

Statement of Reasons
Section 83(8) and (9) of the *Planning Act 2016*

SITE DETAILS	
Site Address	556 Grassdale Road, GRASSDALE QLD 4407
Real Property Description	Lot 26 SP216179
Site Area	5,675ha
Owner	Tipalea Partners Rural Pty Ltd

PROPOSED DEVELOPMENT		
Name of Applicant	Mort & Co Lot Feeders Ltd C/- Precinct Urban Planning	
Type of Application	Change Application (Other Change)	
Proposed Development	Extension to Intensive Animal Industry and High Impact Industry (Manure Importation and Processing)	
Level of Assessment	Impact	
Service Vehicle Provision	Articulated Vehicle	
Submissions Received	Objection:	Seven (7) Properly Made
	Support:	Nil
Decision	Approval	
Decision Date	6 August 2026	

ASSESSMENT MATTERS		
Assessment benchmarks	The proposed development was assessed against the following assessment benchmarks: • Schedules 9 and 10 of the <i>Planning Regulation 2017</i> (as relevant); • <i>State Planning Policy</i> July 2017 (as relevant); • Any Temporary State Planning Policy applying to the premises (as relevant); • <i>Darling Downs Regional Plan 2013</i> (as relevant); • The Local Government Infrastructure Plan; and • <i>Toowoomba Regional Planning Scheme 2012</i> (Version 28): ○ Strategic Framework; ○ Rural Zone Code; ○ Environmental Significance Overlay Code; ○ Bushfire Hazard Overlay Code; ○ Agricultural Land Overlay Code; ○ Flood Hazard Overlay Code; ○ Industry Uses Code; ○ Rural Uses Code; ○ Environmental Standards Code; ○ Integrated Water Cycle Management Code; ○ Landscaping Code; ○ Transport, Access and Parking Code; and ○ Works and Service Code.	
Matters raised in submissions	Issue	How matter was dealt with
	Acoustic Impacts – Livestock Loading and Transportation Hours	The submissions contend that the requested amendment of approved hours for Livestock Loading and Transportation, starting at 4:00 AM as opposed to 6:00 AM, will result in acoustic impacts impacting sleep and wellbeing of nearby residents. Further, the submissions contend that the early morning truck movements will result in additional safety concerns

	for vehicles travelling on public Springvale Road and that a new road should be constructed to service the feedlot. In response to the above issue, the Applicant has changed the requested hours from the proposed start time of 4:00 AM to 5:00 AM. Notwithstanding the above, the new start time of 5:00 AM still requires consideration. The proposed change to trafficable movements seeks to improve animal welfare, with earlier transportation predominately to be undertaken during summer and hot weather events to accommodate loading and transportation during cooler morning hours to avoid high temperatures, minimising the risk of animal heat stress. The additional loading hours are not intended to accommodate more traffic movements but rather will be utilised for better management of seasonal and weather considerations for loading and transporting the cattle. The proposal will utilise the existing access arrangements and a Traffic Engineering Statement has confirmed the proposed changes will not generate adverse impacts on the surrounding road network. The proposed importation of manure is expected to increase traffic movements on average to the site by approximately 5 to 6 vehicle movements a day. The imported manure will be sourced from feedlots within an approximate radius of 100km where heavy vehicles are already collecting and transporting manure on the surrounding road networks. The Traffic Engineering Advice concluded “... that the proposal to import additional manure to the Grassdale Feedlot and Cottonseed Plant site will have a negligible impact on the surrounding road network with respect to the traffic generation, traffic operation, road safety and pavement impacts.” The advice was reviewed by Council’s Development Services Engineering Section, which advised that the minor increase in traffic generation is considered acceptable. The development must continue to utilise the nominated road network in accordance with conditions of the existing approval. Given the change to transportation hours will only result in limited additional vehicle movements, it is not considered reasonable or relevant to the change of use to construct a new road to service the existing site. The site is in an agricultural area dominated by rural operations which frequently utilise heavy vehicle and machinery during evening periods, particularly during seasonal operations. In that regard, vehicle movements occurring from 5:00 AM are generally consistent with the operations of surrounding rural uses.
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		Whilst it is acknowledged vehicles utilising the external network generate noise emissions, the site is in an agricultural area dominated by rural operations which frequently utilise heavy vehicle and machinery during early morning periods, particularly during seasonal operation. Notwithstanding, while there will on occasion be an increase in early morning vehicle movements on the local road network, vehicle movements occurring at 5:00 AM are considered consistent with surrounding operations. Noise emissions attributed to vehicles once they have entered the subject site are regulated by the planning scheme, however noise emissions are not regulated once located within the external road network. In this regard, it is not considered that there will be any additional noise nuisance generated from on-site operations. The manure processing facility is located approximately 6.1 kilometres from the nearest sensitive receptor, with the main site entry gate and vehicle queuing area located approximately 6 kilometres from the nearest sensitive receptor. The road access into the site is located approximately 1 kilometre from the nearest sensitive receptor. Noise levels experienced at the closest receptor from a vehicle entering the site would only measure 20dB, which is within acceptable noise criteria limits. Noise levels from manure processing activities are likely to be 5dB or lower at any off-site receptor. In this regard, existing conditions of approval are considered sufficient to ensure the use complies with the <i>Environment Protection (Noise) Policy 2008</i>. Current conditions of approval are also in place to address a noise complaint from on-site operations. Council's assessment only relates to activities occurring within the development site and the noise impacts directly attributable to those site activities. Noise generated by vehicles travelling on the public road network after leaving the site are generally regulated through vehicle standards legislation and enforcement by the relevant transport authorities, rather than through Council's development assessment process.
	Increase in Environmental / Amenity Impacts	The submissions contend the development may weaken existing protections and result in greater impacts from feedlot operations, including odour, dust, noise, lighting, and heavy vehicle traffic. The site is currently used for the purpose of operating an Intensive Animal Industry (Cattle Feedlot) and cropping (including some grazing). The current approval includes an ancillary manure processing plant to repurpose animal waste generated onsite as an improved compost product. This change application seeks to: (i) introduce a new use to the approval for a High Impact Industry to facilitate the importation of manure for processing in the

		existing manure processing plant and fertiliser manufacturing; and (ii) revised hours of operation for transportation of cattle for the existing Intensive Animal Industry (Feedlot) use. As discussed previously, any additional traffic generation (both on-site and off-site) and associated impacts are considered to be appropriately mitigated. Regarding operations of the manure processing plant, the following is noted: • The original feedlot approval included a manure processing plant to repurpose animal waste generated on-site as compost. This facility is already established on site. • The existing manure processing plant has been designed to effectively manage and compost organic waste generated on the site. The composting process also involves ensuring the amount of nutrient, in particular carbon and nitrogen and bulking materials, can be introduced into the mix to gain maximum efficiency of the process. It is proposed to import manure for processing with the internally produced manure to ensure the optimised operation of the existing processing plant. • The existing manure processing plant has sufficient capacity for the imported manure. There will be no material increase in size, built form, lighting, or other layout changes to the processing plant or external use areas, including the manure pad and stormwater holding ponds/sediment basins. • There will be no changes to the current manure processing operations on site with the introduction of imported manure. • The facility will be operated in accordance with the updated Fertiliser Management Plan and Fertiliser Process, Operational Management Overview, and Air Quality Management Plan lodged as part of the Change Application to ensure environmental/amenity impacts are avoided or suitably mitigated. • Potential impacts to air quality from the additional manure processing have been assessed and considered to have a negligible impact on emissions from the site as confirmed in an Odour Risk Assessment submitted as part of the Change Application. The existing feedlot, including the proposed changes as detailed above, will be required to operate in accordance with the existing Development Permit for Material Change of Use and Environmental Authority (EA) (DETSI Ref: 2017-22). Accordingly, existing protections will not be weakened and will still apply. It is noted that the Change Application was referred
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		to the State Assessment and Referral Agency in relation to the associated environmentally relevant activity who have confirmed no additional requirements for proposal which will be managed under EA2017-22.			
	Stormwater Impacts	The submissions raise concerns regarding alleged previous effluent releases from the existing feedlot during high rainfall events, downstream impacts on water and soil quality, and impacts on Lake Broadwater and its catchment, including nutrient enrichment and downstream waterways. Furthermore, it is contended that these alleged issues have been raised on multiple occasions since 2019 and that multiple alleged spill events have occurred during this period. The proposed change seeks to utilise the existing manure processing plant on site. The existing manure processing plant has sufficient capacity for the imported manure and there will be no changes to the size of the processing plant, including to the associated external use areas. Imported manure will be stored on the manure pad located in an existing controlled drainage area. The development will not result in additional stormwater runoff, and no changes to the existing stormwater holding ponds/sediment basins will be required as a result of the proposed change. There will be no changes to the current manure processing operations on site with the introduction of imported manure. Stormwater quality management from the existing operations will continue to be managed under the provisions of the existing Environmental Authority (EA) (DETSI Ref: 2017-22). The proposed change will not result in any changes to existing stormwater management processes or stormwater characteristics of the development site. Accordingly, alleged historical issues associated with stormwater runoff/water quality from the existing feedlot operations are not considered relevant to the assessment of this Change Application which does not seek to alter existing stormwater conditions.			
	Public Notification Process	The Applicant provided Council with a Notice of Compliance on 29 July 2026 confirming public notification for this development was undertaken from 7 July 2026 to 28 July 2026 in compliance with the requirements of Chapter 1, Part 4, Section 17 and Schedule 3 of the <i>Development Assessment Rules</i> .			
	Reasons for decision	The development was assessed against all of the assessment benchmarks listed above and complies with all of these with the exception listed below. <table><tr><th>Assessment benchmark</th><th>Reasons for the approval despite non-compliance with benchmark</th></tr><tr><td>Rural Zone Code (Performance Outcome PO₄)</td><td>As noted by the Applicant, the "...proposal involves changes to of an "Intensive Animal Industry" use and is classified as a "rural activity" under the provisions of the Planning Scheme. While it is acknowledged that a "High Impact Industry" use is listed as an</td></tr></table>	Assessment benchmark	Reasons for the approval despite non-compliance with benchmark	Rural Zone Code (Performance Outcome PO ₄)
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Rural Zone Code (Performance Outcome PO ₄)	As noted by the Applicant, the "...proposal involves changes to of an "Intensive Animal Industry" use and is classified as a "rural activity" under the provisions of the Planning Scheme. While it is acknowledged that a "High Impact Industry" use is listed as an				

	<i>inconsistent use within the zone, it is noted that this use is required only to allow the importation of manure to site for processing at the existing manure processing facility. The importation of manure is directly related to an existing ancillary use occurring on site (i.e. processing of internally produced manure) and seeks to ensure the optimum management of the manure composting processes already occurring. The nature of the High Impact Industry use (manure processing) is such that it is compatible with existing operations/use of the land for an Intensive Animal Industry. The changes do not seek any changes to the layout of the site and will not compromise rural production capacity, natural resources and scenic landscape amenity of the area."</i> The proposal is considered to have a connection with rural uses and efficiencies are gained by allowing the import of manure from other registered and approval beef cattle feedlots in the surrounding area to the existing on-site manure processing plant. The processing plant has a direct nexus with the existing Intensive Animal Industry (cattle feedlot) which is defined as a rural use. Therefore, it is considered the proposed development complies with Performance Outcome PO4.
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For further details on the assessment of this development application, please see the Delegated Report available for public viewing on the Toowoomba Regional Council Planning and Development Online website at: <https://developmenti.tr.qld.gov.au/>. When accessing Council's website please use the following Application Number: MCUI/2017/346/D.