

REPORT TITLE	Assessment of Change Application (Other Change) for Material Change of Use – Impact – Extension to Intensive Animal Industry located at 556 Grassdale Road, GRASSDALE QLD 4407
AUTHOR	Lead Senior Planner (Richard Green)
Application No.	MCUI/2017/346/D

PURPOSE OF REPORT

To consider a change application regarding a development approval for Material Change of Use – Impact – Extension to Intensive Animal Industry located at 556 Grassdale Road, GRASSDALE QLD 4407.

EXECUTIVE SUMMARY

This report considers a change application for High Impact Industry (Manure Importation and Processing) located at 556 Grassdale Road, Grassdale (Lot 26 SP216179).

The subject site has a total area of 5,675 hectares and is designated within the Rural Zone / 100 Hectare minimum Precinct. 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.

The change application was subject to impact assessment and was publicly notified. Seven (7) submissions were received objecting to the proposed development. These submissions have been considered to the extent relevant to the proposed changes, as per the assessment within this report.

The application was referred by the applicant to the Department of State Development, Infrastructure and Planning for assessment by the Department of Environment, Tourism, Science and Innovation and the Department of Transport and Main Roads. A Referral Agency Response was received on 24 June 2026 stating the Department has no requirements (Refer to **Schedule 1**).

The proposed development has been assessed against all relevant assessment benchmarks, including the entire Planning Scheme (to the extent relevant) the *State Planning Policy 2017* and the *Darling Downs Regional Plan 2013*, as outlined in this report. The proposed development generally complies with the assessment benchmarks and where relevant can be conditioned to comply. Accordingly, the proposed development is recommended to be approved subject to amending and adding reasonable and relevant conditions as outlined in the report.

RECOMMENDATION

APPROVED – Change Application (Other Change) regarding Development Approval MCUI/2017/346/D for Material Change of Use – Impact – Extension to Intensive Animal Industry, pursuant to the provisions of Section 82 of the *Planning Act 2016* and subject to the amendments listed below.

An amended Infrastructure Charges Notice will be issued in relation to the changes to the development approval.

ASSESSMENT MANAGER CONDITIONS

PLANNING

APPROVED USE

1. This Development Approval is for a material change of use for extension to the existing cattle feedlot from 47,952 Standard Cattle Units (SCU) to a capacity of 70,000 SCU including manure processing plant, **fertiliser manufacturing and the import of a maximum 50,000tpa of cattle manure from off-site feedlots.**
2. This Development Approval does not imply or comprise an approval for any uses other than that listed in Condition 1.

CARRY OUT & MAINTAIN DEVELOPMENT

3. The development must comply with the provisions of Council's Local Laws, Planning Scheme Policies, Planning Scheme and Planning Scheme Codes to the extent they are not varied by this Development Approval.
4. Unless otherwise stated, all conditions must be complied with prior to the commencement of use and thereafter.
5. Complete all building work associated with this Development Approval, including work required by any of the conditions of this Development Approval prior to the commencement of use. Such building work is to be carried out generally in accordance with the Approved Plans and Documents and, where the building work is assessable development, in accordance with a Building Works approval.
6. The development must be maintained in accordance with the Approved and Amended Plans and Documents subject to or modified by any conditions of this Development Approval.

APPROVED PLANS

7. The development must be carried out generally in accordance with the Approved Plans listed below, subject to the conditions of this Development Approval.

Plan No: ~~30413.CC.003 – Revision A13~~

Description: ~~Mort & Co Grassdale Feedlot Stage 3 – Option 2 2D Concept – Aerial~~

Amendments: ~~Nil~~

Plan No: 30413.CC.003 – Revision 1

Description: Mort & Co Grassdale Feedlot Expansion – Stage 3 Existing Site Layout Plan, prepared by EnviroAg Australia and dated 03/07/2018

Amendments: Nil

Plan No: 30413.CC.010 – Revision 2

Description: Mort & Co Grassdale Feedlot Expansion – Stage 3 Holding Pond and Sediment Basins, prepared by EnviroAg Australia and dated 13/07/2018

Amendments: Nil

Plan No: 30413.CC.020 – Revision 2

Description: Mort & Co Grassdale Feedlot Expansion – Stage 3 Site Layout Plan, prepared by EnviroAg Australia and dated 13/07/2018

Amendments: Nil

Plan No: GRFE-PFD-02, Revision 0

Description: Process Flow Diagram – As Built, prepared by Mort & Co and dated 16 April 2026

Amendments: Nil

Plan No: GRFE-VMP-04, Revision 1

Description: Prime Equipment Layout Plan, prepared by Mort & Co and dated 23 June 2026

Amendments: Nil

Plan No: GRFE -VWP-05, Revision 1

Description: Factory and Pad Plan, prepared by Mort & Co and dated 22 April 2026

Amendments: Nil

Plan No: GRFE-VMP-06, Revision 1

Description: Factory General Arrangement Plan, prepared by Mort & Co and dated 22 April 2026

Amendments: Nil

APPROVED DOCUMENTS

- 7A.** The development must be carried out generally in accordance with the Approved Documents listed below, subject to the conditions of this Development Approval:

Document: Odour Risk Assessment

Description: Odour Risk Assessment, prepared by Katestone Environmental Australia Pty Ltd and dated 26 June 2026

Amendments: Nil

Document: Air Quality Management Plan

Description: Air Quality Management Plan, prepared by Mort & Co and received by Council 30 June 2026

Amendments: Nil

Document: Fertiliser Process Management Plan, Version 2.0

Description: Fertiliser Process Management Plan, prepared by Mort & Co, dated 2 July 2026 and received by Council 2 July 2026

Amendments: Nil

Document: Fertiliser Process and Operational Management Overview

Description: Fertiliser Process and Operational Management Overview, prepared by Mort & Co and received by Council 30/06/2026

Amendments: Nil

AVAILABILITY OF APPROVED DOCUMENTATION DURING WORKS

- 8.** A legible copy of the Approved and Amended Plans and Approved and Amended Documents bearing Council's approved stamp and this Development Approval must be available on the subject land and available for inspection at all times during construction and earthworks.

WORKS

ENGINEER'S CERTIFICATION AND SUPERVISION OF WORKS

- 9.** Plans and specifications for all works associated with car parking vehicular access, stormwater drainage, earthworks, or any other works required on Council infrastructure, must be prepared and certified by a Registered Professional Engineer Queensland - Civil (RPEQ).
- 10.** A RPEQ must submit to Council a copy of the:
- 10.1** Design Certificate prior to commencement of the works; and
 - 10.2** Construction Supervision Certificate upon completion of the works certifying that works are in accordance with the approved plans and specifications.
- 11.** Any works that have been certified by an RPEQ must be carried out under the supervision of an RPEQ with all executed works being detailed on a Construction Supervision Certificate.
- 12.** Where any condition refers to, or requires, an Engineer to perform a task or function, the Engineer must hold professional indemnity insurance to the value of \$2,000,000. A Certificate of Currency must be submitted to Council with any Design Certificate or Construction Supervision Certificate.

STORMWATER DRAINAGE

- 13.** All private stormwater quality devices installed within the subject land as part of the development must be maintained for the life of the development, in accordance with the manufacturer's guidelines and to best management practice, to ensure continuing level of performance for water quality for stormwater discharged from the subject land.

14. All land adjoining the development must be protected from ponding or nuisance from stormwater resulting from the development for the life of the development.

EROSION & SEDIMENT CONTROL

15. Stockpiles of topsoil, sand, aggregate, spoil or other material capable of being moved by the action of wind or running water must be stored clear of drainage paths and not within the road reserve at any time.
16. Measures such as sediment fences, earth berms, temporary drainage, temporary sediment basins, dewatering or stormwater filtering devices to prevent eroded material, sediment or sediment laden water from being transported to adjoining properties, roads or stormwater drainage systems must be provided.
17. Where erosion and sediment control measures have been damaged, fail or are inadequate and erosion or the release of sediment or sediment laden stormwater has occurred from the subject land or associated works, any resultant property or environmental damage or interference caused must be repaired or cleaned up within 24 hours or upon the direction of Council, at no cost to the affected parties.
18. All disturbed areas must be mulched, grassed or turfed as soon as possible during construction.
19. Measures such as vehicle baths, wash-down and construction matting together with dust suppressants and wraps, exposed ground and stockpile sprinkling must be put in place to minimize site vehicles tracking sediment onto adjoining streets during the course of the construction period, and to prevent dust nuisance during construction.

DAMAGE TO SERVICES & ASSETS

20. Protect Council and public utility services and assets during construction of the development.
21. Any damage caused to existing services and assets as a result of the development works must be repaired at no cost to the asset owner in accordance with the following timing:
 - 21.1 Where the damage would cause a hazard to pedestrian or vehicle safety or interrupts a service to the community, immediately; or
 - 21.2 Where otherwise, as soon as reasonably possible, but no later than completion of the works associated with the development or prior to the commencement of use, whichever is the earlier.
22. Any repair work which includes alteration to the alignment or the level of existing services and assets must first be referred to the relevant service authority for approval.
23. Construction, alterations and any repairs to Council infrastructure is undertaken in accordance with *the Planning Scheme Policy PSP No. 4 – Development Near Utility Services*.

SERVICES & UTILITIES

ON-SITE WASTE WATER TREATMENT & DISPOSAL

24. The development must be provided with an on-site waste water treatment and effluent disposal system having a capacity and land application area sufficient for the use. The area nominated on the Approved Plans for the waste water treatment and effluent disposal, including irrigation areas, are maintained for this purpose for the life of the approval.
25. All reasonable and practicable measures must be undertaken to prevent treated waste water and effluent from overflowing or seeping onto adjoining properties.

WATER SUPPLY

26. The development must be provided with a potable water supply having a capacity sufficient for the use that complies with the *Australian Drinking Water Guidelines (NHMRC, 2011)*.

TRANSPORT, VEHICULAR ACCESS & PARKING

VEHICULAR ACCESS / EXTERNAL ROADS

27. Vehicle access to and from the subject land by heavy or other service vehicles is limited to the "approved access route" being the existing approved route comprising Grassdale Road and Springvale Road to the Dalby-Cecil Plains Road.
- 27.1 All internal roads must be maintained in good all-weather condition and suitable for 2wd access.
28. Install and maintain signage advising vehicles to use the approved access route as follows:
- (a) Prior to conducting any site or other works associated with the approved expansion of the feedlot, install a sign immediately inside the property at the entrance of the feedlot. The sign must be double sided and contain the following words, in bold capitals, with a minimum 25mm lettering height:
- "ALL HEAVY AND OTHER SERVICE VEHICLES MUST TRAVEL ALONG APPROVED ROUTES ONLY"**
- The sign must include a labelled graphical representation of the approved route that is clearly legible;
- (b) Prior to installing the sign in accordance with subclause (a), submit to Council for endorsement, a proof of the sign; and
- (c) Maintain the sign in good, legible condition during the life of the development.
29. Any new or replacement contracts/agreements between the Feedlot Operator and Suppliers/Contractors must contain a clause that includes wording to the effect that "all heavy or other service vehicles servicing the feedlot must be limited to using the approved route being Grassdale Road north of the feedlot to Springvale Road to Cecil-Plains Road."
30. Provide heavy or other service vehicle drivers ~~visitors to~~ attending the feedlot, with a map and information advising them of the approved route and need for adherence to the approved route.
31. Prior to conducting any site or other works associated with the approved expansion of the feedlot, install monitoring cameras capable of allowing identification of vehicles, to assist with ensuring compliance with use of the approved route by vehicles entering and leaving the feedlot, as follows:
- (a) Install a camera near the feedlot weighbridge and a camera on the property boundary with Grassdale Road, in a location near to the north-eastern corner of the feedlot and south of the approved route;
- (b) Maintain records that allow cross matching of vehicles that have entered and or left the feedlot and also travelled on Grassdale Road where not part of the approved route; and
- (c) Where considered warranted by Council and when requested in writing to do so, provide the abovementioned records to Council within seven (7) business days.
32. Trafficable movements ~~carrying livestock, grain, other feedstuffs, supplies or manure to or from the feedlot must not occur between the hours of 10pm to 6am.~~ to or from the feedlot are limited to the following:
- 32.1 Trafficable movements carrying grain, other feedstuffs, supplies or manure must not occur between the hours of 10pm and 6am; and
- 32.2 Trafficable movements carrying livestock must not occur between the hours of 10pm and 5am.

ON-SITE CAR PARKING, SERVICE BAYS & MANOEUVRING

33. The premises must be provided with sealed heavy vehicle and light vehicle parking and standing areas and sealed internal roads. Car parking and manoeuvring areas must be:
- 33.1 Constructed generally as shown on the Approved Plans listed within this Development Approval;
 - 33.2 Designed and constructed in accordance with the requirements of AS2890;
 - 33.3 Maintained as originally constructed and kept and used exclusively for vehicle parking and manoeuvring; and
 - 33.4 Designed to enable all vehicles to enter and leave the subject land in a forward gear and be constructed in a suitable all weather surface.

ENVIRONMENT & WASTE**ACOUSTIC AMENITY - NOISE LIMITS**

34. Noise from activity associated with the use of the site must not exceed the Acoustic Quality Objectives listed in the *Environment Protection (Noise) Policy 2008* when measured at any sensitive receptor.
35. Where considered warranted by Council and when requested in writing to do so, a noise investigation must be undertaken to investigate a complaint of noise nuisance. In such instances, a qualified person must monitor, interpret and record all parameters that are required to be monitored in order to determine whether or not the Noise Emission Limits listed within this Development Approval have been exceeded. The results of the investigation must be provided to Council within 28 days of the request or a longer period if specified in any such request. Measurement of noise emissions (adjusted for tonality and impulse) must be generally in accordance with the most recent version of *Australian Standard AS1055.1 Acoustics – Description and measurement of environmental noise – General procedures*.

AIR QUALITY & AMENITY - AIR RELEASE LIMITS

36. Odours or airborne contaminants which are noxious or offensive to public amenity or safety, likely to cause environmental harm or environmental nuisance or exceed the Air Quality Objectives listed in the *Environmental Protection (Air) Policy 2008* as measured at any sensitive receptor place must not be released to the atmosphere.

AIR QUALITY & AMENITY - AIR RELEASE LIMITS (DUST AND PARTICULATE MATTER)

37. All reasonable and feasible avoidance and mitigation measures are employed so that dust and particulate matter emissions generated from activity associated with the use of the site do not exceed the following levels when measured at any sensitive place or commercial place:
- 37.1 Dust deposition of 133 milligrams per square metre per day averaged over 1 month, when monitored in accordance with the most recent version of *Australian Standard AS3580.10.1: Methods for sampling and analysis of ambient air – Determination of particulate matter – Deposited matter – Gravimetric method*.
 - 37.2 A concentration of particulate matter with an aerodynamic diameter of less than 10 micrometres (PM₁₀) suspended in the atmosphere of 50 micrograms per cubic metre over a 24-hour averaging time, for no more than 5 exceedances recorded each year, when monitored in accordance with the most recent version of either:
 - (i) *Australian Standard AS3580.9.6: Methods for sampling and analysis of ambient air – Determination of suspended particulate matter – PM₁₀ high volume sampler with size-selective inlet – Gravimetric method*; or

- (ii) *Australian Standard AS3580.9.9: Methods for sampling and analysis of ambient air – Determination of suspended particulate matter – PM₁₀ low volume sampler – Gravimetric method.*

38. Where considered warranted by Council and when requested in writing to do so, an air quality investigation must be undertaken to investigate a complaint of air pollution, odour or dust nuisance. In such circumstances, a qualified person must monitor, interpret and record all parameters that are required to be monitored in order to determine whether or not the Air Release Limits listed within this Development Approval have been exceeded. The results of the investigation must be provided to Council within 28 days of the request or a longer period if specified in any such request.

STORMWATER QUALITY

39. Contaminants or contaminated water must not be directly or indirectly released from the site or to the ground or groundwater at the subject site at any time except:
- 39.1 Following treatment using an appropriate stormwater quality improvement device (SQID) as uncontaminated overland stormwater flow;
 - 39.2 Following treatment using an appropriate stormwater quality improvement device (SQID) as uncontaminated stormwater to the stormwater system; and
 - 39.3 Contaminants released to sewer under and in accordance with a trade waste permit issued by Council under the *Water Supply (Safety and Reliability) Act 2008*.

WASTE MANAGEMENT (GENERAL)

40. All waste generated on site must be managed in accordance with the waste management hierarchy as detailed in the *Waste Reduction and Recycling Act 2011*.

REMOVAL OF EXISTING VEGETATION

41. Clearing, including felling, pushing, lopping and grubbing of existing trees and vegetation not identified for retention must be undertaken by a suitably qualified person and must include:
- 41.1 Stump grinding to below finished surface level;
 - 41.2 Rectification to the finished surface levels and materials;
 - 41.3 No damage to other vegetation for retention; and
 - 41.4 Conclude with the area being stabilised against erosion.

MANURE AND FERTILISER PROCESSING FACILITY

42. The manure processing facility must have a maximum Gross Floor Area (GFA) of 5,405m² and operated as an ancillary activity in relation to the approved feedlot as follows:
- 42.1 Products to be used in the composting process sourced from off-site are limited to materials such as biomass (plant material, sawdust, mulch etc. ~~but excluding manure~~); gypsum, rock phosphate and other additives **as included in the approved Fertiliser Process and Operational Management Overview listed in the Decision Notice; and**
 - 42.2 Manure for composting ~~must be sourced from the approved feedlot on-site. includes manure sourced from the development site and up to 50,000tpa of cattle manure from off site feedlots; and~~
 - 42.3 **The manufacture of composted manure and fertilisers must occur as per the processes and inputs described in the approved documents listed within this Decision Notice.**
43. The existing southern manure pad must be decommissioned and regressed within two (2) months of commencement of the use of the manure composting facility.

MANURE PROCESSING FACILITY - AIR QUALITY & AMENITY - AIR QUALITY MANAGEMENT PLAN

44. Prior to the issue of any Operational Works approval or Building Works approval, submit to Council for endorsement, and have endorsed, an Air Quality Management Plan for the operation of the manure processing facility prepared by a suitably qualified person that, at a minimum, includes the following:
- 44.1 A simple emissions inventory identifying the type and accounting the amount of primary pollutants discharged into the atmosphere from point, area and mobile sources over a specified time span relevant to the nature of the approved use;
 - 44.2 Description of specific mitigation treatments, management methods and procedures that will be implemented to control the release of pollutants discharged to the air during the operation of the manure processing facility;
 - 44.3 Procedures for notifying neighbouring residents of activities likely to affect their amenity; and
 - 44.4 A complaints management procedure that must include the following:
 - i) A contact person with whom complaints can be lodged;
 - ii) A clearly defined procedure for responding to and investigating complaints; and
 - iii) A notification protocol to all complainants of the outcome of complaint investigations.
45. The endorsed Air Quality Management Plan must be implemented, maintained and modified where necessary to maintain compliance with the requirements of this Development Approval at all times.

B. ADVICES:**INFRASTRUCTURE CHARGES**

- 1) Infrastructure charges are now levied by way of an infrastructure charges notice, issued pursuant to Section 635 of the *Sustainable Planning Act 2009*.

OTHER LAWS & REQUIREMENTS

- 2) This Development Approval relates to development requiring approval under the *Sustainable Planning Act 2009* only. It is the approval holder's responsibility to obtain any other necessary approvals, licenses or permits required under State and Federal legislation or Council local law, prior to carrying out the development. Information with respect to other Council approvals, licenses or permits may be found on the Toowoomba Regional Council website. For information about State and Federal requirements please consult with these agencies directly.
- 3) Any works impacting outside the property boundary will require a permit under Subordinate Local Law 1.15 (Carrying Out Works on a Road or Interfering with a Road or its Operation) 2011. Please contact Council's Road Operations Branch through our Customer Service Centre on 131 872. The application can be found on Council's website at www.tr.qld.gov.au.
- 4) The development has only been assessed in accordance with the provisions of the *Toowoomba Regional Planning Scheme*. No assessment has been made in respect of the provisions of the *Building Code of Australia* and/or the *Queensland Development Code*.

WHEN APPROVAL STARTS TO HAVE EFFECT

- 5) This approval takes effect in accordance with the provisions of Section 339 of the *Sustainable Planning Act 2009*.

WHEN APPROVAL LAPSES

- 6) This approval will lapse in accordance with the provisions contained in Sections 341 and 342 of the *Sustainable Planning Act 2009*, unless otherwise stated elsewhere within this Development Approval.

CLEARING OF NATIVE VEGETATION

- 7) The subject land supports regulated vegetation under the *Vegetation Management Act 1999 (VMA)*. The clearing of regulated vegetation can only be undertaken where associated with exempt clearing activities established under the VMA. For further information regarding exempt clearing activities please contact your local office of the Department of Natural Resources and Mines.

CLEARING OF PROTECTED PLANTS

- 8) In accordance with *Nature Conservation (Wildlife Management) Regulation 2006* you must check the flora survey trigger map, prior to the clearing of any native plants found on the subject land to determine if a flora survey must be undertaken and if a clearing permit for clearing endangered, vulnerable and near threatened plants ('EVNT plants') and their supporting habitat is required.

Under the Regulation, if a flora survey identifies that EVNT plants are not present or can be avoided by 100m, the clearing activity may be exempt from a permit, however an exempt clearing notification form must be submitted to the Department of Environment and Heritage Protection. In an area other than a high risk area, a clearing permit is only required where a person is, or becomes, aware that EVNT plants are present, though a range of exemptions do apply. Clearing of least concern plants is generally exempt from requiring a clearing permit. For further information associated with the clearing of protected plants and to obtain flora survey trigger map for your site please refer to the Departmental website.

EXCAVATION & FILLING

- 9) The *Toowoomba Regional Planning Scheme (TRPS)* declares excavation and filling activity involving less than 50m³ of material and excavation and filling activity to a depth or height lower than 1m to be accepted development. Any combination of excavation or filling where 50m³ or more of fill is deposited on, or 50m³ or more of excavated material is removed from the premises and excavation or filling is not associated with 'Building Work' as defined under the *Planning Act 2016*, must obtain an Operational Works approval from Council before commencing site works.

WASTE WATER TREATMENT & DISPOSAL SYSTEM

- 10) The establishment of a waste water treatment and disposal system for the subject land requires a Compliance Permit to be obtained from Council under the *Plumbing and Drainage Act 2002*. The system must be designed in accordance with the *Queensland Plumbing and Wastewater Code* (Department of State Development and Infrastructure & Planning, 2007) and the *Australian & New Zealand Standard AS/NZS1547 On-site domestic wastewater management*.

Please contact Council's Planning and Development Services Unit via the Customer Service Centre for further information in respect of a Compliance Permit. Where a development exceeds the accommodation or use of 21 or more equivalent persons an Environmental Authority from the Department of Environment & Heritage Protection will also be required.

ENVIRONMENTAL HARM

- 11) The *Environmental Protection Act 1994 (EP Act)* states that a person must not carry out any activity that causes, or is likely to cause, environmental harm unless the person takes all reasonable and practicable measures to prevent or minimise the harm.

Environmental harm includes environmental nuisance. In this regard persons and entities involved in the civil, earthworks, construction and operational phases of this development are to adhere to their 'general environmental duty' to minimise the risk of causing environmental harm. Environmental harm is defined by the EP Act as any adverse effect, or potential adverse effect (whether temporary or permanent and of whatever magnitude, duration or frequency) on an environmental value, and includes environmental nuisance.

Therefore, no person should cause any interference with the environment or amenity of the area by reason of the emission of noise, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, waste water, waste products, grit, sediment, oil or otherwise, or cause hazards likely in the opinion of the Administering Authority to cause undue disturbance or annoyance to persons or affect property not connected with the use.

ENVIRONMENT PROTECTION & BIODIVERSITY CONSERVATION ACT 1999

- 12) An additional approval from the Commonwealth Government under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) may be required in relation to the approved development. The *Environment Protection and Biodiversity Conservation Act 1999* relates to actions that may have a significant impact on matters of national environmental significance (NES) or the environment generally if on Commonwealth land. These matters of NES include nationally listed threatened and migratory species, Ramsar wetlands, World Heritage, Commonwealth marine and nuclear actions.

The EPBC Act provides that a person must not take an action that has, will have or is likely to have a significant impact on matters of NES, without the approval of the Commonwealth Environment Minister. Such actions should be referred to the Minister for a decision on whether or not approval is required under the *Environment Protection and Biodiversity Conservation Act 1999*.

Contact the Australian Government Department of the Environment and Energy 1800 803 772 to discuss any obligations under the EPBC Act.

ABORIGINAL CULTURAL HERITAGE ACT 2003

- 13) There may be a requirement to establish a Cultural Heritage Management Plan and/or obtain approvals pursuant to the *Aboriginal Cultural Heritage Act 2003* ("ACH Act").

The ACH Act establishes a cultural heritage duty of care which provides that: "*A person who carries out an activity must take all reasonable and practicable measures to ensure the activity does not harm Aboriginal cultural heritage.*" It is an offence to fail to comply with the duty of care. Substantial monetary penalties may apply to individuals or corporations breaching this duty of care. Injunctions may also be issued by the Land Court, and the Minister administering the ACH Act may also issue stop orders for an activity that is harming or is likely to harm Aboriginal cultural heritage or the cultural heritage value of Aboriginal cultural heritage.

You should contact the Department of Aboriginal and Torres Strait Islander Partnerships (DATSIP) Cultural Heritage Unit on 07 3247 6212 to discuss any obligations under the ACH Act.

FIRE ANTS

- 14) The State of Queensland has been declared a quarantine area for the Red Imported Fire Ant. Should this approval involve the movement of restricted items from areas of known infestation the provisions of the *Plant Protection Act 1989* apply, compliance with statutory provisions must be achieved.

ADVERTISING SIGNS

- 15) Placing an advertising device on premises is accepted development where complying with the assessment benchmarks that form the requirements for accepted development in the Advertising Devices Code in the *Toowoomba Regional Planning Scheme*. A separate Operational Works approval will be required for any Advertising Devices not complying with the assessment benchmarks that form the requirements for accepted development in the Advertising Devices Code.

SUBMISSION OF DOCUMENTS FOR ENDORSEMENT

- 16) The conditions of this Development Approval require submission of documents to Council for endorsement. Please address the documents for endorsement to Council's Development Assessment Branch with the Reference No. MCUI/2017/346/A, and send to development@tr.qld.gov.au.

ENVIRONMENTALLY RELEVANT ACTIVITIES

- 17) Should the premises, or any part of the premises, be used for an "Environmentally Relevant Activity" as defined under Schedule 2 the *Environmental Protection Regulation 2008*, separate approval is required by the relevant Administering Authority in accordance with the *Environmental Protection Act 1994* and where applicable the *Planning Act 2016* before such use commences. Please note that composting activity may require approval of Environmentally Relevant Activity (ERA 53). It is

recommended that further advice is obtained from the Department of Environment and Heritage Protection (DEHP).

REASONS FOR RECOMMENDATION

The change application has been assessed with regard to the applicable assessment framework as identified within this report and the attached Statement of Reasons (refer to **Schedule 2**). The proposed changes are considered to be generally acceptable. It is therefore recommended that the development approval be changed as identified above.

DELEGATE'S DECISION:

I have reviewed the report for this application in accordance with the Relevant Instruments, Statutory and Non-Statutory Provisions and in accordance with Council's process and procedures. I agree with the responsible officer's recommendation that the request be approved subject to the conditions contained in the recommendation. I exercise delegation in accordance with the delegations adopted by the Toowoomba Regional Council.



Matthew Coleman
Principal Planner, Planning Branch

Decision Date: 6 August 2026

CORPORATE PLAN REFERENCE

Strategic Action 2.3.3 Ensure development aligns with community sentiment, through effective and efficient assessment, with the planning scheme, planning instruments, codes and legislation.

BACKGROUND

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			
SITE CHARACTERISTICS				
Current Land Use	Intensive Animal Industry (cattle feedlot) and ancillary manure processing plant and feed mill. The site also supports cropping activities, to provide feed for the feedlot and feed mill.			
Site Frontage/s	Grassdale Road	6,325m within TRC, plus 1,690m within Western Downs Regional Council (WDRC)		
	Percy Jurgs Road	3,191m		
	Wilkin Road	890m		
	Unnamed Road 4093 40	3,279m		
	Abernathy Road	3,300m within WDRC (500m constructed; and 2,800m unconstructed)		
Road/s	Order of Road	Width of Road Reserve	Width of Pavement	Road Material
Grassdale Road	Local (Rural)	40m	6m	Gravel/dirt
Percy Jurgs Road	Local (Rural)	30m	6m	Gravel/dirt
Wilkin Road	Local (Rural)	46m	9m	Gravel/dirt
Unnamed Road 4093 40	Local (Rural)	20m	6m	Gravel/dirt
Abernathy Road	Local (Rural)	60m	8m	Bitumen
Easements	Emt C SP194559 (high-pressure gas pipeline)			
Existing Structures	The site is currently developed for use as a cattle feedlot, and ancillary manure processing plant and feed mill with various buildings and structures including workers accommodation, administration building and weighbridge.			
Infrastructure	No infrastructure/services intersect with the site.			
Topography	The site is generally flat with a significant overland flow path draining from north to south. It is noted the overland flow path is clear of the existing feed lot and Feed and Lysine Manufacturing Facility. The highest point of the subject site is approximately 365m, and the lowest point is 350m.			
Street Trees	Natural/regrowth vegetation exists in road reserves.			
Other Features	The site adjoins Western Downs Regional Council (WDRC) to the east and north. The WDRC Planning Scheme identifies the adjoining lands as being within the Rural Zone with uses including cropping, pasture/grazing and extractive industry (gas). A designated stock route adjoins the site along the north property boundary (i.e. Abernethy Road). Patches of regulated vegetation are within the southern portion of the site.			
PLANNING SCHEME SITE DATA				
Current Planning Scheme	Toowoomba Regional Planning Scheme 2012 (Version 28)			Adopted: 28 November 2022

Zone	Rural		
Precinct	100ha minimum		
Overlays	Agricultural Land - <i>Agricultural Land</i> Environmental Significance - <i>Waterways and Wetlands</i> - <i>Waterways and Wetlands Buffer</i> - <i>Areas of Ecological Significance</i> - <i>Areas of Ecological Significance Buffer</i> Bushfire Hazard - <i>Medium Fire Risk</i> Flood Hazard - <i>Balanced Mixed</i> - <i>Flood Plain Area</i> - <i>Vulnerable Uses Restriction Area</i> - <i>Flood Risk Categories (FR4 - Extreme Flood Risk, FR3 - High Flood Risk, FR2 - Medium Flood Risk and FR1 - Low Flood Risk)</i>		
Infrastructure Charges Resolution	Charges Resolution No. 7	Adopted: 19 August 2025	
SURROUNDS:			
Direction	Land Use	Zone/Precinct	
North	Rural - Agricultural production and Extractive industry (gas)	WDRC Planning Scheme 2017 - Rural/Not applicable	
East	Rural - Agricultural production (cropping)	• WDRC Planning Scheme 2017 - Rural/Not applicable; and • TRC Planning Scheme 2012 - Rural/100ha minimum	
South	Rural - Agricultural production (cropping)	Rural/100ha minimum	
West	Rural - Agricultural production and Extractive industry (gas)	Rural/100ha minimum	
APPLICATION HISTORY			
Application No.	Description	Decision Date	Decision
MCUI/2021/2774	Medium Impact Industry	15 December 2021	Approved
MCUI/2021/2774/A	Other Change – High Impact Industry (Cottonseed Oil Processing and Lysine Production)	3 March 2023	Approved
MCUI/2021/2774/B	Negotiated Decision Notice – Other Change – High Impact Industry (Cottonseed Oil Processing and Lysine Production)	8 May 2023	Approved
MCUI/2017/346/C	Change Approval for Extension to Intensive Animal Industry	-	Not Properly Made / Withdrawn
MCUI/2017/346/B	Change Approval for Extension to Intensive Animal Industry	12 January 2022	Approved
MCUI/2017/346/A	Change Approval for Extension to Intensive Animal Industry	18 October 2018	Approved
MCUI/2017/346	Extension to Intensive Animal Industry	6 December 2017	Approved
RAL/2025/7525	Access Easement	29 January 2026	Approved
MCUI/2013/5455/C	Request to Extend Period for Non-Resident Workforce Accommodation (20 Units)	9 September 2022	Lapsed
MCUI/2013/5455/B	Request to Extend Period Non-Resident Workforce Accommodation (20 Units)	3 July 2020	Lapsed
MCUI/2013/5455/A	Request to Extend Period Non-Resident Workforce Accommodation (20 Units)	13 July 2018	Lapsed
MCUI/2013/5455	Non-Resident Workforce Accommodation (20 Units)	26 June 2014	Lapsed

APPROVED DEVELOPMENT		
Type of Approval	Development Permit for a Material Change of Use	
Approved Development	Extension to Intensive Animal Industry (from 47,952 Standard Cattle Units (SCU) to 70,000 SCU) and Environmentally Relevant Activity (ERA 2 – intensive animal feedlotting)	
Variations Sought	Not applicable	
Level of Assessment	Impact	
Service Vehicle Provision	Articulated Vehicle	
Submissions Received	Objection:	One (1) properly made submission (Original Approval – MCUI/2017/346)
	Support:	Nil
Decision Notice Issued	14 January 2022 (MCUI/2017/346/B) – Change Application (Minor Change)	

CHANGE APPLICATION	
Applicant Name	Mort & Co Lot Feeders Ltd C/- Precinct Urban Planning
Type of Application	Change Application
Type of Change	Other Change
Public Notification	Notice of Compliance Received: 29 July 2026 Submissions Received: Objection: Seven (7) Properly Made Support: Nil
Application Received	14 May 2026

CONSULTATION UNDERTAKEN

Referral Agency/ies

Referral Agency (Technical Agency)	Referral Role	Aspect of Development Requiring Referral	Response
Department of State Development, Infrastructure and Planning – Department of Environment, Tourism, Science and Innovation and the Department of Transport and Main Roads	Concurrence	Schedule 10, Part 5, Division 4, Table 4—Item 1 of the <i>Planning Regulation 2017</i> Schedule 10, Part 9, Division 4, Subdivision 1, Table 1—Item 1 of the <i>Planning Regulation 2017</i>	Response received 24 June 2026 advising of no objection or requirements (refer to Schedule 1).

Internal Referrals

Internal Referral Partner	Referral / Response
Development Engineering and Plumbing	No objection.
Place Environmental	No objection subject to conditions to attach to any approval of the development.
Infrastructure Charges Unit	Prepared an Infrastructure Charges Notice in accordance with <i>Charges Resolution No. 7</i> to accompany any approval of the development.

Public Notification

The Notice of Compliance was received by Council on 29 July 2026. The information attached to the notice confirms that the public notification of the application was undertaken in accordance with the requirements of Part 4 of the *Planning Act 2016*. The Notice of Compliance states the public notification included:

- Publishing a notice in the Chronicle on 6 July 2026;
- Placing a notice on the land from 6 July 2026 until 28 July 2026; and
- Notifying owners of all land adjoining the site on 3 July 2026.

Seven (7) submissions (including Western Downs Regional Council) were received opposing the development.

A summary of the matters raised in the submission/s and Council officer responses are outlined in the Table below:

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 “... <i>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.</i>” The advice was reviewed by Council’s Development Services Engineering Section, which advised that the minor increase in traffic generation is considered acceptable. 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 development must continue to utilise the nominated road network in accordance with conditions of the existing approval 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 Environmental Amenity Impacts	in /	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 have not been weakened as a result of this change and will still apply. It is noted that the Change Application was referred 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>.

ISSUES, RISKS AND RESPONSES – ASSESSMENT

Assessment Framework

Section 82 of the *Planning Act 2016* establishes the following parameters in relation to the assessment of change applications for other changes:

- (2) *For administering the change application, and assessing and deciding the change application in the context of the development approval, the relevant provisions, apply—*
 - (a) *as if—*
 - (i) *the responsible entity were the assessment manager; and*
 - (ii) *the change application were the original development application, with the changes included, but was made when the change application was made;*
 - and*
 - (b) *with necessary changes.*
- (4) *To remove any doubt, it is declared that the following matters apply, only to the extent the matters are relevant to assessing and deciding the change application in the context of the development approval—*
 - (a) *the assessment benchmarks;*

- (b) any matters a referral agency must, may, or may only assess the application against or have regard to under section 55(2);
- (c) if the development to which the change application relates requires code assessment—any matters the assessment must have regard to under section 45(3)(b);
- (d) if the development to which the change application relates requires impact assessment—any matters the assessment must or may be carried out against or having regard to under section 45(5)(a)(ii) or (b).

Categorising Instrument – *Planning Regulation 2017*:

PLANNING REGULATION 2017	
<i>Prohibited Development</i>	The proposed development is not prohibited development in accordance with the <i>Planning Regulation 2017</i> .
<i>Infrastructure Charges</i>	The <i>Planning Regulation 2017</i> provides for the levying of infrastructure charges on development approvals.
<i>Schedules 9 and 10</i>	Schedules 9 and 10 categorises particular development and details the relevant assessment benchmarks for development as relevant.

REGIONAL PLANS	
<i>Shaping SEQ – South East Queensland Regional Plan 2017</i>	Not applicable.
<i>Darling Downs Regional Plan October 2013</i>	The <i>Darling Downs Regional Plan 2013</i> (DDRP) is a statutory regional plan that is intended to provide planning policy to address planning matters that are of State interest and specific to the Darling Downs region. The DDRP identifies the subject site as being mapped within a priority Agricultural Area (PAA). However, the development application does not conflict with the intent for a PAA because the proposed use will not alienate, fragment or result in the diminished productive capacity of the agricultural land and it is considered the development application is consistent with the regional policies included within the DDRP.

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STATE PLANNING POLICY (SPP) July 2017	
Interests	Assessment Comments
Agriculture	The interactive mapping which accompanies the SPP identifies that this interest is applicable to the subject property. The subject site is mapped as containing 'Important Agricultural Areas' and 'Agricultural Land Classification (Class A and B)' areas across the east half of the property. The proposed development is considered to comply with the State interest policies contained within the SPP, as the proposed development footprint is located wholly outside of both the identified areas allowing for the continued use of the land for agricultural purposes (feedlot, grazing and cropping).
Biodiversity	The interactive mapping which accompanies the SPP identifies that this interest is applicable to the subject property. The subject site is mapped as containing 'MSES - Regulated vegetation (intersecting a watercourse)', 'MSES - Regulated vegetation (essential habitat)', 'MSES - Regulated vegetation (category B and C)', 'MSES - High ecological significance wetlands', 'MSES - High ecological value waters (wetland)', 'MSES - High ecological value waters (watercourse)' and 'MSES - Wildlife habitat (special least concern animal)' The proposed development footprint is located entirely outside of the identified areas and does not impact upon identified areas of biodiversity or ecological significance.

Natural Hazards, Risk and Resilience	The interactive mapping which accompanies the SPP identifies that this interest is applicable to the subject property. The subject site is mapped as containing 'High pressure gas pipeline', 'Flood hazard area - Level 1 - Queensland floodplain assessment overlay', 'Bushfire prone area - Medium potential bushfire intensity and Potential impact buffer'. In accordance with Part 2, Table 2.1:2 in the Planning Scheme, the Minister has identified that the SPP July 2017 State interest – natural hazards, risk and resilience (those parts related to flooding) have been appropriately reflected in the Planning Scheme and no further assessment against the SPP is required. The proposed development footprint is located wholly outside of the identified areas and alternate access is available in the event of an emergency.
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Local Categorising Instrument – Toowoomba Regional Planning Scheme 2012:

The proposed development was assessed against the following assessment benchmarks:

- 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.

The development was assessed against all of the assessment benchmarks listed above and is considered to comply. Further comment is given with regard to compliance with the following assessment benchmarks:

STRATEGIC FRAMEWORK:

Theme	Assessment Comments
3.3 Settlement Pattern	3.3.9 Element - Rural landscape <i>The rural landscapes of the Toowoomba Region are a valued visual and economic asset which are managed through best practice in agricultural and conservation techniques.</i> Specific Outcomes 3.3.9.1(2) identifies agricultural land that is located outside of areas designated for urban development is to be conserved for current and future agricultural purposes. Further, to ensure that agricultural land is not to be degraded, alienated or fragmented, providing for its long-term and sustainable agricultural use. The proposed development is a value adding activity which will support the established feedlot without reducing the productive capacity of the land. The subject land is located in a rural production area which is suitable for high intensity agricultural and associated uses; and the proposal will directly support efficiencies and ongoing operations of the existing feedlot. The nature of the proposal involving the reuse of the existing facilities/development area is such that it will not compromise the nature or character of the surrounding area. The development will maintain the existing amenity of the rural locality and is consistent with the established feedlot and associated operations in regard to scale and operation. The development will assist with maintaining the existing facility's contribution to the economy of the Toowoomba Region. 3.3.10 Element - Natural places <i>Natural places (areas of ecological significance, waterways, wetlands and ecological corridors) are the lungs, water source and ecological library that support the</i>

	<i>environmental, social and economic foundation to the sustainability of the Toowoomba Regional Council area. Without natural places the Toowoomba Regional Council area is diminished.</i> The proposed development does not impact upon identified areas of ecological significance, waterways, wetlands and ecological corridors. The development site does not involve the clearing of natural vegetation or the sterilisation of farmland. The proposed changes to development do not result in any changes to existing stormwater management/controlled drainage areas associated with the existing feedlot and manure processing on site. Existing stormwater drainage and quality conditions of the approval must be adhered to for the life of the development. Accordingly, the proposed change will not create any additional impact on the water quality of the receiving environment. <u>3.3.12 Element - Incompatible land uses</u> <i>The impacts of uses are contained within the site, designated area, estate or zoned area.</i> The proposed development has been designed and will be appropriately managed to ensure that the change has no offsite impacts on the amenity of any surrounding sensitive receptors. The change involves limited changes to the existing feedlot operations, namely providing for the importation and processing of manure (maximum 50,000tpa of cattle manure) from off-site feedlots. An Odour Risk Assessment and Air Quality Management Plan have been submitted in support of the application, assessing the potential for odour impacts at surrounding sensitive receptors due to the operations of the manure processing plant. The findings of the Odour Risk Assessment determined that the magnitude of emissions from the manure processing facility to be low, noting sensitive receptors “...are located at 5.9 kilometres or more from the organic processing facility and given the low odour emissions from the facility, are unlikely to be adversely affected by odour from the organic processing facility.” Both the Odour Risk Assessment and Air Quality Management Plan were reviewed by Council’s Senior Environmental Officer and found to be appropriate in their findings and recommendations and satisfying the requirements of the applicable environmental standards as required by the <i>Environmental Protection Act 1994</i> and associated policies. It is considered that the impacts of the development are contained within the site and are within the relevant environmental criteria. Therefore, the development complies with all applicable strategic and specific outcomes.
3.4 Natural Environment	<u>3.4.2 Element - Protect ecosystems with biodiversity values</u> <i>Key environmental resources of regional and local significance, particularly those associated with water and biodiversity, including ecological corridors, are identified and conserved.</i> The changes to the development will not result in any changes to site layout or the development footprint, and accordingly, does not involve any vegetation clearing or disturbance. <u>3.4.3 Element - Waterways, wetlands and aquifers</u> <i>The waterways, wetlands and aquifers that originate in and traverse the Toowoomba Regional Council area have local regional and national significance. The environmental values and functions of waterways, wetlands and aquifers are ecologically robust and sustainable. They contribute to the environmental, economic and social identity and cohesion of Toowoomba. To compromise these resources is to compromise the very essence of the Toowoomba Regional Council area.</i> The proposed changes to development do not result in any changes to existing stormwater management/controlled drainage areas associated with the existing feedlot and manure processing on site. Accordingly, the change will not cause any additional impact on the water quality of the receiving environment. <u>3.4.4 Element - Air quality</u> <i>Air and acoustic quality are important factors in maintaining quality of life, amenity, health, liveability and well-being of the community and the natural environment. Air and acoustic impacts are not bound by cadastral or administrative boundaries. Many urban and rural activities generate noise and odours that are a function of everyday activities;</i>

	<i>where these activities do not create a hazard, these impacts are considered to contribute to the ambient or background noise and odours normally associated with these places.</i> Air amenity impacts were specifically required to be addressed by the applicant in the submitted Air Quality Management Plan and Odour Risk Assessment. Both documents were reviewed by Council's Senior Environmental Officer and found to be robust in its findings and recommendations and satisfying the requirements of the applicable environmental standards as required by the <i>Environmental Protection Act 1994</i> and associated policies. The Air Quality Management Plan and Odour Risk Assessment are conditioned as approved documents that must be adhered to for the life of the development. Relevant conditions are included ensure there are no adverse air quality impacts. 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. Furthermore, it has been demonstrated by the applicant that the road network can accommodate the proposed vehicle usage, without any increase in safety hazard or requirement for additional road upgrades. Therefore, the development complies with all applicable strategic and specific outcomes.
3.5 Community Identity and Diversity	<u>3.5.2 Element - Rural community and identity</u> <i>Rural communities are characterised by a broad spectrum of activities that are often interspaced by considerable distances. These activities extend from conventional agricultural practices to localised service industries to highly sophisticated agro-industrial complexes. Rural towns on the other hand often have a very broad spectrum of uses and services that often exceed that anticipated for the population being served. Both of these situations are reflected in a very high level of independence and a heightened sense of place and belonging.</i> The development ensures the existing feedlot continues to contribute to the local economy of the area through improved operations and efficiencies. The development will add to the economic diversity of the region and is in keeping with the rural character of the locality. Therefore, the development complies with all applicable strategic and specific outcomes.

3.6 Natural Resources and Landscaping	<u>3.6.2 Element - Scenic amenity</u> <i>The scenic landscapes and landscapes of rural and heritage value help define the character and identity of Toowoomba. Changes to the essential characteristics of landscape are undertaken in a measured and informed manner.</i> The proposed development does not impact upon identified areas of ecological significance, waterways, wetlands and ecological corridors. The development site does not involve the clearing of natural vegetation or the serialisation of farmland. Changes to the 'essential characteristics of the landscape' are not proposed as the development will operate within the existing facility/development envelope. The proposed development will be approximately 2km from the nearest public viewing location (road reserve). <u>3.6.3 Element - Water resources</u> <i>The protection and conservation of water resources is critical to the sustainability of all activities in the Region.</i> The proposed development will be serviced by an existing bore and groundwater extraction license issued under authority of Department of Resources. <i>Ensure agricultural land is protected from development that leads to its alienation or diminished productivity.</i> The changes utilise the existing feedlot facilities/development envelope and is not considered to alienate or diminish the productivity of farmland. <u>3.6.6 Element - Stock routes</u> <i>Ensure the function, connectivity and pasture productivity of the Stock Route Network is maintained for sustainable use by travelling stock on hoof.</i> An identified stock route is located immediately adjacent to the premises along the north property boundary within a section of the Grassdale Road reserve. The development site is located approximately 3kms from the stock route and will not directly impact the continued use of stock route. Therefore, the development complies with all applicable strategic and specific outcomes.
3.7 Access and Mobility	<u>3.7.5 Element - Road network</u> <i>A safe and functional road network is created that connects to and enhances state and national transport networks while providing a safe and attractive local street network and balancing the needs of all road users.</i> 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. Therefore, the development complies with all applicable strategic and specific outcomes.
3.8 Infrastructure and Services	<u>3.8.4 Element - Wastewater management infrastructure</u> <i>Waste management and recycling infrastructure and practices meet the needs of the community and minimise environmental impacts.</i> Conditions are recommended to ensure waste is managed in accordance with the relevant legislation and guidelines.

	Therefore, the development complies with all applicable strategic and specific outcomes.
3.9 Economic Development	<u>3.9.2 Element - Economic growth</u> <i>The economic diversity of the Region provides employment and investment opportunities for residents and contributes significantly to the stability and economic robustness of the regional economy.</i> The proposed changes to the development will ensure ongoing efficiency of the existing feedlot operations which contributes to the economic potential of the area through diversification of rural activities and employment opportunities. Therefore, the development complies with all applicable strategic and specific outcomes.

RURAL ZONE CODE:

Assessment Criteria	Assessment Comments
Rural Zone Code (Purpose) – Zone Intent	The purpose of the Rural Zone Code in 6.6.6.2, 1(b) and (c) are of particular relevance which are to: <i>(b) 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</i> <i>(c) protect or manage significant natural features, resources, and processes, including the capacity for primary production.</i> In relation to 6.6.6.2, 1(b) above, the proposed development is a non-rural use, being a High Impact Industry (Manure Importation and Processing). However, it does involve the use of raw materials produced on and imported to the site to manufacture the finished product. There is a connection with the rural uses and efficiencies to be gained by utilising the existing feedlot facilities. It is considered the proposed development, whilst not a 'rural use' is compatible with the existing rural use of the site. In relation to 6.6.6.2, 1(c) above, the proposed development is not anticipated to negatively impact upon the production capacity of the site as no new land will be taken out of rural production. In addition, particularly relevant for the proposed development, the zone code aims to: <i>(a) protect the productive capacity of all rural land for rural use;</i> <i>(b) protect water quality and the ecological and hydrological processes of waterways and wetlands;</i> In relation to 6.6.6.2, 1(a) above, the proposed development is not anticipated to reduce the productive capacity of all rural land for rural use, noting the products proposed to be produced on site can support the existing rural use of the feedlot. In relation to 6.6.6.2, 1(b) above, the proposed changes to development do not result in any changes to existing stormwater management/controlled drainage areas associated with the existing feedlot and manure processing on site. Accordingly, the change will not cause any additional impact on the water quality of the receiving environment. Therefore, the development complies with the purpose of the Rural Zone Code.
Rural Zone Code (100 Hectare) – Precinct Intent	The overall outcome of the 100 Hectare Precinct within the Rural Zone seeks to preserve highly fragmented rural land from further fragmentation. As the subject site is 5,695 hectares in size and does not involve a reconfiguration of a lot to fragment the land, the development complies with the intent of the 100 Hectare Precinct.

Table 6.6.6:2

Performance Outcome	Acceptable Outcome
<i>PO₄ The zone primarily accommodates rural activities and related ancillary uses or compatible uses consistent with the values and features of the zone including its rural production capacity, natural resources and scenic landscape amenity.</i>	<i>AO_{4.1} Uses which are consistent with the intent of the zone include:</i> <i>(a) rural activities;</i> <i>(b) dwelling house where associated with rural activities;</i> <i>(c) caretaker's accommodation;</i> <i>(d) emergency services;</i> <i>(e) home based business;</i> <i>(f) major electricity infrastructure;</i> <i>(g) nature-based tourism;</i> <i>(h) outstation;</i> <i>(i) rural works' accommodation;</i> <i>(j) substation;</i> <i>(k) transport depot (where in the Heinemann Road Transport Precinct); and</i> <i>(l) warehouse (where in the Heinemann Road Transport Precinct and for the overnight storage of trucks and other road transport vehicles and the temporary storage of goods awaiting reshipment).</i> <i>AO_{4.2} Uses which are inconsistent with the intent of the zone include:</i> <i>(a) business activities;</i> <i>(b) accommodation activities (other than dwelling houses and short-term accommodation);</i> <i>(c) entertainment activities;</i> <i>(d) industry activities other than rural industry and extractive industry activities and industries requiring isolation from urban areas; and</i> <i>(e) recreation activities.</i>
Officer Comment 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 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." 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.	
Performance Outcome	Acceptable Outcome
<i>PO₈ Development does not unduly impact on the rural amenity and character of the locality, having regard to:</i> <i>(a) the scale, siting and design of buildings and structures;</i> <i>(b) visibility from roads and other public view points, screening vegetation and landscaping; and</i> <i>(c) the natural landform and avoidance of visual scarring;</i> <i>(d) noise, odour and other emissions.</i>	<i>No acceptable outcome is nominated.</i>

Officer Comment	
The proposed changes to the development will not adversely impact rural character and amenity of the locality. The development does not involve changes to the site layout, new buildings or structures, and accordingly will not change the scale, siting, design, impact natural landform or visibility from roads. Air amenity impacts were specifically required to be addressed by the applicant in the submitted Air Quality Management Plan and Odour Risk Assessment. Both documents were reviewed by Council's Senior Environmental Officer and found to be robust in its findings and recommendations and satisfying the requirements of the applicable environmental standards as required by the <i>Environmental Protection Act 1994</i> and associated policies. The Air Quality Management Plan and Odour Risk Assessment are conditioned as approved documents that must be adhered to for the life of the development. Relevant conditions are included ensure there are no adverse air quality impacts. 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. Furthermore, it has been demonstrated by the applicant that the road network can accommodate the proposed vehicle usage, without any increase in safety hazard or requirement for additional road upgrades. Therefore, it is considered the proposed development complies with Performance Outcome PO₈.	
Performance Outcome	Acceptable Outcome
PO ₉ Roads and other infrastructure are of a sufficient capacity to accommodate the demands generated by the development.	No acceptable outcome is nominated.
Officer Comment	
The applicant submitted a Traffic Engineering Statement in support of the change. 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.	

AGRICULTURAL LAND OVERLAY CODE:

Table 8.6.2:1	
Performance Outcome	Acceptable Outcome

<i>PO₁ Development does not reduce the productive capacity of the land or result in conflict with nearby rural uses.</i>	<i>No acceptable outcome is nominated.</i>
Officer Comment	
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. The proposed importation of manure for processing/changes to livestock transportation hours will not result in any change to the existing development site area, reduce the productive capacity of the land or result in conflict with nearby rural uses. Therefore, it is considered the proposed development complies with Performance Outcome PO₁.	

INDUSTRY USES CODE:

Table 9.3.5:1	
Performance Outcome	Acceptable Outcome
<i>PO₁ Industry activities are located where they are compatible with the local character and where the impacts from industries on sensitive land uses and other public places, community or recreational facilities can be appropriately managed.</i>	<i>No acceptable outcome is nominated.</i>
Officer Comment	
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 noted by the Applicant, the High Impact Industry 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 character of the area. The site is suitably separated from sensitive land uses and other public places." Therefore, it is considered the proposed development complies with Performance Outcome PO₁.	

RURAL USES CODE:

Table 9.3.8:1	
Performance Outcome	Acceptable Outcome
<i>PO₁ Ecological values, habitat corridors and soil and water quality are protected, having regard to:</i>	<i>No acceptable outcome is nominated.</i>

(a) <i>maximisation of vegetation retention and protection of vegetation from the impacts of development;</i> (b) <i>avoidance of potential for erosion and minimisation of earthworks;</i> (c) <i>retention and protection of natural drainage lines and hydrological regimes; and</i> (d) <i>avoidance of leeching by nutrients, pesticides or other contaminants, or potential for salinity.</i>	
Officer Comment	
As noted by the Applicant, the "...proposed changes to the Intensive Animal Industry use involves amendment to the existing livestock transportation hours only. No physical development is proposed and the development will not impact existing vegetation, involve earthworks, impact natural drainage lines, or result in changes to water quality." Therefore, it is considered the proposed development complies with Performance Outcome PO₁.	

TRANSPORT, ACCESS AND PARKING CODE:

Table 9.4.6:1	
Performance Outcome	Acceptable Outcome
PO₂ <i>Provision is made for on-site vehicle parking to meet the demand likely to be generated by the development and to avoid on-street parking where that would adversely impact on the safety or capacity of the road network or unduly impact on local amenity.</i> <i>Note: Where the development does not meet the acceptable outcomes, or where no acceptable outcome is specified, a parking demand analysis report prepared by a suitably qualified person may assist in demonstrating compliance with the performance outcome.</i>	AO_{2.2} <i>Where not in the Principal Centre Zone or Mixed Use Zone Car parking is provided at the rates set out in Table 9.4.6:3 to this Code.</i>
Officer Comment	
The proposed change to the development does not involve any material increase in size, built form, or other layout changes to the processing plant or external use areas. The development will involve importation of manure to be processed at the existing manure processing plant, and revised livestock transportation hours only. The development will not generate the need for additional on-site car parking. Therefore, it is considered the proposed development complies with Performance Outcome PO₂.	

Assessment of Proposed Changes – Change to Conditions of the Development Approval

Changes to the conditions of approval have been proposed by the applicant. The following table identifies the relevant condition of approval, the applicant's proposed changes, any relevant representations made by the applicant, the officer's assessment of the proposed amendments and any recommend amendments to the condition.

Assessment of Proposed Changes – Change to Conditions of the Development Approval

No.	Original Condition	Proposed Amended Condition	Relevant Representation	Officer's Assessment	Condition to be Recommended
1	This Development Approval is for a material change of use for extension to the existing cattle feedlot from 47,952 Standard Cattle Units (SCU) to a capacity of 70,000 SCU including manure processing plant.	The Applicant proposes: No change to condition proposed.	The Applicant submits No representation provided.	The condition requires amendment to reflect the change in use to allow for fertiliser manufacturing and the import of a maximum 50,000tpa of cattle manure from off-site feedlots.	Amend Condition 1 as follows: This Development Approval is for a material change of use for extension to the existing cattle feedlot from 47,952 Standard Cattle Units (SCU) to a capacity of 70,000 SCU including manure processing plant, fertiliser manufacturing and the import of a maximum 50,000tpa of cattle manure from off-site feedlots.
7	The development must be carried out generally in accordance with the Approved Plans listed below, subject to the conditions of this Development Approval. Plan No: 30413.CC.003 – Revision A13 Description: Mort & Co Grassdale Feedlot Stage 3 – Option 2 2D Concept - Aerial Amendments: Nil Plan No: 30413.CC.003 – Revision 1 Description: Mort & Co Grassdale Feedlot Expansion – Stage 3 Existing Site Layout Plan, prepared by EnviroAg Australia and dated 03/07/2018 Amendments: Nil Plan No: 30413.CC.010 – Revision 2 Description: Mort & Co Grassdale Feedlot Expansion – Stage 3 Holding Pond and Sediment Basins, prepared by EnviroAg Australia and dated 13/07/2018 Amendments: Nil Plan No: 30413.CC.020 – Revision 2 Description: Mort & Co Grassdale Feedlot Expansion – Stage 3 Site Layout Plan, prepared by EnviroAg Australia and dated 13/07/2018 Amendments: Nil	The Applicant proposes: No change to condition proposed.	The Applicant submits No representation provided.	The condition requires amendment to reference the amended plans.	Amend Condition 7 as follows: The development must be carried out generally in accordance with the Approved Plans listed below, subject to the conditions of this Development Approval. Plan No: 30413.CC.003 – Revision A13 Description: Mort & Co Grassdale Feedlot Stage 3 – Option 2 2D Concept - Aerial Amendments: Nil Plan No: 30413.CC.003 – Revision 1 Description: Mort & Co Grassdale Feedlot Expansion – Stage 3 Existing Site Layout Plan, prepared by EnviroAg Australia and dated 03/07/2018 Amendments: Nil Plan No: 30413.CC.010 – Revision 2 Description: Mort & Co Grassdale Feedlot Expansion – Stage 3 Holding Pond and Sediment Basins, prepared by EnviroAg Australia and dated 13/07/2018 Amendments: Nil Plan No: 30413.CC.020 – Revision 2 Description: Mort & Co Grassdale Feedlot Expansion – Stage 3 Site Layout Plan, prepared by EnviroAg Australia and dated 13/07/2018 Amendments: Nil Plan No: GRFE-PFD-02, Revision 0 Description: Process Flow Diagram – As Built, prepared by Mort & Co and dated 16 April 2026 Amendments: Nil Plan No: GRFE-VMP-04, Revision 1

					Description: Prime Equipment Layout Plan, prepared by Mort & Co and dated 23 June 2026 Amendments: Nil Plan No: GRFE -VWP-05, Revision 1 Description: Factory and Pad Plan, prepared by Mort & Co and dated 22 April 2026 Amendments: Nil Plan No: GRFE-VMP-06, Revision 1 Description: Factory General Arrangement Plan, prepared by Mort & Co and dated 22 April 2026 Amendments: Nil
7A	-	-	-	Condition 7A is required to be inserted to reference the approved documents associated with the change approval.	Insert new Condition 7A: The development must be carried out generally in accordance with the Approved Documents listed below, subject to the conditions of this Development Approval: Document: Odour Risk Assessment Description: Odour Risk Assessment, prepared by Katestone Environmental Australia Pty Ltd and dated 26 June 2026 Amendments: Nil Document: Air Quality Management Plan Description: Air Quality Management Plan, prepared by Mort & Co and received by Council 30 June 2026 Amendments: Nil Document: Fertiliser Process Management Plan, Version 2.0 Description: Fertiliser Process Management Plan, prepared by Mort & Co, dated 2 July 2026 and received by Council 2 July 2026 Amendments: Nil Document: Fertiliser Process and Operational Management Overview Description: Fertiliser Process and Operational Management Overview, prepared by Mort & Co and received by Council 30 June 2026 Amendments: Nil

32	Trafficable movements carrying livestock, grain, other feedstuffs, supplies or manure to or from the feedlot must not occur between the hours of 10pm to 6am.	The Applicant proposes: Trafficable movements to or from the feedlot are limited to the following: carrying livestock, grain, other feedstuffs, supplies or manure to or from the feedlot must not occur between the hours of 10pm to 6am. 32.1 Trafficable movements carrying grain, other feedstuffs, supplies or manure must not occur between the hours of 10pm and 6am; and 32.2 Trafficable movements carrying livestock must not occur between the hours of 10pm and 5am.	The Applicant submits <i>"The change 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.</i> <i>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.</i> <i>The proposed change to this component of the development does not otherwise involve any changes to the SCU, feedlot, buildings, traffic movements or other infrastructure on-site."</i>	As noted by the Applicant, the change to allow earlier movements of livestock is proposed to improve animal welfare, with earlier transportation predominately to be undertaken during summer and hot weather events. Loading and transportation during cooler morning hours will help to avoid higher temperatures experienced later in the day, minimising the risk of animal heat stress. 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 "... <i>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.</i>" 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. 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,	Trafficable movements carrying livestock, grain, other feedstuffs, supplies or manure to or from the feedlot must not occur between the hours of 10pm to 6am. to or from the feedlot are limited to the following: 32.1 Trafficable movements carrying grain, other feedstuffs, supplies or manure must not occur between the hours of 10pm and 6am; and 32.2 Trafficable movements carrying livestock must not occur between the hours of 10pm and 5am.
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				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. Furthermore, it has been demonstrated by the applicant that the road network can accommodate the proposed vehicle usage, without any increase in safety hazard or requirement for additional road upgrades.	
42	The manure processing facility must have a maximum Gross Floor Area (GFA) of 5,405m² and operated as an ancillary activity in relation to the approved feedlot as follows: 42.1 Products to be used in the composting process sourced from off-site are limited to materials such as biomass (plant material, sawdust, mulch etc. but excluding manure); gypsum, rock phosphate and other additives; and	The Applicant proposes: The manure processing facility must have a maximum Gross Floor Area (GFA) of 5,405m² and operated as an ancillary activity in relation to the approved feedlot as follows: 42.1 Products to be used in the composting process sourced from off-site are limited to materials such as biomass (plant material, sawdust, mulch manure, etc. but excluding manure);	The Applicant submits <i>"The original approval included a manure processing plant to repurpose animal waste generated onsite as fertiliser. The current manure processing on site results in conditioned manure, humic compost and granulated compost products which are sold to Australian and other markets. The granulated compost products are primarily used as a soil conditioner in broad acre farming</i>	Changes to the condition are required to reflect the change made to the application. In particular, the condition is recommended to reference the maximum quantity of manure imported into the site per annum and the approved manufacture of composted manure and fertilisers in accordance with the approved documents.	Amend Condition 42 as follows: The manure processing facility must have a maximum Gross Floor Area (GFA) of 5,405m² and operated as an ancillary activity in relation to the approved feedlot as follows: 42.1 Products to be used in the composting process sourced from off-site are limited to materials such as biomass (plant material, sawdust, mulch etc. but excluding manure); gypsum, rock phosphate and other additives as

	42.2 Manure for composting must be sourced from the approved feedlot on-site.	gypsum, rock phosphate and other additives. and 42.2 Manure for composting must be sourced from the approved feedlot on-site.	operations. This product is sold in bulk or packaged in smaller bags. The product is more efficient and sustainable than current practices that are limited to spreading manure on top of agricultural land. The incorporation of the granule into the soil minimises greenhouse emissions and ensures carbon storage is under the ground surface. There is also significant scientific research that shows the use of the Mort & Co product allows an increase in water holding capacity of agricultural land and a more efficient use thus reducing the need of synthetic fertilisers. These aspects alone increase the efficiency and sustainability of current agricultural land use thus increasing farm productivity across our region. Approximately 130,000 tonnes of manure per annum is currently derived from the feedlot pens and processed on site. Reference is made to Conditions 41 – 45 of Development Permit MCUI/2017/346/B which specifically relates to the existing manure processing plant. The proposed change involves the introduction of imported manure from other registered and approval beef cattle feedlots in the surrounding area to the existing on-site manure processing plant. There will be no manure imported from non-cattle origins. 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. The proposed change to import manure seeks to ensure the optimum management of this composting process. It is proposed to import manure for processing with the internally produced manure to ensure the optimised operation of the existing processing plant. This is expected to result in a cumulative total of 180,000 tonnes of manure per annum being processed onsite. Previous advice and pre-lodgement discussions with Toowoomba Regional		included in the approved Fertiliser Process and Operational Management Overview listed in the Decision Notice; and 42.2 Manure for composting must be sourced from the approved feedlot on-site. includes manure sourced from the development site and up to 50,000tpa of cattle manure from off site feedlots; and 42.3 The manufacture of composted manure and fertilisers must occur as per the processes and inputs described in the approved documents listed within this Decision Notice.
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			<i>Council confirmed that the importation of manure to site for processing is not considered ancillary to the existing Intensive Animal Industry (feedlot) use which allows for the processing of internally produced manure only. Accordingly, this Change Application also seeks to introduce a new use to the approval for "High Impact Industry" to facilitate the importation of manure for processing at the existing manure processing plant.</i> <i>The existing manure processing plant has sufficient capacity for the imported manure. There will be no increase in size or other changes to the processing plant, including to the associated external use areas, including the manure pad and stormwater holding ponds/sediment basins."</i>		
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The approved use will also require amendment to reflect the change of use "Extension to Intensive Animal Industry and High Impact Industry (Manure Importation and Processing)" as a consequential change.

FINANCIAL / RESOURCE IMPLICATIONS

There is no financial or resource implication associated with this decision.

A revised infrastructure charges notice will be issued for the development in conjunction with a decision regarding the change application.

Human Rights Act 2019 CONSIDERATIONS

The *Human Rights Act 2019* provides that it is unlawful for a public agency to act or make a decision in a way that is not compatible with human rights, or to fail to give proper consideration to a human right. This necessitates understanding the human rights that are protected. When making decisions or taking actions, consideration needs to be given to how that may impact on a person's human rights. Where there is a restriction on a person's human rights the restriction must be no greater than is justifiable to protect the rights of others or the community at large.

In assessing this application consideration has been given to the following sections of the *Human Rights Act 2019*:

Section 15 – Recognition and equality before the law

Section 24 – Property rights

It is the opinion of the decision maker that no human rights have been limited.

CONCLUSION

The change application has been assessed with regard to the applicable assessment framework as identified within this report and the attached Statement of Reasons (refer to **Schedule 2**). The proposed changes are considered to be generally acceptable. It is therefore recommended that the development approval be changed as identified above.

ATTACHMENT/S

Attachment	1	of	2	Aerial View of subject Site
Attachment	2	of	2	Proposal Plans

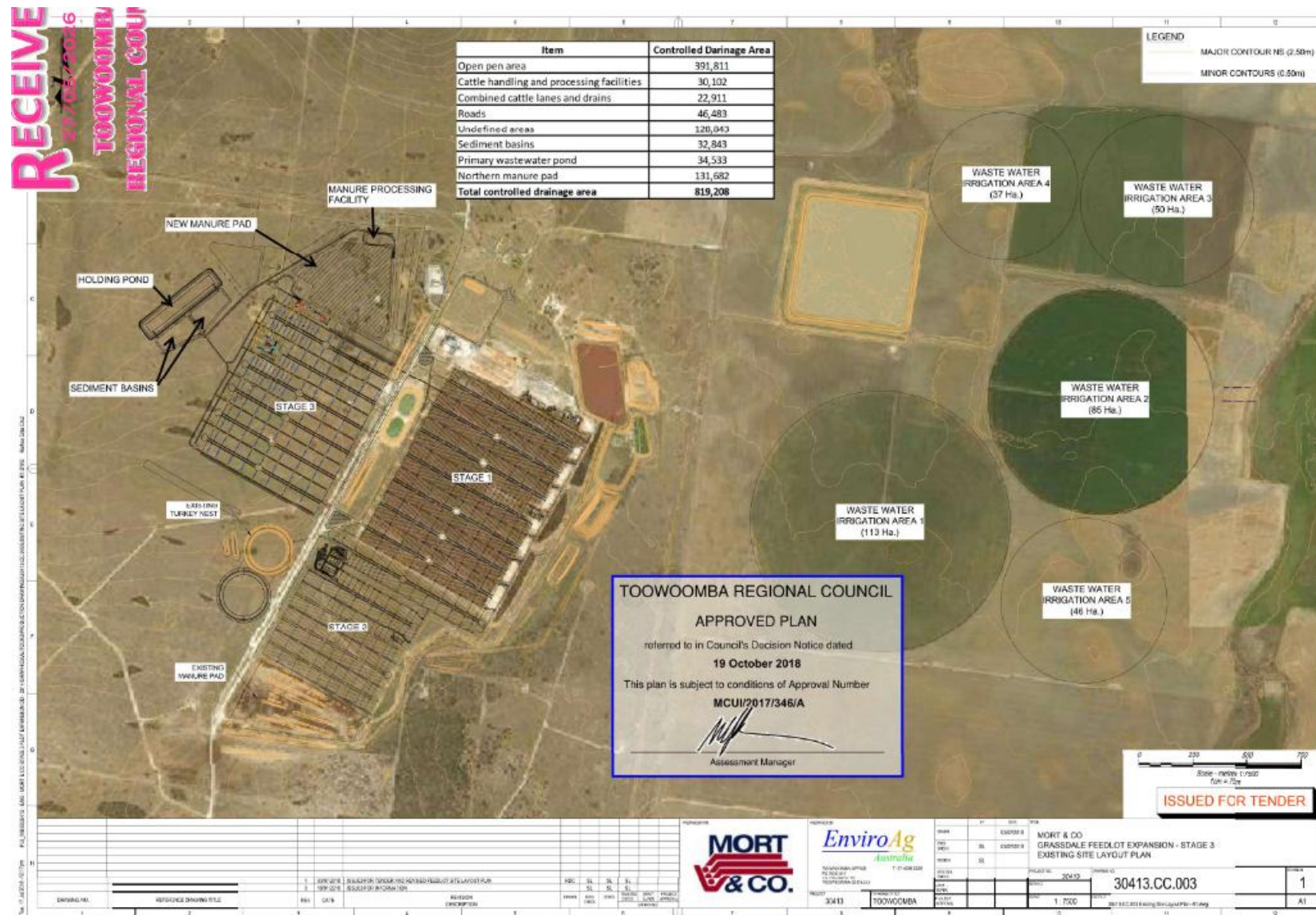
SCHEDULES

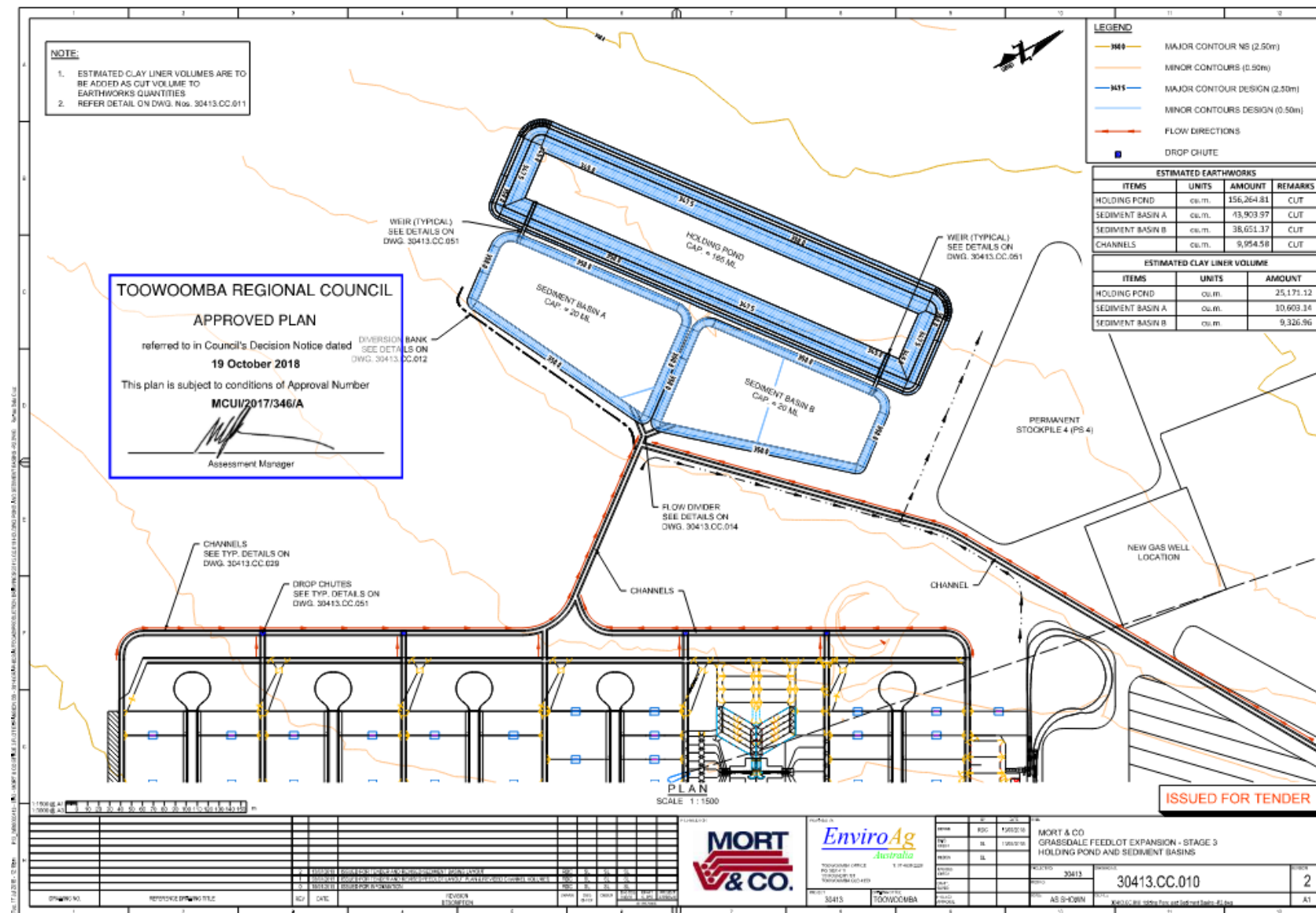
Schedule	1	Concurrence Agency Response
Schedule	2	Statement of Reasons

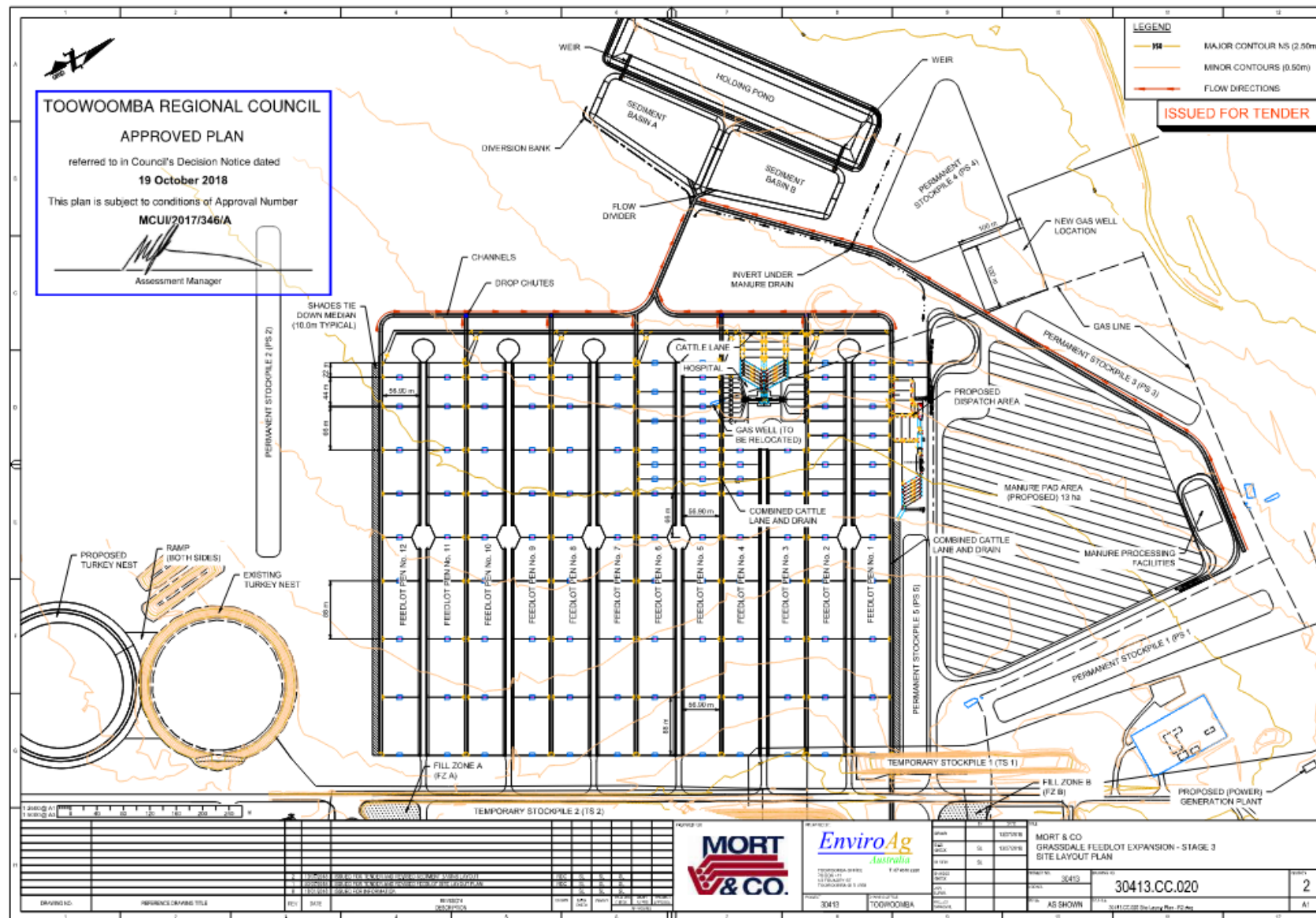
ATTACHMENTS

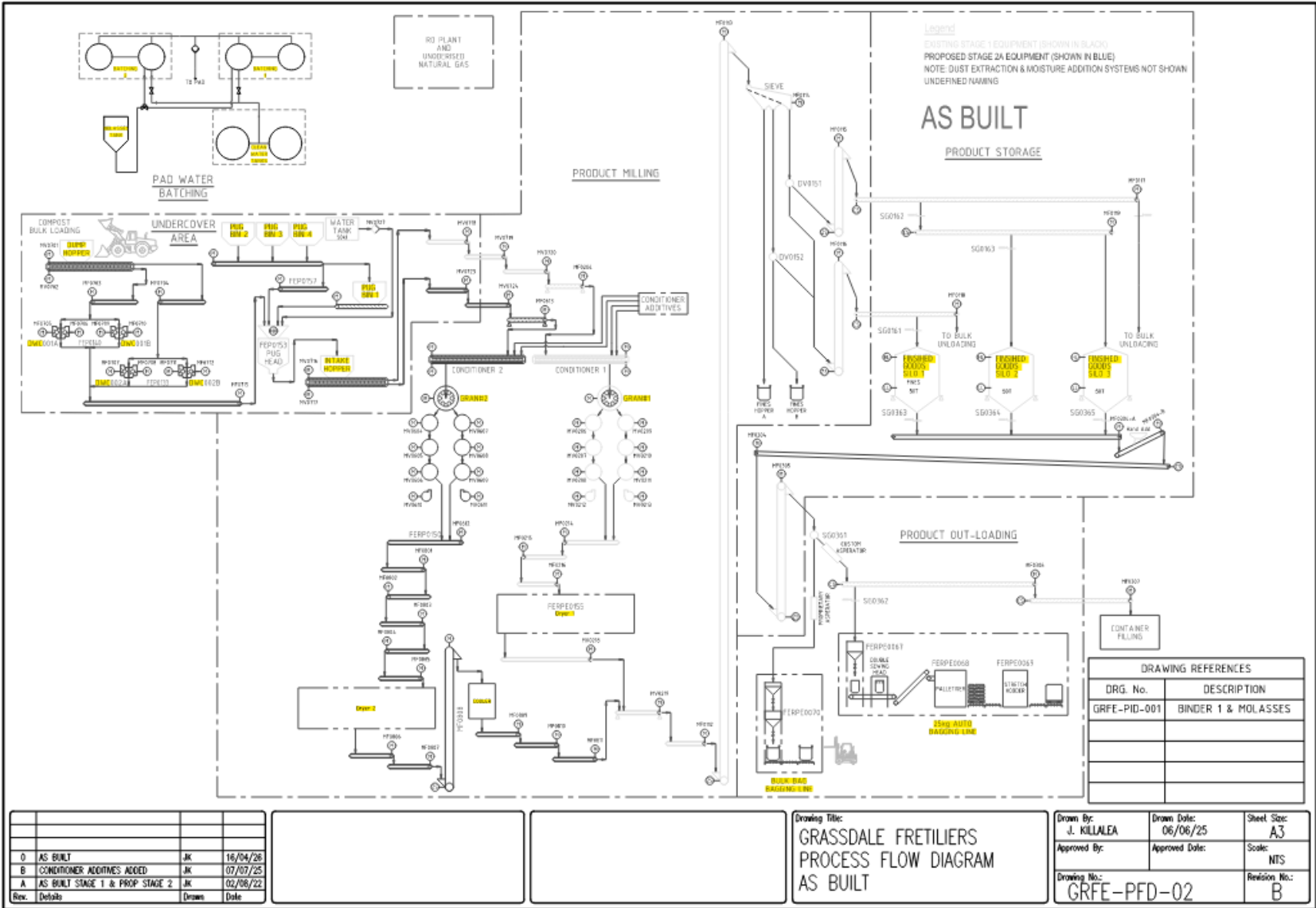


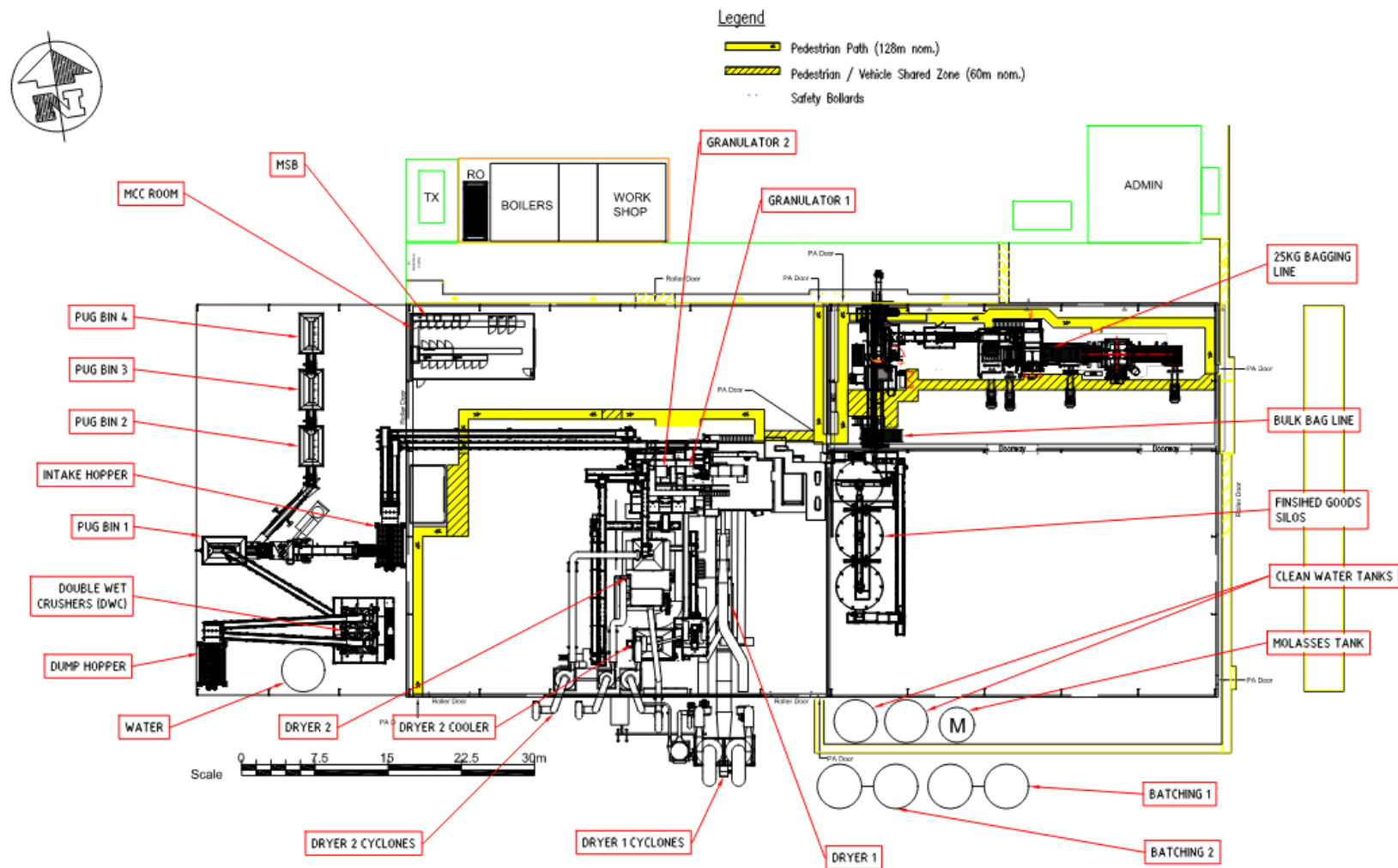
Attachment 1 of 2 – Aerial View of subject Site





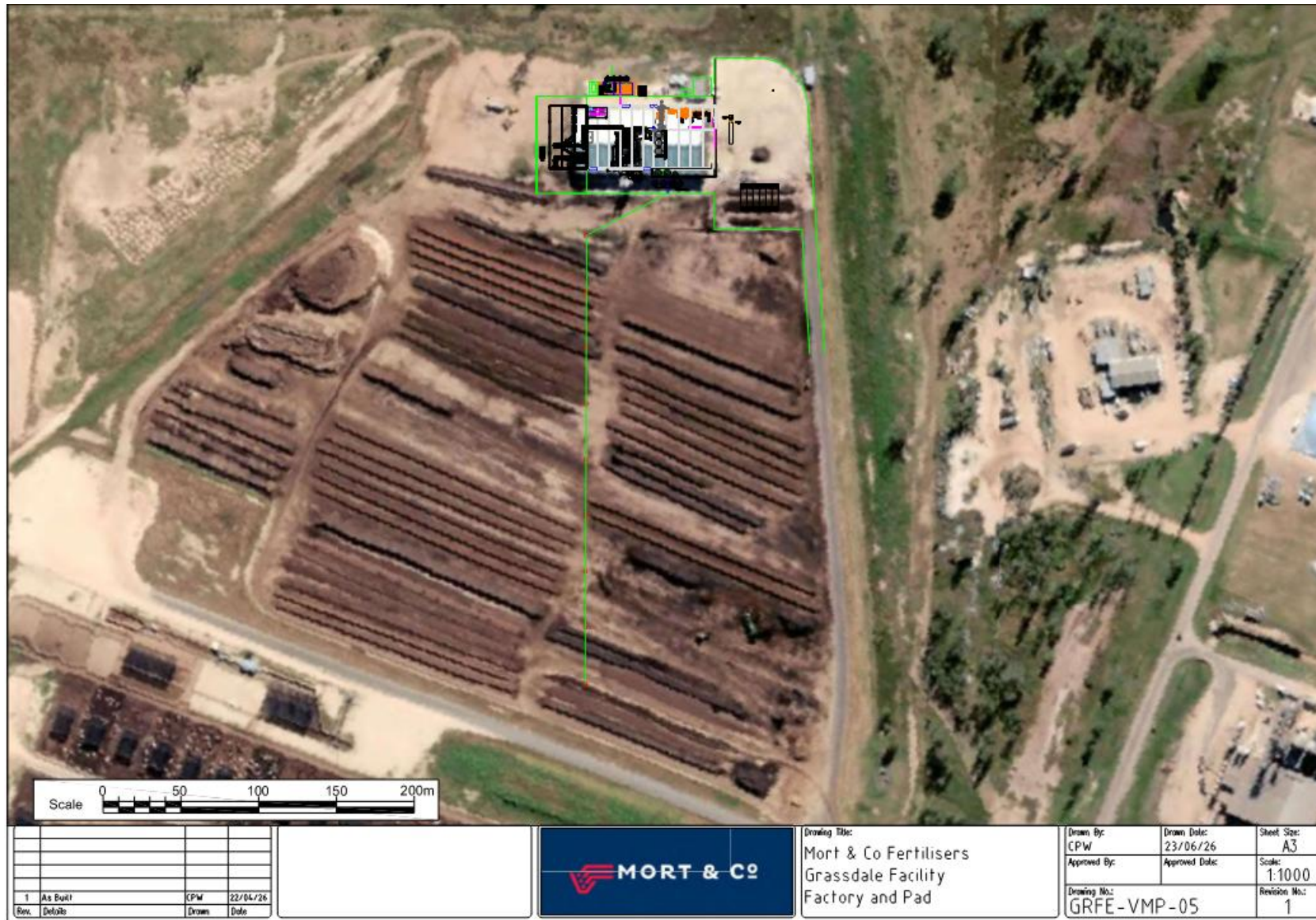


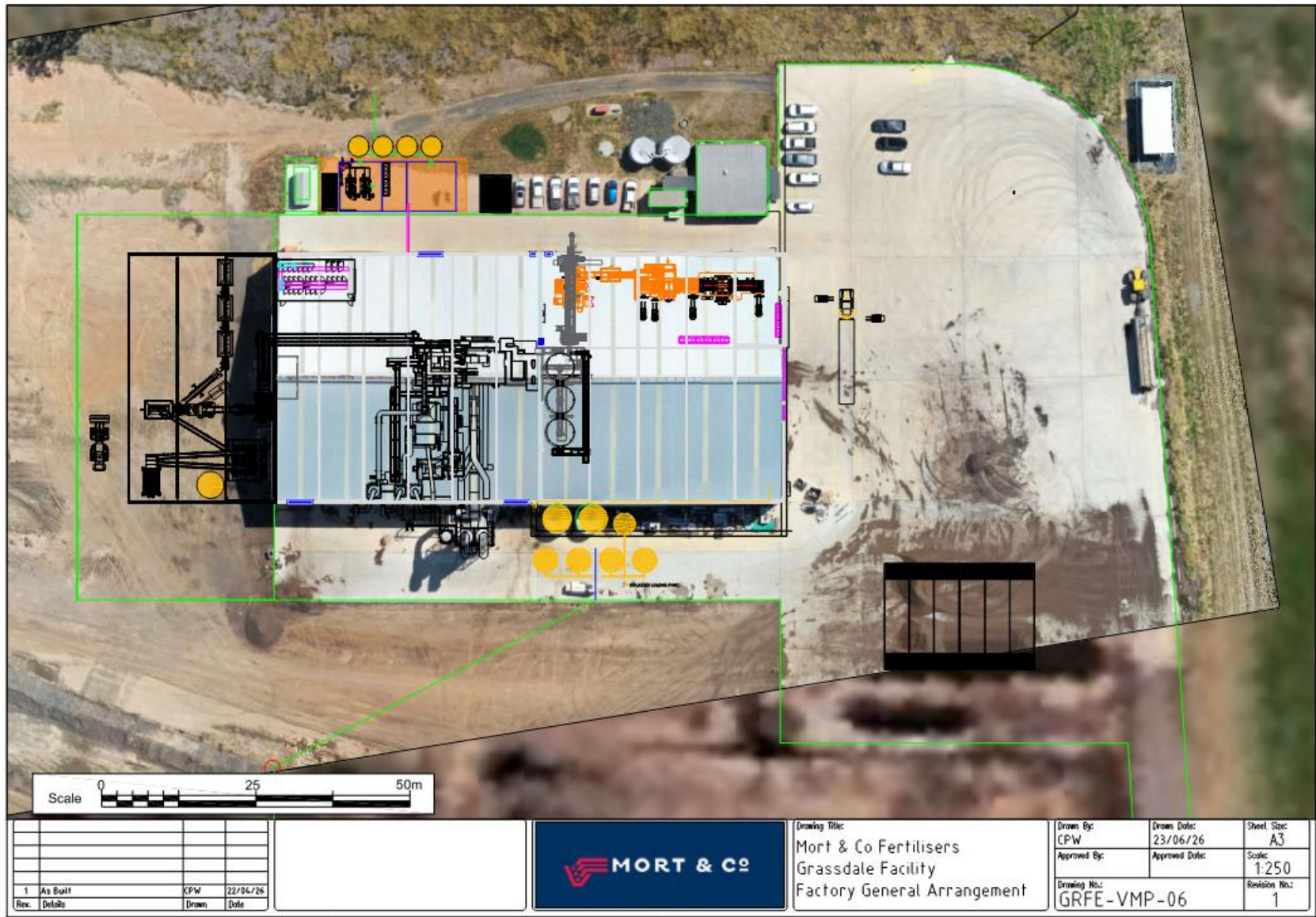




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					Drawing Title: Mort & Co Fertilisers Grassdale Facility Prime Equipment Layout	Drawn By: CPW	Drawn Date: 23/06/26	Sheet Size: A3
						Approved By:	Approved Date:	Scale: DNS
1	As Built	CPW	23/06/26			Drawing No.: GRFE-VMP-04		Revision No.: 1
Rev.	Details	Drawn	Date					





Attachment 2 of 2 – Proposal Plans

SCHEDULE 1

Concurrence Agency Response/s

RA9-N


DELIVERING
FOR QUEENSLAND

Queensland
Government

 Department of
State Development,
Infrastructure and Planning

SARA reference: 2605-52650 SRA
Council reference: MCUI/2017/346/D
Applicant reference: 2026-227

24 June 2026

Chief Executive Officer
Toowoomba Regional Council
PO Box 3021
TOOWOOMBA QLD 4350
development@tr.qld.gov.au

Attention: Richard Green

Dear Mr Green

SARA referral agency response—556 Grassdale Road, Grassdale

(Referral agency response given under section 56 of the *Planning Act 2016*)

The development application described below was confirmed as properly referred by the State Assessment and Referral Agency (SARA) on 1 June 2026.

Response

Outcome:	Referral agency response - No requirements Under section 56(1)(a) of the <i>Planning Act 2016</i> , SARA advises it has no requirements relating to the application.	
Date of response:	24 June 2026	
Advice:	Advice to the applicant is in Attachment 1	
Reasons:	The reasons for the referral agency response are in Attachment 2	

Development details

Description:	Development permit	Change Application (Other Change) – Material Change of Use – Impact – Extension to Intensive Animal Industry and High Impact Industry (Manure Importation and Processing).
SARA role:	Referral agency	
SARA trigger:	Schedule 10, Part 5, Division 4, Table 2, Item 1 (Planning Regulation 2027)	
	Non-devolved environmentally relevant activity	

2605-52650 SRA

Schedule 10, Part 9, Division 4, Subdivision 1, Table 1, Item 1 (Planning Regulation 2017)

Development impacting on state transport infrastructure

SARA reference: 2605-52650 SRA

Assessment manager: Toowoomba Regional Council

Street address: 556 Grassdale Road, Grassdale

Real property description: Lot 26 on SP216179

Applicant name: Mort & Co Lot Feeders Pty Ltd
CI-Precinct Urban Planning

Applicant contact details: PO Box 3038
Toowoomba QLD 4350
kim@precinctplan.com.au

Human Rights Act 2019 considerations: The decision has been assessed for compatibility with human rights under the *Human Rights Act 2019*. The decision was found not to limit human rights under the *Human Rights Act 2019* therefore, it is reasonable to conclude the decision is compatible with human rights.

Representations

An applicant may make representations to a concurrence agency, at any time before the application is decided, about changing a matter in the referral agency response (s. 30 Development Assessment Rules).

Copies of the relevant provisions are in Attachment 3.

A copy of this response has been sent to the applicant for their information.

For further information please contact Ian McHugh, Principal Planning Officer, on 07 4616 7320 or via email ToowoombaSARA@dsdip.qld.gov.au who will be pleased to assist.

Yours sincerely



Paul Gleeson
A/Manager

enc Attachment 1 - Advice to the applicant
Attachment 2 - Reasons for referral agency response
Attachment 3 - Representations about a referral agency response provisions

cc Mort & Co Lot Feeders Pty Ltd, kim@precinctplan.com.au

2605-52650 SRA

Attachment 1—Advice to the applicant

General advice	
1.	Terms and phrases used in this document are defined in the <i>Planning Act 2016</i> its regulation or the State Development Assessment Provisions (SDAP), version 3.5. If a word remains undefined it has its ordinary meaning.

2605-52650 SRA

Attachment 2—Reasons for referral agency response

(Given under section 56(7) of the *Planning Act 2016*)

The reasons for SARA's decision are:

- The development complies with the assessment benchmarks of State code 22 and State code 6 of SDAP in that the development:
 - o is suitably located and designed to prevent environmental harm to the acoustic and air environment, receiving waters, and sensitive land uses
 - o effectively prevents and minimises hazardous contaminants from release to the environment
 - o avoids impacts on matters of state environmental significance.
 - o does not adversely impact the structural integrity or physical condition of the state controlled road network
 - o does not adversely impact the function and efficiency of the state controlled road network.

Material used in the assessment of the application:

- the development application material and submitted plans
- *Planning Act 2016*
- Planning Regulation 2017
- the SDAP, version 3.5, as published by SARA
- the Development Assessment Rules
- SARA DA Mapping system
- Section 58 of the *Human Rights Act 2019*

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Attachment 3— Representations about a referral agency response provisions

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Development Assessment Rules—Representations about a referral agency response

The following provisions are those set out in sections 28 and 30 of the Development Assessment Rules¹ regarding representations about a referral agency response

Part 6: Changes to the application and referral agency responses

28 Concurrence agency changes its response or gives a late response

- 28.1. Despite part 2, a concurrence agency may, after its referral agency assessment period and any further period agreed ends, change its referral agency response or give a late referral agency response before the application is decided, subject to section 28.2 and 28.3.
- 28.2. A concurrence agency may change its referral agency response at any time before the application is decided if—
- (a) the change is in response to a change which the assessment manager is satisfied is a change under section 26.1; or
 - (b) the Minister has given the concurrence agency a direction under section 99 of the Act; or
 - (c) the applicant has given written agreement to the change to the referral agency response.²
- 28.3. A concurrence agency may give a late referral agency response before the application is decided, if the applicant has given written agreement to the late referral agency response.
- 28.4. If a concurrence agency proposes to change its referral agency response under section 28.2(a), the concurrence agency must—
- (a) give notice of its intention to change its referral agency response to the assessment manager and a copy to the applicant within 5 days of receiving notice of the change under section 25.1; and
 - (b) the concurrence agency has 10 days from the day of giving notice under paragraph (a), or a further period agreed between the applicant and the concurrence agency, to give an amended referral agency response to the assessment manager and a copy to the applicant.

¹ Pursuant to Section 68 of the *Planning Act 2016*

² In the instance an applicant has made representations to the concurrence agency under section 30, and the concurrence agency agrees to make the change included in the representations, section 28.2(c) is taken to have been satisfied.

Part 7: Miscellaneous

30 Representations about a referral agency response

30.1. An applicant may make representations to a concurrence agency at any time before the application is decided, about changing a matter in the referral agency response.³

³ An applicant may elect, under section 32, to stop the assessment manager's decision period in which to take this action. If a concurrence agency wishes to amend their response in relation to representations made under this section, they must do so in accordance with section 28.

SCHEDULE 2

Statement of Reasons

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 <i>"... 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."</i> 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.
	Assessment benchmark	Reasons for the approval despite non-compliance with benchmark
	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.