



Australian Racing and Breeding Industry Sector

Annual Update 2021

IRC Skills Forecast and Proposed Schedule of Work

Prepared on behalf of the Racing and Breeding Industry Reference Committee (IRC) for the Australian Industry Skills Committee (AISC).



Contents

Purpose of the Annual Update	3
Method & Structure	3
Industry Reference Committee	4
Executive Summary	5
Section A: Overview	6
Industry Developments	6
VET Qualifications & Employment Outcomes	8
Other Training Used by Employers	10
Enrolment Levels	10
Reasons for Non-Completion	11
Cross-Sector Units	11
Changes to Skill Requirements	11
Apprenticeship & Traineeship Barriers	11
Other Relevant Activities	12
Section B: Ongoing Consultation	14
Section C: Proposed Projects	15
2021–2022 Project Details	15
Project 1: Racing and Breeding Training Delivery Support	15
Description	15
Case for Change	15
Stakeholder Consultation	17
Licencing or Regulatory Linkages	17
Project Implementation	18
Implementing the Skills Minister’s Priority Reforms for Training Packages (2015 and October 2020)	20

Purpose of the Annual Update

This 2021 Annual Update to the Skills Forecast and Proposed Schedule of Work 2019 – 2022 (Skills Forecast) presents additional industry intelligence from 2021 to build on previously reported information. This Annual Update from the Racing and Breeding Industry Reference Committee (IRC), includes intelligence based on national and industry data sources and input from key stakeholders. It proposes vocational education and training (VET) training package review and development work that the IRC deems necessary to meet the needs of industry. The Australian Industry and Skills Committee (AISC) considers this information and includes commissioned work in the National Schedule¹.

In 2019, the AISC changed the requirements for the annual Skills Forecast. IRCs are now required to submit comprehensive Skills Forecasts once every three years, with abridged annual updates in the intervening two years. As IRCs submitted comprehensive Skills Forecasts in 2019, the next are due in 2022. This Annual Update should be read in conjunction with the Skills Forecast and previous Annual Updates.

This document is not intended to be representative of every issue encountered across all industry sectors; it identifies and addresses the challenges and opportunities that industry has determined as 'priority' for this stage of the schedule, and is a resource for industry and associated skills, learning and accreditation bodies seeking to act upon them.

Detailed information concerning industry skills needs across all sectors covered by the Racing and Breeding IRC, including information from previous Skills Forecasts and Annual Updates, can be found on the Skills Impact website: <https://www.skillsimpact.com.au/racing/skills-forecast/>.

Method & Structure

This is an annual update to the comprehensive Skills Forecast submitted in 2019. IRCs are required to answer the questions in **Section A** to provide updates on issues such as industry skills and workforce development, and qualification utilisation. Answers provided build on and are not repetitive of information reported in previous Annual Updates.

IRC's are also permitted to propose additional training package development work projects to be included in the Proposed Schedule of Work. These will now be submitted separately to the Annual Updates.

Section B details the extensive, robust and ongoing industry consultation undertaken by IRC members and Skills Impact, including with rural, regional and remote stakeholders. In line with Skills Impact's values², this helps to ensure transparency and accountability in the process of industry research and Training Package development work.

This Skills Forecast and Proposed Schedule of Work is developed in line with:

- Standards for Training Packages 2012³;
- Training Package Products Policy⁴;
- Training Package Development and Endorsement Process Policy⁵.

¹ Australian Industry and Skills Committee (2021); *Australian Industry and Skills Committee*; <https://www.aisc.net.au/content/national-schedule>; viewed 13/04/2021.

² Skills Impact (2021); *About us*; <https://www.skillsimpact.com.au/about/>; viewed 13/04/2021.

³ Department of Education, Skills and Employment (2017); *Standards for Training Packages 2012*; <https://docs.education.gov.au/documents/standards-training-packages-2012>; viewed 13/04/2021.

⁴ Department of Education, Skills and Employment (2020); *Training Package Products Policy*; <https://docs.employment.gov.au/documents/training-package-products-policy>; viewed 13/04/2021.

⁵ Australian Industry and Skills Committee (2020); *Training Package Development and Endorsement Process Policy*; <https://docs.employment.gov.au/documents/training-package-development-and-endorsement-process-policy-0>; viewed 13/04/2021.

Industry Reference Committee

The Racing and Breeding IRC (RGR IRC) is responsible for national training package qualifications relevant to racing and breeding in the thoroughbred, harness and greyhound industries.

Qualifications overseen by the IRC are in the *RGR Racing and Breeding Training Package*.

The RGR IRC is supported by the Skills Service Organisation, Skills Impact.

Name	Organisation or Area of Expertise
Geoff Bloom (Chair)	Racing Australia
Ron Fleming (Deputy Chair)	Racing and Wagering WA (RWWA)
Ali Wade	Expertise in animal welfare and breeding
Briony Moore	Racing SA
Cameron Wright	Australian Workers Union NSW
Cecelia Huynh	Greyhound Racing NSW
Dr Mariko Lauber	Greyhounds Australasia
Dr Ruth Taylor	Expertise in animal welfare and breeding
John Sutherland	Expertise in animal welfare and breeding
Kathleen Mullan	Harness Racing Australia
Kevin Ring	Australian Jockeys Association
Lisa Hocking	Racing Victoria
Rachael Bambry	Racing Queensland
Ruth Taylor	Expertise in animal welfare and breeding
Shaun Snudden	Harness Racing NSW
Stuart Rich	Racing NSW
Wayne Lee	Australian Trainers Association
Position Vacant	Harness Racing Victoria

Executive Summary

During 2020 the racing and breeding industry was fortunate to experience fewer COVID-19-related disruptions than many other Australian industry sectors. This was largely due to the industry's already strict biosecurity protocols. Some smaller racetracks did close, and racing activities ceased for a period in Tasmania; but, in many parts of Australia, racing and breeding activities were relatively unaffected. The pandemic did, nonetheless, highlight the critical importance of capabilities development for industry participants. Formally recognised, quality-assured and independently assessed training is necessary for an industry that is highly regulated and which requires a workforce that is skilled in the unique safety, human welfare and animal welfare requirements of the job roles. However, registered training organisations (RTOs) are not delivering training and assessment to the racing and breeding industry through the VET system in the numbers expected by industry and government.

The industry is facing difficulties attracting RTOs to deliver training. A key challenge for RTOs is the cost in offering new training products, or gaining approval to have them on scope, especially for qualifications in thin training markets. Training requires access to live animals, stables/kennels, tracks and equipment, so significant capital investment is required of RTOs. There are also safety risks associated with the industry. In the COVID/Post-COVID environment, RTOs are not prepared to seek approval to have new qualifications on scope. The Principal Racing Authorities (PRAs) have been encouraging RTOs to deliver formal training and are also working with the Racing and Breeding IRC to find solutions for assisting RTOs to place relevant training on scope and commence delivery.

One possible solution is to develop national training and assessment materials to support and encourage RTOs to offer and deliver training. These resources would ease some of the initial costs involved for RTOs and assist employers to understand the benefits of engaging with the VET system. The Racing and Breeding IRC is therefore proposing a project for 2021-22 to develop national training resources to support the delivery of select qualifications. These resources would consist of an enterprise information guide, trainer guide, assessment tasks and tools, marking guide and a mapping matrix.

Section A: Overview

Industry Developments

Please refer to the [2020 Annual Update](#), which identified several trends, challenges and opportunities that are still relevant now. Additional and emerging trends include:

Impacts of COVID-19

Industry

The racing and breeding industry has been able to continue operating in the COVID-19 environment with fewer disruptions than in many other Australian industry sectors. In large part, this success has been due to the industry's already strict biosecurity protocols, which were first developed as a result of ongoing health issues, such as Strangles and stable viruses, and strengthened following national outbreak events, such as equine influenza in 2007-2008.

While in many parts of Australia racing and breeding activities have been relatively unaffected, some industry participants have experienced localised issues that will have an enduring impact. As the COVID-19 pandemic took hold in Tasmania, all three codes – horseracing, harness racing and greyhounds – were ordered by the State Government to cease on 2 April 2020. Tasmanian racing events returned in mid-June, but shortfalls in race field fees and jockey numbers left operators struggling to cope with the deficits⁶. Some participants moved interstate from Tasmania during the hiatus to continue racing, while there has been a dependence on Victorian participants travelling to Tasmania to support events. In Victoria, the State Government provided Racing Victoria with \$16.6 million as part of the 'Experience Economy Survival Package' to help protect jobs and sustain operations, including equine and participant welfare programs, while there is an absence of crowds and other race day revenue streams⁷.

Across Australia, especially outside of major east coast cities, smaller racetracks have closed due to their inability to adhere to heightened COVID-19 biosecurity protocols. Cancelled or postponed meetings have disrupted trainers' annual schedules and so livelihoods due to their animals making it into fewer races⁸. This has been exacerbated by trainers being prevented from crossing borders (especially relevant with horses), and consequently having to relinquish them to other trainers⁹. The breeding and sales season, which is economically crucial for many regional communities, was similarly curtailed, with lucrative thoroughbred auctions being held exclusively online, leading to many horses being withdrawn from catalogues¹⁰.

The pandemic has highlighted the critical importance of capabilities development for industry participants, yet there are few RTOs willing to deliver training.

Training provision

The experience of this pandemic has highlighted the critical importance of capabilities development for industry participants yet, problematically, there are few RTOs willing to deliver RGR training.

Generally, training already being delivered by RTOs has been able to continue where adherence to increased

⁶ ABC News (2020); *Racing set to resume in Tasmania after coronavirus shutdown*; <https://www.abc.net.au/news/2020-06-13/racing-set-to-resume-in-tasmania-after-coronavirus-shutdown/12350928>; viewed 13/04/2021.

⁷ Racing Victoria (2020); *Funding package to protect jobs and support equine and participant welfare*; <https://www.racingvictoria.com.au/news/2020-05-13/funding-package-to-protect-jobs-and-support-equine-and-participant-welfare>; viewed 13/04/2021.

⁸ ABC News (2020); *Cancelled race meetings a big struggle for Menindee horse trainer*; <https://www.abc.net.au/news/2020-07-21/menindee-horse-trainer-struggling-as-horse-races-cancelled/12474402>; viewed 13/04/2021.

⁹ ABC News (2020); *COVID-19 regulations see Albury trainer forced to give up almost 20 racehorses*; <https://www.abc.net.au/news/2020-08-19/horses-given-up-as-result-of-covid-19-border-closure/12569872>; viewed 13/04/2021.

¹⁰ ABC News (2020); *Inglis Easter Yearling Sale hobbled as coronavirus forces bidding for horses online*; <https://www.abc.net.au/news/2020-04-07/inglis-easter-yearling-sale-hobbled-by-coronavirus-crisis/12125272>; viewed 13/04/2021.

biosecurity protocols is possible. This includes both delivery that is ‘hands-on’, where learners experience working with the health, safety and welfare of live animals and industry workers, and conceptual, with classroom-based activities now either being delivered virtually or in venues where gatherings are permissible and social distancing achievable.

The work of IRC members and Principal Racing Authorities (PRAs) in encouraging RTOs to place RGR products on scope, however, was severely disrupted by the pandemic. Initially, targeted RTOs were forced to lay-off or reduce the working hours of staff, especially when classroom activities were suspended. While RTOs have been bringing staff and programs back into operation, their ability to offer new products, or put them on scope, has been limited, especially for qualifications requiring high initial capital investment in thin training markets, as is typical for the racing and breeding industry. At a time when business viability has been impacted across all areas, persuading RTOs to invest in the newly created and updated RGR qualifications has proven enormously difficult, and has been further hampered by the uncertainty caused by the potential deletion of relevant ‘low enrolment’ training package products.

It is clear that the work of PRAs to encourage RTOs to deliver formal training will take longer than hoped. This is a disappointing outcome when the experience of the pandemic has demonstrated the importance, effectiveness and flexibility of the *RGR Training Package*. In the view of the IRC, it is critical that the AISC considers ways to support industries in encouraging RTOs to place training package products on scope. While IRC members put considerable time and effort into their work, they do so mainly on a voluntary basis. The RGR IRC is hence seeking additional support for the promotion of training and assessment delivery.

The National Skills Commission and attracting new industry workers

The National Skills Commission (NSC) was created in 2019 when much of the national debate focused on skills gaps; but, with the onset of COVID-19, the focus is now firmly on managing skills surpluses and identifying training options for unemployed workers, especially young people, women and city-dwellers, who have been disproportionately affected¹¹. The racing and breeding industry has attempted to engage the National Careers Institute with potential opportunities to fill worker shortages and encourage the promotion of available work in the industry, so far without any apparent success.

As well as highlighting reskilling and upskilling options for improving the prospects of people already performing an industry role, the NSC are promoting ‘skills transferability’ to facilitate clearer pathways between roles in diverse industries that require similar capabilities. Many skills within RGR are shared by ACM Animal Care and management and AHC Agriculture, Horticulture and Conservation & Land management, and units of competency from each of these Training Packages are found in RGR qualifications, demonstrating transferability of skills. However, the RGR IRC note the critical differences that apply to professional sport which involves living animals, including integrity, animal welfare and specialist skills.

The primary role of VET is enabling potential workers to reach competency and be job-ready. Specific skills are required for many jobs roles within the industry to complete tasks safely and effectively.

Industry-led educational pathways

To provide training in trackwork riding, one of the most crucial and needed skills in the racing industry, Thoroughbred Industry Careers have created a formal education pathway called the ‘Accelerator Program’ (which commences in NSW in February 2021)¹². The program offers practical, hands-on experience over 12 weeks of intensive training, after which learners will be guided into the workplace with the option of commencing the *RGR30518 - Certificate III in Racing (Trackwork Rider)* as a traineeship.

Female jockeys eligible for maternity leave in SA

Thoroughbred Racing SA (TRSA) has announced that female jockeys in South Australia will be eligible for maternity leave for the first time (following the lead of NSW in 2016 and WA in 2018)¹³. In what was once a

¹¹ National Skills Commission (2020); *A snapshot in time: The Australian labour market and COVID-19*

¹² Thoroughbred Industry Careers (2020); *The Accelerator Program*; <https://tbindustrycareeraccelerator.com.au/#tic-qualification>; viewed 14/04/2021.

¹³ ABC News (2020); *Female jockeys eligible for maternity leave in South Australia for the first time*; <https://www.abc.net.au/news/2020-05-31/female-jockeys-eligible-for-maternity-leave-in-south-australia/12296954>; viewed 14/04/2021.

male-dominated sport, women now account for one-third of SA's jockeys and this new scheme is aimed at attracting and retaining a greater number.

Jockey and Animal Welfare Initiatives

Industry is seeking to improve the safety of jockeys and the welfare of horses, and so make industry careers more attractive to new entrants. Initiatives include:

- An on-going project funded by AgriFutures Thoroughbred Horses Program, partnering with Racing Victoria and La Trobe University, to develop tests to better identify concussion and so improve jockey health and wellbeing¹⁴.
- Alongside an inquiry by the Queensland Government into the welfare of retired racehorses¹⁵, Thoroughbred Breeders Australia, in conjunction with national stakeholders, including the Australian Trainers' Association and Australian Jockeys' Association, established the Thoroughbred Aftercare Welfare Working Group (chaired by Denis Napthine) to investigate and enact measures to ensure and enhance the welfare outcomes for retired racehorses, unraced horses, and those retired from the breeding industry¹⁶. This initiative is supported by a wide cross-section of Australia's breeders, trainers, race clubs and industry organisations¹⁷.
- In October, a new racehorse welfare facility was unveiled in WA. The Off The Track WA (OTTWA) Retraining Program encompasses the OTTWA Estate and a network of OTTWA Official Retrainers, who will provide retired racehorses with the necessary skills and experiences needed to transition from racing to their second career as a pleasure or performance horse. OTTWA will support owners to transition retired animals, as well as offer clinics and events, and provide support for emergency welfare cases¹⁸.

VET Qualifications & Employment Outcomes

The data and literature references presented in the [2020 Annual Update](#) remain relevant.

The racing and breeding industry is facing difficulties attracting RTOs to deliver training (see the table below)¹⁹.

¹⁴ AgriFutures (2020); *Racing to improve jockey health and safety*; <https://agrifutures.com.au/news/racing-to-improve-jockey-health-and-safety/>; viewed 14/04/2021.

¹⁵ Queensland Government (2020); *Independent inquiry into the management of retired racehorses*; <https://www.daf.qld.gov.au/business-priorities/biosecurity/animal-biosecurity-welfare/welfare-ethics/management-of-retired-racehorses>; viewed 14/04/2021.

¹⁶ Thoroughbred Aftercare Welfare Working Group (2020); *Issues Paper and Call for Submissions*; <https://static1.squarespace.com/static/5e3788c2c2cd171e7c97ba5b/t/5ed7557b3b8e990ffc2b53f1/1591170429968/TAWWG+Issues+Pa+per.pdf>

¹⁷ Thoroughbred Welfare Initiative (2020); *Industry Support*; <https://thoroughbredwelfareinitiative.org.au/industry-support>; viewed 14/04/2021.

¹⁸ Off the Track WA (2020); *Off the Track WA*; <https://www.offthetrackwa.com.au/>; viewed 14/04/2021.

¹⁹ Racing South Australia have provided feedback that the *Certificate III in Racing (Trackwork Rider)* and *Certificate IV in Racing (Racehorse Trainer)* are currently on the scope of RTOs for delivery in South Australia.

Availability of Training Providers

	NSW	VIC	QLD	SA	WA	NT	TAS
Certificate II Stablehand	Yes	Yes	Yes	Yes	No	No	Yes
Certificate III Stablehand	Yes	Yes	Yes	Yes	No	No	Yes
Certificate III Trackwork Rider	Yes	Yes	Yes	No	Yes	Yes	No
Certificate III Breeding	Yes	Yes	No	No	No	No	No
Certificate IV Racing (Trainer)	Yes	Yes					
Certificate IV &/or Diploma Breeding	No	No	No	No	No	No	No
Certificate III Racing Services (Cadet Steward etc)	Yes	No	No	No	No	No	No
Certificate IV Jockey	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Certificate IV & Diploma Racing Integrity	No	No	No	No	No	No	No

TOGETHER FOR RACING
OBTAIN TRAIN RETAIN

AUSTRALIAN THOROUGHBRED
WORKFORCE DEVELOPMENT FORUM

At the Australian Thoroughbred Workforce Development Forum in April 2021, evidence was presented that the key issues relating to RTO delivery include:

- Limited Training Providers engaged with racing and breeding.
- Limited courses on scope.
- Predominantly workplace delivery.
- Lack of formal knowledge and skill development opportunities.
- Feedback from industry participants that workplace training is convenient, but quality of the training and assessment is poor and relies upon the Employers training capabilities.
- Face-to-face delivery requires large amount of time “off the job” or completion prior to commencement of employment.
- Delivery methods not meeting industry requirements.

As leaders in setting and meeting international standards, Racing Australia and the PRAs are currently developing plans for a national training and assessment approach. A forum to continue this work and promote VET qualifications took place in April 2021. The content of the training package is a key component of this work.

A major reason for businesses not employing VET graduates is because qualifications are rarely delivered in full. The issues leading to this are:

- Government-funded apprenticeship/traineeship requirements are inconsistent with the structure of training required by industry.
- RTO viability challenges have led to a restructuring of the delivery landscape, with a greater emphasis on micro-credentials.
- Superseded versions of the *RGR Training Package* were overly complex. This has mostly been rectified with updates in the superseding versions, including through recently approved projects to address implementation barriers and RTO viability issues.
- Few RTOs are delivering RGR qualifications, and there is little incentive for them to launch new programs.

RTO viability challenges are undoubtedly a foremost barrier to the wider delivery of RGR qualifications. Examples reported to the IRC include:

- RTOs are concerned with the risks to learners who enrol but then struggle with the physical requirements of racing industry training. While striving to adhere to equitable delivery principles, RTOs also have a duty of care to their customers, such that only potential learners who are anticipated to be able to complete relevant qualifications or skill sets should be enrolled (as ascertained through the Pre-Training Review process).
- RTO instability has led some learners to transfer to different training providers, resulting in disrupted

record-keeping and issues surrounding Recognition of Prior Learning.

- RTOs have experienced difficulties in consistently delivering relevant training under units imported into the RGR Training Package from other training packages (in line with the preferences of the Ministers, AISC and IRC to simplify the national system by utilising imported and cross-sector units).
- RTOs' inability to respond quickly to 'major changes' in the training package that impact on training and assessment materials, compliance procedures and delivery but which do not alter the intended occupational outcomes.

Other Training Used by Employers

The data and literature references presented in the [2020 Annual Update](#) remain relevant.

Throughout 2020, as the barriers to RTOs delivering training grew, PRAs were forced to seek informal and non-accredited training opportunities, many of which were based on RGR units of competency. This is not the preferred option of the racing and breeding industry, which seeks to facilitate nationally recognised training so that:

- Workers meet all relevant standards across jurisdictions.
- Qualifications and skill sets provide evidence of compliance with industry regulations.
- Consistency and integrity are maintained at all levels of the industry.

While evidence of compliance can be obtained through local non-formal training, the IRC expects that not all credentials would be recognised *across* jurisdictions (in some areas, specific licences are also required to meet regulatory requirements).

Enrolment Levels

The data and literature references presented in the [2020 Annual Update](#) remain relevant. As stated, the recency of RGR qualification releases (most of which were 10/09/2019 or 05/07/2018) means most RTOs – especially in the context of the delays caused by COVID-19 – have as yet been unable or unwilling to develop training and assessment materials and apply to have the RGR product(s) on scope. As stated above, PRAs and IRC members are striving to promote the *RGR Training Package* to RTOs but have thus far been unsuccessful.

Table 1: Qualifications recently reviewed/updated/created

Qualification	2015	2016	2017	2018	2019	No. of RTOs approved to deliver qualification
RGR10118- Certificate I in Racing (Stablehand)	83	40	38	33	23	6
RGR20117- Certificate II in Racing (Greyhound)	0	0	0	0	0	1
RGR30117- Certificate III in Racing (Greyhound)	0	0	0	0	0	0
RGR30318- Certificate III in Racing (Driving Stablehand)	0	0	0	0	0	0
RGR30419- Certificate III in Racing Services	22	61	52	18	11	2
RGR30619- Certificate III in Horse Breeding	108	86	42	28	59	2
RGR40318- Certificate IV in Racing (Harness Race Driver)	47	28	9	5	6	2
RGR40419- Certificate IV in Greyhound Racing Industry	714	27	0	0	0	0
RGR40518- Certificate IV in Racing Integrity	2	0	0	0	0	0
RGR40619- Certificate IV in Horse Breeding	0	0	0	0	0	0
RGR50118- Diploma of Racing (Racehorse Trainer)	14	29	4	4	0	1
RGR50218- Diploma of Racing Integrity Management	3	0	0	0	0	0
RGR50319- Diploma of Horse Stud Management	0	0	0	0	0	0

Source: NCVET VOCSTATS, TVA program enrolments 2015-2019

Reasons for Non-Completion

The data and literature references presented in the [2020 Annual Update](#) remain relevant. There is no additional information to add at this time.

Cross-Sector Units

The response presented in the [2020 Annual Update](#) remains relevant. There is no additional information to add at this time.

Changes to Skill Requirements

The nature of racing and the associated breeding industries is that many of the roles and skills remain relatively consistent over time, with technological changes mainly impacting on the measurement of performance and delivery of general functions covered by other training packages and imported for use by RGR.

The major issue for the racing and breeding industry in relation to skills is the lack of training and assessment delivery by RTOs. The RGR IRC continues to support projects relating to the development of resources that will assist and encourage RTOs to gain approval to have relevant qualifications on scope and to commence delivery. In particular, this work should focus on areas where there are currently low or no enrolments.

Apprenticeship & Traineeship Barriers

The data and literature references presented in the [2020 Annual Update](#) remain relevant. Likewise, barriers to VET delivery and the reasons for industry's low engagement with the system, detailed in questions 2., 4. and 5., should also be considered relevant here.

Industry-specific data relating to the Australian Government's \$2 billion JobTrainer skills package, which includes objectives to attract new apprentices and keep existing apprentices in jobs, is being progressively released; however, it appears that there has yet to be a satisfactory consideration of the racing and breeding industry. The IRC will assess the outcomes of such initiatives as information becomes available.

Key concerns remain over the structure of apprenticeships and traineeships being unsuitable for the employment structures used within the racing and breeding industries. In any event, the lack of RTOs willing to deliver RGR training and assessment makes the use of traineeships under the VET system impractical.

Other Relevant Activities

The RGR IRC has been busy during 2020, with many additional responsibilities, requiring extensive time and resources, for dealing with the impacts of COVID-19, workforce, industry and trade issues.

The IRC has assisted the AISC and the AISC Emergency Response Sub-Committee (ERSC) by seeking industry input and responding to a number of requests for information. These requests have taken place in several stages.

Immediate crisis response

- Identification of immediate training issues relating to workplace and campus-based training (completed April 2020)
- Identification of skills needs and delivery challenges for essential workforces (completed May 2020)

Supporting training for worker movement and potential surge workforces to meet current needs

- Identification of existing training products and potential surge workforces (completed May 2020)
- Analysis of available infection control training (completed June 2020)

Support for workforce recovery

- Critical Response Projects to create pathways for displaced workers (submitted July 2020, in progress)
- Promotion of pathways for displaced workers (first projects submitted July 2020, under consideration)

Mandatory Work Placements Analysis and Response

- Initial analysis of units requiring mandatory work placements or assessment/training conditions that were likely to require the use of physical workspaces, most likely in workplaces (completed April 2020)
- Analysis of units within qualifications with high levels of enrolments (completed October and November 2020)

The IRC is extremely pleased to report that the current *RGR Training Package* is robustly standing up to the additional logistical challenges brought about by COVID-19. Since the establishment of the IRC, the components of the training package that have undergone review have enabled:

- Flexible options for training and assessment to meet fluid and urgent industry needs
- Coverage of the major training requirements for all industries associated with the training package

The IRC has also responded to a Ministers' request to delete units and qualifications which had zero enrolments in the years 2017 to 2019. Each of the units identified by the Ministers were only released in their current form from December 2018 or later, and the IRC advised that more time is necessary to allow training to be delivered by RTOs.

The additional work detailed above has required that the IRC meet more regularly and that members conduct many more additional "out of session" discussions and consultations than in previous years. This has been achieved without additional IRC members or secretariat support. The Chair of the IRC would like to express their gratitude to all IRC members and stakeholders who have given up so much of their time and energy in

2020 to complete this important work.

Section B: Ongoing Consultation

Details of industry consultation undertaken by IRC members and Skills Impact, including with rural, regional and remote stakeholders will be included in the final document that is submitted to the Australian Industry and Skills Committee (AISC). Once submitted, the final document will also be published on the Skills Impact website.

DRAFT

Section C: Proposed Projects

2021–2022 Project Details

Project 1: Racing and Breeding Training Delivery Support

Description

This project proposes the development of national training resources to overcome barriers associated with RTO viability and training delivery in regional, rural and remote Australia. These resources will support the delivery of select qualifications and will consist of an enterprise information guide, trainer guide, assessment tasks and tools, marking guide and a mapping matrix. Formally recognised, quality-assured and independently assessed training is necessary for an industry that is highly regulated and which requires a workforce that is skilled in the unique safety, human welfare and animal welfare requirements of the job roles. One of the major problems facing the racing and breeding industry is the lack of RTO delivery. The materials will be designed to reduce the initial costs of development for RTOs and to assist employers in understanding the benefits and the business case for engagement with the VET system.

Case for Change

Rationale for Change

RTOs are not delivering training and assessment to the racing and breeding industry through the VET system in the numbers expected by industry and government. Racing Australia reported in 2019 that there were 79,100 full-time equivalent jobs supported nationally by economic activity associated with thoroughbred racing. Harness Racing Australia reports that 19,000 are employed (40% in regional areas) and 48,000 participate in their sector. Greyhound Racing Australasia reports that 7,000 people are in direct employment, while tens of thousands are indirectly employed as a result of industry operations (for details, please see the [2019-2022 Racing and Breeding Skills Forecast](#)).

The industry needs to meet very high standards in relation to the safety and welfare of human and animal participants, and industry integrity in a fully regulated industry. In these circumstances, there should be room for significant levels of quality assured, formally recognised and independently assessed training and achievement of qualifications as offered by the VET system.

There are important issues concerning RTO viability and delivery in regional, rural and remote (RRR) Australia. RGR Training requires significant capital investment as it requires access to live animals, stables/kennels, tracks and equipment. There are safety risks associated with the industry. In the COVID/Post-COVID environment, RTOs are not prepared to place training on scope.

One way to start addressing these concerns and encouraging RTOs to place training on scope is by providing nationally consistent resources to support the delivery of selected qualifications in the RGR Training Package, consisting of:

- **Enterprise Information Guide** – providing guidance to employers for the development of the business case and training plan when considering putting on apprentices or trainees, or otherwise engaging with formal training.
- **Trainer Guide** – provided to ensure trainers around Australia have access to nationally consistent foundations prior to developing their specific curriculum materials.
- **Assessment Tasks and Tools** – designed to support nationally consistent assessment.
- **Marking Guide** – a critical element to creating nationally consistent assessment.

- **Mapping Matrix** – maps the required competencies against units and assessments.

The proposal is to target these materials towards low enrolment products and those not currently being offered by RTOs. These have been identified as:

- **Greyhound racing**
 - RGR20117 Certificate II in Racing (Greyhound)
 - RGR30117 Certificate III in Racing (Greyhound)
 - RGR40419 Certificate IV in Greyhound Racing Industry
- **Harness Racing**
 - RGR30318 Certificate III in Racing (Driving Stablehand)
- **Horse Breeding**
 - RGR40619 Certificate IV in Horse Breeding
 - RGR50319 Diploma of Horse Stud Management
- **Stewards & Integrity**
 - RGR40518 Certificate IV in Racing Integrity
 - RGR50218 Diploma of Racing Integrity Management

Evidence for Change

The following table was presented to the Australian Thoroughbred Workforce Development Forum held in April 2021 and was created by IRC members who have been working extensively to find RTOs that will deliver qualifications.

Availability of Training Providers

	NSW	VIC	QLD	SA	WA	NT	TAS
Certificate II Stablehand	Yes	Yes	Yes	Yes	No	No	Yes
Certificate III Stablehand	Yes	Yes	Yes	Yes	No	No	Yes
Certificate III Trackwork Rider	Yes	Yes	Yes	No	Yes	Yes	No
Certificate III Breeding	Yes	Yes	No	No	No	No	No
Certificate IV Racing (Trainer)	Yes	Yes					
Certificate IV &/or Diploma Breeding	No	No	No	No	No	No	No
Certificate III Racing Services (Cadet Steward etc)	Yes	No	No	No	No	No	No
Certificate IV Jockey	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Certificate IV & Diploma Racing Integrity	No	No	No	No	No	No	No

TOGETHER FOR RACING
OBTAIN TRAIN RETAIN

AUSTRALIAN THOROUGHBRED
WORKFORCE DEVELOPMENT FORUM

This table clearly indicates that one of the major problems facing the racing and breeding industry is the lack of RTO delivery. While this table relates to the thoroughbred industry, it is replicated throughout the Training Package.

At the Australian Thoroughbred Workforce Development Forum in April 2021, evidence was presented that the key issues relating to RTO delivery include:

- Limited training providers engaged with racing and breeding.
- Limited courses on scope.
- Predominantly workplace delivery.
- Lack of formal knowledge and skill development opportunities.
- Feedback from industry participants that workplace training is convenient, but quality of the training and assessment is poor and relies upon the Employers training capabilities.
- Face-to-face delivery requires large amount of time “off the job” or completion prior to commencement

of employment.

- Delivery methods not meeting industry requirements.

Racing and breeding is dominated by smaller employers who are unable to support the high costs of training. While there may be tens of thousands of workers employed across the industries, the largest employers only have around 300 – 500 staff.

Consideration of Existing Products

All materials will relate to existing training products. There will be no development of new qualifications, units or skill sets.

Approach to Streamlining and Rationalisation of the Training Products Being Reviewed

The project is designed to address part of the problem related to low enrolments in the RGR Training Package. The materials are designed to reduce the initial costs of development for RTOs and to assist employers understand the benefits and the business case for engagement with the VET system.

Stakeholder Consultation

Stakeholder consultation undertaken in the development of Case for Change

The IRC recommended industry stakeholders to be consulted during the development of this Case for Change. In particular, Principal Racing Authorities, potential and current RTOs, Integrity stewards) bodies, and peak industry bodies were contacted by IRC members. The issue was also raised by non-IRC members at the Thoroughbred Workforce Development Forum in April 2021 and supported by the forum participants.

Skills Impact were also instructed by the IRCs to undertake desktop research to identify further industry stakeholders to be contacted. An on-going list of industry stakeholders is being maintained so that they may be kept up to date on the consultation process and contribute where necessary.

Evidence of Industry Support

Industry support for the proposed qualification specialisation or skill set was elicited through extensive email and telephone contact with a wide range of stakeholders, many of whom have stated their support for this project and willingness to contribute further.

Proposed Stakeholder Consultation Strategy for Project

IRC members and Skills Impact will continue to identify and target stakeholders for participation through existing and new networks. Principal Racing Authorities, peak organisations, enterprises and training providers will also be identified to assist with promoting opportunities to contribute, through internal and external media such as intranet portals, newsletters etc.

COVID-19 restrictions will impact on the possible methods of consultation throughout the various stages of this project; for example, snap border closures and state-based lockdowns will influence the methods of consultation. Project risk management strategies will include contingency plans for unforeseen restrictions, including alternative engagement mediums, such as webinars. Every effort will be taken to reach those stakeholders in regional, rural and remote (RRR) areas, where there may be poor connectivity.

As this project relates to the development of materials for existing training products, the usual consultation procedures will not be utilised. Instead, identified experts will be asked to develop and draft materials, which will then be validated by RTOs, employers, PRA and IRC members. The documents will also undergo a QA process through Skills Impact.

Licencing or Regulatory Linkages

All qualifications covered by the project include occupations that either require or have the potential to require

licensing, depending on the context in which they are undertaken.

The Stewards and Integrity qualifications are critical regulatory occupations.

Project Implementation

Prioritisation Category

It is proposed that this product development is progressed as a fast-track project.

Each of the qualifications nominated for the proposal has been listed as "marked for deletion" or in danger of being so listed, although they have all been recently re-developed. The struggle faced by the industry is getting RTOs to agree to put the training on scope.

These qualifications have been deliberately targeted to meet the priorities for enrolments that have been identified by the AISC as required to retain the qualifications.

Project Milestones

Timetable

Months	Activity
1	Project planning and briefing, identification of experts and consultation with IRC
2-5	Development of draft documents
6-7	Validation and Quality Assurance, final consultation for STA
8	Approval materials by the RGR IRC and submission to DESE/AISC

Key deliverables

- Enterprise Information Guide
- Trainer Guide
- Assessment Tasks and Tools
- Marking Guide
- Mapping Matrix

Delivery or Implementation Issues

The racing and breeding industry has difficulties attracting new workers and learners to participate, and this is exacerbated by the lack of RTOs delivering training. This means that training and career pathways are not visible to potential industry participants. There are significant industry shortages, particularly in regional areas.

In part, international visa programs are being used to address recruitment challenges, however these also need to be supported by available training which meets visa requirements. Australia has a high standard industry with a strong international reputation, and it is important to ensure all workers meet these standards. This can be achieved through the development of assessment tools.

Racing and breeding is dominated by smaller employers who are unable to support high costs of training. Apprenticeships and traineeships can be difficult to deliver because employers are too small to meet all requirements, or there may be more than a single employer involved. Regulators and industry impose strict guidelines on shared operational responsibilities to uphold integrity, safety and welfare. New safety standards in training relating to horses have made delivery difficult, even for TAFEs across various states. This has added to the cost of delivery.

The development of supporting assessment tools and associated materials and resources will partially ameliorate the costs of delivery of the assessment and training for RTOs and employers.

Implementing the Skills Minister's Priority Reforms for Training Packages (2015 and October 2020)

Ensure that more information about industry's expectations of training delivery is available to training providers to improve their delivery and to consumers to enable more informed course choices

The supporting resources will be designed to clearly articulate and define industry expectations and provide guidance as to delivery and assessment. They will contribute to the ability of RTOs to viably deliver nationally consistent programs.

Ensure the training system better supports individuals to move more easily between related occupations

The resources will help to demonstrate the training and career pathways that allow learners to make choices, including training that will be transferable into other occupations requiring animal handling and welfare

Improve the efficiency of the training system by creating units that can be owned and used by multiple industry sectors

The materials are not designed to support this priority but will not interfere with or lead to deterioration of the current situation.

Foster greater recognition of skill sets and work with industry to support their implementation

The materials will be developed around qualifications but will also identify and provide support for existing skill sets within those qualifications.

Improve the efficiency of the training system by creating units that can be owned and used by multiple industry sectors

The proposed units will be of specific use to assistance dog trainers. During the project, Subject Matter Experts and the IRC will consider whether each of the units has applicability beyond assistance dog trainers (for example, task training for a wider range of animals) or could apply to a broader group of learners (which may be possible for the units focussing on the regulatory environment).

Foster greater recognition of skill sets and work with industry to support their implementation

During this project, skill sets may be identified for future development in recognition of the rapid growth, maturation and changeability of this industry.

This Case for Change was agreed to by the Racing and Breeding IRC

Name of Chair
Signature of Chair

Date