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(Original Signature of Member)

116TH CONGRESS
1ST SESSION

H. R. 1754

To improve the integrity and safety of horseracing by requiring a uniform anti-doping and medication control program to be developed and enforced by an independent Horseracing Anti-Doping and Medication Control Authority.

IN THE HOUSE OF REPRESENTATIVES

Mr. TONKO introduced the following bill; which was referred to the Committee on _____

A BILL

To improve the integrity and safety of horseracing by requiring a uniform anti-doping and medication control program to be developed and enforced by an independent Horseracing Anti-Doping and Medication Control Authority.

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.**

4 This Act may be cited as the “Horseracing Integrity
5 Act of 2019”.

1 **SEC. 2. FINDINGS.**

2 Congress finds the following:

3 (1) Recognizing the substantial relation that
4 horseracing has to interstate commerce, Congress
5 enacted the Interstate Horseracing Act of 1978 (15
6 U.S.C. 3001 et seq.) to regulate pari-mutuel wager-
7 ing on horseracing in order to protect and further
8 the horseracing industry of the United States. This
9 Act does not modify or supplement the Interstate
10 Horseracing Act of 1978 or impair or restrict the
11 operation and enforcement of State law or regulation
12 of horseracing with respect to matters unrelated to
13 anti-doping and medication control or for violations
14 of State or Federal criminal law.

15 (2) Approximately 40 percent of the 635,890
16 starts by Thoroughbred, Quarter Horse, and
17 Standardbred racehorses in 2018 were made by
18 horses that competed in more than one State. Those
19 Thoroughbred, Quarter Horse, and Standardbred
20 racehorses which participated in races in more than
21 one State in 2018 made over 55 percent of all
22 United States racing starts that year.

23 (3) Uniform adoption of national anti-doping
24 and medication control standards for horseracing in
25 the United States will promote interstate commerce,
26 encourage fair competition and a level playing field,

1 assure full and fair disclosure of information to pur-
2 chasers of breeding stock and to the wagering pub-
3 lic, will improve the marketplace for domestic and
4 international sales of United States horses, will pro-
5 vide a platform for consistency with all major inter-
6 national horseracing standards, address growing do-
7 mestic concerns over disparities with international
8 rules, and provide for the safety and welfare of
9 horses and jockeys.

10 (4) The use of therapeutic medications in horse-
11 racing in the United States must place the health
12 and welfare of the horse at the highest level of pri-
13 ority while achieving consistency with the uses per-
14 mitted in major international horseracing jurisdic-
15 tions. Because the various States have been unable
16 to adopt a national uniform anti-doping and medica-
17 tion control program, national uniform regulations
18 with respect to the use of, and testing for, drugs ca-
19 pable of affecting the results of a horse race and
20 therapeutic medications used in horseracing, such
21 rules, procedures, and enforcement policies should be
22 implemented, consistent with internationally accept-
23 ed best practices, by an independent anti-doping and
24 medication control organization authorized by an act
25 of Congress.

1 (5) For human sports, Congress has dem-
2 onstrated its commitment to fair competition
3 through legislation, oversight, funding, and by its
4 execution of an international treaty, the UNESCO
5 International Convention Against Doping in Sport.
6 By ratifying the UNESCO Convention, the United
7 States agreed to adopt appropriate measures con-
8 sistent with the principles of the World Anti-Doping
9 Code and to take appropriate action, including legis-
10 lation, regulation, policies, or administrative prac-
11 tices to implement that commitment.

12 (6) In the context of Olympic sports, Congress
13 has recognized the United States Anti-Doping Agen-
14 cy as an independent anti-doping and medication
15 control organization possessing high-level expertise
16 and credibility in the development and administra-
17 tion of an anti-doping and medication control pro-
18 gram.

19 (7) Congress supports the establishment of an
20 independent anti-doping and medication control or-
21 ganization to ensure the wagering public's con-
22 fidence in the fairness of horseracing and to
23 strengthen and harmonize anti-doping and medica-
24 tion control rules and sanctions for horseracing in
25 order to ensure fair and transparent horseraces and

1 to deter the commission of anti-doping and medica-
2 tion control rule violations.

3 (8) The movement of horses among the States
4 for the purpose of participating in covered
5 horseraces, the widespread acceptance, receipt, and
6 transmission of wagers on covered horseraces in
7 interstate commerce, and the need to ensure integ-
8 rity of competition in, and wagering on, covered
9 horseraces warrant congressional action as set forth
10 in this Act.

11 **SEC. 3. DEFINITIONS.**

12 In this Act:

13 (1) **AUTHORITY.**—The term “Authority” means
14 the independent Horseracing Anti-Doping and Medi-
15 cation Control Authority established by section 5.

16 (2) **COMMISSION.**—The term “Commission”
17 means the Federal Trade Commission.

18 (3) **COVERED HORSERACE.**—The term “covered
19 horserace” means any horserace that has a substan-
20 tial relation to interstate commerce, including any
21 horserace that is the subject of interstate off-track
22 wagers.

23 (4) **COVERED HORSE.**—The term “covered
24 horse” means any Thoroughbred, Quarter, or
25 Standardbred horse, beginning on the date of the

1 horse's first timed and reported workout at a race
2 track that participates in covered horseraces or a li-
3 censed training facility until the Authority receives
4 written notice that the horse has been retired.

5 (5) COVERED PERSONS.—The term “covered
6 persons” means all trainers, owners, veterinarians,
7 persons (legal and natural) licensed by a state rac-
8 ing commission and the agents, assigns and employ-
9 ees of such persons and other horse support per-
10 sonnel who are engaged in the care, training, or rac-
11 ing of covered horses.

12 (6) EQUINE CONSTITUENCIES.—The term
13 “equine constituencies” means, collectively, the own-
14 ers and breeders, trainers, racetracks, veterinarians,
15 State racing commissions, and jockeys.

16 (7) EQUINE INDUSTRY REPRESENTATIVE.—The
17 term “equine industry representative” means an or-
18 ganization regularly and significantly engaged in the
19 equine industry, including organizations that rep-
20 resent the interests of, and whose membership con-
21 sists of, owners and breeders, trainers, racetracks,
22 veterinarians, State racing commissions, and jock-
23 eys.

24 (8) HORSERACING ANTI-DOPING AND MEDICA-
25 TION CONTROL PROGRAM.—The term “horseracing

1 anti-doping and medication control program” means
2 the program established under section 6.

3 (9) INTERSTATE OFF-TRACK WAGER.—The
4 term “interstate off-track wager” has the meaning
5 given such term in section 3 of the Interstate Horse-
6 racing Act of 1978 (15 U.S.C. 3002).

7 (10) JOCKEY.—The term “jockey” means a
8 rider or driver of a covered horse in covered
9 horseraces.

10 (11) MEDICATION AND REGULATORY EX-
11 PERTS.—The term “medication and regulatory ex-
12 perts” means organizations or associations that are
13 actively involved in the establishment of equine
14 medication standards, or groups or associations rep-
15 resenting entities responsible for the current regula-
16 tion of the equine industry, or groups or associations
17 representing equine practitioners and veterinarians.

18 (12) OWNERS AND BREEDERS.—The term
19 “owners and breeders” means those persons who ei-
20 ther hold ownership interests in covered horses or
21 who are in the business of breeding covered horses.

22 (13) PROHIBITED METHODS.—The term “pro-
23 hibited methods” means any methods that are on
24 the list of prohibited methods identified in section
25 6(g).

1 (14) PROHIBITED SUBSTANCES.—The term
2 “prohibited substances” means any substances that
3 are on the list of prohibited substances identified in
4 section 6(g).

5 (15) PERMITTED METHODS.—The term “per-
6 mitted methods” means those methods identified in
7 the list of permitted methods identified in section
8 6(g).

9 (16) PERMITTED SUBSTANCES.—The term
10 “permitted substances” means those substances con-
11 tained in the list of permitted substances identified
12 in section 6(g).

13 (17) RACETRACK.—The term “racetrack”
14 means an organization licensed by a State racing
15 commission to conduct covered horseraces.

16 (18) STATE RACING COMMISSION.—The term
17 “State racing commission” means that entity des-
18 ignated by State statute or, in the absence of stat-
19 ute, by regulation, with jurisdiction to regulate the
20 conduct of horseracing within the State.

21 (19) TRAINERS.—The term “trainer” means an
22 individual engaged in the training of covered horses.

23 (20) VETERINARIAN.—The term “veterinarian”
24 means a licensed veterinarian who provides veteri-
25 nary services to covered horses.

1 (21) **WORKOUT.**—The term “workout” means a
2 timed running of a horse over a predetermined dis-
3 tance not associated with a race or, with regard to
4 a horse taking part in harness or pace racing, its
5 first qualifying race.

6 **SEC. 4. JURISDICTION FOR HORSERACING ANTI-DOPING**
7 **AND MEDICATION CONTROL MATTERS.**

8 (a) **IN GENERAL.**—Effective upon the effective date
9 of the anti-doping and medication control program as set
10 forth in section 10, the Authority shall exercise authority
11 over all horseracing anti-doping and medication control
12 matters consistent with the provisions of this Act.

13 (b) **POWERS AND AUTHORITY.**—

14 (1) **IN GENERAL.**—The Authority shall be es-
15 tablished as a private, independent, self-regulatory,
16 non-profit corporation with responsibility for devel-
17 oping and administering an anti-doping and medica-
18 tion control program for covered horses, covered per-
19 sons, and covered horseraces consistent with the pro-
20 visions of this Act.

21 (2) **POWERS.**—The Authority shall be vested
22 with the same anti-doping and medication control
23 powers over horseracing licensees as the State racing
24 commissions have in their respective States in re-
25 spect to access to offices, track facilities, and other

1 places of business of licensees, search and seizure,
2 issuance and enforcement of subpoenas and sub-
3 poenas duces tecum, and other investigatory powers.

4 (3) CONSENT.—As a condition of eligibility to
5 participate in covered horseraces, covered persons
6 agree that they and their covered horses shall be
7 bound by the provisions of the horseracing anti-
8 doping and medication control program established
9 in accordance with section 6.

10 (c) EXCLUSIVE JURISDICTION AND OVERSIGHT.—

11 (1) JURISDICTION OF COMMISSION.—The Com-
12 mission shall have exclusive jurisdiction over all
13 horseracing anti-doping and medication control mat-
14 ters consistent with this Act.

15 (2) ACTIVITIES OF AUTHORITY.—The Authority
16 shall engage in activities in accordance with such
17 rules as are approved pursuant to this Act.

18 (d) GUIDING PRINCIPLES.—In carrying out the pro-
19 visions of this Act, the Commission and the Authority
20 shall be guided by the findings and principles contained
21 in section 2.

22 (e) STATE COMPACT.—The jurisdiction and authority
23 granted to the Commission and the Authority under this
24 Act shall terminate if, at any time after the expiration of

1 five years following the effectiveness of the anti-doping
2 and medication control program—

3 (1) an interstate compact is established that in-
4 cludes among its members 75 percent of the States
5 in which starts in covered races occurred during the
6 calendar year preceding the formation of the com-
7 pact and those States which collectively hosted not
8 less than 90 percent of the total racing starts of cov-
9 ered horses in covered races for the two-year period
10 preceding the formation of the compact; and

11 (2)(A) all member States enter into and main-
12 tain an agreement with the Authority for services
13 consistent with the anti-doping and medication con-
14 trol program provided for in section 6 in those
15 States; or

16 (B) the compact is drafted with public input
17 from horseracing industry constituencies (including
18 trainers, owners, the breed registry, veterinarians,
19 regulators, race tracks, testing laboratories, bettors,
20 and jockeys) by persons who conform to the conflict
21 of interest restrictions set forth in section 5(d); obli-
22 gates the compact to pay the costs of winding down
23 the Authority and transitioning its operations to the
24 compact; provides for uniform anti-doping and medi-
25 cation control regulations among all member States,

1 consistent with section 6 and no less restrictive than
2 the Authority's most recent anti-doping and medica-
3 tion control program; and is governed and main-
4 tained by a board, which would include among its
5 members persons meeting the requirements of Sec-
6 tion 5(b), each board member conforming to the
7 conflict of interest restrictions set forth in section
8 5(d).

9 The consent of Congress is hereby given to interstate com-
10 pacts meeting the requirements referenced in this section
11 5(h).

12 **SEC. 5. ESTABLISHMENT OF HORSERACING ANTI-DOPING**
13 **AND MEDICATION CONTROL AUTHORITY.**

14 (a) ESTABLISHMENT.—There is established the
15 Horseracing Anti-doping and Medication Control Author-
16 ity, a private, independent, self-regulatory, nonprofit cor-
17 poration with responsibility for developing and admin-
18 istering an anti-doping and medication control program
19 for covered horses, covered persons, and covered
20 horseraces.

21 (b) COMPOSITION.—The Authority shall be governed
22 by a board (in this section referred to as the “Board”)
23 which shall be comprised of the following:

24 (1) The chief executive officer of the United
25 States Anti-Doping Agency.

1 (2) Six individuals, selected by the United
2 States Anti-Doping Agency from among members of
3 the board of the United States Anti-Doping Agency.

4 (3) Six individuals selected by the United
5 States Anti-Doping Agency—

6 (A) from among individuals who represent
7 different equine industry constituencies; and

8 (B) such that—

9 (i) at least 1 member has expertise in
10 equine anti-doping and medication control
11 regulation;

12 (ii) at least 1 member has significant
13 experience as an owner of covered horses
14 or is a person with expertise in the breed-
15 ing of race horses;

16 (iii) at least 1 member was formerly
17 employed as an executive with a racetrack;

18 (iv) at least 1 member has a degree in
19 veterinary medicine and either has exper-
20 tise in equine veterinary practice with re-
21 gard to race horses or expertise in veteri-
22 nary research in matters affecting race
23 horses;

24 (v) at least 1 member has expertise in
25 training covered horses; and

1 (vi) at least 1 member has expertise
2 in riding covered horses as a jockey.

3 (c) SELECTION METHODOLOGY.—In selecting indi-
4 viduals under subsection (b), the United States Anti-
5 Doping Agency shall—

6 (1) solicit lists of 2 candidates each from a
7 cross-section of equine industry representatives;

8 (2) endeavor to provide diversity among the
9 Board's membership between persons primarily in-
10 volved with the 3 breeds of racehorses, to the great-
11 est extent practicable and consistent with the stand-
12 ards for Board membership set forth in this section;

13 (3) if Board positions remain unfilled from the
14 lists solicited under paragraph (1), ask organiza-
15 tions, groups, and associations that represent the
16 various equine constituencies set forth in subsection
17 (b)(3)(B) to submit an additional 2 candidates from
18 which the Agency may fill the remaining open Board
19 positions; and

20 (4) if Board positions remain unfilled from the
21 second set of candidate lists, choose, in accordance
22 with subsection (b), one or more persons at large
23 with substantial experience in the equine industry
24 and meets the qualifications of the person described

1 in subsection (b) whose position on the Board re-
2 mains to be filled.

3 (d) CONFLICTS OF INTEREST.—To avoid any conflict
4 of interest, no member of the Board shall be—

5 (1) an individual who has a financial interest in
6 or provides goods or services to covered horses;

7 (2) an official or officer of any equine industry
8 representative or serve in any governance or policy-
9 making capacity for an equine industry representa-
10 tive; or

11 (3) an employee or have a business or commer-
12 cial relationship with any of the individuals or orga-
13 nizations described in paragraphs (1) or (2).

14 (e) TERMS; VACANCIES.—

15 (1) STAGGERED TERMS.—The terms of mem-
16 bers of the Board shall be 3 years and shall be stag-
17 gered so that the terms of no more than 5 members
18 of the Board expire in any year.

19 (2) LIMITATION ON CONSECUTIVE TERMS.—
20 Members of the Board may serve for no more than
21 2 consecutive full terms.

22 (3) VACANCIES.—Vacancies among Board posi-
23 tions held by equine industry candidates shall be
24 filled pursuant to the provisions of subsection (b)
25 and any other vacancies shall be filled pursuant to

1 the provisions of the rules of the Authority. At any
2 time after the expiration of 5 years following the
3 date on which initial selection and appointment of
4 the members of the Board of the Authority is com-
5 pleted under section 5, the United States Anti-
6 Doping Agency may withdraw from participation in
7 the Authority and direct its chief executive officer
8 and board members resign their memberships on the
9 Board of the Authority. Following receipt of such
10 resignations by the Authority, the remaining mem-
11 bers of the Board of the Authority shall select new
12 Board members to fill the vacant positions in the
13 same manner as is provided in paragraphs (1)
14 through (4) of subsection (c).

15 (f) STANDING COMMITTEES.—

16 (1) IN GENERAL.—The Authority shall estab-
17 lish one or more standing advisory and technical
18 committees, which shall include qualified representa-
19 tives from horseracing industry constituencies, in-
20 cluding trainers, owners, the breed registry, veteri-
21 narians, regulators, race tracks, testing laboratories,
22 bettors, and jockeys.

23 (2) COMMITTEE ON DEVELOPMENT AND MAIN-
24 TENANCE OF THE HORSERACING ANTI-DOPING AND
25 MEDICATION CONTROL PROGRAM.—The Authority

1 shall establish a standing advisory committee, which
2 shall include medication and regulatory experts and
3 other representatives from horseracing industry con-
4 stituencies, to provide advice and guidance to the
5 Board on the development and maintenance of the
6 horseracing anti-doping and medication control pro-
7 gram

8 (3) CHAIRPERSON OF COMMITTEE ON PER-
9 MITTED AND PROHIBITED SUBSTANCES AND METH-
10 ODS.—The Authority shall appoint the Board mem-
11 ber selected pursuant to subsection (b)(3)(B)(i) to
12 serve as the chairperson of the standing advisory
13 and technical committee on permitted and prohibited
14 substances and methods.

15 (4) DUTIES.—The committees established
16 under paragraph (1) shall assist the Authority in es-
17 tablishing and administering the horseracing anti-
18 doping and medication control program.

19 (5) COMMITTEE CONFLICTS OF INTEREST.—No
20 standing committee members, other than those who
21 are members of the Board of the Authority or em-
22 ployees of the Authority, shall be subject to the con-
23 flict of interest provisions set forth in section 5(d).

24 (g) ADMINISTRATION OF THE AUTHORITY.—

1 (1) ADMINISTRATIVE STRUCTURE.—The Au-
2 thority shall establish an administrative structure
3 and employ among its staff employees with sufficient
4 experience in and knowledge of equine-related and
5 anti-doping and medication control matters as ap-
6 propriate to carry out the responsibilities set forth in
7 this Act.

8 (2) EMPLOYEES GENERALLY.—The Board of
9 the Authority shall select the Authority’s chief exec-
10 utive officer. All Authority employees shall serve at
11 the pleasure the Authority’s chief executive officer.
12 All Authority employees shall be subject to the con-
13 flict of interest revisions applicable to members of
14 the Board of the Authority as set forth in section
15 5(d).

16 (h) OVERSIGHT OF RULES PRESCRIBED BY THE AU-
17 THORITY.—

18 (1) FILING REQUIREMENT.—The Authority
19 shall file with the Commission, in accordance with
20 such rules as the Commission may prescribe, copies
21 of any proposed rule or change to any rule (collec-
22 tively “proposed rule”) of the Authority. Proposed
23 rule means the lists of permitted and prohibited sub-
24 stances; laboratory standards for accreditation and
25 protocols; schedules of sanctions for violations; proc-

1 esses and procedures for disciplinary hearings; and
2 formula and methodology for determining assess-
3 ments set out in section 11(d).

4 (2) PUBLICATION AND COMMENT.—

5 (A) IN GENERAL.—The Commission shall
6 publish the proposed rule and provide interested
7 persons an opportunity to comment.

8 (B) APPROVAL REQUIRED.—No proposed
9 rule shall take effect unless it has been ap-
10 proved by the Commission.

11 (3) APPROVAL.—

12 (A) PERIOD.—The Commission shall ap-
13 prove or disapprove a proposed rule no later
14 than 45 days after the proposed rule is pub-
15 lished.

16 (B) CONDITIONS.—The Commission shall
17 approve a proposed rule if it finds that such
18 proposed rule is consistent with the require-
19 ments of this Act and the rules and regulations
20 promulgated by the Commission.

21 (i) OVERSIGHT OF FINAL DECISIONS OF THE AU-
22 THORITY.—

23 (1) NOTICE OF SANCTIONS.—If the Authority
24 imposes any final sanction, the Authority shall

1 promptly file notice thereof with the Commission in
2 such form as the Commission may require.

3 (2) REVIEW BY ADMINISTRATIVE LAW
4 JUDGE.—

5 (A) APPLICATION FOR REVIEW.—All final
6 sanctions of the Authority shall be subject to
7 review by an administrative law judge appointed
8 pursuant to this Act upon application by the
9 Commission or any person aggrieved by such
10 final sanction filed within 30 days after the
11 date such notice was filed with the Commission.

12 (B) APPOINTMENT OF ADMINISTRATIVE
13 LAW JUDGE.—The Commission shall appoint
14 one or more administrative law judges to serve
15 a term of seven years unless earlier removed by
16 the Commission for cause. At the time of his/
17 her appointment, the administrative law judge
18 shall have been a practicing lawyer for at least
19 ten years and shall have demonstrated expertise
20 in matters relating to horseracing and anti-
21 doping and medication control.

22 (C) NATURE OF REVIEW.—In matters re-
23 viewed pursuant to this subsection, the adminis-
24 trative law judge shall conduct a hearing in a
25 manner as the Commission may specify by rule.

1 Such hearing shall conform to section 556 of
2 title 5, United States Code. The administrative
3 law judge shall determine whether—

4 (i) a person has engaged in such acts
5 or practices or has omitted such acts or
6 practices as the Authority has found the
7 person to have engaged in or omitted; and

8 (ii) such acts, practices, or omissions
9 are in violation of the Act or the anti-
10 doping and medication control rules ap-
11 proved by the Commission.

12 (D) DECISION BY ADMINISTRATIVE LAW
13 JUDGE.—The administrative law judge shall
14 render a decision within 60 days of the conclu-
15 sion of the hearing. Such decision may affirm,
16 reverse, modify, set aside, or remand for further
17 proceedings, in whole or in part, the final sanc-
18 tion of the Authority. Such decision shall con-
19 stitute the decision of the Commission without
20 further proceedings unless there is a timely no-
21 tice or application for review filed pursuant to
22 paragraph (3).

23 (3) REVIEW BY COMMISSION.—

24 (A) NOTICE OF REVIEW BY COMMISSION.—
25 The Commission may, on its own motion, re-

1 view any decision of the administrative law
2 judge rendered pursuant to subsection (i)(2) by
3 giving notice thereof to the Authority and inter-
4 ested parties within 30 days of the decision by
5 the administrative law judge.

6 (B) APPLICATION FOR REVIEW.—The Au-
7 thority or any person aggrieved by the decision
8 of an administrative law judge rendered pursu-
9 ant to subsection (i)(2) may petition the Com-
10 mission to review such decision by filing an ap-
11 plication for review within 30 days of the ren-
12 dering of such decision. If such application is
13 denied, the decision of the administrative law
14 judge shall constitute the decision of the Com-
15 mission without further proceedings. Whether
16 to grant review is within the Commission's dis-
17 cretion, provided however that the Commission
18 may grant review only where the application
19 therefor demonstrates:

20 (i) a prejudicial error was committed
21 in the conduct of the proceeding; or

22 (ii) the decision embodies an erro-
23 neous application of the anti-doping and
24 medication rules previously approved by
25 the Commission.

1 (C) NATURE OF REVIEW.—In matters re-
2 viewed pursuant to this subsection, the Com-
3 mission may affirm, reverse, modify, set aside
4 or remand for further proceedings, in whole or
5 in part, on the basis of the record before the
6 administrative law judge and briefs submitted
7 to the Commission. The Commission shall give
8 deference to a factual finding by the adminis-
9 trative law judge unless such finding is clearly
10 erroneous. The Commission shall review a con-
11 clusion of law by the administrative law judge
12 de novo. The Commission shall not permit the
13 taking of additional evidence except upon a
14 showing that such additional evidence is mate-
15 rial and that such evidence could not in the ex-
16 ercise of reasonable diligence have been adduced
17 previously.

18 (4) STAY OF PROCEEDINGS.—Review by an ad-
19 ministrative law judge or the Commission pursuant
20 to subsection (i) shall not operate as a stay of any
21 final sanction of the Authority unless the adminis-
22 trative law judge or Commission otherwise orders.

1 **SEC. 6. HORSERACING ANTI-DOPING AND MEDICATION**
2 **CONTROL PROGRAM REQUIRED.**

3 (a) PROGRAM REQUIRED.—Not later than 1 year
4 after the date on which initial selection and appointment
5 of the members of the board of the Authority is completed
6 under section 5 and after notice to and with appropriate
7 opportunity for comment from equine industry representa-
8 tives and the public, the Authority shall develop and ad-
9 minister the horseracing anti-doping and medication con-
10 trol program for covered horses, covered persons, and cov-
11 ered horseraces. To the extent practicable, such program
12 shall take into account the unique characteristics of each
13 separate breed of horse.

14 (b) ELEMENTS OF PROGRAM.—The horseracing anti-
15 doping and medication control program shall include the
16 following:

17 (1) A uniform set of anti-doping and medica-
18 tion control rules.

19 (2) Lists of permitted and prohibited sub-
20 stances (which may include, without limitation,
21 drugs, medications, naturally occurring substances
22 and synthetically occurring substances) and meth-
23 ods.

24 (3) A prohibition upon the administration of
25 any prohibited or otherwise permitted substance to
26 a covered horse within 24 hours of its next racing

1 start, which shall be effective not later than January
2 1, 2019.

3 (4) A process for sample collection.

4 (5) Programs for in-competition and out-of-
5 competition testing (including no-advance-notice
6 testing and mandatory reporting of each horse's lo-
7 cation for testing).

8 (6) Testing procedures, standards, and proto-
9 cols for both in-competition and out-of-competition
10 testing.

11 (7) Laboratory standards for accreditation and
12 testing requirements, procedures, and protocols.

13 (8) The undertaking of investigations at race-
14 track and non-racetrack facilities related to anti-
15 doping and medication control rule violations.

16 (9) Procedures for investigating, charging, and
17 adjudicating violations and for the enforcement of
18 sanctions for violations.

19 (10) A schedule of sanctions for violations.

20 (11) Disciplinary hearings, which may include
21 binding arbitration, sanctions and research.

22 (12) Management of violation results.

23 (13) Programs relating to anti-doping and
24 medication control research and education.

1 (c) APPLICABILITY TO COVERED HORSES AND PER-
2 SONS.—

3 (1) IN GENERAL.—The equine horseracing anti-
4 doping and medication control program developed
5 and administered pursuant to subsection (a) shall
6 apply to all covered horses, covered persons, and
7 covered horseraces.

8 (2) AGREEMENT BY COVERED PERSONS.—As a
9 condition of eligibility to participate in covered
10 horseraces, covered persons shall agree that they
11 and their covered horses shall be bound by the provi-
12 sions of the horseracing anti-doping and medication
13 control program.

14 (d) LIMITATION OF AUTHORITY.—

15 (1) PROSPECTIVE APPLICATION.—The jurisdic-
16 tion and authority of the Commission and Authority
17 with respect to the horseracing anti-doping and
18 medication control program shall be prospective
19 only.

20 (2) NO AUTHORITY OVER PREVIOUS MAT-
21 TERS.—Neither the Commission nor the Authority
22 shall have authority or responsibility to investigate,
23 prosecute, adjudicate, or penalize conduct occurring
24 prior to the effective date of the horseracing anti-
25 doping and medication control program.

1 (3) PRESERVATION OF STATE RACING COMMIS-
2 SION AUTHORITY OVER PREVIOUS MATTERS.—State
3 racing commissions shall retain authority over mat-
4 ters described in paragraph (2) until the final reso-
5 lution of any resulting charges.

6 (e) CONSIDERATIONS.—The horseracing anti-doping
7 and medication control program shall take into consider-
8 ation international anti-doping and medication control
9 standards, including the World Anti-Doping Code and the
10 Principles of Veterinary Medical Ethics of the American
11 Veterinary Medical Association, that could be applicable
12 to the horseracing anti-doping and medication control pro-
13 gram.

14 (f) UPDATES.—The Authority shall update the horse-
15 racing anti-doping and medication control program from
16 time to time.

17 (g) LISTS OF PROHIBITED SUBSTANCES AND METH-
18 ODS.—

19 (1) IN GENERAL.—The Authority shall, by rule
20 develop, maintain, and publish lists of permitted and
21 prohibited substances and methods.

22 (2) CONTENTS.—The initial list, which shall be
23 subject to such future changes as the Authority con-
24 siders appropriate and which shall be in effect until
25 amended by the Authority, of prohibited substances

1 and methods shall include any substance or method
2 that is included on either—

3 (A) class 1, 2, 3, and 4 drugs, medications,
4 and substances in the Uniform Classification
5 Guidelines for Foreign Substances of the Asso-
6 ciation of Racing Commissioners International,
7 Version 14.0, revised January 2019; or

8 (B) the World Anti-Doping Code Inter-
9 national Standard Prohibited List, January
10 2019;

11 unless and to the extent that such a substance or
12 method described in subparagraph (A) or (B) is con-
13 tained on the list of permitted substances and meth-
14 ods identified on the Association of Racing Commis-
15 sioners International Controlled Therapeutic Medica-
16 tion Schedule for Horses, Version 4.1, revised Janu-
17 ary 2019.

18 (3) DEADLINES FOR LISTS.—

19 (A) DEVELOPED AND PUBLISHED.—The
20 lists of permitted and prohibited substances and
21 methods, including all modifications to the ini-
22 tial lists, shall be developed and published not
23 later than the date that is 120 days before the
24 date on which the horseracing anti-doping and

1 medication control programs goes into effect
2 under section 6(a).

3 (B) EFFECTIVE.—The lists described in
4 subparagraph (A) shall take effect on the date
5 that is 1 year after the date on which initial se-
6 lection and appointment of the members of the
7 board of the Authority is completed under sec-
8 tion 5.

9 (4) PERIODIC REVIEW.—

10 (A) IN GENERAL.—The inclusion of per-
11 mitted or prohibited substances or methods on
12 the lists shall be subject to periodic review by
13 the Authority, which shall be subject to review
14 by the Commission under section 4, for modi-
15 fication, substitution, addition to, or deletion
16 from the lists.

17 (B) ESTABLISHMENT OF NOTICE, CON-
18 SULTATION, AND COMMENT PROCESS.—The Au-
19 thority shall establish a notice, consultation,
20 and comment process for the periodic reviews
21 carried out under subparagraph (A) that in-
22 volves industry representatives and the public.

23 (h) ANTI-DOPING AND MEDICATION CONTROL RULE
24 VIOLATIONS.—

1 (1) IN GENERAL.—The Authority, after notice
2 to and with appropriate opportunity for comment
3 from industry representatives and the public, shall
4 establish, by rule, a list of anti-doping and medica-
5 tion control rule violations applicable to either horses
6 or covered persons.

7 (2) ELEMENTS.—The list established under
8 paragraph (1) may include the following:

9 (A) Strict liability for the presence of a
10 prohibited substance or method in a horse's
11 sample or the use of a prohibited substance or
12 method.

13 (B) Strict liability for the presence of a
14 permitted substance in a horse's sample in ex-
15 cess of the amount allowed by the horseracing
16 anti-doping and medication control program.

17 (C) Strict liability for the use of a per-
18 mitted method in violation of the applicable lim-
19 itations established within the horseracing and
20 medication control program.

21 (D) Attempted use of a prohibited sub-
22 stance or method.

23 (E) Possession of any prohibited substance
24 or method.

1 (F) Attempted possession of any prohibited
2 substance or method.

3 (G) Administration or attempted adminis-
4 tration of any prohibited substance or method.

5 (H) Refusing or failing without compelling
6 justification to submit a horse for sample collec-
7 tion.

8 (I) Tampering or attempted tampering
9 with any part of doping control.

10 (J) Trafficking or attempted trafficking in
11 any prohibited substance or method and com-
12 plicity in any anti-doping and medication con-
13 trol rule violation.

14 (i) TESTING LABORATORIES.—

15 (1) IN GENERAL.—Not later than 1 year after
16 the date on which initial selection and appointment
17 of the members of the board of the Authority is
18 completed under section 5, the Authority shall estab-
19 lish by rule standards of accreditation for labora-
20 tories involved in the testing of samples taken from
21 covered horses, the process for achieving and main-
22 taining accreditation, and the standards and proto-
23 cols for testing of samples.

24 (2) EXTENSION OF PROVISIONAL OR INTERIM
25 ACCREDITATION.—The Authority may, by rule, ex-

1 tend provisional or interim accreditation to labora-
2 tories accredited by the Racing Medication and Test-
3 ing Consortium, Inc.

4 (3) SELECTION OF LABORATORIES BY
5 STATES.—Each State racing commission, if it so
6 elects, shall determine the laboratory to be used in
7 testing samples taken within its jurisdiction, pro-
8 vided that the laboratory selected has been accred-
9 ited by, and complies with the testing protocols and
10 standards established by, the Authority.

11 (4) SELECTION OF LABORATORIES BY THE AU-
12 THORITY.—If a State racing commission does not
13 elect to determine the laboratory to be used in test-
14 ing samples taken within its jurisdiction, the Au-
15 thority shall by rule, make the selection.

16 (j) RESULTS MANAGEMENT AND DISCIPLINARY
17 PROCESS.—

18 (1) IN GENERAL.—Not later than 1 year after
19 the date on which initial selection and appointment
20 of the members of the board of the Authority is
21 completed under section 5, the Authority, after no-
22 tice to and with appropriate opportunity for com-
23 ment from equine industry representatives and the
24 public, shall promulgate rules for anti-doping and
25 medication control results management and the dis-

1 disciplinary process for anti-doping and medication con-
2 trol rule violation results management, including the
3 following:

4 (A) Provisions for notification of anti-
5 doping and medication control rule violations.

6 (B) Hearing procedures.

7 (C) Burden of proof.

8 (D) Presumptions.

9 (E) Evidentiary rules.

10 (F) Appeals.

11 (G) Guidelines for confidentiality and pub-
12 lic reporting of decisions.

13 (2) DUE PROCESS.—The rules promulgated
14 under paragraph (1) shall provide for adequate due
15 process, including impartial hearing officers or tribu-
16 nals commensurate with the seriousness of the al-
17 leged anti-doping and medication control rule viola-
18 tion and the possible sanctions for such violation.

19 (k) SANCTIONS.—

20 (1) IN GENERAL.—The Authority, after notice
21 to and with appropriate opportunity for comment
22 from industry representatives and the public, shall
23 promulgate uniform rules imposing sanctions against
24 covered persons or covered horses for anti-doping
25 and medication control rule violations.

1 (2) REQUIREMENTS.—The rules promulgated
2 under paragraph (1) shall—

3 (A) take into account the unique aspects of
4 horseracing;

5 (B) be designed to ensure fair and trans-
6 parent horseraces; and

7 (C) deter the commission of anti-doping
8 and medication control rule violations.

9 (3) SEVERITY.—The rules promulgated under
10 paragraph (1) shall impose sanctions up to and in-
11 cluding lifetime bans from horseracing, disgorgement
12 of purses, monetary fines and penalties and changes
13 to the order of finish in covered races. The sanc-
14 tioning rules shall also include opportunities for
15 anti-doping and medication control rule violators to
16 reduce the otherwise applicable sanctions generally
17 comparable to those opportunities afforded by the
18 United States Anti-Doping Agency’s Protocol for
19 Olympic Movement Testing.

20 (1) ENFORCEMENT.—In addition to any penalties or
21 sanctions imposed in accordance with the provisions of the
22 horseracing anti-doping and medication control program,
23 whenever it shall appear to the Authority that one has
24 engaged, is engaged or is about to engage in acts or prac-
25 tices constituting a violation of any provision of this Act

1 or the horseracing anti-doping and medication control pro-
2 gram, the Authority may commence a civil action against
3 such covered person or any racetrack in the proper district
4 court of the United States, the United States District
5 Court for the District of Columbia, or the United States
6 courts of any territory or other place subject to the juris-
7 diction of the United States, to enjoin such acts or prac-
8 tices, to enforce any fines, penalties or other sanctions im-
9 posed in accordance with the provisions of the anti-doping
10 and medication control program and for all other relief
11 to which the Authority may be entitled. Upon a proper
12 showing, a permanent or temporary injunction or restrain-
13 ing order shall be granted without bond.

14 (m) PERIODIC ASSESSMENTS BY COMPTROLLER
15 GENERAL OF THE UNITED STATES.—

16 (1) ASSESSMENTS.—Following the third anni-
17 versary of the date on which the anti-doping and
18 medication control program identified in section 6
19 takes effect and not less frequently than once every
20 4 years thereafter, the Comptroller General of the
21 United States shall review and analyze results of the
22 such program in comparison to the results of similar
23 equine anti-doping and medication control programs
24 in major foreign racing jurisdictions.

1 (2) GATHERING ASSESSMENTS FROM INDUSTRY
2 REPRESENTATIVES.—In conjunction with review and
3 analysis required by paragraph (1), the Comptroller
4 General may invite persons representing the signifi-
5 cant facets of the horseracing industry, including as-
6 sociations and individuals representing racetracks,
7 breeders, owners, trainers, veterinarians, jockeys,
8 bettors, equine researchers, and organizations dedi-
9 cated to the welfare and safety of covered horses, to
10 collectively meet with and provide testimony to the
11 Comptroller General for the purpose of gathering
12 further assessments on the performance and effec-
13 tiveness of the Authority and the anti-doping and
14 medication control program.

15 (3) REPORTS.—Upon the conclusion of a review
16 and analysis under paragraph (1), the Comptroller
17 General shall submit to Congress a report on such
18 review and analysis with an assessment of the per-
19 formance of the Authority and the Commission con-
20 cerning their effectiveness as an anti-doping and
21 medication control organization and the efficiency of
22 the horseracing anti-doping and medication control
23 program.

1 **SEC. 7. OTHER LAWS UNAFFECTED.**

2 This Act shall not be construed to modify, impair,
3 or restrict the operation or effectiveness of State or Fed-
4 eral statutes and regulations directed at—

5 (1) any of the consents, approvals, or agree-
6 ments required by the Interstate Horseracing Act of
7 1978;

8 (2) criminal conduct by covered persons and
9 others;

10 (3) horseracing matters unrelated to anti-
11 doping and medication control as addressed in this
12 Act; or

13 (4) the use of medication in human participants
14 in covered races.

15 **SEC. 8. STATE DELEGATION; DUTY OF COOPERATION.**

16 (a) STATE DELEGATION.—

17 (1) IN GENERAL.—The Authority may enter
18 into agreements with one or more State racing com-
19 missions to implement within their respective juris-
20 dictions any of the components of the horseracing
21 anti-doping and medication control program estab-
22 lished by the Authority if the Authority determines
23 that a particular State racing commission will be
24 able to implement a component of the horseracing
25 anti-doping and medication control program in ac-

1 cordance with the standards and requirements estab-
2 lished by the Authority.

3 (2) DURATION OF AGREEMENTS.—Any agree-
4 ment entered into under paragraph (1) shall remain
5 in effect as long as the Authority determines the ap-
6 plicable racing commission to be implementing the
7 components of the medication regulation program
8 covered by the agreement in compliance with the
9 standards and requirements established by the Au-
10 thority.

11 (b) DUTY OF COOPERATION.—Where conduct by any
12 person subject to the horseracing anti-doping and medica-
13 tion control program may involve both an anti-doping and
14 medication control rule violation and violation of State or
15 Federal law, this Act imposes a duty to cooperate and
16 share information between the Authority and State and
17 Federal law enforcement authorities.

18 **SEC. 9. RULES OF CONSTRUCTION.**

19 The Authority shall not have the power to impose
20 criminal sanctions and shall not be considered nor con-
21 strued to be an agent of, or an actor on behalf of, the
22 United States Government or any State.

23 **SEC. 10. EFFECTIVE DATE.**

24 (a) IN GENERAL.—The horseracing anti-doping and
25 medication control program shall take effect not later than

1 the date that is 1 year after the date on which initial selec-
2 tion and appointment of the members of the board of the
3 Authority is completed under section 5.

4 (b) **TRANSITION.**—The Authority and State regu-
5 latory authorities shall work cooperatively to develop tran-
6 sition rules with respect to doping conduct, sanctions, and
7 investigations arising prior to the effective date of the
8 horseracing anti-doping and medication control program.

9 **SEC. 11. FUNDING.**

10 (a) **RULE OF CONSTRUCTION.**—Nothing in this Act
11 shall be construed to require—

12 (1) the appropriation of any amount to the Au-
13 thority; or

14 (2) the Federal Government to guarantee the
15 debts of the Authority.

16 (b) **INITIAL FUNDING.**—

17 (1) **IN GENERAL.**—Initial funding to establish
18 the Authority and underwrite its operations prior to
19 the effective date shall be provided by loans obtained
20 by and donations made to the Authority.

21 (2) **BORROWING AND ACCEPTING DONATIONS.**—
22 The Authority may borrow money and accept private
23 donations and contributions toward the funding of
24 its operations.

1 (3) ANNUAL CALCULATION OF AMOUNTS RE-
2 QUIRED.—

3 (A) IN GENERAL.—Not later than the date
4 that is 90 days before the date set forth in sec-
5 tion 10(a) and not later than November 1 of
6 each year thereafter, the Authority shall deter-
7 mine and provide to each State racing commis-
8 sion the estimated amount required per racing
9 starter to fund the horseracing anti-doping and
10 medication control program for the coming year
11 and to liquidate any loans or funding shortfall
12 in the current year and any prior years.

13 (B) BASIS OF CALCULATION.—The amount
14 calculated under subparagraph (A) shall be
15 based upon the annual budget of the Authority
16 for the succeeding year, as approved by the
17 board of the Authority.

18 (C) REQUIREMENTS REGARDING BUDGETS
19 OF AUTHORITY.—The Authority's initial budget
20 shall require the approval of $\frac{2}{3}$ of its board and
21 any subsequent budget that exceeds the pre-
22 ceding year's budget by more than 5 percent
23 shall also require the approval of $\frac{2}{3}$ of the
24 board of the Authority.

1 (c) ASSESSMENT AND COLLECTION OF FEES BY
2 STATES.—

3 (1) NOTICE OF ELECTION.—Any State racing
4 commission that elects to remit fees pursuant to this
5 subsection shall notify the Authority of such election
6 at least 60 days prior to the adoption of the horse-
7 racing anti-doping and medication control program.

8 (2) REQUIREMENT TO REMIT FEES.—Once a
9 State racing commission makes such notification,
10 the election shall remain in effect and the State rac-
11 ing commission shall be required to remit fees pur-
12 suant to this subsection.

13 (3) WITHDRAWAL OF ELECTION.—A State rac-
14 ing commission may withdraw its election after pro-
15 viding notice to the Authority of its intent to cease
16 remitting fees pursuant to this subsection not later
17 than 1 year before ceasing such remitting.

18 (4) SCHEDULE OF REMITTANCE.—Each State
19 racing commission that elects to remit fees shall
20 remit to the Authority on or before the 20th day of
21 each calendar month an amount equal to the appli-
22 cable fee per racing start multiplied by the number
23 of racing starts in the State in the previous month.

24 (5) DETERMINATIONS OF METHODS.—Each
25 State racing commission shall determine, subject to

1 the applicable laws and regulations of the State, the
2 method by which the requisite amount shall be allo-
3 cated, assessed, and collected.

4 (6) SENSE OF CONGRESS.—It is the sense of
5 Congress that funding mechanisms imposed by State
6 racing commissions should apportion the funding
7 burden fairly among all impacted segments of the
8 horseracing industry and may include check-off pro-
9 grams.

10 (d) ASSESSMENT AND COLLECTION OF FEES BY THE
11 AUTHORITY.—

12 (1) CALCULATION.—In the event a State racing
13 commission does not elect to remit fees pursuant to
14 subsection (c) or withdraws its election under such
15 subsection, the Authority shall calculate each month
16 the applicable fee per racing start multiplied by the
17 number of racing starts in the State in the previous
18 month.

19 (2) ALLOCATION.—The Authority shall equi-
20 tably allocate that amount calculated under para-
21 graph (1), among those involved in covered
22 horseraces pursuant to such rules as the Authority
23 may promulgate, subject to review by the Commis-
24 sion under section 4.

1 (3) ASSESSMENT.—The Authority shall assess a
2 fee equal to the allocation made under paragraph (2)
3 and shall collect such fee according to such rules as
4 the Authority may promulgate, subject to such Com-
5 mission review.

6 (4) LIMITATION.—A State racing commission
7 that does not elect to remit fees pursuant to sub-
8 section (c) or that withdraws its election under such
9 subsection shall not impose or collect from any per-
10 son a fee or tax relating to anti-doping and medica-
11 tion control matters for covered horseraces.