

PINEGROVE FEEDLOT

Minor Change Application Town Planning Report

1677 Millmerran-Cecil Plains Road, Millmerran QLD 4357

Prepared August 2026

Version 1.1

Document control

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Contents

INTRODUCTION	3
1. Summary of Proposal.....	3
2. Purpose of this Report.....	4
3. Consultation	4
THE SITE	5
4. Site Description.....	5
THE PROPOSAL.....	20
5. Amendments to the Plans.....	20
6. Consolidated Site-Based Management Plan	26
7. Entegra 'Ridgeback' Feedlot Cover Design	26
PLANNING ASSESSMENT	30
8. Minor Change Application Criteria	30
9. Rural Zone	32
10. Justification for Proposed Changes.....	33
CONCLUSION	36
APPENDICES	37

INTRODUCTION

1. Summary of Proposal

This report has been prepared by Entegra Signature Structures in support of a Minor Change Application to development approval MCUI/1996/11155 (formally referred to as 'Town Planning Consent TP55C').

The original Town Planning Consent TP55C was issued on 24 April 1987 and approved the application for '3,000 Head Cattle Feedlot'. Refer to **Appendix A**.

Town Planning Consent TP55C was amended on 6 August 1996 (refer to **Appendix B**) to allow for a 21,100 Standard Cattle Unit Feedlot by the development of additional feedlot infrastructure to the north and northwest of the existing feedlot at 1677 Millmerran-Cecil Plains Road, Millmerran, Queensland, known as Pinegrove Feedlot.

The current endorsed plan was approved as 'generally in accordance' with MCUI/1996/11155 on 16 March 2020 (extract below). Refer to **Appendix C**.

Pinegrove Feedlot operates under Environmental Authority number: FI-0081 (refer to **Appendix I**). The proposed change does not necessitate an amendment to the conditions of the Environmental Authority.

This application proposes a minor change to the endorsed plans to allow the construction of four shade covers over part (approximately two thirds) of the approved feedlot expansion area, to the northwest of the existing feedlot, shown as 'Stage 2' on the endorsed plans.

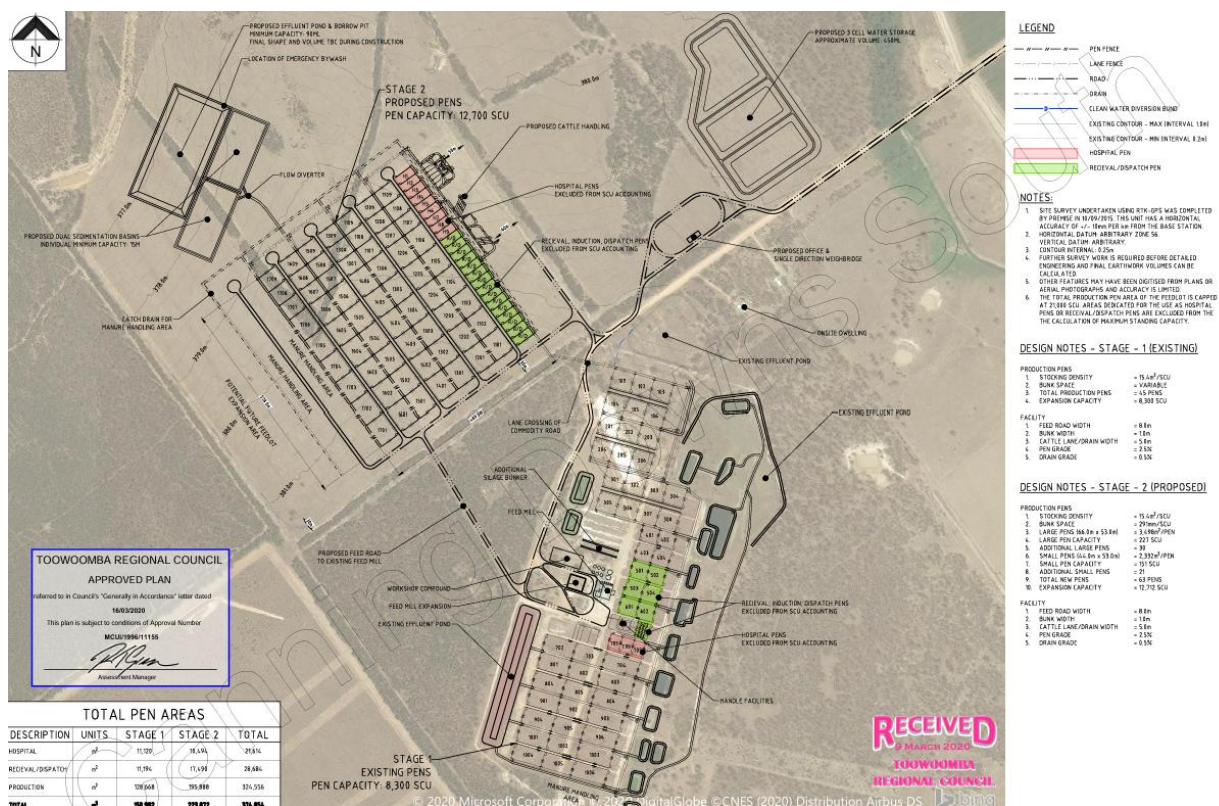


Figure 1. Extract from the approved plans endorsed (on 16.03.20) to form part of MCUI/1996/11155.

2. Purpose of this Report

The purpose of this report is to provide Toowoomba Regional Council with sufficient planning and environmental assessment information to enable consideration and determination of this minor change application.

This report provides an overview of the changes proposed to the current approval, and a detailed overview of the site context.

This report considers the key environmental and operational considerations associated with the proposal and demonstrates that the proposal is appropriate in its context, is consistent with the applicable planning controls, and will make a positive contribution to the sustainable operation of the feedlot and to animal welfare.

This report concludes that the proposal is consistent with the objectives of the Toowoomba Regional Planning Scheme and is suitable for approval.

This report is to be read in conjunction with the documents listed as Appendices.

3. Consultation

A pre-application meeting was held with Toowoomba Regional Council on 26 March 2026 (Council Ref: PREL/2026/2196). Council advised the proposed changes to the endorsed plans can be assessed as a minor change to the existing development approval that allows the expansion of the existing Cattle Feedlot (MCUI/1996/11155, formally referred to as TP55C).

Due to the minimal number of conditions in the current approval, Council requested that this minor change application be accompanied by a Site Based Management Plan, to formalise the existing feedlot operation and management practices. A Consolidated Site Based Management Plan is submitted with this application (refer to **Appendix E**).

A minor change application involves no public notification

THE SITE

4. Site Description

The site is located on the southwest of Millmerran-Cecil Plains Road, within the Toowoomba Regional Council Local Government Area.

The site is formally described as Lot 342 on DER3424. The Title Search for this lot is provided in **Appendix G**.

The overall Pinegrove Feedlot site also includes the following parcels:

- Lot 1 on RP37104,
- Lot 2 on RP37125,
- Lot 360 on DER3430,
- Lot 326 on SP283653, and
- Lot 298 on SP283653.

The overall site is irregular in shape and is located approximately 9 kilometres to the north of the township of Millmerran.

The site is used for Intensive Animal Industry (Cattle Feedlot), known as 'Pinegrove Feedlot', operated by CDS Feedlots. The maximum number of Standard Cattle Units (SCU) permitted on the site at any one time is 21,100.

The location of the proposed feedlot covers and approved expansion area contains no vegetation.

Vehicle access to the site is via a crossover from Millmerran-Cecil Plains Road.

The site is generally level, refer to the Feature Survey Plan (**Appendix H**) for detail.

The site is well serviced by existing feedlot infrastructure. Refer to the proposed plans, site photos and aerial imagery in this report for detail.

The surrounding area is characterised with agricultural uses, such as cropping, intensive livestock production (feedlots, piggeries and poultry farm) and a State Government Conservation and Forestry Precinct (Western Creek State Forest).

The Western Creek State Forest is located to the west of the site and is in the Open Space Zone.

Land to the north, east, south and southwest of the site is agricultural land in the Rural Zone.

The surrounding area contains several single rural dwellings, with the closest rural dwelling located approximately 3.3km to the northeast of the proposed feedlot covers, noting that no change is proposed to the location or intensity of the existing approved expansion area.



Figure 2. Aerial view of the existing feedlot. The location of the Feedlot Covers is indicated with a red arrow. The existing pivot irrigation area will be relocated to the north.

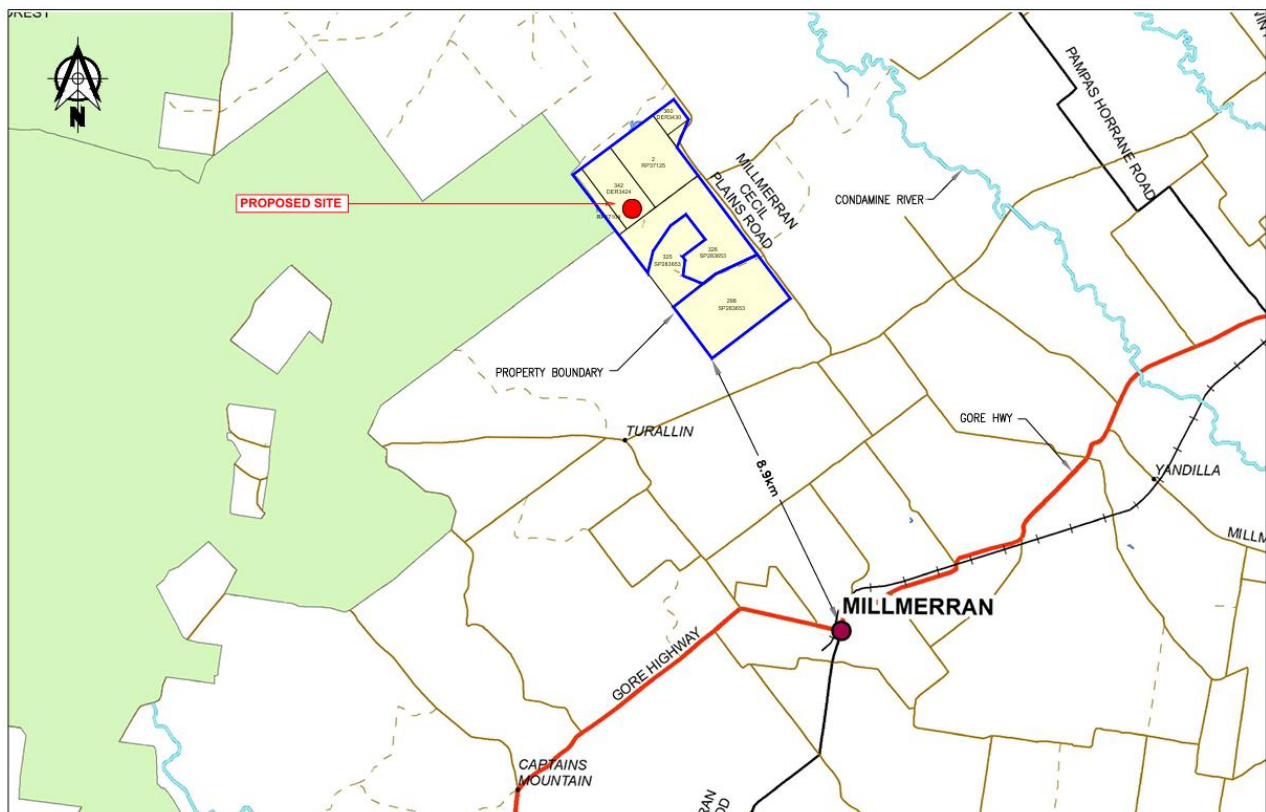


Figure 3. Extract from Proposed Plans. The overall site is located approximately 8.9km to the north of Millmerran. The land abutting the site is location in the Rural Zone (as shown in white) and the Open Space Zone (as shown in green).

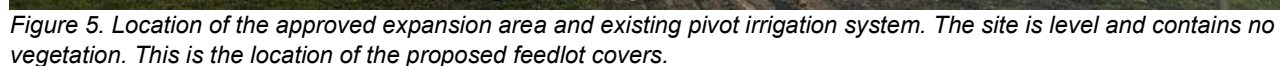
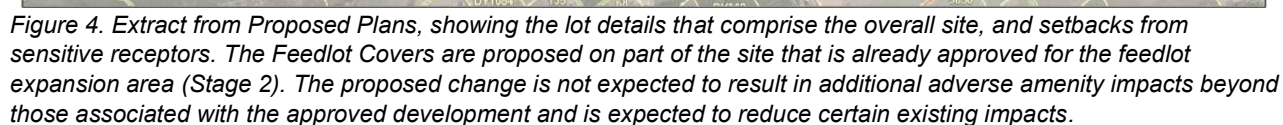




Figure 6. Vehicle entrance to the site from Millmerran-Cecil Plains Road (Source: Google Maps, 06.08.26).



Figure 7. Streetscape view of the opposite side of Millmerran-Cecil Plains Road. The land on the opposite side of Millmerran Cecil Plains Road is flat, agricultural land. Vegetation is in both sides of the Millmerran Cecil Plains Road reserve.



Figure 8. View southeast along Millmerran-Cecil Plains Road from the vehicle entrance to the site.



Figure 9. View of the existing cattle feedlot pens, with shade.



Figure 10. View of stock lane and effluent ponds.



Figure 11. View of existing feedlot: bitumen lanes in rows 1-3.



Figure 12. Existing feedlot.



Figure 13. Cattle feedlot feed lane.



Figure 14. Pen stock lane.



Figure 15. Pinegrove Feedlot: Commodity Shed.



Figure 16. Final terminal pond.



Figure 17. Emergency water storage.



Figure 18. Feedlot exclusion fence.



Figure 19. Grain delivery road and mill structure.



Figure 20. Grain and water storage.



Figure 21. Mill tempering bins.



Figure 22. Liquid additive tanks.



Figure 23. Main cattle yards.



Figure 24. Site office.



Figure 25. Shaded hospital pens.



Figure 26. Hospital yards.



Figure 27. Pen cleaning truck (associated with the existing outdoor feedlot pens).



Figure 28. Feed truck (associated with the existing outdoor feedlot pens).

THE PROPOSAL

5. Amendments to the Plans

This minor change application proposes to amend the endorsed plans to include four feedlot covers above the approved feedlot expansion area, located to the northwest of the existing uncovered feedlot.

Each Feedlot Cover has the following features:

- Length: 500 metres
- Width: 40 metres
- Eave height: 6.75 metres
- Maximum height: 13.93 metres
- Roof pitch: Curved profile with an opening along the top ridgeline
- Setback from internal south title boundary: 95 metres (i.e., the same setback as the approved uncovered feedlot at the same location)
- Setback from internal west boundary: 222 metres (i.e., greater than the setback approved for the uncovered feedlot pens).
- Roof material/colour: Trimclad roof cladding in zincalume.
- No walls are proposed; each elevation is open to allow for ventilation. A low fence is located on each elevation.

Two commodity sheds ('Feed Sheds') are proposed. One commodity shed will service two Feedlot Covers. Each commodity shed has the following features:

- Length: 60 metres
- Width: 30 metres
- Maximum height: 9 metres
- Eave height: 7.5 metres
- Roof material/colour: Trimclad roof cladding in zincalume.
- No walls are proposed; each elevation is open.

Refer to the Proposed Plans (**Appendix D**) for details.

The approved feedlot expansion area is setback from the sensitive receptor to the northeast (single rural dwelling) 3.395km. The proposed feedlot cover is setback 3.295km from this receptor, which is a negligible reduction of 100 metres.

Environmental Authority

Pinegrove Feedlot operates under Environmental Authority number: F1-0081 (refer to **Appendix I**). The proposed changes do not necessitate an amendment to the conditions of the Environmental Authority.

Robotic Feeding System

The proposal is designed to accommodate and cater for a robotic feeding system, known as the Greenline Automated Feeding system.

The use of a robotic feeding system minimises the amount of impervious surface area and increases the efficiency of the feedlot.

The internal layout of the Feed Shed is designed to accommodate a robotic feeding system.

The robotic feeding system reduces reliance on trucks and diesel fuel and minimises CO2 emissions, promoting sustainability.

Standard Cattle Units

No change is proposed to the maximum number of Standard Cattle Units (SCU), allowed on the site (i.e., 21,100). Condition 4 of the amended Town Planning Consent TP55C (dated 6 August 1996, refer to **Appendix B** for detail) will continue to be met:

That a maximum of 21,100 Standard Cattle Units (28,514 maximum head of cattle) be kept in the feedlot at any one time.

Stocking Density

The individual pens within each Feedlot Cover are designed to be 30mL x 36mW, with an area of 1,080sqm.

The estimated stocking density in each pen may range from 6.35sqm per SCU, to 18sqm per SCU, depending on the operational requirements of the feedlot.

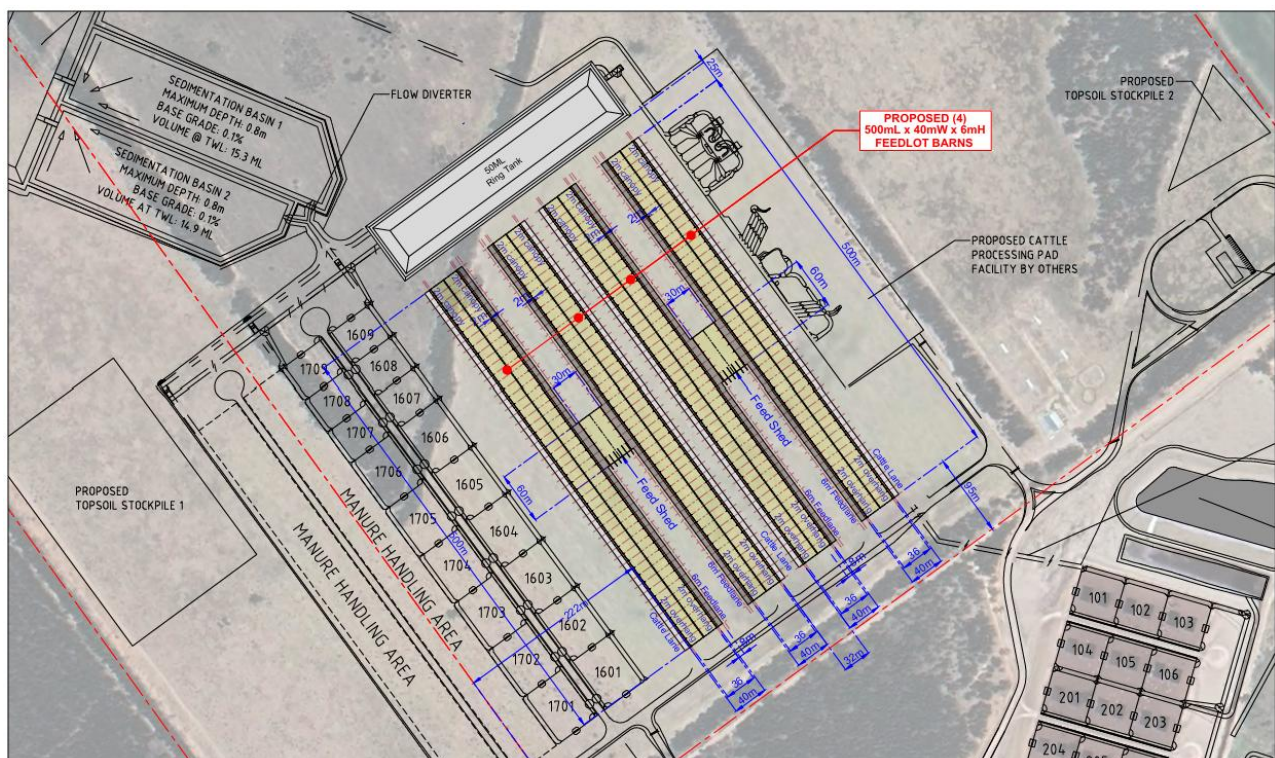


Figure 29. Extract from Proposed Plans. The shade covers are proposed within the approved feedlot expansion area.



Figure 30. Indicative 3D render of the proposal. (Source: DOM Distribution)



Figure 31. Indicative 3D render of the proposal, showing the layout of the Greenline Automated Feeding system within the Feed Shed (Commodity Shed). (Source: DOM Distribution)



Figure 32. Indicative 3D render of the proposal, showing the layout of the Greenline Automated Feeding system within the Feed Shed (Commodity Shed). (Source: DOM Distribution)



Figure 33. Indicative 3D render of the proposal, showing the layout of the Greenline Automated Feeding system within the Feed Shed (Commodity Shed). (Source: DOM Distribution)

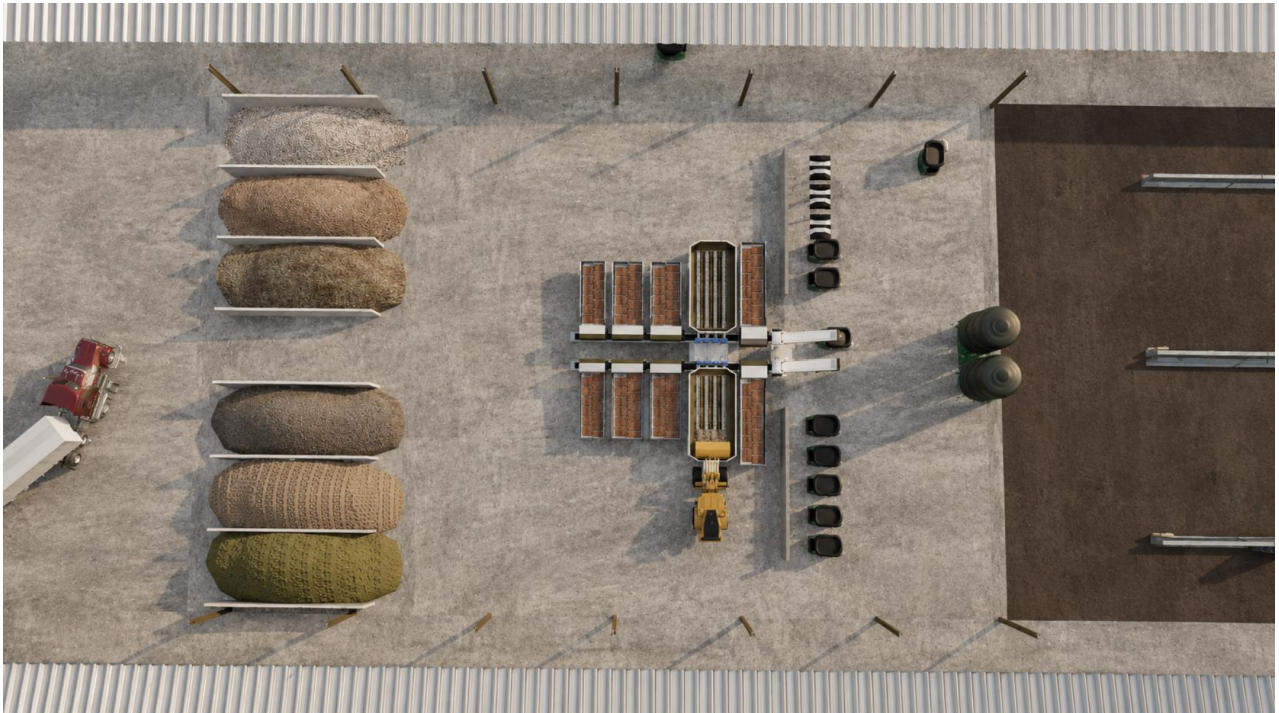


Figure 34. Indicative 3D render of the proposal, showing the layout of the Greenline Automated Feeding system within the Feed Shed (Commodity Shed). (Source: DOM Distribution)

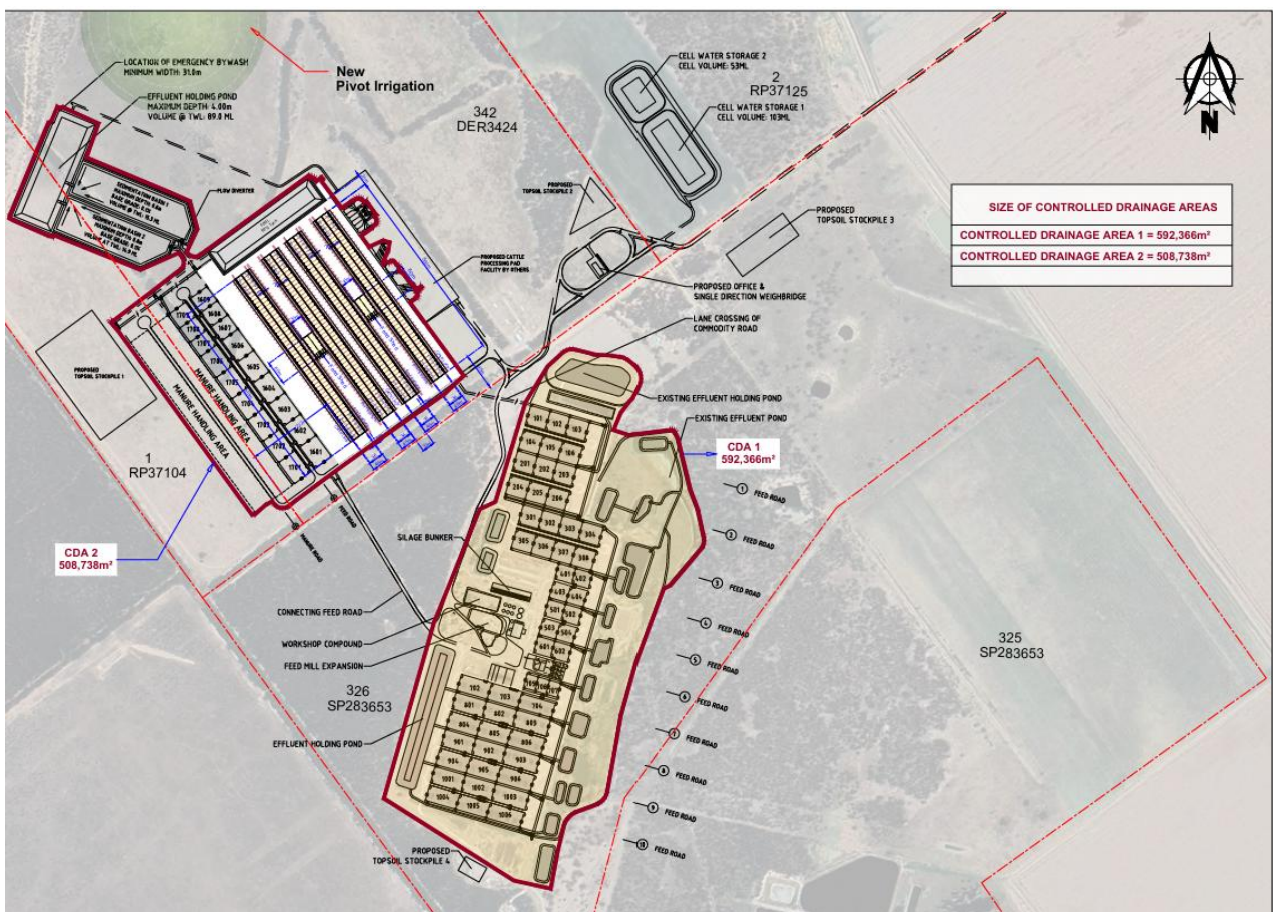


Figure 35. Extract from Proposed Plans showing the Controlled Drainage Area (CDA).

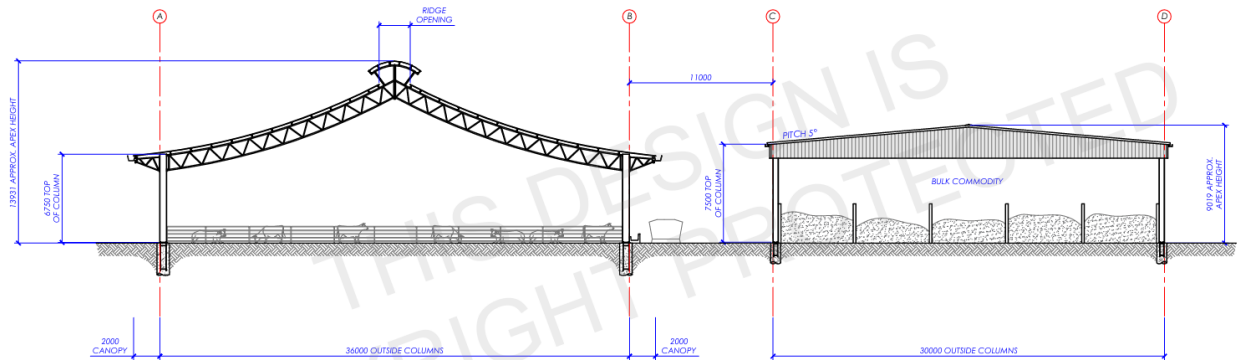


Figure 36. Extract from Proposed Plans, showing the end elevation of the Feedlot Cover and Feed Shed (Commodity Shed).

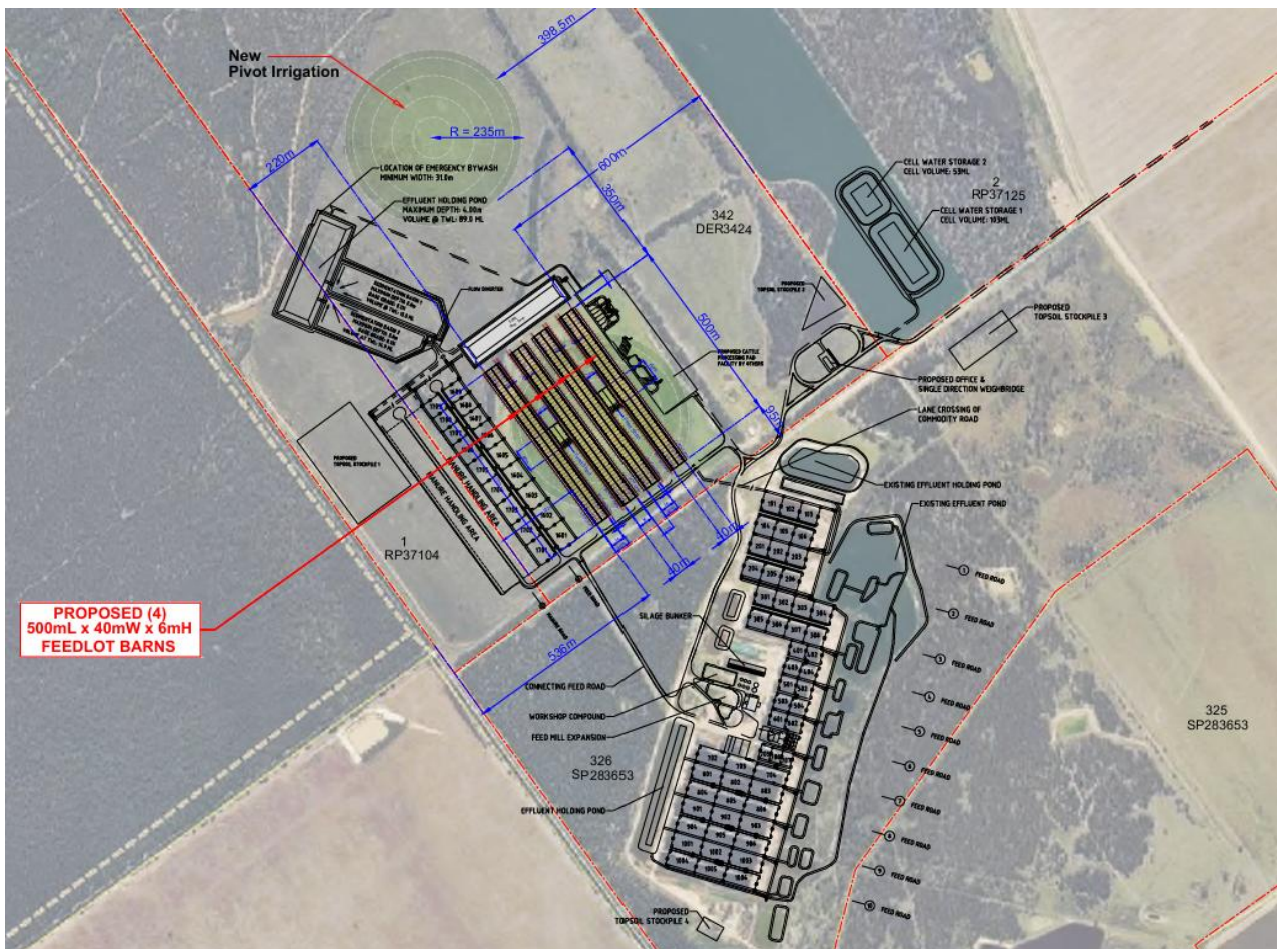


Figure 37. Extract from Proposed Plans.

6. Consolidated Site-Based Management Plan

As requested by Council, a Site-Based Management Plan (SBMP) is prepared in support of this minor change application, and addresses:

- Wastewater management,
- Stormwater management,
- Irrigation and nutrient management,
- Biosolids and manure management,
- Air quality and dust management,
- Chemical and hydrocarbon management,
- Flora and fauna management,
- Bushfire management,
- Receiving environmental monitoring program,
- Complaints and incident management,
- Emergency response, and
- Document control.

In summary, we propose the following measures as part of this proposal:

Stormwater Management:

- Clean water, in the form of roof runoff (37ML/year), will be diverted away from Controlled Drainage Area ('CDA').
- Dirty water will be captured with the CDA and conveyed to sedimentation ponds.

Bushfire risk management:

- Firebreaks will be maintained
- Water carts will be available
- Employees will be suitably trained
- Emergency access routes will be available within the site.

Refer to the Consolidated Site-Based Management Plan in **Appendix E** for detail of management practices for each of the above elements.

7. Entegra 'Ridgeback' Feedlot Cover Design

The Entegra 'Ridgeback' Feedlot Cover is specifically designed by Entegra Signature Structures to improve the living conditions and amenity for feedlot animals and to manage and mitigate possible offsite environmental impacts.

Each Feedlot Cover has an open vent along the centre ridgeline for the length of the feedlot. This design feature encourages warm air to rise to the centre ridgeline, where it can escape and leave the feedlot. This design manages heat generation in the summer months, creating a cooler, shaded area for the cattle during warmer months.

The Feedlot Cover provides shelter for the animals from rain and storms, which improves the amenity of the feedlot environment for the cattle and protects the ground of the feedlot while minimising effluent and stormwater runoff.

The Feedlot Cover will capture and retain stormwater on the site. The water captured will be reused as part of the feedlot and agricultural operations on the site.

Entegra is an industry leader, creating sustainable and environmentally sensitive design solutions for feedlots and other agricultural operations. It is widely accepted in the agricultural industry that covered feedlots have less off-site amenity and environmental impacts compared to feedlots that have no cover or roof.

The Feedlot Covers will reduce dust, noise and odour emitted from the feedlot expansion area, thereby reducing the possibility of off-site amenity impacts and protecting the environment.

The proposed change is not expected to result in additional adverse amenity impacts beyond those associated with the approved development and is expected to reduce certain existing impacts.

Refer to the Entegra Ridgeback Capability Statement (**Appendix F**) for science-based evidence supporting the above statements.



Figure 38. Benchmark image; example of an Entegra Ridgeback cattle feedlot cover located in Elbow Valley, QLD.



Figure 39. Benchmark image; example of an Entegra Ridgeback cattle feedlot cover located in Stanbroke, QLD.



Figure 40. Benchmark image; example of an Entegra Ridgeback cattle feedlot cover located in Stanbroke, QLD.



Figure 41. Benchmark image; example of an Entegra Ridgeback cattle feedlot cover located in Teys, VIC.

PLANNING ASSESSMENT

8. Minor Change Application Criteria

The original Town Planning Consent TP55C was issued on 24 April 1987 and approved the application for '3,000 Head Cattle Feedlot'. Refer to **Appendix A**.

Town Planning Consent TP55C was amended on 6 August 1996 (Refer to **Appendix B**) to allow for a 21,100 Standard Cattle Unit Feedlot by the development of additional feedlot infrastructure to the north and northwest of the existing feedlot at 1677 Millmerran-Cecil Plains Road, Millmerran, Queensland, known as Pinegrove Feedlot.

The current endorsed plan was approved as 'generally in accordance' with MCUI/1996/11155 on 16 March 2020 (extract below). Refer to **Appendix C**.

Environmental Authority

Pinegrove Feedlot operates under Environmental Authority number: FI-0081 (refer to **Appendix I**).

The proposed changes do not necessitate an amendment to the conditions of the Environmental Authority.

No change to the Environmental Authority is required.

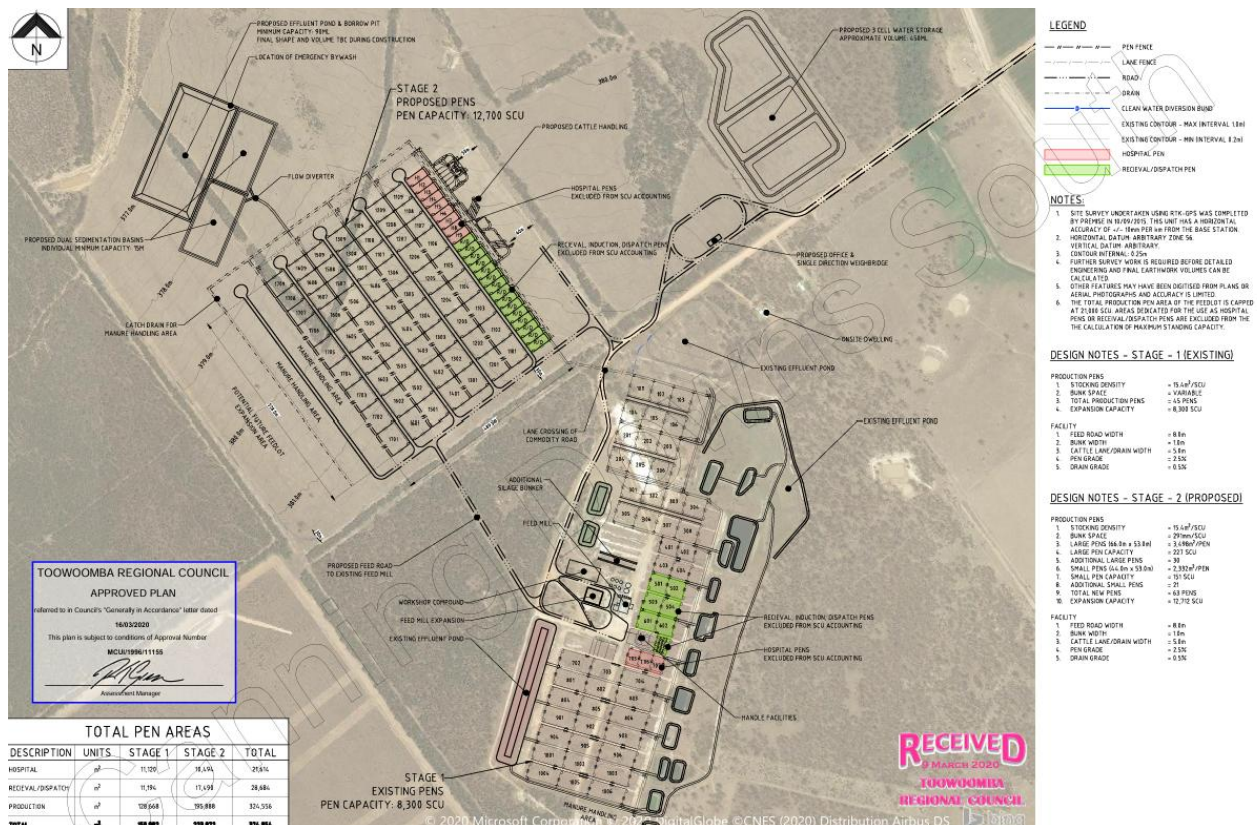


Figure 42. Extract from the approved plans endorsed (on 16.03.20) to form part of MCUI/1996/11155.

The proposed changes are:

- Consistent with the approved use on the site,
- On land that forms part of the approval,
- Within the approved Stage 2 expansion area,
- Within the approved capacity of SCU,
- Consistent with the operations purpose of the use,

The proposed changes result in altered physical form only.

The table below provides a summary of the proposed changed development:

Matter	Existing Approval	Proposed Change
Land	Existing approved land	No additional land
Use	Intensive Animal Industry / cattle feedlot	No change
Capacity	Confirm exact SCU	No increase
Stage 2	Approved uncovered feedlot pens	Covered feedlot pens
Feedlot footprint	Existing approved expansion area	No expansion
Buildings/structures	As approved	Four Feedlot Covers + two Feed Sheds
Maximum height	As approved	13.93m covers / 9m sheds
Traffic	Existing approved operation	No material operational increase
Effluent	Existing approved system	No increase in approved capacity
Stormwater	Existing approved system	Revised clean/dirty water management
Odour	Approved baseline	Technical assessment required
Dust	Approved baseline	Technical assessment required
Noise	Approved baseline	Technical assessment required
Visual impact	Existing approved open pens	New roof structures — assess
Vegetation	Approved site	No vegetation removal

The proposal can be considered as a minor change application to the existing development approval MCUI/1996/11155, as the proposal:

- Will not result in a substantially different development, for the following reasons:
 - No new use is proposed.
 - No additional parcels of land are proposed.
 - The proposed feedlot covers are a relatively minor built form addition in the context of the site context.
 - The change does not change the ability of the feedlot to operate as intended.

- It is not proposed to remove any component of the operation that is integral to its use.
- The proposal will have no impact on the traffic flow or the transport network. No change to the intensity of the use is proposed.
- The proposal is not expected to introduce new impacts or increase the severity of known impacts.
- The proposed design is expected to reduce known impacts, such as odour and noise.
- The proposal does not remove an incentive or offset component that would have balanced a negative impact of the development.
- The proposal is not expected to have a detrimental impact on infrastructure provision, location or demand.
- No vegetation removal is required.
- The proposed change is not expected to result in additional adverse amenity impacts beyond those associated with the approved development and is expected to reduce certain existing impacts.
- The proposal is not expected to have additional amenity impacts as the site is in a rural area characterised by land uses such as cropping, intensive livestock production (feedlot, piggeries and poultry farms) and native forestry.
- The original application was Impact Assessable under Table 3 of the Millmerran Planning Scheme. The proposed changes do not change the level of assessment of the original application.
- If the development application was remade including the proposed change, it would not require referral to a new referral agency.
- Due to the site context and absence of any sensitive land uses nearby, it is unlikely that any properly made submission objecting to the requested changes to the approved expansion would be made if notice of the application was given.
- No prohibited development is proposed.

9. Rural Zone

The site is in the Rural Zone pursuant to the Toowoomba Regional Planning Scheme.

The purpose of the zone is to (emphasis added):

- *provide for a wide range of rural uses including cropping, intensive horticulture, intensive animal industries, animal husbandry, animal keeping and other primary production activities;*
- *provide opportunities for non rural uses that are compatible with agriculture, the environment, and the landscape character of the rural area where they do not compromise the long term use of the land for rural purposes; and*
- *protect or manage significant natural features, resources, and processes, including the capacity for primary production.*

The proposal accords with the purpose of the Rural Zone as it supports an existing intensive animal industry, i.e., a cattle feedlot.

The proposal complies with the performance outcomes Rural Zone Code as the proposed changes to the existing approval are:

- Consistent with the approved use on the site,
- On land that forms part of the approval,
- Within the approved Stage 2 expansion area,

- Within the approved capacity of SCU,
- Consistent with the operations purpose of the use,

And, as follows:

Response to Table 6.6.6:1 (Rural Zone Code):

PO1 – Complies as the feedlot covers are setback more than 50m for a dwelling on adjoining land in the Rural Zone. The nearest dwelling is 3,295km to the northeast.

PO2 -Due to the significant setbacks from any sensitive interface (nearby dwelling or public road), the proposed maximum building height of 13.93m is appropriate, noting that AO2.1 refers to a maximum building height of 10.5m above natural ground level (other than for silos, windmills and similar farming infrastructure).

PO3-PO8 – Not Applicable

PO9 – No change to the approved used is proposed and there are no nearby residences or streetscapes.

PO10 – Not Applicable

PO11-PO14 – Not Applicable as the current approval is for a Material Change of Use and the proposal is a minor change.

Response to Table 6.6.6:2 (Rural Zone Code):

PO1-PO3 – Not Applicable.

PO4 – Complies. No change to the approved use, which is a rural activity, is proposed.

PO5 – Complies. No rural industry is proposed.

PO6 – Complies. No tourism or recreational use is proposed.

PO7 - Due to the significant setbacks from any sensitive interface (nearby dwelling or public road), the proposed maximum building height of 13.93m is appropriate, noting that AO7.1 refers to a maximum building height of 10.5m above natural ground level (other than for silos, windmills and similar farming infrastructure).

PO8 – Complies for the reasons discussed throughout this report.

PO9 – Complies for the reasons discussed throughout this report.

PO12 – Complies for the reasons discussed throughout this report.

PO13 – Not Applicable. No subdivision is proposed.

PO14 – Not Applicable. No subdivision is proposed.

10. Justification for Proposed Changes

The proposed changes align the feedlot expansion area with best practice industry standards.

The proposal will improve the welfare of the animals, increase operational efficiencies, and protect the environment.

The proposal will achieve this by:

- Replacing part of the approved (not yet constructed) uncovered feedlot pens with four covered feedlot pens.
- No increase to the footprint of the feedlot expansion area is proposed; the footprint of the feedlot covers is located within the footprint of the feedlot expansion area.
- Improving pen and cattle lane configurations to move, handle and feed cattle more efficiently.
- The feedlot covers will allow the operators to manage the cattle more effectively and safely.
- Cattle will be able to be viewed and checked for health issues from the feed lane (i.e. outside the pens), negating the need for employees to ride through the uncovered pens on horseback for this purpose (i.e., within the pens).
- Improving the stormwater management and practices on the site.
- Providing for easier access to distribute feed along the bunkers.
- The Ridgeback feedlot covers provide shelter to the animals (and employees) from the sun, wind and rain, and assist with the management of noise, dust and odour.
- Fully covered Cattle Feedlot systems increase animal welfare and environmental sustainability outcomes while reducing off-site impacts. The decision to house cattle in sheds improves global competitiveness and is a best practice initiative.
- The Feedlot Covers protect the cattle from heat stress. The cattle subsequently use less energy to maintain basic metabolic functions and therefore need less food and water. The cattle are less stressed and are more relaxed and content in the feedlot.
- The design of the Ridgeback structures maximise ventilation. The concave curved roof lines of the proposed sheds pull warm moist air up and away from the cattle.
- This Ridgeback design uses the chimney effect to increase air exchanges by at least 20% per hour compared to traditional barns. The open ridge and faster airflow direct the moist air up away from the ground. At the same time a reliable flow of cool dry air is brought in at ground level. The cattle experience a clean airflow year-round. And when cold winter weather is here, the compost is warm, and so are the cattle.

The proposal is likely to provide the following wider benefits:

- Provide employment and business opportunities during construction and operational phases for the local workforce and businesses that currently supply materials and services to the site.
- Improve the long-term viability of a local and regional business in a highly competitive national and international market.
- Enhance the agricultural productivity of the site.
- Result in greater productivity and a higher quality product.

The proposal will have no detrimental environmental impact for the following reasons:

- The closest mapped watercourse is an unnamed first order stream located 350 metres to the northwest of the proposed Feedlot Covers. No reduction to the approved setback of the feedlot area (i.e., the uncovered pens) is proposed.
- The proposal is not located within a Local or State mapped wetland.
- The proposal is not located within a 'Category B – Remnant Vegetation' mapped area.
- The proposal is not located within a 'Category C – High value regrowth' mapped area.
- The proposal is not located within an 'Area of ecological significance' mapped area.

- The proposal is on the boundary with the 'Area of ecological significance buffer' mapped area. No vegetation removal is proposed, and no change is proposed to the approved setback of the feedlot expansion area from the internal southeast title boundary.
- The proposal is not located within the Bushfire prone area or buffer area.

Refer to the Proposed Plans (**Appendix D**) for detail.



Figure 43. Extract from the Proposed Plans showing the location of the proposal in the context of the Area of Ecological Significance and buffer area.

CONCLUSION

The proposed change involves the construction of four (4) Feedlot Covers and two (2) associated Feed Sheds within the existing approved feedlot expansion area. The proposal does not introduce a new use, does not extend the approved land area, does not increase the approved stocking capacity and does not alter the fundamental purpose or operational function of the approved intensive animal industry.

Although the proposed structures are substantial in absolute dimensions, their location entirely within the existing approved Stage 2 expansion area, together with the absence of any increase in approved feedlot capacity or expansion footprint, is relevant to the assessment of whether the development as changed would constitute a substantially different development.

The proposed change should therefore be assessed by reference to the approved development baseline, rather than by comparison with the existing constructed feedlot alone. On that basis, the principal change is the substitution of covered feedlot infrastructure for the uncovered feedlot pens already approved within Stage 2.

Subject to the supporting technical evidence regarding stormwater, odour, dust, noise, visual impact and other relevant matters, the proposed change is not expected to result in materially different or increased adverse impacts compared with the approved development. Rather, the proposed design is intended to improve environmental management, operational efficiency and animal welfare within the existing approved development envelope.

For these reasons, and subject to the matters addressed in this report, the proposed amendments are considered capable of satisfying the statutory requirements for a minor change to the existing development approval.

APPENDICES

Appendix A – Town Planning Consent TP55C (issued 24.04.87)

Appendix B – Amended Town Planning Consent TP55C (issued 06.08.96)

Appendix C – Generally in Accordance approval MCUI/1996/11155 (16.03.20)

Appendix D – Proposed Plans

Appendix E – Consolidated Site-Based Management Plan

Appendix F – Entegra Ridgeback Capability Statement

Appendix G – Title Search

Appendix H – Feature Survey Plan

Appendix I - Environmental Authority number: F1-0081