

VIRGINIA RACING COMMISSION 2021 ANNUAL REPORT



Driver Tracy Bradshaw training one of his horses early in the morning at Shenandoah Downs

Virginia Racing Commission

2021

COMMISSIONERS

J. Sargeant Reynolds, Jr.
Chairman
Richmond

Stephanie Nixon
Ashland

Marsha K. Hudgins
Suffolk

Stuart Siegel
Vice Chairman
Richmond

John F. Tanner Jr.
Exmore

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David S. Lermond, Jr. - Executive Secretary

Kimberly C. Mackey – Director of Operations

Ada K. Caruthers, DVM - Equine Medical Director

Rhonda F. Davis – Director of Pari-Mutuels and Licensing

Joseph R. Rudisill – Historical Horse Racing Specialist



COMMONWEALTH of VIRGINIA

Virginia Racing Commission

J. Sargeant Reynolds, Jr., Chairman
Stuart C. Siegel, Vice Chairman
Marsh K. Hudgins
Stephanie B. Nixon
John F. Tanner Jr.

David S. Lermond, Jr.
Executive Secretary

February 7, 2022

TO: The Honorable Glenn Youngkin, Governor of Virginia
Members of the General Assembly

In accordance with Code of Virginia Title 29, Chapter 59.1-369 (9) as related to horse racing with pari-mutuel wagering, I am pleased to present the 2021 Annual Report of the Virginia Racing Commission.

House Bill 1609, which authorized Historical Horse Racing (HHR), was signed into law by the Governor Ralph Northam in April of 2018. Since that time, the Virginia Racing Commission (VRC) has authored and promulgated the permanent regulations for HHR, awarded six licenses to the Colonial Downs Group (CDG) for Satellite Wagering Facilities (SWFs) to conduct pari-mutuel wagering on HHR, monitored the successful opening of these six SWFs, and has effectively regulated the wagering activity that has taken place through a total of 2,667 HHR terminals in the Commonwealth of Virginia.

Funding for the Virginia Racing Commission comes solely from revenue generated by a small percentage of all pari-mutuel wagers made in the Commonwealth. This revenue enables the agency to meet its financial obligations associated with the regulation of horse racing with pari-mutuel wagering and revert any excess to the General Fund.

The Racing Commission remains steadfast in protecting the integrity of racing for those who participate and the loyal customers who enjoy it, in addition to the health and welfare of the equine athletes. As always, we rely on the continued support of the Virginia Equine Industry, from you and your administration, as well as from the General Assembly.

Respectfully Submitted,

A handwritten signature in black ink, appearing to be "DL", written over a horizontal line.

David S. Lermond, Jr.
Executive Secretary

THE RACING COMMISSION

The Racing Act, Title 59, Chapter 29, effective as of January 1, 1989, vests control of all horse racing with pari-mutuel wagering conducted in the Commonwealth to the Virginia Racing Commission.

The Commission:

- Prescribes regulations and conditions under which racing and wagering is conducted;
- Maintains horse racing in the Commonwealth of the highest quality free of corrupt, incompetent, dishonest or unprincipled practices, and;
- Maintains in such racing complete honesty and integrity.

Horse racing offering pari-mutuel wagering is permitted in the Commonwealth with the intention of “promotion, sustenance, and growth of the native industry, in a manner consistent with the health, safety, and welfare of the people”.



Staff Member Kimberly Mackey being presented with her 20 Year Service Award by Chairman J. Sargeant Reynolds

The closure of Colonial Downs in 2014 adversely affected the Thoroughbred and Standardbred racing and breeding industries in the Commonwealth. However, we are pleased to report that through the efforts of the Virginia General Assembly, the Governor's Office, the Virginia Equine Alliance, the Virginia Horsemen's Benevolent and Protective Association, and the Virginia Harness Horse Association, horse racing with pari-mutuel wagering has been revitalized in the Commonwealth.

Live Thoroughbred racing at Colonial Downs Race Track in 2021 was conducted for 21 days over a seven week period beginning in early July through the end of August. Horsemen from more than sixteen different states came to New Kent, Virginia to compete on the Secretariat Turf Course, which is considered one of the best in North America. As always, a special emphasis was put on the safety and welfare of the horses.

Live Steeplechase racing with pari-mutuel wagering returned to Great Meadow Racecourse in Fauquier County on October 23, 2021 for the Virginia International Gold Cup Races, which celebrated its 95th anniversary on June 27, 2020. Due to COVID-19 restrictions, The Virginia Gold Cup races normally held on the first Saturday in May did not have pari-mutuel wagering. Without pari-mutuel wagering, the Virginia Racing Commission did not have jurisdiction over the racing and it was overseen instead by the National Steeplechase Association. It is anticipated that both race dates at Great Meadow will once again have pari-mutuel wagering in 2022.

Harness racing with pari-mutuel wagering presented by the Virginia Equine Alliance (VEA) was conducted for a sixth straight year at Shenandoah Downs in Woodstock, Virginia. The Shenandoah County oval formally known as Woodstock Racetrack has conducted harness racing without pari-mutuel wagering for many years in conjunction with the Shenandoah County Fair. In 2016, the VEA invested \$750,000 in track renovations producing a quality racing surface, which has been very well received by the horsemen. There were 10 days of live harness racing conducted at Shenandoah Downs distributed over five weekends beginning on September 17, 2021 through October 16, 2021 on Fridays and Saturdays. Due to COVID-19 restrictions in 2020, spectators were not allowed to attend and as result, there was no wagering on the races. Fortunately, this was not the case in 2021 and the fans in attendance were happy to see the return of pari-mutuel wagering at this facility.

The total wagering on Historical Horse Racing (HHR) at the Rosie's locations increased from \$1.6 billion in 2020 to \$3.3 billion in 2021. This represents a 106% increase in the amount wagered on HHR. There are Rosie's currently located in Richmond, New Kent, Hampton, Dumfries, Vinton, and Collinsville. The Dumfries location opened in January with 150 terminals, the Collinsville location opened in July with 37 terminals, and the Vinton location was expanded adding 350 terminals in December. The Commonwealth received \$24.5 million in taxes and the localities in which the Rosie's are located received a combined \$16.3 million in taxes from this form of pari-mutuel wagering. HHR wagering began in 2019 at Colonial Downs Racetrack and has been expanding since then, providing funds for the Commonwealth, the localities, and also the horse racing and breeding industries in Virginia.

Pari-Mutuel Wagering by Source

Year	Wagering at Racetrack and at Satellite Facilities	Account Wagering	Historical Horse Racing	Total Taxable Wagering
1996	\$36,952,607.00			\$36,952,607.00
1997	\$95,094,161.00			\$95,094,161.00
1998	\$120,717,190.00			\$120,717,190.00
1999	\$121,324,249.00			\$121,324,249.00
2000	\$121,754,800.00			\$121,754,800.00
2001	\$123,879,396.00			\$123,879,396.00
2002	\$124,064,569.00			\$124,064,569.00
2003	\$130,382,875.00			\$130,382,875.00
2004	\$145,394,480.00	\$1,287,541.00		\$146,682,021.00
2005	\$151,758,202.00	\$12,691,398.00		\$164,449,600.00
2006	\$164,208,077.00	\$28,300,972.00		\$192,509,049.00
2007	\$167,684,686.00	\$33,206,726.00		\$200,891,412.00
2008	\$149,629,200.00	\$47,303,439.00		\$196,932,639.00
2009	\$122,461,456.00	\$49,850,493.00		\$172,311,949.00
2010	\$105,505,800.00	\$53,392,088.00		\$158,897,888.00
2011	\$97,737,892.75	\$62,646,843.85		\$160,384,736.60
2012	\$91,927,194.10	\$69,233,852.85		\$161,161,046.95
2013	\$86,220,534.60	\$73,205,095.00		\$159,425,629.60
2014	\$21,198,320.50	\$93,858,388.30		\$115,056,708.80
2015	\$291,173.50	\$79,478,622.50		\$79,769,796.00
2016	\$2,726,163.80	\$76,725,493.00		\$79,451,656.80
2017	\$20,803,619.10	\$81,076,535.12		\$101,880,154.22
2018	\$32,681,651.30	\$83,958,599.27		\$116,640,250.57
2019	\$39,078,097.10	\$86,629,347.47	\$1,078,283,481.45	\$1,203,990,926.02
2020	\$23,154,730.50	\$135,486,989.11	\$1,578,675,788.98	\$1,737,317,508.59
2021	\$36,186,620.60	\$126,229,799.62	\$3,271,958,939.08	\$3,434,375,359.30
Totals	\$2,332,817,745.85	\$1,194,562,223.09	\$5,928,918,209.51	\$9,456,298,178.45



Expansion project of the Vinton Rosie's Facility that opened in December of 2021

Live Thoroughbred Racing Statistics

Year	Daily Average On-Track Handle	Total Handle	Daily Average Total Handle	Daily Average Attendance	On-Track Per Capita
1997	\$183,594.00	\$28,182,006.00	\$939,400.00	3,620	\$50.72
1998	\$141,154.00	\$21,293,467.00	\$881,473.00	2,263	\$62.37
1999	\$107,881.00	\$23,420,243.00	\$975,854.00	1,628	\$66.27
2000	\$90,589.00	\$27,923,752.00	\$872,617.00	1,247	\$72.65
2001	\$117,818.00	\$27,579,707.00	\$1,103,188.00	1,940	\$60.73
2002	\$140,067.00	\$31,039,485.00	\$1,193,826.00	2,202	\$63.61
2003	\$140,305.00	\$36,090,262.00	\$1,203,009.00	2,193	\$63.98
2004	\$138,236.00	\$36,205,494.00	\$1,064,867.00	2,155	\$64.15
2005	\$124,122.00	\$44,710,190.00	\$1,117,755.00	2,028	\$61.20
2006	\$113,438.00	\$51,587,415.00	\$1,258,230.00	1,804	\$62.88
2007	\$164,557.00	\$50,507,580.00	\$1,262,689.00	1,996	\$82.44
2008	\$126,195.00	\$50,343,446.00	\$1,118,743.00	1,668	\$75.66
2009	\$128,093.00	\$31,241,633.00	\$781,041.00	1,712	\$74.82
2010	\$131,908.00	\$29,287,463.00	\$732,187.00	1,499	\$88.00
2011	\$127,542.00	\$27,041,285.00	\$845,040.00	1,864	\$68.42
2012	\$116,525.00	\$18,733,192.00	\$604,297.00	2,008	\$58.03
2013	\$118,086.00	\$14,343,174.00	\$597,632.00	1,942	\$60.81
2014	\$0.00	\$0.00	\$0.00	0	N/A
2015	\$13,130.00	\$13,130.00	\$13,130.00	3,478	\$3.78
2016	\$0.00	\$0.00	\$0.00	0	N/A
2017	\$0.00	\$0.00	\$0.00	0	N/A
2018	\$0.00	\$0.00	\$0.00	0	N/A
2019	\$133,271.00	\$18,101,453.00	\$1,206,764.00	2,588	\$51.50
2020	\$20,963.00	\$7,774,939.00	\$1,110,706.00	258	\$81.25
2021	\$66,032.18	\$47,087,639.51	\$2,242,268.55	1,329	\$49.69



Horses being schooled in the starting gate at Colonial Downs

Live Harness Racing Statistics

Year	Daily Average On-Track Handle	Total Handle	Daily Average Total Handle	Daily Average Attendance	On-Track Per Capita
1998	\$56,661.00	\$7,260,770.00	\$172,875.00	1379	\$41.09
1999	\$41,319.00	\$5,795,265.00	\$193,175.00	909	\$45.46
2000	\$19,270.00	\$5,903,010.00	\$147,575.00	258	\$74.69
2001	\$30,912.00	\$2,459,010.00	\$163,934.00	486	\$63.60
2002	\$30,860.00	\$3,716,853.00	\$154,869.00	478	\$64.56
2003	\$34,585.00	\$4,148,072.00	\$148,145.00	580	\$59.63
2004	\$40,361.00	\$5,815,294.00	\$181,728.00	645	\$62.58
2005	\$36,959.00	\$6,217,238.00	\$172,701.00	620	\$59.61
2006	\$20,498.00	\$6,562,653.00	\$182,296.00	312	\$65.70
2007	\$43,183.00	\$5,726,362.00	\$178,949.00	613	\$70.45
2008	\$35,945.00	\$5,320,909.00	\$156,497.00	509	\$70.62
2009	\$27,552.00	\$3,885,199.00	\$107,922.00	353	\$78.05
2010	\$40,575.00	\$2,748,428.00	\$98,194.00	511	\$79.40
2011	\$33,198.00	\$3,125,901.00	\$104,197.00	431	\$77.03
2012	\$22,856.00	\$1,993,949.00	\$83,081.00	495	\$46.17
2013	\$20,503.00	\$2,425,357.00	\$101,057.00	376	\$54.53
2014	\$14,812.00	\$1,723,748.00	\$71,823.00	265	\$55.89
2015	\$7,953.00	\$31,811.00	\$7,953.00	557	\$14.28
2016	\$10,553.70	\$105,537.00	\$10,553.70	299	\$35.30
2017	\$12,499.30	\$124,993.00	\$12,499.30	324	\$38.58
2018	\$11,908.34	\$119,083.40	\$11,908.34	312	\$38.17
2019	\$14,818.76	\$148,187.60	\$14,818.76	318	\$46.60
2020*	\$0.00	\$0.00	\$0.00	0	N/A
2021	\$15,715.51	\$157,155.10	\$15,715.51	352	\$44.65

* Due to COVID-19, racing was conducted without spectators or wagering.



Harness horses competing at Shenandoah Downs in Woodstock, VA

Live Steeplechase Racing Statistics

Year	Total Handle	Daily Average On-Track Handle	Daily Average Attendance
2013	\$119,956.00	\$59,978.00	43,500
2014	\$240,302.00	\$80,100.67	34,400
2015	\$222,682.00	\$111,341.00	50,000
2016	\$241,859.50	\$120,929.75	50,000
2017	\$179,930.50	\$89,965.25	47,500
2018	\$194,528.00	\$97,264.00	47,500
2019	\$196,358.00	\$98,179.00	47,500
2020*	\$0.00	\$0.00	0
2021**	\$41,424.00	\$41,424.00	3500

* Due to COVID-19, racing was conducted without spectators or wagering.

** Due to COVID-19, the Spring races were conducted without wagering and there were a limited number of spectators for the Fall races.



Horses competing in the Steeplethon Stakes at Great Meadow Race Course in The Plains, VA

The Virginia Breeders Fund

This fund establishes awards and incentive programs to foster the horse breeding industry in Virginia. Funding for these programs is derived from a one percent contribution from wagers on live and simulcast horse racing placed in the Commonwealth. Since 1996, a grand total of \$33,474,191.00 has been contributed to the fund and it has more than doubled since 2015. This fund is managed by the collaborative efforts of the Virginia Thoroughbred Association and the Virginia Harness Horse Association with oversight from the Racing Commission staff.

Breeders Fund Contributions

Year	Thoroughbred Contributions	Standardbred Contributions	Total Contributions
1996	\$263,517.00	\$105,288.00	\$368,805.00
1997	\$755,900.00	\$195,041.00	\$950,941.00
1998	\$917,484.00	\$289,688.00	\$1,207,172.00
1999	\$915,431.00	\$297,811.00	\$1,213,242.00
2000	\$942,714.00	\$274,834.00	\$1,217,548.00
2001	\$967,123.00	\$271,671.00	\$1,238,794.00
2002	\$970,555.00	\$270,091.00	\$1,240,646.00
2003	\$1,035,181.00	\$268,647.00	\$1,303,828.00
2004	\$1,136,789.00	\$317,156.00	\$1,453,945.00
2005	\$1,176,374.00	\$341,208.00	\$1,517,582.00
2006	\$1,285,476.00	\$356,604.00	\$1,642,080.00
2007	\$1,318,153.00	\$358,693.00	\$1,676,846.00
2008	\$1,167,875.00	\$328,417.00	\$1,496,292.00
2009	\$960,763.00	\$263,852.00	\$1,224,615.00
2010	\$1,266,614.00	\$287,607.00	\$1,554,221.00
2011	\$1,301,040.00	\$286,961.00	\$1,588,001.00
2012	\$1,338,896.00	\$276,548.00	\$1,615,444.00
2013	\$1,325,659.00	\$262,990.00	\$1,588,649.00
2014	\$854,434.00	\$287,360.00	\$1,141,794.00
2015	\$651,792.00	\$118,890.00	\$770,682.00
2016	\$729,940.00	\$96,759.00	\$826,699.00
2017	\$875,229.00	\$140,971.00	\$1,016,200.00
2018	\$997,228.00	\$175,765.00	\$1,172,993.00
2019	\$1,065,244.00	\$189,711.00	\$1,254,955.00
2020	\$1,374,865.00	\$177,521.00	\$1,552,386.00
2021	\$1,413,875.00	\$225,956.00	\$1,639,831.00
Totals	\$27,008,151.00	\$6,466,040.00	\$33,474,191.00

Tax Revenue to Localities

Year	New Kent	Chesapeake	Henrico	Richmond	Hampton	Brunswick	Vinton	Henry	Scott	Fauquier	Woodstock	Dumfries	Total
1996	\$157,871.00	\$144,304.00	\$6,783.00	\$6,783.00									\$315,741.00
1997	\$408,498.00	\$159,665.00	\$113,726.00	\$113,726.00	\$1,430.00	\$855.00							\$797,900.00
1998	\$520,316.00	\$128,530.00	\$107,693.00	\$107,693.00	\$101,062.00	\$43,538.00							\$1,008,832.00
1999	\$524,049.00	\$132,641.00	\$108,839.00	\$108,839.00	\$101,396.00	\$46,906.00							\$1,022,670.00
2000	\$532,156.00	\$129,419.00	\$104,967.00	\$104,967.00	\$108,412.00	\$49,836.00							\$1,029,757.00
2001	\$539,392.00	\$131,455.00	\$107,885.00	\$107,885.00	\$115,242.00	\$51,140.00							\$1,052,999.00
2002	\$544,937.00	\$136,127.00	\$107,043.00	\$107,043.00	\$110,778.00	\$50,791.00							\$1,056,719.00
2003	\$574,992.00	\$145,928.00	\$103,758.00	\$112,388.00	\$113,880.00	\$59,092.00							\$1,110,038.00
2004	\$645,979.00	\$146,406.00	\$89,652.00	\$167,027.00	\$125,476.00	\$59,268.00	\$9,817.00						\$1,243,625.00
2005	\$676,257.00	\$146,065.00	\$84,164.00	\$165,595.00	\$119,218.00	\$52,244.00	\$44,660.00	\$14,615.00					\$1,302,818.00
2006	\$727,828.00	\$171,176.00	\$70,299.00	\$175,246.00	\$114,814.00	\$41,761.00	\$44,349.00	\$43,288.00	\$26,478.00				\$1,415,239.00
2007	\$743,077.00	\$172,558.00	\$79,755.00	\$165,331.00	\$110,160.00	\$45,105.00	\$46,583.00	\$51,189.00	\$29,266.00				\$1,443,024.00
2008	\$656,347.00	\$160,286.00	\$71,940.00	\$148,229.00	\$96,737.00	\$40,619.00	\$35,164.00	\$41,901.00	\$32,365.00				\$1,283,588.00
2009	\$537,046.00	\$121,016.00	\$55,955.00	\$120,425.00	\$88,982.00	\$30,613.00	\$32,241.00	\$37,024.00	\$24,824.00				\$1,048,126.00
2010	\$463,010.00	\$102,607.00	\$57,802.00	\$100,312.00	\$77,853.00	\$29,467.00	\$25,096.00	\$31,866.00	\$17,070.00				\$905,083.00
2011	\$436,914.00	\$94,877.00	\$57,104.00	\$86,180.00	\$72,505.00	\$25,339.00	\$24,079.00	\$32,532.00	\$16,435.00				\$845,965.00
2012	\$409,436.00	\$88,681.00	\$75,208.00	\$69,123.00	\$61,255.00	\$23,622.00	\$22,076.00	\$31,618.00	\$15,602.00				\$796,621.00
2013	\$384,745.00	\$91,428.00	\$72,231.00	\$58,969.00	\$59,531.00	\$21,880.00	\$15,642.00	\$31,733.00	\$15,062.00				\$751,221.00
2014	\$95,193.00	\$29,432.00	\$21,429.00	\$18,738.00	\$17,126.00	\$1,657.00	\$1,069.00	\$2,536.00	\$1,331.00				\$188,511.00
2015	\$66,269.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$853.00	\$109.00		\$67,231.00
2016	\$268,539.00	\$0.00	\$9,515.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$767.00	\$382.00		\$279,203.00
2017	\$283,768.00	\$6,093.00	\$49,582.00	\$36,041.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$571.00	\$451.00		\$376,506.00
2018	\$293,855.00	\$53,539.00	\$44,778.00	\$30,086.00	\$0.00	\$0.00	\$0.00	\$16,831.00	\$0.00	\$639.00	\$440.00		\$440,168.00
2019	\$3,821,691.00	\$44,832.00	\$39,581.00	\$1,092,579.00	\$304,665.00	\$0.00	\$405,440.00	\$18,181.00	\$0.00	\$624.00	\$528.00		\$5,728,121.00
2020	\$4,735,817.00	\$20,915.00	\$22,756.00	\$1,489,793.00	\$1,355,359.00	\$0.00	\$440,196.00	\$10,499.00	\$0.00	\$0.00	\$0.00		\$8,075,335.00
2021	\$9,625,702.78	\$32,759.28	\$47,464.66	\$2,963,051.48	\$2,468,999.71	\$0.00	\$799,984.29	\$113,244.13	\$0.00	\$118.16	\$561.46	\$635,277.62	\$16,051,885.95
Totals	\$28,673,684.78	\$2,590,739.28	\$1,709,909.66	\$7,656,049.48	\$5,724,880.71	\$673,733.00	\$1,946,396.29	\$477,057.13	\$178,433.00	\$3,572.16	\$2,471.46	\$635,277.62	\$49,636,926.95