TASMANIAN
RACING INTEGRITY
COMMISSIONER

11 November 2026

Kristie Johnston MP
Chair
Joint Standing Committee on Greyhound Racing Transition
Parliament House
Hobart TAS 7000

Dear Chair,

Public hearing of the Joint Standing Committee on Greyhound Racing Transition on 9 October 2026

Responses to allegations

Thank you for your correspondence dated 2 November 2026 regarding my appearance before the Joint Standing Committee on Greyhound Racing Transition (the ***JSC***) on 9 October 2026 (the ***Hearing***).

From the outset, I wish to acknowledge the important role of the JSC, particularly in overseeing the Government's decision to phase out greyhound racing and, at the request of Government, the work being conducted by my office.

As recognised in the draft Greyhound Racing Transition Plan, I am committed to assisting the JSC on matters relating to greyhound racing in Tasmania and the work being undertaken by my office.

Importantly, I do so at the invitation of the JSC and in good faith.

While appearing before the JSC, I am also obliged to uphold the confidentiality undertakings I have given to racing participants and comply with my other obligations under the *Racing Regulation and Integrity Act 2024* (the ***Act***).

As noted in your correspondence, allegations have been made by the Member for Franklin, Mr Winter MP, regarding the management of expressions of interest in the Government's greyhound racing voluntary exit scheme (the ***VES***).

These allegations were first made during the Hearing, and further allegations were made during the Member's speech on the adjournment debate in the House of Assembly on 29 October 2026 (the ***House of Assembly Debate***).

The purpose of this correspondence is to respond to each of Mr Winter's allegations.

A. Background

Before addressing the allegations, for completeness, I will first set out some relevant background information.

I am the current Tasmanian Racing Integrity Commissioner appointed by the Governor under section 7 of the Act. I lead a small team that assists me in performing my functions under the Act. References in this correspondence to 'my office' encompass both me, in my capacity as Commissioner, and the staff who assist me.

As the JSC is aware, following the Government's announcement in August 2025 that it intended to phase out greyhound racing, the Premier and the former Minister for Racing requested that I, in my capacity as Commissioner, undertake work associated with the proposed transition of the industry.

As I understand it, this request was made of my office having regard to my statutory functions under the Act and the independence of my office from Government, the Department of Natural Resources and Environment (***NRE***), Tasracing and animal welfare groups. Since its establishment, my office has also been able to develop an understanding of the Tasmanian racing industry and develop relationships with participants and the relevant bodies.

As an extension of the transition-related work already being undertaken by my office, on 2 June 2026, I was advised of the Government's announcement of the VES. The VES was intended to provide immediate support to greyhound racing participants wishing to voluntarily exit the industry before 31 December 2026. The former Minister for Racing then wrote to me in my capacity as Commissioner, requesting that my office develop and facilitate the proposed scheme and assess the level of interest among greyhound racing participants.

Following the request, my office publicly called for expressions of interest in the VES (a copy of which can be accessed here) and I wrote to all registered greyhound racing participants (see Annexure A for a copy of the template letter used to send to all greyhound racing participants). Both the media release and participant letter address the matter of confidentiality.

The intention of the consultation process regarding the VES has been to develop fair, practical and evidence-based transitional arrangements for those participants who wish to voluntarily leave the greyhound racing industry by 31 December 2026. Consultation has been critical to understanding the individual participant's circumstances and transitional needs, including the future care and rehoming, where required, for their greyhounds.

As such I have subsequently met with all participants who have submitted a written EOI or raised questions about participating in such a scheme. As I outlined to participants with whom I met, the purpose of these discussions was to answer questions where I was able to do so, ascertain the level of interest in a voluntary transition and understand the participant's individual circumstances and transitional needs. I advised these participants that I would provide Government with advice regarding participant expectations concerning any potential arrangements, including financial assistance.

This work has inherently required discussing potential financial outcomes with participants and developing an understanding of the level of financial assistance that might be acceptable to each participant.

NRE is responsible for managing all financial aspects of the VES, including making any formal offers to participants.

I have made undertakings to participants with whom I have met, and consistently stated publicly, that my office will treat any expression of interest and any related discussions regarding the VES as strictly confidential.

Given concerns raised by a number of participants about maintaining their anonymity, particularly if they choose to participate in the VES, these undertakings are critical to enabling participants to engage openly with the process, without fear of being identified publicly or to other participants in the greyhound racing industry.

More broadly, the effectiveness of my office relies on the trust and confidence of the community.

This trust has been established, in part, through the confidential engagement that members of the Tasmanian racing community and the broader public have been able to have with my office.

Trust and confidentiality are fundamental to the proactive reporting of information, complaints, intelligence, and trends to my office. Without that information, the ability of my office to provide meaningful oversight of racing integrity and the welfare of racing animals in Tasmania would be substantially compromised.

This trust and confidence would be quickly undermined if persons engaging with my office cannot be confident that undertakings of confidentiality will be respected.

B. The Allegations

In relation to my role as the Commissioner, I paraphrase Mr Winter's substantive allegations to be:

1. **Allegation 1:** as the Commissioner, my involvement in respect of the VES is outside my statutory functions of the Act;

2. **Allegation 2:** I interfered in the Tasracing stewards' inquiry concerning greyhound trainer, Mr Anthony Bullock's greyhound, Dewana Craig (the ***Inquiry***), and the matter was relisted for 8 October 2026 because Mr Bullock had not accepted any offer of financial assistance to leave the industry;

3. **Allegation 3:** I have subjected Mr Bullock to undue pressure to participate in the VES, including by reference to the Inquiry; and

4. **Allegation 4:** I have made various financial offers to participants to exit the greyhound racing industry, and have misled the JSC.

These are serious, untested and unsubstantiated allegations. I unequivocally deny each allegation. The allegations adversely affect the standing of my office and my position as Commissioner.

Accordingly, I respond to each of these allegations below. Given the nature of the allegations made by Mr Winter, I therefore request that Mr Winter retract the allegations publicly, or correct the factual inaccuracies and misrepresentations on public record.

(i) Allegation 1

During the House of Assembly Debate, Mr Winter alleged:

> *The Racing Integrity Commissioner position was established by the parliament to independently oversee integrity, compliance and disciplinary matters across the racing industry. The position was not created to negotiate payments for participants to leave the industry. This is why this is a central question and so important. How can the person responsible for enforcing the rules and exercising disciplinary powers over licence-holders also be engaging in discussions about financial incentives to leave the industry? Even the perception of conflicts of interest is a serious risk to public confidence.*

Allegations were also made during the Hearing that in undertaking the work on the VES, I am acting outside of the functions under the Act and my role as Commissioner.

In response to the first component of the allegation (relating to the functions of the Commissioner under the Act), among other matters, the overall purpose of the Act is 'to safeguard the welfare of animals, and for related purposes'.

The Act provides that the functions of the Commissioner include:

- overseeing integrity in racing and the welfare of animals that are or have been involved in racing;
- monitoring the administration and regulation of racing;
- promoting animal welfare; and
- facilitating cooperation on animal welfare initiatives.

Section 9(r) also includes, among the Commissioner's functions, inquiring 'into any matters referred to the Commissioner by the Minister or such matters as requested by Tasracing'.

Section 10(1) of the Act further provides that:

> *[t]he Commissioner has power to do such things (other than employ persons) as the Commissioner considers necessary or convenient for, or in connection with, the exercise or performance of any power or function conferred or imposed on the Commissioner by this or any other Act.*

At all times I have acted in good faith, in line with requests made by the Minister for Racing (former and current) and undertaken inquiries concerning the VES consistently with the Commissioner's functions and powers under the Act.

The former Minister for Racing's media release dated 1 June 2026 stated that the VES was being developed:

> *to provide financial assistance and practical support for those participants who want to leave the industry now.*

This scheme will help participants transition with confidence, while ensuring the welfare of greyhounds remains a top priority.

The Government intended the VES to support positive animal welfare outcomes. At the request of the former Minister for Racing, I have conducted inquiries with participants to gather information and understand their expectations and transitional needs. I reiterate that NRE is responsible for making any formal financial offers to any participant. My role has been to report to Government on the information obtained through the consultation process, including participants' expectations about potential financial assistance.

The second component of the allegation concerns allegations that my office exercises disciplinary powers over licence-holders. Importantly, the Act does not grant my office any powers to enforce 'the rules and exercis[e] disciplinary powers over licence-holders' as asserted by Mr Winter.

Under the Act, section 59(2)(h) makes clear that Tasracing is responsible for 'ensuring that the Rules of Racing for all codes of racing are properly enforced by stewards'.

Section 66 of the Act assigns the performance of these responsibilities to the Tasracing Integrity Unit.

The Tasmanian Racing Appeal Board (***TRAB***) is the forum, as constituted by the Act, for appeals of certain decisions of Tasracing and/or the stewards (see Part 6).

Accordingly, the Act is clear on the functions of my office, Tasracing and the TRAB.

My office has no statutory role in prosecuting or determining alleged breaches of the Rules of Racing, imposing penalties on racing participants, or directing the conduct or outcome of any Tasracing disciplinary proceedings.

Further, my office does not have any involvement in determining what matters Tasracing pursues and the timing of such inquiries, or when TRAB hearings are to be scheduled.

These functions are performed through separate and established integrity and disciplinary processes within Tasracing and the TRAB.

In this regard, Tasracing does not take direction from me in relation to the commencement, conduct or determination of disciplinary matters. I did not direct, instruct or otherwise request Tasracing, the Tasracing Integrity Unit or any steward to take, refrain from taking or defer any action in relation to the Inquiry.

I will revisit this important point on the separation of these statutory functions and responsibilities again in respect of Allegation 2.

Mr Winter's allegations are therefore fundamentally flawed and in stark contrast to the statutory framework established by the Act and the conduct of my office, Tasracing and the stewards.

It is prudent that these misrepresentations are corrected so as not to undermine the important integrity reforms that have been given effect by the Act.

(ii) Allegation 2

During the Hearing and House of Assembly Debate, Mr Winter referred to and relied on a Statutory Declaration said to have been made by Mr Bullock on 7 October 2026 (the ***Statutory Declaration***).

The Statutory Declaration alleges that the Inquiry had been relisted by Tasracing because Mr Bullock had not accepted offers to exit the greyhound racing industry:

> *It is my belief that the matter is being relisted as I have not accepted the offers to exit the Greyhound Industry by Commissioner Carroll…*

The Statutory Declaration states that the Inquiry was listed for 8 October 2026.

During the House of Assembly Debate, Mr Winter pursued these allegations:

> *Even more concerning is the overlap between the voluntary exit discussions and a regulatory matter involving Mr Bullock's greyhound, Dewana Craig. According to the Tasracing Integrity Unit investigation report issued in late 2025, the matter concluded with the finding that 'the matter is considered finalised and no further concerns have been identified.' Yet, according to Mr Bullock's statutory declaration on 14 July 2026, more than six months after the matter had been deemed finalised by the Integrity Unit, he received advice that a further hearing would now occur.*
>
> *Mr Bullock further alleges that the following day, he received a call from the Racing Integrity Commissioner during which the Commissioner discussed the potential consequences of that matter, including the possibility of suspension, while also telling him that he had 'hundreds of thousands of dollars' available for him to leave the industry. Mr Bullock also alleges that the discussions about financial figures under the voluntary exit scheme and discussions relating to the Dewana Craig matter continued to intersect over the subsequent period.*
>
> *Honourable Speaker, those allegations are deeply concerning.*

In respect of the Inquiry or any investigation into Dewana Craig, other than the matter being raised at the Hearing, I became aware of these matters on 15 October 2026 (after the Hearing). Given the allegations made in the Statutory Declaration and line of questioning by Mr Winter at the Hearing, in the course of a discussion with the Tasracing Chief Racing Integrity Officer on 15 October 2026, I asked about the Inquiry.

During this discussion, I was advised that Tasracing had discontinued the Inquiry on 8 October 2026 and communicated that decision to Mr Bullock on that same day, being the day after the Statutory Declaration was signed and the day before the Hearing.

In respect of any interference with the Inquiry, I reiterate the matters detailed in Allegation 1 as they relate to the separation of statutory functions and responsibilities under the Act, including the functions and powers of my office.

Any allegation of interference by my office, which is denied, intrinsically calls into question the conduct of Tasracing and its staff (including the stewards) in relating to the Inquiry and, in turn, the effective operation of the Act. The allegation calls into question not only the integrity of my office, but also the integrity of Tasracing, Tasracing staff (including the stewards) and the TRAB.

Accordingly, all allegations that I have interfered with or influenced Tasracing to pursue action against Mr Bullock by reason of the VES are unequivocally denied.

(iii) Allegation 3

The Statutory Declaration also alleges that Mr Bullock has been subjected to undue pressure by me to participate in the VES:

> *I am feeling pressured to leave the industry as I have made no approach to Commissioner Carroll nor have I expressed interest in leaving the industry.*
>
> *It is a voluntay [sic] scheme, however, I am undue pressure [sic] from the Commissioner.*

These allegations were reiterated by Mr Winter during the House of Assembly Debate. I have already outlined Mr Winter's allegations in Allegation 2, and therefore I have not restated them here.

As I stated in my evidence at the Hearing, I have had a number of conversations with Mr Bullock. I reiterate that I will not disclose the content of any of those discussions, given the confidentiality undertakings I have made not only to Mr Bullock but to all participants with whom I have discussed the VES. In this regard, I reiterate the matters outlined in Background regarding the confidentiality undertakings I have made.

I unequivocally deny that I used the Inquiry to pressure Mr Bullock to participate in the VES or otherwise exercised undue influence over him. In that regard, I rely on the matters set out under Allegation 1 concerning my statutory functions and under Allegation 2 concerning my knowledge of the Inquiry.

(iv) Allegation 4

At the Hearing and during the House of Assembly Debate, Mr Winter made various allegations in respect of financial offers being made to participants. Independent Member for McIntyre, Ms Tanya Rattray MLC, made similar allegations at the Hearing.

At the Hearing, I provided the following explanations as to the discussions I have had with participants regarding the VES:

> *What I would say to that is there's been - the first question people normally ask is: how much am I going to get? I give a range as to what that expectation may be based, as I said before, on various pools that may be available, as far as that is concerned. A lot of people will come back and say 'No, I want this amount of money'. I'm not about, as I said before, to go in and to breach any conversation I've had with any participant. At this stage, no-one has actually been offered a figure to leave at this stage, despite what any*

person may have told you or other people. There have been figures that have been mentioned as potentially being available, depending on what the pool is. Once again –

…

… There has been no formal offer made to anyone at this stage as to a figure. Figures have been discussed with various participants. That's a confidential process that I'm not going to breach. But at this stage, once again, as I had said earlier, we were gathering that information, collating the information and then making an assessment, assessing what that would look like. At this stage, I can't even tell you what the detail, as I said before, of those requirements are as far as what the Deed's concerned because there hasn't been a finalised Deed. I'm not aware what the pool is at the moment. Once again, what I can say, in the conversations that I've had with each participant, is that when they would come back and say that, 'We're after amount 'x' -', I cannot give them any guarantees that will be what the amount they will or wouldn't receive depending on what the pool is.

…

… Once again, as I said to you earlier, when we were looking at the modelling that's mentioned in the financial assistance package, I looked at various amounts that might be available in the pool. The first question I ask is what their expectation is and they give a number. That might be out of the realms of even the largest pool that I may be assuming that might come through to be available for financial assistance, and so -

I stand by that evidence. In my discussions with participants, I sought to understand their expectations regarding financial assistance and their transitional needs. Although indicative figures were discussed, neither my office nor I made any formal offer to a participant. As stated above, NRE is responsible for making any formal financial offers to any participant, and I did not provide any participant with a deed or communicate any financial amount as an offer capable of acceptance.

Accordingly, I strenuously deny that I made any formal offer to Mr Bullock. More broadly, neither my office nor I have made a formal offer to any participant under the VES.

I also maintain my position in respect of any questions as to specific details of discussions I have had with individual participants regarding the VES. In accordance with the confidentiality undertakings made to participants, I have consistently maintained the position of confidentiality and repeatedly declined to confirm or deny any aspect of any individual's engagement with my office in relation to the VES.

During the Hearing, Independent Member for Nelson, Ms Meg Webb MLC, accurately paraphrased the position and role of my office in respect of the VES as follows:

> ***Ms WEBB** - Just probably to try and clarify a little bit around this. We've got the Government has requested that you establish a voluntary exit scheme; you've deemed that to be within your legislated role and have been*

undertaking that. What I'm imagining, from what you've described about the process, and perhaps you can confirm if this is the case: you've been having to have those interactions with participants in a range of ways to help accommodate people's levels of comfort about formality or informality, or having things in writing or not in writing. So, you've undertaken that in a range of ways?

***Mr CARROLL** - That's correct, yes.*

***Ms WEBB** - What I'm imagining is, you've asked them about their expectations. That's what you've described. I would have thought, and perhaps you could confirm if this is true, they would have wanted to have conversations about specific amounts. Would that be the case? They've mostly been pretty interested to know what the amounts might be?*

***Mr CARROLL** - As I said earlier in my evidence, that's the first question they ask.*

***Ms WEBB** - Yes, that's right. So, you've developed up a model from what you've described for us today, that you've said, 'Okay, let's imagine the pool is 'x', let's imagine it's 'y', let's imagine it's 'z'.' Then you've developed some theoretical amounts based on that model, and those are things you may have discussed with people?*

***Mr CARROLL** - Yes, that is a broad description of the conversations I've had, without breaching their confidence.*

***Ms WEBB** - And that's exactly what participants in the industry would have expected of these exploratory conversations, from your point of view?*

***Mr CARROLL** - As I've said, the participants have been driving these conversations as to what they could be expected to receive.*

***Ms WEBB** - So, quite possibly, if you'd been refusing to have conversations about theoretical potential amounts, we might have been at this table putting questions to you now saying, 'Why haven't you been telling people specific amounts?'*

Allegations that I have misled the JSC by virtue of the evidence I gave at the Hearing are unfounded. The extracts of my evidence demonstrate a clear position of the broad discussions that have occurred with participants, including discussions as to the financial figures that a participant may receive under the VES.

C. Clarification of the VES governance framework

For completeness, I consider it necessary to clarify the governance framework applicable to the VES.

As detailed above, at the request of Government, my involvement in the VES has been limited to commencing an expression of interest process, engaging with industry participants,

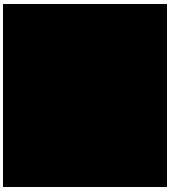
gathering information and advising the Government about participants' levels of interest, financial expectations and transitional needs.

NRE is responsible for managing all financial aspects of the VES, including making any formal offers to participants on behalf of the Crown.

Any decision to accept an offer or enter into a deed is entirely voluntary and rests solely with the individual participant.

Any further questions on the governance of the VES ought to be directed to the Minister for Racing and/or NRE.

Yours sincerely,



Sean Carroll
Tasmanian Racing Integrity Commissioner

Annexure A: Template Letter dated 2 July 2026 to Greyhound Racing Participants

TASMANIAN
RACING INTEGRITY
COMMISSIONER

2 July 2026

Mr XXXXXX
XXXXXX Rd
Hobart TAS 7000

Dear Mr XXXXX

Greyhound Racing – Voluntary Exit Scheme

I am writing to you as a member of the greyhound racing community.

Many of you will be aware that in August 2025, following the Government's announcement to phase out greyhound racing in Tasmania by 30 June 2029, the Premier requested I develop a transition plan for greyhound racing. I acknowledge that the Government's announcement has caused significant upset, stress and uncertainty for members of the greyhound racing community; and continues to do so.

While Parliament continues to work through the *Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025* (Tas), my role is to ensure that the transition is managed appropriately, effectively, and with fairness for everyone involved.

Your wellbeing remains my number one priority as work continues on this transition, particularly given the current state of the *Greyhound Racing Legislation Amendments (Phasing Out Reform) Bill 2025* (Tas).

Earlier this month, the Government announced it is moving to provide immediate support for greyhound racing participants who wish to exit the industry by 31 December 2026. The Government has proposed this scheme to provide certainty to greyhound racing participants, while work continues on a long-term transition.

Following this announcement, my office has been asked by Government to develop this voluntary exit scheme. It is envisaged this voluntary exit scheme will provide immediate support measures and compensation payment for greyhound racing participants wishing to exit the racing code by 31 December 2026.

I am inviting expressions of interest (EOIs) for greyhound racing participants who wish to participate in a period of consultation and discussions regarding access to such a scheme.

The consultation process is intended to support the development of fair, practical and evidence-based transitional arrangements to those participants who wish to voluntarily leave the greyhound racing industry by 31 December 2026.

I will hold confidential individual meetings with each participant that has submitted an EOI to discuss their circumstances and transition needs. These meetings will commence during the week of 13 July 2026 in Hobart, Launceston and Devonport.

EOIs should be submitted by 13 July 2026, using the form enclosed, or emailing the form to my office at greyhoundtransition@racingintegrity.tas.gov.au.

If assistance is required in lodging the EOI form or if you have any queries, please contact my office on 0408 533 463.

Counselling and wellbeing support services

Tasracing and my office wish to ensure that all greyhound racing participants can access the counselling services of Positive Solutions, Tasracing's Employee Assistance Provider, and Rural Alive and Well if, and when, they need.

You may have seen counsellors and outreach staff of both Positive Solutions and Rural Alive and Well at various race meets in June. Participants can access these counselling services at any time by contacting Positive Solutions or Rural Alive and Well directly.

These sessions are flexible and can be held face to face, via phone or online, whichever format is going to be most comfortable for each participant.

Positive Solutions

These details are below:

Toll-free number: 1800 064 039

Email: admin@positivesolutions.com.au

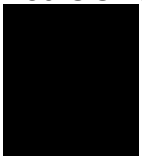
Face to face counselling is available at Positive Solutions offices located in Hobart, Burnie, Devonport and Launceston.

Rural Alive and Well

Toll-free number: 1800 729 827

These services are strictly confidential, and can be accessed by all greyhound racing participants.

Yours sincerely



Sean Carroll
Tasmanian Racing Integrity Commissioner

Greyhound Racing – Voluntary Exit Scheme Expression of Interest

TASMANIAN RACING INTEGRITY COMMISSIONER

Participant Contact Details

Name	
Contact Number	
Address	
Email (optional)	

I would prefer to be contacted by (please select):

☐ Phone
☐ Email
☐ Post

Background Information

Licence held (owner, trainer etc)	
Number of Greyhounds	

Please complete and return this Form to the Tasmanian Racing Integrity Commissioner using the reply-paid envelope enclosed:

Tasmanian Racing Integrity Commissioner
GPO Box 584, Hobart TAS 7001

This form can also be emailed to the Tasmanian Racing Integrity Commissioner at:

GreyhoundTransition@racingintegrity.tas.gov.au