow an injured or unsound
12	covered horse to train or race in a covered
13	horserace shall be prohibited;
14	(D) with respect to the uniformity of rules,
15	standards, procedures, and protocols regulating
16	medication and treatment methods for covered
17	horses and covered horseraces, such rules,
18	standards, procedures, and protocols—
19	(i) shall be uniform within each breed
20	of covered horse; and
21	(ii) shall not be imposed on all 3
22	breeds unless specifically adopted by the
23	scientific medication control committee for
24	each breed; and

1 (E) breed-specific rules, standards, proce2 dures, and protocols shall include breed-specific
3 permissible thresholds, medication withdrawal
4 guidelines, and other breed-specific concerns
5 with respect to the administration of medica6 tion; and
7 (2) for—
8 (A) the development, in consultation with

- (A) the development, in consultation with the State racing commissions and the National Veterinary Services Laboratories of the Animal and Plant Health Inspection Service of the Department of Agriculture, of a list of permitted and prohibited medications, methods, and substances for each breed of covered horse;
- (B) a process for the review by the scientific medication control committee concerned for the administration of any medication to a covered horse during the 24-hour period preceding the next racing start of the covered horse; and
- (C) the performance and management of test distribution planning (including intelligence-based testing), the sample collection process, and in-competition and out-of-competi-

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1	tion testing (including no-advance-notice test-
2	ing).
3	TITLE III—RACETRACK SAFETY
4	SEC. 301. DEFINITION OF COMMITTEE.
5	In this title, the term "Committee" means the Race-
6	track Safety Committee established under section 302.
7	SEC. 302. RACETRACK SAFETY COMMITTEE.
8	(a) In General.—For the purposes of developing
9	updating, and implementing mandatory horseracing race-
10	track safety rules for covered horses, covered persons, and
11	covered horseraces under this Act, the RHSO shall estab-
12	lish a Racetrack Safety Committee.
13	(b) Duties.—The Committee shall—
14	(1) draft proposed rules with respect to race-
15	track safety for each horse breed competing in cov-
16	ered horseraces, in accordance with subsection (d);
17	(2) recommend such proposed rules to the
18	Board; and
19	(3) for purposes of making such recommenda-
20	tions, obtain testimony or other documented com-
21	ment from racetrack superintendents from each af-
22	fected breed of covered horses.
23	(c) Membership.—
24	(1) In general.—The Committee shall be
25	composed of 7 members.

1	(2) Regulatory members.—Three members
2	of the Committee shall be representatives of the
3	equine industry, selected by the Board for their
4	knowledge of racetrack safety, management, and
5	maintenance.
6	(3) Industry members.—Four members of
7	the Committee shall be appointed as follows:
8	(A) One member shall be appointed by the
9	United States Trotting Association.
10	(B) One member shall be appointed by the
11	American Quarter Horse Association.
12	(C) One member shall be appointed by the
13	National Horsemen's Benevolent and Protective
14	Association.
15	(D) One member shall be a racetrack su-
16	perintendent appointed by the Association of
17	Racing Commissioners International.
18	(4) Term.—
19	(A) In general.—Except as provided in
20	subparagraph (B), the term of each member of
21	the Committee shall not exceed 3 years.
22	(B) Initial term.—For purposes of stag-
23	gering the terms of appointment, the members
24	first appointed under paragraph (2) shall serve
25	an initial term of 4 years.

1	(C) No term limits.—The term of a
2	member of the Committee is renewable for an
3	indefinite number of terms.
4	(5) Chairperson.—The chairperson of the
5	Committee shall be elected annually from among the
6	members of the Committee by majority vote of the
7	Committee.
8	(6) Conflicts of interest.—
9	(A) IN GENERAL.—Each member of the
10	Committee shall—
11	(i) before accepting appointment as a
12	member of the Committee, disclose any po-
13	tential conflict of interest; and
14	(ii) notify the full Board immediately
15	upon engaging in any activity that the
16	RHSO determines may be perceived as a
17	conflict.
18	(B) Recusal required.—A member of
19	the Committee shall recuse himself or herself
20	from discussion of any item at a meeting of the
21	Committee if such discussion—
22	(i) relates to the direct financial inter-
23	est of any member of the Committee; and
24	(ii) does not apply to all covered
25	horses within a breed.

1	(7) Removal and ethics.—The Board may
2	remove by majority vote a member of the Committee
3	for—
4	(A) neglect of duty, unethical behavior, or
5	malfeasance in office (including conduct deter-
6	mined by the Board to be injurious to the integ-
7	rity of horseracing, such as contract violations
8	and perjury); or
9	(B) conviction of a violation of a Federal
10	or State civil or criminal law related to horse-
11	racing.
12	(8) Quorum.—In order to consider at a meet-
13	ing any rule being proposed to the Board, the Com-
14	mittee shall have in attendance at such a meeting
15	(either in person or remotely) a majority of the
16	members of the Committee.
17	(d) Process for Adoption of Rules.—
18	(1) In general.—Not later than 90 days be-
19	fore the consideration of a proposed rule (or a modi-
20	fication to such a rule), the Committee shall hold an
21	open meeting at which covered persons or their rep-
22	resentatives may provide input.
23	(2) Notice of meeting.—Not later than 45

days before the date on which the meeting referred

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1	to in paragraph (1) is to be held, the agenda, loca-
2	tion, and date of such meeting shall be—
3	(A) posted on the internet website of the
4	RHSO;
5	(B) submitted to the Racing Medication
6	and Testing Consortium, the Harness Racing
7	Medication Collaborative, and the American
8	Quarter Horse Association Medication; and
9	(C) provided to any individual or entity re-
10	questing such information.
11	(3) RECORDING OF INPUT.—If any input from
12	a covered person (or a representative of a covered
13	person) is provided during a meeting referred to in
14	paragraph (1), or provided in writing, such input
15	shall be transcribed and recorded and made part of
16	the record of the Committee.
17	SEC. 303. RACETRACK SAFETY RULES.
18	(a) APPLICABILITY.—The racetrack safety rules es-
19	tablished pursuant to section 101(c)(2) shall apply with
20	respect to covered horses, covered persons, and covered
21	horseraces.
22	(b) DEVELOPMENT OF PROPOSED RULES.—In devel-
23	oping proposed racetrack safety rules, the Committee

24 shall—

1	(1) consult with the State racing commissions;
2	and
3	(2) take into consideration safety standards in
4	use as of the date of the enactment of this Act, in-
5	cluding—
6	(A) the National Thoroughbred Racing As-
7	sociation Safety and Integrity Alliance Code of
8	Standards; and
9	(B) the Association of Racing Commis-
10	sioners International Model Rules.
11	(c) Elements.—The proposed rules referred to in
12	subsection (b) shall include the following:
13	(1) Training and racing safety standards and
14	protocols that—
15	(A) take into account regional differences
16	and the character of different racing facilities
17	that may cause variations based on geo-
18	graphical and environmental differences;
19	(B) are otherwise uniform within each
20	breed of covered horses and unique to the per-
21	formance model of each such breed;
22	(C) are consistent with the humane treat-
23	ment of covered horses: and

1	(D) may include lists of permitted and pro-
2	hibited practices, methods, and track surfaces
3	that affect safety.
4	(2) Track safety standards and protocols, uni-
5	form within each breed of covered horses, which may
6	include rules governing—
7	(A) human and equine injury reporting
8	and prevention; and
9	(B) oversight and movement of covered
10	horses.
11	(3) With respect to the accreditation by the
12	RHSO of racetracks within each breed of covered
13	horses racing in covered horseraces—
14	(A) safety, training, and performance
15	standards of such accreditation;
16	(B) the process by which a racetrack with-
17	in each breed may achieve and maintain such
18	accreditation; and
19	(C) the penalties to be imposed by the
20	RHSO or a State racing commission, as appli-
21	cable, in the case of a racetrack not complying
22	with such standards.
23	(4) In the case of a racetrack that does not, as
24	of the date on which the rules established pursuant
25	to section 101(c)(2) become effective, meet the

1	standards for accreditation issued pursuant to para-
2	graph (3), a process for the extension of provisional
3	or interim accreditation for a period not to exceed
4	1 year—
5	(A) to a racetrack accredited by the Na-
6	tional Thoroughbred Racing Association Safety
7	and Integrity Alliance; and
8	(B) that is—
9	(i) determined at a meeting that takes
10	place on a date during such 1-year period;
11	and
12	(ii) sanctioned by the United States
13	Trotting Association or any entity empow-
14	ered to perform such function on behalf of
15	the American Quarter Horse Association.
16	(5) The establishment and process for main-
17	taining a racing surface quality maintenance system
18	that—
19	(A) takes into account regional environ-
20	mental differences and the character of dif-
21	ferent racing facilities, including differences
22	among breeds; and
23	(B) may include requirements for—
24	(i) track surface design and consist-
25	ency; and

1	(ii) standard operating procedures re-
2	lated to track surface monitoring and
3	maintenance, such as standardized sea-
4	sonal assessment, daily tracking, and
5	measurement.
6	(6) A process for injury and fatality analysis,
7	which may include—
8	(A) pre-training, post-training, and race
9	inspections;
10	(B) use of a veterinarian's list or a stew-
11	ard's list that meet standards specified under
12	section $101(c)(11)$; and
13	(C) jockey, exercise rider, and driver con-
14	cussion protocols.
15	(7) Requirements relating to the conduct of
16	safety and performance research.
17	(8) Rules relating to the establishment of edu-
18	cational programs.
19	TITLE IV—RULE VIOLATIONS
20	SEC. 401. PROHIBITED ACTS.
21	In enforcing the rules issued under section 101(c),
22	the Board shall prohibit the following:
23	(1) Certain nontherapeutic medications and
24	substances, including—

1	(A) the administration to a covered horse
2	of such a medication or substance;
3	(B) the presence of such a medication or
4	substance in a blood, urine, or hair sample of
5	a covered horse;
6	(C) the use or attempted use of such a
7	medication or substance on a covered horse;
8	(D) possession or attempted possession of
9	such a medication or substance;
10	(E) trafficking or attempted trafficking in
11	any such medication or substance; and
12	(F) manufacturing, producing, or formu-
13	lating such a medication or substance.
14	(2) Certain therapeutic medications and sub-
15	stances in quantitative amounts that exceed the ir-
16	relevant concentration present in a covered horse
17	during a prohibited timeframe before or after the
18	covered horse races in a covered horserace, includ-
19	ing—
20	(A) the administration to a covered horse
21	of such a medication or substance;
22	(B) the presence of such a medication or
23	substance in a blood, urine, or hair sample of
24	a covered horse, and

1	(C) the use or attempted use of such a
2	medication or substance on a covered horse;
3	(3) Refusal or failure—
4	(A) without compelling justification, to
5	submit a covered horse for collection of a blood,
6	urine, or hair sample;
7	(B) to cooperate with the RHSO, a State
8	racing commission, or an agent thereof during
9	any investigation;
10	(C) of a covered person to respond truth-
11	fully, to the best of the person's knowledge, to
12	a question of the RHSO, a State racing com-
13	mission, or an agent thereof with respect to any
14	matter under the jurisdiction of such entity;
15	and
16	(D) in the case of a racetrack, to be in
17	compliance with track safety standards.
18	(4) Tampering or attempted tampering with the
19	application of the rules issued or process adopted by
20	the RHSO under section 101(c), including—
21	(A) the intentional interference, or an at-
22	tempt to interfere, with the RHSO, a State rac-
23	ing commission, or an agent thereof;

1	(B) the procurement or the provision of
2	fraudulent information to the RHSO, a State
3	racing commission, or an agent thereof; and
4	(C) the intimidation of, or an attempt to
5	intimidate, a potential witness.
6	(5) Assisting, encouraging, aiding, abetting,
7	conspiring, covering up, or any other type of inten-
8	tional complicity involving a violation of a rule
9	issued under section 101(c) or the violation of a pe-
10	riod of suspension or eligibility imposed on a covered
11	person, covered horse, or covered horserace.
12	(6) Threatening or seeking to intimidate a per-
13	son with the intent of discouraging the person from
14	the good faith reporting to the RHSO, a State rac-
15	ing commission, or an agent thereof, of information
16	that relates to—
17	(A) an alleged violation of a rule issued by
18	the RHSO under section 101(c); or
19	(B) alleged noncompliance with such a
20	rule.
21	SEC. 402. RESULTS MANAGEMENT AND DISCIPLINARY
22	PROCESS.
23	(a) In General.—The Board shall issue rules with
24	respect to the disciplinary process for safety, performance,
25	and scientific medication control rule violations, which

1	may include the existing Model Rules of the Association
2	of Racing Commissioners International.
3	(b) Elements.—The rules and processes issued
4	under subsection (a) shall include the following:
5	(1) The undertaking of investigations at race-
6	track and nonracetrack facilities related to safety
7	violations. In performing investigations, the RHSC
8	and State racing commissions shall seek assistance
9	as needed.
10	(2) Procedures for—
11	(A) investigating, charging, and adjudi-
12	cating violations; and
13	(B) the enforcement of administrative
14	sanctions.
15	(3) A schedule of administrative sanctions for
16	violations.
17	(4) Disciplinary hearings, which may include
18	binding arbitration, mediation, administrative sanc-
19	tions, and research.
20	(5) Management of violation results.
21	(6) Referral for criminal law enforcement inves-
22	tigation.
23	(7) Provisions for notification of safety, per-
24	formance, and scientific medication control rule vio-
25	lations

1	(8) A process by which a noncompliant member
2	State may be removed from the interstate compact
3	by unanimous vote of the remaining member States.
4	(9) Hearing procedures.
5	(10) Standards for burden of proof.
6	(11) Presumptions, including a rebuttable pre-
7	sumption of liability for covered persons who are
8	trainers for any violations of the scientific medica-
9	tion control rules under section $101(c)(1)$.
10	(12) Evidentiary rules.
11	(13) Appeals.
12	(14) Guidelines for confidentiality and public
13	reporting of decisions.
14	(c) Due Process.—The rules established under sub-
15	section (a) shall provide for adequate due process, includ-
16	ing—
17	(1) impartial hearing officers or tribunals com-
18	mensurate with the seriousness of the alleged safety,
19	performance, or scientific medication control rule
20	violation and the possible civil sanctions for such vio-
21	lation;
22	(2) the right to counsel, to confront witnesses,
23	and to have a transcribed record of the proceedings;
24	and

1	(3) the right to have a decision rendered not
2	later than 60 days after the date on which the hear-
3	ing closes.
4	SEC. 403. ADMINISTRATIVE SANCTIONS.
5	(a) In General.—The Board shall—
6	(1) review existing Model Rules of the Associa-
7	tion of Racing Commissioners International applica-
8	ble to a specific breed that impose administrative
9	sanctions against covered persons or covered horses
10	for safety, performance, and medication control rule
11	violations; and
12	(2) subject to subsection (b), issue and update
13	rules relating to administrative sanctions referred to
14	in paragraph (1).
15	(b) Requirements.—The rules issued and updated
16	under subsection (a)(2) shall—
17	(1) take into account the unique aspects of
18	horseracing;
19	(2) be designed to ensure fair and transparent
20	horseraces; and
21	(3) deter safety, performance, and scientific
22	medication control rule violations.
23	(c) Severity.—Administrative sanctions imposed
24	pursuant to the rules issued and updated under subsection
25	(a)(2) may include—

1	(1) lifetime bans from horseracing,
2	disgorgement of purses, monetary fines and pen-
3	alties, and changes to the order of finish in covered
4	races; and
5	(2) with respect to scientific medication control
6	rule violators, an opportunity to reduce the applica-
7	ble administrative sanctions that is comparable to
8	the opportunity provided by the existing Model Rules
9	of the Association of Racing Commissioners Inter-
10	national.
11	TITLE V—GENERAL PROVISIONS
12	SEC. 501. EFFECTIVE DATES.
13	(a) RHSO.—Except as provided in subsections (b)
14	and (c), the provisions of this Act shall take effect on the
15	later of—
16	(1) the date that is 2 years after the date of the
17	enactment of this Act; or
18	(2) the date on which 2 or more States have en-
19	tered into the interstate compact pursuant to section
20	4.
21	(b) Exceptions.—Subsections (c), (d), and (e) of
22	section 101, and titles II, III, and IV of this Act shall
23	take effect 90 days after the date described in subsection

24 (a).

- 1 (c) IMMEDIATE UPON ENACTMENT.—Sections 1, 2,
- 2 and 3 and subsections (a) and (b) of section 4 shall take

3 effect immediately upon the date of the enactment of this

4 Act.

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