ENVIRONMENTAL IMPACT ASSESSMENT FOR THE PROPOSED TELECOMMUNICATION TOWER AT ONTANANGA, OSHIKOTO, REGIONNAMIBIA.

ENVIRONMENTAL MANAGEMENT PLAN (EMP)

DATE: JAN 2025

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Proposed Construction & Operation of Ontananga Telecommunication Tower – Oshikoto Region: Namibia

Environmental Management Plan (EMP) Prepared for Powercom (Pty) Ltd

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DEFINITIONS

TERMS	DEFINITION
BID	Background Information Document
EAP	Environmental Assessment Practitioners
ECC	Environmental Clearance Certificate
ECO	Environmental Control Officer
EIA (R)	Environmental Impact Assessment (Report)
ESIA	Environmental and Social Impact Assessment
EMP	Environmental Management Plan
EMPr	Environmental Management Plan Report
GHG	Greenhouse Gasses
ISO	International Organization for Standardization
I&Aps	Interested and Affected Parties
MEFT: DEA	Ministry of Environment, Forestry and Tourism's Directorate of Environmental
	Affairs
NHC	National Heritage Council
NEMA	Namibia Environmental Management Act
ToR	Terms of Reference
UNFCCC	United Nations Framework Convention on Climate Change

1. CHAPTER ONE: BACKGROUND

1.1. Introduction

POWERCOM (PTY) LTD herein referred to as the proponent has identified different areas that need improved communication alternatives in Namibia due to the growth in population and economic activities. To achieve the objective of improved telecommunication connectivity, POWERCOM has been appointed by Telecom Namibia, a sister company to establish telecommunication towers across different locations countrywide and Ontananga is one of the location that has been identified. The development is earmarked to expand connectivity, decongest connectivity and promote ICT in rural and peri-urban environments.

However, the telecommunication towers cannot be constructed without prior consent from interested and affected parties as well as obtaining an Environmental Clearance Certificate for development. In this respect, D&P Engineers and Environmental Consultants cc has been appointed as an Environmental Assessment consultant to carry out an Environmental and Social Impact Assessment study to obtain an environmental clearance certificate as per the requirements of the Environmental Management Act No. 7 of 2007 and Namibian Environmental Impact Assessment Regulations of 2012 in terms of telecommunication infrastructure.

1.2. Legal or compliance requirements

As per the requirements of the Environmental Management Act No. 7 of 2007 and the Environmental Assessment regulations of 2012, POWERCOM has appointed D&P Engineers and Environmental Consultants (DPEE) to conduct an Environmental Assessment (EA) and develop an Environmental Management Plan (EMP) for the proposed tower establishment. Therefore, this report presents the EMP which has been undertaken in accordance with these requirements. As such, key requirements in accordance with this Act classifies the proposed project as listed and invoke the need for an environmental management plan to sustainably implement this project. However, legal compliance is not only limited to the EMA, but also applies to all applying legal requirements identified in the ESR. When licenses are required such as for wastewater discharge, the proponent should ensure that all licenses and permits are obtained and fulfilled as per conditions.

In accordance with the two acts stipulated above, the application for the Environmental Clearance Certificate (ECC) will be obtained from the Ministry of Environment, Forestry, and Tourism (MET): Directorate of Environmental Affairs (DEA) before the project can proceed. In this respect, this document forms part of the application to be made to the DEA's office for an Environmental Clearance certificate for the proposed telecommunication tower at Ontananga village, in accordance with the guidelines and statutes of the Environmental Management Act No.7 of 2007 and the environmental impacts regulations (GN 30 in GG 4878 of 6 February 2012).

1.3. Other Legislation And Conventions

In addition to the Environmental Assessment Policy and the Environmental Management Act, the following additional pieces of existing or pending legislation and conventions may have some bearing on the proposed project:

The socio-economic environment:

- Atomic Energy and Radiation Protection Act (2005)
- Communal Land Act (2002)

- Decentralisation Policy (1998)
- Hazardous Substances Ordinance (1956)
- International Atomic Energy Agency Non-proliferation Treaty (1970)
- Labour Act (1992)
- National Employment Policy (1997)
- National Heritage Act (2004)
- Pending Minerals Safety Bill
- Public Health Act (1919)
- Regional Councils Act (1992) as amended
- Road Traffic and Transport Act (1999)
- Traditional Authorities Act (1995)
- War Graves and National Monuments Amendment Act (1986)

The biophysical environment:

- Air Quality Act (2004)
- Atmospheric Pollution Prevention Act (1965)
- Atmospheric Pollution Prevention Ordinance (1976)
- Convention on Biological Diversity (2000)
- Convention to Combat Desertification (1997)
- Forestry Act (2001)
- Minerals Policy of Namibia (2003)
- Namibian Water Corporation Act (1997)
- Nature Conservation Ordinance (1975) and Nature Conservation Amendment Act (1996)
- Pollution and Waste Management Bill (draft)
- Ramsar Convention (1975)
- Soil Conservation Act (1969)
- United Nations Framework Convention on Climate Change (1992)
- Water Resources Management Act (2004)

2. CHAPTER TWO: PROJECT DESCRIPTION AND LOCATION

2.1. Project Location

The proposed tower is to be erected at Ontananga village, Oshikoto Region at coordinates, (18°00'48.3"S, 16°03'38.3"E) The site is located about 6.5km from the B1 road, Oshali Junction turn-off on the south eastern side of Ondangwa.

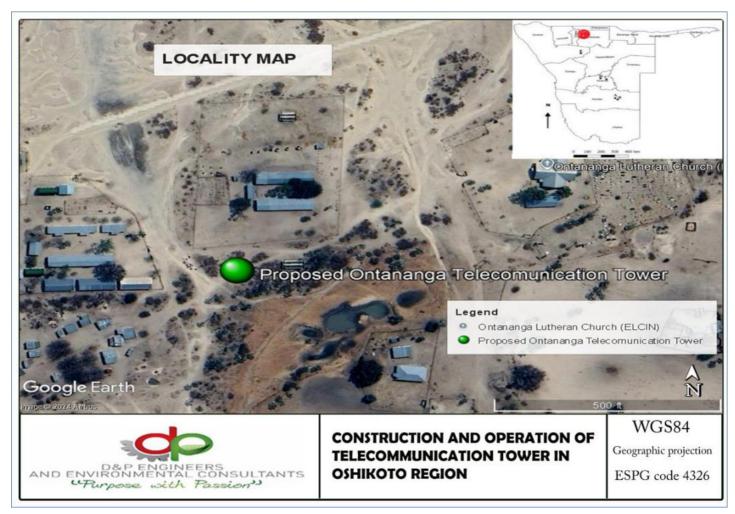


Figure 1: Site Locality, arial photography, Ontananga Telecommunication Tower.

2.2. Brief Description Of The Environment

The Oshikoto region is characterized with a hot and arid climate, with the hottest months being November to February and the coldest months being May to August. The regional climatic conditions in the region is significantly impacted by the prevailing steppe climate of the area. Precipitation in the region is scarce throughout all seasons with the average annual temperature at 23.6°C and rainfall at 573mm. The Oshikoto Region of Namibia is home to a variety of flora adapted to its semi-arid climate and diverse ecosystems, including woodlands, savannas, and wetlands. Common woodland species includes Mopane Trees (Colophospermum mopane), known for its resilience to drought and importance as forage for wildlife. Other dominant tree species includes Accacia Species such as camelthorn (Vachellia erioloba) and blackthorn (Senegalia mellifera). However, the site was dominated by thorny acacia bushes and Palm trees.

The proposed area's general vegetation is characterized with:

- Variety of flora adapted to its semi-arid climate and diverse ecosystems, including woodlands, savannas, and wetlands
- Woodland species includes The site is about 200m away from residential areas, the presence of wild fauna is not
- Common woodland species includes Mopane Trees (Colophospermum mopane), Accacia Species such as camelthorn (Vachellia erioloba) and blackthorn (Senegalia mellifera). These species are common in savanna areas, providing shade and food for animals.
- Dominant grass species include finger grass, bluegrass (Bothriochloa spp.), and buffalo grass (Panicum spp.).
- There is a school (Ontananga Primary School), and the presence of other services such as electricity, church, local clinic and residential places were sighted.
- The area has good access roads and it can be accessed via the B1 Ondangwa Omuthiya road
- The site is close to the Ontananga Primary School about 80m away.

From the site assessment, the area is mainly dominated by large trees of Terminalia sericea, Burkea Africana, Albizia versicolor, and combretum species. No red data or endangered species were noted/recorded during the site visit. The removal of any trees, however, will have to be done following careful management measures as documented herein.



Figure 2: Common vegetation found around the proposed site

2.3. Description And Design of the project

TELECOM Namibia's information and technology infrastructure development subsidiary, POWERCOM (Pty) Ltd is on a drive of construction network towers across the country. POWERCOM targets that, other than improving internet and voice connectivity in the regions, there is also a need to increase the company's footprint and asset base to best service ICT stakeholders and offer better connectivity in all regions of the country. POWERCOM aims at providing different telecommunication service providers in Namibia with ready-to-use infrastructure as well as expanding network coverage into the different areas where there is weak or no network connectivity at all. Behind this backdrop, TELECOM identified areas that need improved network connectivity that is currently not serviced with telecom network. The applicant, POWERCOM Pty Ltd intends to develop five telecommunication towers in Zambezi (four) and Oshikoto (one) regions and Ontananga village is one of the sites.

Each tower development will include the following:

- The project entails the construction of a 48m Lattice tower with a footprint size of a 14m x 14m;
- Boundary fence to protect the tower from vandalisms and livestock and to limit public access to it;
- The site is to accommodate TN Mobile service and other service providers.
- A locked gate, to control access to the area and the antenna support structure.



Figure 3: Typical telecommunication towers structure and form (visual purposes only)

3. CHAPTER THREE: ENVIRONMENTAL MANAGEMENT PLAN (EMP)

3.1. Purpose Of The Environmental Management Plan (Emp)

This EMP has been developed for the proposed establishment of a telecommunication tower at Ontananga village. It forms the operational framework within which the proposed project is to operate within. All anticipated environmental and social impacts identified in the environmental scoping report are addressed, with a mitigation action, monitoring requirements, key indicators, and responsibilities. The purpose of this document is therefore to guide environmental management throughout the following life-cycle stages of the proposed development, namely planning and design, construction, operation, and maintenance. All this life-cycle has been addressed in this EMP (see table 2&3). This EMP is incessant, and it requires compliance monitoring, updating, and or amendment if the scope of operations changes. All personnel working on the project will be legally required to comply with the standards set out in this EMP.

Furthermore, this section describes the Environmental Management Plan (EMP) for impacts associated with the proposed development. The EMP stipulates the management of environmental programs in a systematic, planned, and documented manner. The EMP below includes the organizational structure, planning, and monitoring for environmental protection at the proposed farm area development and other areas of its influence. The aim is to ensure that the proponent maintains adequate control over the project operations to

- To prevent negative impacts where possible;
- Reduce or minimize the extent of impact during the project life cycle;
- Prevent long-term environmental degradation;
- Ensure public safety and health are protected

3.2. EMP Administration

There is a strong need to clearly outline the roles and responsibilities of all stakeholders to ensure that the EMP is fully implemented. To ensure that the EMP is effectively implemented, the consultant also recommends that MET: DEA also conduct regular inspection visits on-site to enforce conducting of quarterly and biannual reports. Furthermore, there is also a need for the proponent to appoint an overall responsible person (project manager) to ensure the successful implementation of this document.

3.3. Roles and Responsibilities

Table 1: EMP Implementation-Roles and Responsibilities

ROLE	ENVIRONMENTAL RESPONSIBILITIES					
Powercom Pty Ltd (Site Acquisition	Responsible to enforce EMP implementation during construction and operation phases.					
Manager)						
Environmental Control Officer (ECO)	Implement, review and update the EMP.					
	Ensure all reporting and monitoring required under EMP is undertaken, documented, and distributed as needed					
	Conduct environmental site training (toolbox talks) and inductions with the support of an environmental consultant.					
	Conducts environmental audit at the work site with the support of an environmental consultant.					
	Close out all non-conformances.					
	Ensure materials being used on site are environmentally friendly and safe.					
The Directorate of Environmental Affairs	Approve the EMP and any amendments to the EMP.					
	Approve reports of environmental issues and non-conformances as issued.					
	Review and approve environmental reports submitted as part of EMP implementation					
	Ensure that the client is compliant with the EMP through biannual reporting on environmental performance.					
Project Manager (Site Engineer)	Control and monitor actions required by the EMP.					
	Report all environmental issues to HSE Manager.					
	Ensure documented procedures are followed and records are kept on site.					
	Ensure any complaints are passed on to the management within 24 hours of receiving the complaint.					
Contractor	Follow requirements as directed by the EMP when conducting work.					
	• Report any potential environmental issues to the site engineer/project manager, indicating spilled oil, excess waste,					
	excessive dust generation, dirty water running off the site, and other possible non-conformances					

3.4. Planning and design

Table 2: Planning and Design Management Actions

Aspect	Management Requirement	Responsibility	Timeframes
Tower Design	 The design standards to be applied for the Tower should comply with the internationally accepted public exposure guidelines. The tower design should comply with the aesthetic guidelines for similar structures 	Proponent	Pre-construction phase
Labour Recruitment	It is anticipated that POWERCOM will utilize its own workforce. However, should there be the need to employ an extra person(s), especially for unskilled labour, it is highly recommended to recruit local people from Ontananga village.	Proponent	Ongoing
Surrounding property owners	Consent letters are to be obtained from the property owner before construction.	Proponent	Pre-construction phase
Construction schedule	A convenient construction work/schedule should be prepared and shared with the surrounding property owners. This will ensure that the surrounding property owners are aware of when to expect the construction team at the site.	Proponent	Pre-construction
Compensation of land	There needs to be a clear agreement between POWERCOM and the land owners if they will be compensated for the piece of land used before construction starts.	Proponent	Pre-construction

3.5. Construction and Operation

Table 3: Construction and Operation EMP (C&O EMP)

pollution through	ise will be generated bugh: Construction activities Moving vehicles.	The health of working personnel could be disturbed. Ontananga village residents could be disturbed by the noise. General annoyance	Environmental	4-6 months	Environmental Control Officer Site Manager	A construction interval will be established, used, and adhered to. Workers will be issued earplugs to protect them from excessive noise.	Construction & Operation
pollution through	Construction activities	be disturbed. Ontananga village residents could be disturbed by the noise.	Environmental		Control Officer	and adhered to. Workers will be issued earplugs to protect them	
• (Construction activities	Ontananga village residents could be disturbed by the noise.		months		Workers will be issued earplugs to protect them	Operation
a	activities	disturbed by the noise.			Site Manager		
		Driving away local animals species near the project site				The public will be notified through a printed timetable stating planned operational activities. Construction activities will be conducted during	
						the daytime. Site notices will be erected on, around the site- notifying visitors, and nearby residents of different hazards on site. Areas marked as sensitive environments, especially for birds, need to be avoided during construction and operation.	
Dust Dust	st will accumulate	This can lead to respiratory illnesses,	Environmental	6-8	Environmental	Dust suppression will be done by watering dust	Construction &
	cause of the land	especially among those working in the		months	Control Officer	source surfaces.	Operation
	paration, onsite vements of vehicles d machines, wind	area. General air pollution. Nuisance to nearby residents			Site Manager	Watering down dusty surfaces,	

Impact	Description	Effects	Class	Time frame	Responsibility	Action	Phase
	during construction, and tipping.	The process can also drive away wild animals within the project area's surroundings				Ensure that protective equipment such as respirators are distributed to employees, and ensure their use. Site notices are to be erected on and around the site to inform visitors and surrounding residents to minimize their speed around the site area.	
Soil disturbance	Excavation and land clearing to enable erection of project structures and installation of services	Disturbance to the soil leaving the soil exposed and vulnerable to erosion	Environment	Construction	ECO	Effort should be made to return the topsoil that was stripped from certain site areas All possible trenches excavated for construction on site should be rehabilitated and returned to their pre-excavation state as far as possible. Soils that are not within the intended footprints of the site areas should be left undisturbed and soil conservation implemented as far as possible. In an event that any of the substances mentioned above, spill on the soil, the contaminated soil should be cleaned up immediately and dispose of in a designated hazardous waste bin and transported to the nearest approved landfill site. The	
Loss of Biodiversity	Vegetative plants on site will be removed Habitat destruction for both ground-dwelling species and tree-dwelling species.	the breaking of the ecosystem processes in the area.	Environmental	Constru ction phase	Environmental Control Officer Site Manager	Little removal of vegetation will be made due to the tower position in the school. Clearly demarcate areas that must not be disturbed, such as wetlands, riparian zones, or areas with high biodiversity.	Construction

Impact	Description	Effects	Class	Time frame	Responsibility	Action	Phase
	-Soil disturbance on and	The few small animals still habiting the				Where possible, use already disturbed or	
	around the site.	place such as small rodents and birds				cleared land for construction vehicle access	
		will be forced away.				routes	
						The ground disturbance will only be limited to the boundary area to avoid affecting a large area.	
						Upon completion of construction activities more	
						regreening of the construction footprint affected	
						area is recommended.	
						A local landscaper can be engaged.	
GhG	Green House Gasses	Global Climate change	Environmental	Constru	Environmental	Adopt the use of ethanol-blended fuels wherever	Construction &
emissions	(GHGs) emissions will be			ction	Control Officer	necessary.	Operation
	produced from the	Air pollution		phase			
	following activities:				Site Manager	Design an operating system that cuts on fuel	
	Fuels combustion					consumption.	
	for (construction				Department of		
	vehicles and				Environmental	Use of solar energy systems during construction	
	equipment)				Affairs.	for lighting and other minor energy needs.	
	Ground						
	excavation						
	releases						
	phosphorus found						
	underground and						
	releases						
	particulate matter						
	into the atmosphere.						
Waste	Construction and	Pollution from oil spills resulting from	Environmental	Constru	Environmental	Ensure that all waste from construction activities	
Generation	operation are associated	the handling of various machinery	Liviloiiileillai	ction	Control Officer	is stored and contained in designated containers	
Scheration	with a lot of raw materials	used during the construction phase		phase	Control Officer	and transported to an approved waste disposal	
	and activities that result in	acca daring the constitution pridate		pridoc	Site Manager	site.	
	pollution				Oito Mariagor	one.	
	polition						

Impact	Description	Effects	Class	Time frame	Responsibility	Action	Phase
	The construction and maintenance activities may generate e-waste and this needs to be disposed of sustainably.	Construction rubble, empty packaging containers/bags, and materials remnants. Pollution from sewage				Segregate waste on site Workers should be sensitized to dispose of waste in a responsible manner and not to litter The burriying and burning of waste should be discouraged anywhere on site or close to the site, apart from authorized and approved waste management site Sewage waste should be managed as per the portable chemical toilets' manufacturer's instructions and regularly disposed of at the nearest treatment facility. Bulky waste such as building rubbles must be collected and disposed of for landfilling. Visual inspections and monitoring is advised	
Safety and Health risks	Construction related Safety and Health hazards	,	Health and Safety	Constru ction phase	ECO	Equip workers with Personal Protective Equipment (PPE), and provide training and induction on how to effectively use the PPE. Consumtion of alcohol should not be allowed by employees prior to or during working hours Secure vehicles, fuel storage area, equipment to prevent any harm or injuiry to workers and surrounding residents Provide platforms for briefings and meetings about possible safety and health hazards in the workplace	Construction and operation

Impact	Description	Effects	Class	Time frame	Responsibility	Action	Phase
						Provide site signs warning and informing about different hazards on site.	
	Vehicular traffic use	Injuries to workers from movement of heavy trucks during construction	Health and Safety	Constru ction phase	ECO	Limit the transportation of construction materials, equipment and machinery Heavy truck loads should comply to with the maximum allowed limit while transporting materials and equipment/machinery Drivers of project and construction vehicles should have a valid licence Access roads should be equipped with temporary road signs Vehicles hould not be driven by drivers under the influence Safe loading/offloading areas should be	
	Electrical hazards	Fatalities and fires	Health and	Constru	ECO	designated. Employees should be trained on electrical safety	Construction and
			Safety	ction and operatio n		before working on-site. Safety representatives with training on electrical hazards and emergency management should be stationed on-site always during construction	Operation
						Safety signs during construction and operation should be put on site. No-go areas should be	

Impact	Description	Effects	Class	Time frame	Responsibility	Action	Phase
						labeled, and PPE specifications should be clear to provide guidance to personnel.	
	Radiation (Non-lonizing)	Carcinogenic consequences	Health Social	Perman ent	Environmental Control Officer Site Manager	Radiation is the emission of energy as electromagnetic waves or as moving subatomic particles and it is part of our everyday environment (Clegg et al,.2019).	Operation
						Non-ionizing radiation encompasses both natural and human-made sources of electromagnetic fields, for example, electrical power supplies and appliances are the most common sources of low-frequency electric and magnetic fields in our living environment (ITU-T, 2014).	
						The contractors to be installing the transmission are required to put on appropriate PPE to protect them from possible radiation.	
						Provisions of the Atomic Energy and Radiation Protection Act, 2005 (Act No. 5 of 2005) should be effectively implemented, and 20 days before installation of the transmitters, communication should be made to the Radiation Protection Authority for authorization and supervision.	
	Avifauna	Bird fatalities	Environmental	Perman ent	Environmental Control Officer	Towers will be built below 40m in height which will avoid bird fatalities.	Operation
					Site Manager	Construct towers, away from areas of high migratory bird traffic, wetlands, and other known bird areas.	
						Minimize the tower 'footprint' on newly constructed towers.	

Impact	Description	Effects	Class	Time frame	Responsibility	Action	Phase
						If the tower is decommissioned, it should be removed as soon as possible.	
						Use visual daytime markers in areas of high diurnal birds.	
						Security lighting for on-ground facilities should be minimized, point downwards, or be downshielded.	
						Conduct on-site bird fatalities monitoring on the tower at least every month.	
						The use of white strobes results in less circling behavior by nocturnal migrants and thus less mortality than red pulsating lights.	
						Use insulated conductors and cover energized parts to reduce electrocution risks.	
						Repair Damage Quickly: Ensure that markers, lighting, and insulation are maintained and promptly repaired if damaged.	
						Educate Stakeholders: Inform contractors, workers, and communities about the importance of bird safety and how they can contribute to preventing fatalities.	
						Comply with Regulations: Ensure adherence to national and international environmental laws and regulations aimed at protecting avian species	

Impact	Description	Effects	Class	Time	Responsibility	Action	Phase
				frame			
	Aviation Impacts	Bird fatalities	Socio-economic	Perman	Environmental	The towers should comply with aviation	Construction and
			Environmental	ent	Control Officer	guidelines so that they do not impact air	operation
		Air transports impacts				transport systems.	
					Site Manager		
						Air traffic visibility systems such as lighting at the	
						tip of the tower.	
						The towers should be designed so that they are	
						visible to birds.	
Land use	There will be a change in	Sudden changes in landscape	Social	Perman	Environmental	The development should blend into the existing	Construction and
change	land use and visual	appearances may be unfavorable for		ent	Control Officer	area through designing and color coding.	operation
	aesthetics	Ontananga village residents.	Terrestrial				'
			environment		Site Manager		
Archaelogy &	Impact on historical	Inadvertent damage or destruction to	Social	Constru	Environmental	Awaress to contractors on materials / items	Construction
Heritage	resources	historical resources		ction	Control Officer	protected under the National Heritage Act, 2004	phase
lionage				phase		protostos ancor are reasonal risinago risi, 200 r	p
				p.v.o.c	Site Manager	Items protected under the definition of heritage	
						found during unearthing for construction works	
						should be reported to the National Heritage	
						Council.	
Positive Impacts							
Employment	The development	Improves disposable income for those	Socio-economic	Project	Site Manager	Work with local leadership (councilor) on	Construction and
creation	provides an opportunity of	employed and their immediate		lifetime	One manager	acquiring non-skilled labor from the residents.	operation
or outron	outsourcing work	families.		mounto		doquiring non-orange raper from the residence.	oporation
Business	Raw materials acquiring	Local suppliers will be presented with	Socio-economic	Constru	Site Manager	The proponent will outsource most of its	Construction and
linkages	and contracting	an opportunity to empower their	2000 000101110	ction	One manager	materials and services	operation
mikuges	companies provide an	businesses.		phase		materials and services	operation
	opportunity for	545H100000.		pridoc			
	businesses.	Construction workers can be provided					
	มนอกเธออธอ.	with accommodation, food, and					
		services from the local community					
		·					
		increasing business activities.					

Impact	Description			Effects	Class	Time	Responsibility	Action	Phase
						frame			
Infrastructure	The	developm	ent	Improvement in connectivity.	Socio-economic	Constru	Site Manager	The new tower should cover a larger area, and	Construction and
development	presents	a uni	ue			ction		they should also consider the provision of	operation
	opportunity		for	Boost in Local economy		phase		infrastructure platforms to other networks	
	infrastructu	re							

4. CHAPTER FOUR: CONCLUSION AND RECOMMENDATIONS

4.1. Recommendation from Environmental Assessment Practitioner

Based on the information provided it is the opinion of D & P Engineers and Environmental Consultants cc that no fatal flaws have been identified for the proposed development and that the information contained in this report is sufficient enough to allow DEA to make an informed decision.

The Environmental Consultant, therefore, recommends that Environmental Clearance be granted for the proposed development based on the following recommendations:

- The proposed activity is not anticipated to have significant environmental impacts.
- There is however a visual impact.

The following recommendations should be implemented to ensure that potential impacts associated with the establishment and operations of the site are minimised:

- Any areas disturbed during construction and operation must be rehabilitated.
- For possible decommissioning purposes, the structure is to be removed when its function ceases and the site should be rehabilitated.
- Construction is to take place during working hours.
- Trampling and disturbance associated with construction should be limited to within 5m (five meters) of the footprint of the site.
- Provisions of the Atomic Energy and Radiation Protection Act, 2005 (Act No. 5 of 2005) should be strictly abided to.
- On completion of the project, all litter and construction debris shall be immediately removed from the site.
- Mitigation measures to reduce the potential visual impact should be implemented as far as possible.