



Funded by
the European Union



Air Quality for Better Citizens' Health

EU GREEN CONNECTIVITY PROGRAMME FOR GEORGIA

Review and Update of Existing Draft Legislation
in Line with National and EU Legislation,
including BREFs & BATCs





**Funded by
the European Union**



MINISTRY OF ENVIRONMENTAL PROTECTION
AND AGRICULTURE OF GEORGIA



umweltbundesamt[®]
ENVIRONMENT AGENCY AUSTRIA



This report has been produced with the assistance of the European Union and the United Nations Development Programme (UNDP) under the joint project 'Clean Air For Better Citizens' Health' implemented with support of the European Union, United Nations Development Programme (UNDP), World Health Organization (WHO), United Nations Economic Commission for Europe (UNECE) and Environment Agency Austria (UBA). Its contents are the sole responsibility of the independent expert, Nino Obolashvili, and do not necessarily reflect the views of the European Union, the United Nations Development Programme (UNDP), World Health Organization (WHO), United Nations Economic Commission for Europe (UNECE) and Environment Agency Austria (UBA).

Table of Contents

1. Introduction	4
2. Legal and Technical Review	6
2.1. Methodology	6
2.2. Legal and Technical Review	6
2.3. Stakeholder Engagement.....	6
2.4. Analytical Framework and Integration of Results	7
3. Comparative Legal Analysis	8
3.1. Large Combustion Plants	9
3.2. Waste Incineration and Co-incineration Plants	12
3.3. Activities Using Organic Solvents.....	15
3.4. Cement, Lime, and Magnesium Oxide Production.....	18
3.5. Iron and Steel Production	21
3.6. Intensive Rearing of Poultry or Pigs.....	24
3.7. Conclusions and Recommendations.....	27
4. Stakeholder Consultation	29
4.1. Analysis of Results	31
4.2. Conclusions and Recommendations.....	32
5. Review and Revision of Draft By-laws	34
5.1. Issues Incorporated into Secondary Legislation Under the Project Assignment	36
6. Implementation Strategy for the Revised Legislation	42
6.1. Priority Recommendations for Continued Improvement.....	42
6.2. Roadmap for Further Improvements and Implementation Strategy (2025–2029).....	43
7. Risk Assessment	46

1. Introduction

In alignment with Georgia's commitments under the Association Agreement with the European Union, the Government of Georgia has initiated a comprehensive process to harmonise national environmental legislation with the EU's environmental acquis. A key component of this effort is the implementation of the Law on Industrial Emissions of Georgia, adopted on 29 June 2023 and scheduled to enter into force on 1 September 2026. The law aims to establish a modern regulatory framework for controlling industrial pollution, in line with the principles and provisions of the EU Industrial Emissions Directive (2010/75/EU).

This report is the culmination of work undertaken under the project "Air Quality for Better Citizens' Health", implemented within the scope of the EU Green Connectivity Programme for Georgia. The project supports legislative development, capacity-building, and stakeholder engagement to facilitate effective implementation of integrated environmental permitting (IEP) and the incorporation of Best Available Techniques (BAT) through relevant BAT Reference Documents (BREFs) and BAT Conclusions (BATCs).

This report presents the outcomes of a multi-component assignment, which included the following key activities:

- Review and refinement of the existing draft by-laws prepared under the Law on Industrial Emissions;
- Comparative analysis of Georgian legal drafts against the EU requirements, with emphasis on legal coherence and technical applicability;
- Stakeholder consultations involving 22 institutions across the public, private, environmental consultancy, and civil society sectors;
- Formulation of practical recommendations for improving legislative texts, supporting enforcement planning, and strengthening institutional capacities.

This report summarises the key findings and outcomes of the legislative review and stakeholder engagement activities conducted under the project. The primary objective of the assignment was to review and update existing draft legislation to ensure full alignment with Georgia's newly adopted Law on Industrial Emissions, and with the relevant EU Directive 2010/75/EU.

The comparative legal analysis revealed several gaps and inconsistencies between the current draft secondary legislation and the EU Industrial Emissions Directive (IED), including insufficient integration of Best Available Techniques (BATs), unclear provisions on emission limit values (ELVs), and the lack of clearly defined permitting procedures. Recommendations have been proposed to strengthen the regulatory framework through clearer definitions, updated references to BREFs and BATCs, and the introduction of transitional compliance timelines.

A structured stakeholder consultation process involving 22 institutions from the public, private, consultancy, and NGO sectors was carried out to collect both qualitative and quantitative feedback. Key findings include:

- Broad support for legislative reform and alignment with EU standards;
- Need for differentiated requirements for new vs. existing installations;
- Call for increased institutional capacity, especially for enforcement and technical review;
- Importance of accessible technical guidelines and public information;
- Strong demand for training, financial incentives, and digital platforms to facilitate implementation.

The feedback has informed tailored recommendations to ensure the coherence, enforceability, and inclusiveness of the forthcoming integrated environmental permitting (IEP) system.

This final report highlights the progress made, identifies remaining challenges, and sets the foundation for the 2026 enforcement phase, calling for further coordination between sectors, clarity in legal drafting, and resource mobilisation for effective law implementation.

2. Legal and Technical Review

2.1. Methodology

The review and update of Georgia's draft secondary legislation under the Law on Industrial Emissions were conducted through a structured, multi-phase methodology combining legal-technical assessment with inclusive stakeholder engagement. The approach ensured alignment with European Union requirements while remaining grounded in the institutional, technical, and economic realities of Georgia's industrial and environmental governance systems.

2.2. Legal and Technical Review

The legislative analysis focused on assessing the existing draft Georgian legal framework in the context of alignment with the Industrial Emissions Directive (Directive 2010/75/EU) as well as national legislation. The process involved:

- Systematic review of the Law of Georgia on Industrial Emissions adopted on 29 June 2023;
- Analysis of relevant secondary draft legislation, including proposed technical regulations and compliance procedures;
- Assessment of alignment with core provisions of the IED, particularly concerning permitting, monitoring, reporting, enforcement, and the integration of Best Available Techniques (BAT), BAT Reference Documents (BREFs), and BAT Conclusions (BATCs);
- Identification of gaps, ambiguities, and inconsistencies that may hinder effective implementation or enforcement of the legislation, including clarity, completeness, and applicability for national implementation as well as alignment with Georgian legal drafting standards (e.g. terminology, institutional mandates, etc.).

2.3. Stakeholder Engagement

To ensure the legislative review reflected real considerations, a robust stakeholder consultation process was carried out between March and April 2025. Stakeholder consultation formed a central pillar of the legislative review process. The engagement aimed to promote transparency, ensure inclusivity, and gather sector-specific feedback on the draft secondary legislation derived from the Law of Georgia on Industrial Emissions. The methodology consisted of:

- Structured in-person and online meetings with public institutions directly responsible for permitting, supervision, policy-making, and data management (6 meetings);
- Sector-specific questionnaires tailored to three target groups: public authorities, private sector operators, and environmental consultancy firms (sixteen completed questionnaires);
- Inclusion of companies previously assessed under the EU-funded EPFACC project, ensuring continuity in BAT implementation practices.

Feedback was both quantitative (e.g., statistical aggregation of closed-ended responses) and qualitative (e.g., open-ended feedback and interview summaries), enabling a comprehensive understanding of legal feasibility, administrative capacity, and stakeholder readiness.

2.4. Analytical Framework and Integration of Results

The evaluation framework was grounded in EU legal standards and implementation best practices. The analysis emphasised coherence with EU directives, primarily the Industrial Emissions Directive (IED), alignment with BAT implementation requirements, ensuring environmental protection and technological feasibility, feasibility of enforcement mechanisms, with particular consideration of Georgia's institutional capacities and industrial profile and practical applicability, taking into account sector-specific realities, existing technical infrastructure, and the regulatory burden on operators.

All findings from the legal review and stakeholder consultations were synthesised into:

- A Comparative Legal Analysis Report, identifying legislative gaps and proposing technical amendments;
- A Stakeholder Consultation Report, summarising feedback, implementation challenges, and support needs;
- This Final Consolidated Report integrating all findings and offering final recommendations for legislative finalisation and implementation planning.

3. Comparative Legal Analysis

The comparative analysis was conducted on a sectoral basis, examining the relevant normative acts for each sector in relation to the Law, the corresponding provisions of EU IED, as well as applicable BATCs and BREFs. Additionally, since Annex I activities fall within the regulatory scope of the Environmental Assessment Code (EAC) as well, the assessment also considered the EAC's requirements. The analysis covers the following sectors:

1. Large Combustion Plants
2. Waste Incineration and Co-incineration Plants
3. Activities Using Organic Solvents
4. Cement, Lime, and Magnesium Oxide Production
5. Iron and Steel Production
6. Intensive Rearing of Poultry or Pigs

The results of the detailed clause-by-clause comparative analysis of the Draft By-laws, the Law, the corresponding provisions of EU IED, the relevant BATCs and BREFs, as well as the EAC, are presented below in a structured tabular format.

Each sector has been systematically assessed to identify key regulatory requirements, highlighting alignment, gaps, and areas for improvement in relation to emission limits, operational conditions, energy efficiency, monitoring and reporting obligations, public participation, and enforcement mechanisms. Additionally, it considers differences between new and existing plants, ensuring a comprehensive understanding of how each framework addresses compliance, efficiency, and Environmental Impact Assessment (EIA) requirements.

3.1. Large Combustion Plants

Detailed Clause-by-Clause Comparison of the Draft by-law on Combustion Plants, the Law, Chapter III and Annex V of EU IED, Relevant BATCs, BREF for Large Combustion Plants, and the EAC

Provision	Draft by-law on Combustion Plants	Law of Georgia on Industrial Emissions	Directive 2010/75/EU (Chapter III and Annex V)	Relevant BATCs ¹	BREF for Large Combustion Plants	EAC
1. Scope and Applicability						
Scope of Regulation	Applies to combustion plants with a thermal input ≥ 50 MW	Covers all large-scale industrial emissions, including combustion plants	Covers combustion plants under strict operational and emission control standards	Defines BATs for large combustion plants	Provides technical guidance on BAT for large combustion plants	EAC requires an environmental impact assessment (EIA) for large-scale combustion plants with a capacity ≥ 10 MW
Exemptions	Exempts small-scale or emergency plants, or processes not directly associated with combustion, etc.	Allows exemptions for scientific research activities	Exempts small-scale or emergency plants, or processes not directly associated with combustion, etc.	Exempts small-scale or emergency plants, or processes not directly associated with combustion, etc.	Exempts small-scale or emergency plants, or processes not directly associated with combustion, etc.	EIA exemptions possible for specific cases
2. Emission Limit Values (ELVs) and Operational Conditions						
ELVs for Air Emissions	Sets ELVs for SO ₂ , NO _x , CO, PM, heavy metals	Requires ELVs based on BAT	Defines strict ELVs for major pollutants	Recommends BAT-based ELVs (BAT-AELs)	Specifies BAT-AELs for various pollutants	EAC considers emission limits in EIAs
ELVs for Water Discharges	Includes ELVs for heavy metals and organic compounds	Requires ELVs based on BAT, as well as calculation of water discharge limits	Mandates strict water ELVs for combustion plants	Defines BAT-based ELVs for water (BAT-AELs)	BREF sets best practices for water treatment	Water impacts considered under the EIA process

¹ COMMISSION IMPLEMENTING DECISION (EU) 2021/2326 of 30 November 2021, establishing best available techniques (BAT) conclusions, under Directive 2010/75/EU of the European Parliament and of the Council, for large combustion plants

Provision	Draft by-law on Combustion Plants	Law of Georgia on Industrial Emissions	Directive 2010/75/EU (Chapter III and Annex V)	Relevant BATCs ¹	BREF for Large Combustion Plants	EAC
		where relevant				
Operational Conditions	Requires minimum efficiency and specific fuel use	Requires compliance with BAT operational conditions	Mandates operational limits for temperature, oxygen levels, and pollutant reduction	Reinforces BAT operational standards	Specifies optimal operational parameters	Considers operational efficiency in EIAs
Differences Between New and Existing Plants	No clear differentiation in ELVs between new and existing plants	General transitional provisions apply	Stricter ELVs and operational conditions for new plants; existing plants allowed transition periods	Requires immediate BAT compliance for new plants, with derogations for older plants	Different ELVs and operational conditions for new and existing plants	EIA may require different conditions for new and existing plants based on site-specific analysis
OTNOC	No specific provisions	General requirements for emissions management during malfunctions	Requires reporting and mitigation of emissions during OTNOC, including startups, shutdowns, and malfunctions	BAT requires contingency plans for OTNOC situations	BREF details best practices for handling OTNOC emissions	EIAs may require OTNOC-specific mitigation measures
Energy Efficiency Requirements	No explicit provisions on energy efficiency	General energy efficiency requirements apply	Mandates energy efficiency measures for combustion plants	BATs recommend energy-efficient combustion technologies	BREF provides specific measures for optimising fuel use and process efficiency	EIAs may consider energy efficiency improvements as part of the Environmental Decision (ED)
3. Monitoring and Reporting Requirements						
Continuous Monitoring	Requires real-time monitoring for key pollutants (for plants above 100 MW)	Requires self- and reporting	Mandates continuous emissions monitoring (CEMS) for certain pollutants (for	Defines BAT monitoring techniques	Provides technical specifications for monitoring	EIA may require specific monitoring plans

Provision	Draft by-law on Combustion Plants	Law of Georgia on Industrial Emissions	Directive 2010/75/EU (Chapter III and Annex V)	Relevant BATCs ¹	BREF for Large Combustion Plants	EAC
			plants above 100 MW)			
Reporting Obligations	Operators must submit periodic reports	Requires annual compliance reports	Reporting to EC	N/A	N/A	Public disclosure of environmental reports required under EAC
4. Public Participation and Access to Information						
Public Access to Information	Requires public disclosure of permit applications	General public access to environmental data	Mandates transparency in permitting	N/A	N/A	The EIA/Scoping process includes a public hearing
Public Consultation	Allows for public comment on new permits	General public participation rules apply	Requires stakeholder engagement in permitting	N/A	N/A	EIA requires stakeholder consultations
5. Enforcement and Compliance Mechanisms						
Penalties for Non-Compliance	Establishes potential plant shutdowns	General industrial penalties apply	Requires strict penalties for non-compliance	N/A	N/A	EAC enforces compliance through the permitting process
Permit Review and Renewal	Requires periodic permit reviews	Regular permit renewal provisions apply	Mandates regular review of environmental permits	BATCs reviewed every 8 years	BATCs reviewed every 8 years	Not considered

3.2. Waste Incineration and Co-incineration Plants

Detailed Clause-by-Clause Comparison of the Draft by-law on Waste Incineration, the Law of Georgia on Industrial Emissions, Chapter IV and Annex VI of Directive 2010/75/EU, Commission Implementing Decision (EU) 2019/2010, BREF for Waste Incineration, and the EAC

Provision	Draft by-law on Waste Incineration	Law of Georgia on Industrial Emissions	Directive 2010/75/EU (Chapter IV and Annex VI)	Relevant BATCs ²	BREF for Waste Incineration	EAC
1. Scope and Applicability						
Scope of Regulation	Applies to waste incineration and co-incineration plants	Covers all large-scale industrial emissions, including waste incineration	Covers waste incineration under strict operational and emission control standards	Defines BATs for waste incineration	Provides technical guidance on BAT for waste incineration	EAC requires an EIA for incineration facilities
Exemptions	Exempts small-scale incinerators	Allows exemptions for scientific research activities	Allows exemptions for small-scale operations and research facilities	No specific exemptions	Provides alternative techniques for small-scale plants	General EIA exemptions are applied
2. Emission Limit Values (ELVs) and Operational Conditions						
ELVs for Air Emissions	Sets ELVs for SO ₂ , NO _x , CO, PM, dioxins, heavy metals	Requires ELVs based on BAT	Defines strict ELVs for major pollutants	Recommends BAT-AELs	Specifies BAT-AELs for various pollutants	EAC considers emission limits in EIAs
ELVs for Water Discharges	Includes ELVs for heavy metals and organic compounds	Requires ELVs based on BAT, as well as calculation of water discharge limits where relevant	Mandates strict water ELVs for waste incinerators	Defines BAT-based ELVs for water (BAT-AELs)	BREF sets best practices for water treatment	Water impacts considered under the EIA process

² COMMISSION IMPLEMENTING DECISION (EU) 2019/2010 of 12 November 2019, establishing the best available techniques (BAT) conclusions, under Directive 2010/75/EU of the European Parliament and of the Council, for waste incineration

Provision	Draft by-law on Waste Incineration	Law of Georgia on Industrial Emissions	Directive 2010/75/EU (Chapter IV and Annex VI)	Relevant BATCs ²	BREF for Waste Incineration	EAC
Operational Conditions	Requires a minimum combustion temperature of 850°C	Requires compliance with BAT operating conditions	Mandates operational limits for temperature, oxygen levels, and pollutant reduction	Reinforces BAT operational standards	Specifies optimal operational parameters	Considers operational efficiency in EIAs
Differences Between New and Existing Plants	No clear differentiation in ELVs between new and existing plants	General transitional provisions apply	Stricter ELVs and operational conditions for new plants; existing plants allowed transition periods	Requires immediate BAT compliance for new plants, with derogations for older plants	Different ELVs and operational conditions for new and existing plants	EIA may require different conditions for new and existing plants based on site-specific analysis
OTNOC	No specific provisions	General requirements for emissions management during malfunctions	Requires mitigation of emissions during OTNOC, including startups, shutdowns, and malfunctions	BAT requires contingency plans for OTNOC	BREF details best practices for handling OTNOC emissions	EIAs may require specific mitigation strategies for OTNOC
Energy Efficiency Requirements	No explicit provisions on energy efficiency	General energy efficiency requirements apply	Mandates energy efficiency measures for waste incineration	BATCs recommend energy-efficient incineration and heat recovery	BREF provides measures for optimising fuel use and energy recovery	EIAs may consider energy efficiency improvements as part of ED conditions
3. Monitoring and Reporting Requirements						
Continuous Monitoring	Requires real-time monitoring for key pollutants	Requires self- and monitoring reporting	Mandates continuous emissions monitoring (CEMS) for certain pollutants	Defines BAT monitoring techniques	Provides technical specifications for monitoring	EIA may require specific monitoring plans

Provision	Draft by-law on Waste Incineration	Law of Georgia on Industrial Emissions	Directive 2010/75/EU (Chapter IV and Annex VI)	Relevant BATCs ²	BREF for Waste Incineration	EAC
Reporting Obligations	Operators must submit periodic reports	Requires annual compliance reports	Reporting to EC	N/A	N/A	Public disclosure of environmental reports required under EAC
4. Public Participation and Access to Information						
Public Access to Information	Requires public disclosure of permit applications	General public access to environmental data	Mandates transparency in permitting	N/A	N/A	EIA/scoping process includes public consultation
Public Consultation	Allows for public comment on new permits	General public participation rules apply	Requires stakeholder engagement in permitting	N/A	N/A	EIA requires stakeholder consultations
5. Enforcement and Compliance Mechanisms						
Penalties for Non-Compliance	Establishes potential plant shutdowns	General industrial penalties apply	Requires strict penalties for non-compliance	N/A	N/A	EAC enforces compliance through the permitting process
Permit Review and Renewal	Requires periodic permit reviews	General permit renewal provisions apply. Requires periodic permit reviews to incorporate new BAT	Mandates regular review of environmental permits	BATCs reviewed every 8 years	BATCs reviewed every 8 years	Not considered

3.3. Activities Using Organic Solvents

Detailed Clause-by-Clause Comparison of the Draft by-law on Installations and Activities Using Organic Solvents, the Law of Georgia on Industrial Emissions, Chapter V and Annex VII of Directive 2010/75/EU, Relevant BATCs, Relevant BREF, and the EAC

Provision	Draft by-law on Organic Solvents	Law of Georgia on Industrial Emissions	Directive 2010/75/EU (Chapter V and Annex VII)	Relevant BATCs ³	Relevant BREFs	EAC
1. Scope and Applicability						
Scope of Regulation	Applies to installations using organic solvents above certain thresholds/No clear differentiation between permitting/registration obligations	Covers all large-scale industrial emissions, including solvent use	Regulates solvent emissions from industrial activities/Allows setting a procedure for the registration of installations instead of permitting	BATCs for Surface Treatment Using Organic Solvents, Wood Preservation with Chemicals, and the Printing Industry	BREF for Surface Treatment Using Organic Solvents and BREF for the Production of Polymers	EAC requires an EIA for the production of organic chemicals
Exemptions	Not clearly defined	Allows exemptions for scientific research activities	Not clearly defined	No specific exemptions	Provides alternative techniques for small-scale plants	Not specified
2. Emission Limit Values (ELVs) and Operational Conditions						
ELVs for Air Emissions	Sets ELVs for VOCs	Requires ELVs based on BAT	Defines strict ELVs for solvent emissions	BATCs set BAT-AELs for VOC emissions	BREF specifies best practices for VOC control	EAC considers emission limits in EIAs
ELVs for Water Discharges	N/A	Requires ELVs based on BAT, as well as calculation of water discharge limits	N/A	Defines BAT-AELs for water	BREF sets best practices for water treatment	Water impacts considered under the EIA process

³ COMMISSION IMPLEMENTING DECISION (EU) 2020/2009 of 22 June 2020, establishing the best available techniques (BAT) conclusions, under Directive 2010/75/EU of the European Parliament and of the Council on industrial emissions, for surface treatment using organic solvents including preservation of wood and wood products with chemicals

Provision	Draft by-law on Organic Solvents	Law of Georgia on Industrial Emissions	Directive 2010/75/EU (Chapter V and Annex VII)	Relevant BATCs ³	Relevant BREFs	EAC
		where relevant				
Operational Conditions	Requires emission reduction plans and solvent substitution strategies	Requires compliance with BAT operational conditions	Mandates the use of low-solvent or solvent-free technologies where applicable	Reinforces BAT operational standards	Specifies optimal operational parameters for solvent management	Considers operational efficiency in EIAs
Differences Between New and Existing Installations	No clear differentiation in ELVs or operational requirements between new and existing installations	General transitional provisions apply	Stricter ELVs and operational conditions for new installations; existing installations allowed transition periods	Requires immediate BAT compliance for new installations, with derogations for older installations	Stricter ELVs and operational conditions for new installations	EIA may require different conditions for new and existing installations based on site-specific analysis
OTNOC	No specific provisions	General requirements for emissions management during malfunctions	Requires mitigation of emissions during OTNOC, including startups, shutdowns, and malfunctions	BAT requires contingency plans for OTNOC	BREF details best practices for handling OTNOC emissions	EIAs may require specific mitigation strategies for OTNOC
Energy Efficiency Requirements	No explicit provisions on energy efficiency	General energy efficiency requirements apply	Mandates energy efficiency measures for solvent-using installations	BATs recommend energy-efficient solvent recovery and reuse	BREF provides specific measures for solvent recovery and process efficiency	EIAs may consider energy efficiency improvements as part of ED conditions
3. Monitoring and Reporting Requirements						
Continuous Monitoring	Requires periodic VOC monitoring/continuous monitoring for TOC	Requires self-monitoring and reporting	Requires periodic VOC monitoring/mandates continuous monitoring for TOC	Defines BAT monitoring techniques	Provides technical specifications for monitoring	EIA may require specific monitoring plans
Reporting Obligations	Operators must submit periodic solvent usage and emissions reports	Requires annual compliance reports	Reporting to EC	N/A	N/A	Public disclosure of environmental reports required

Provision	Draft by-law on Organic Solvents	Law of Georgia on Industrial Emissions	Directive 2010/75/EU (Chapter V and Annex VII)	Relevant BATCs ³	Relevant BREFs	EAC
						under EAC
4. Public Participation and Access to Information						
Public Access to Information	Requires public disclosure of permit/The list of installations subject to permitting and registration shall be available to the public	General public access to environmental data	Mandates transparency in permitting	N/A	N/A	The EIA process includes public consultation
Public Consultation	Allows for public comment on new permits	General public participation rules apply	Requires stakeholder engagement in permitting	N/A	N/A	EIA requires stakeholder consultations
5. Enforcement and Compliance Mechanisms						
Penalties for Non-Compliance	Not clearly defined	General industrial penalties apply	Requires strict penalties for non-compliance	N/A	N/A	EAC enforces compliance through the permitting process
Permit Review and Renewal	Requires periodic permit reviews	General permit renewal provisions apply. Requires periodic reviews to incorporate new BAT	Mandates regular review of environmental permits	BATCs reviewed every 8 years	BATCs reviewed every 8 years	Not considered

3.4. Cement, Lime, and Magnesium Oxide Production

Detailed Clause-by-Clause Comparison of the Best Available Technique Conclusions (BATC) for the Production of Cement, Lime, and Magnesium Oxide, the Law of Georgia on Industrial Emissions, Directive 2010/75/EU, Relevant BREF, and the EAC

Provision	BATC for Cement, Lime, and Magnesium Oxide ⁴	Law of Georgia on Industrial Emissions	Directive 2010/75/EU	BREF for Cement, Lime, and Magnesium Oxide Production	EAC
1. Scope and Applicability					
Scope of Regulation	Covers production of cement, lime, and magnesium oxide in kilns above 50 tonnes per day	Covers production of cement, lime, and magnesium oxide in kilns above 50 tonnes per day	Covers production of cement, lime, and magnesium oxide in kilns above 50 tonnes per day	Provides detailed BAT guidance for emissions reduction, energy efficiency, and resource management	Requires Environmental Impact Assessment (EIA) for all cement and lime production plants
Exemptions	No explicit exemptions, except for wet magnesium oxide production processes	Allows exemptions for scientific research activities	Allows exemptions for research and pilot facilities	Recommends the BAT application regardless of plant size, but with flexibility for small-scale operations	No exemptions
2. Emission Limit Values (ELVs) and Operational Conditions					
ELVs for Air Emissions	Sets BAT-AELs for SO ₂ , NO _x , CO, PM, heavy metals, dioxins, and furans	Requires ELVs based on BAT	Defines strict ELVs for major pollutants	Specifies BAT-AELs for various pollutants in cement, lime, and MgO production	EIA considers emission limits in project assessment
ELVs for Water Discharges	Includes BAT-AELs for process wastewater, suspended solids, and heavy metals	Requires ELVs based on BAT, as well as calculation of water discharge limits where relevant	Mandates strict water ELVs for industrial installations	BREF sets best practices for water treatment in cement, lime, and MgO production	Water impacts considered under the EIA process

⁴ COMMISSION IMPLEMENTING DECISION of 26 March 2013, establishing the best available techniques (BAT) conclusions under Directive 2010/75/EU of the European Parliament and of the Council on industrial emissions for the production of cement, lime and magnesium oxide

Provision	BATC for Cement, Lime, and Magnesium Oxide ⁴	Law of Georgia on Industrial Emissions	Directive 2010/75/EU	BREF for Cement, Lime, and Magnesium Oxide Production	EAC
Operational Conditions	Requires high-efficiency combustion systems and waste heat recovery	Requires compliance with BAT operational conditions	Mandates the use of optimised combustion and energy efficiency measures	Reinforces BAT operational standards and best practices	Operational efficiency considered in EIAs
Differences Between New and Existing Installations	New plants must comply immediately; derogations are in place for existing plants	No explicit differentiation in emission standards between new and existing plants; transition periods for older ones	Stricter ELVs and operational conditions for new installations; transition periods for older ones	Different ELVs and operational conditions for new and existing plants	EIA may require different assessment criteria for new vs. existing installations based on environmental impact
OTNOC	Requires mitigation measures for startup, shutdown, and malfunctions	General requirements for emissions management during malfunctions	Mandates contingency plans for emissions control during OTNOC	Provides best practices for managing emissions under non-routine operations	EIAs may require OTNOC-specific mitigation strategies
Energy Efficiency Requirements	Requires optimisation of fuel use, heat recovery, and alternative fuel substitution	General energy efficiency requirements apply	Mandates energy efficiency measures	Provides energy efficiency benchmarks for cement, lime, and MgO production	EIAs may consider energy efficiency improvements as part of ED conditions
3. Monitoring and Reporting Requirements					
Continuous Monitoring	Requires continuous emissions monitoring of key pollutants/ Defines BAT monitoring techniques	Requires self-monitoring and reporting	Mandates continuous emissions monitoring for major pollutants	Provides technical specifications for monitoring NO _x , SO ₂ , dust, and heavy metals	EIA may require specific monitoring plans for installations
Reporting Obligations	N/A	Requires annual compliance reports	Reporting to EC	N/A	Public disclosure of environmental reports required under EAC
4. Public Participation and Access to Information					
Public Access to Information	N/A	General public access to environmental data	Mandates transparency in permitting	N/A	The EIA process includes public consultation
Public Consultation	N/A	General public participation rules apply	Requires stakeholder engagement in	N/A	EIA requires stakeholder

Provision	BATC for Cement, Lime, and Magnesium Oxide ⁴	Law of Georgia on Industrial Emissions	Directive 2010/75/EU	BREF for Cement, Lime, and Magnesium Oxide Production	EAC
			permitting		consultations for affected communities
5. Enforcement and Compliance Mechanisms					
Penalties for Non-Compliance	N/A	General industrial penalties apply	Requires strict penalties for non-compliance	N/A	EAC enforces compliance through permitting process
Permit Review and Renewal	BATCs reviewed every 8 years	General permit renewal provisions apply/ Requires periodic permit reviews to incorporate new BAT	Mandates regular review of environmental permits	BATCs reviewed every 8 years	Not considered

3.5. Iron and Steel Production

Detailed Clause-by-Clause Comparison of the BATCs for Iron and Steel Production, the Law of Georgia on Industrial Emissions, Directive 2010/75/EU, Relevant BREF, and the EAC

Provision	BATC for Iron and Steel Production ⁵	Law of Georgia on Industrial Emissions	Directive 2010/75/EU	BREF for Iron and Steel Production	EAC
1. Scope and Applicability					
Scope of Regulation	Covers integrated and non-integrated steelworks, electric arc furnace (EAF) steelmaking, sinter plants, and coke ovens	Production of cast iron or steel with a yield capacity exceeding 2.5 tonnes per hour	Production of pig iron or steel with a capacity exceeding 2.5 tonnes per hour	Provides detailed BAT guidance for emissions reduction, energy efficiency, and resource management in iron and steel production	Requires Environmental Impact Assessment (EIA) for all iron and steel production plants
Exemptions	No explicit exemptions	Allows exemptions for scientific research activities	Allows exemptions for research and pilot facilities	Recommends the BAT application regardless of plant size, but with flexibility for small-scale operations	No exemptions
2. Emission Limit Values (ELVs) and Operational Conditions					
ELVs for Air Emissions	Sets BAT-AELs for SO ₂ , NO _x , CO, PM, heavy metals, dioxins, and furans	Requires ELVs based on BAT	Defines strict ELVs for major pollutants	Specifies BAT-AELs for various pollutants in iron and steel production	EIA considers emission limits in project assessment
ELVs for Water Discharges	Includes BAT-AELs for process wastewater, suspended solids, heavy metals, cyanides, and organic pollutants	Requires ELVs based on BAT, as well as calculation of water discharge limits where relevant	Mandates strict water ELVs for industrial installations	BREF sets best practices for water treatment in iron and steel production	Water impacts considered under the EIA process
Operational	Requires energy	Requires compliance	Mandates the use of	Reinforces BAT	Operational efficiency

⁵ COMMISSION IMPLEMENTING DECISION of 28 February 2012, establishing the best available techniques (BAT) conclusions under Directive 2010/75/EU of the European Parliament and of the Council on industrial emissions for iron and steel production

Provision	BATC for Iron and Steel Production ⁵	Law of Georgia on Industrial Emissions	Directive 2010/75/EU	BREF for Iron and Steel Production	EAC
Conditions	recovery from off-gases, sinter strand emission reduction, and best practices for coking operations	with BAT operational conditions	optimised combustion and energy efficiency measures	operational standards and best practices	considered in EIAs
Differences Between New and Existing Installations	New plants must comply immediately; derogations are in place for existing plants	No explicit differentiation in emission standards between new and existing plants; transition periods for older ones	Stricter ELVs and operational conditions for new installations; transition periods for older ones	Different ELVs and operational conditions for new and existing plants	EIA may require different assessment criteria for new vs. existing installations based on environmental impact
OTNOC	Requires mitigation measures for startup, shutdown, and malfunctions	General requirements for emissions management during malfunctions	Mandates contingency plans for emissions control during OTNOC	Provides best practices for managing emissions under non-routine operations	EIAs may require OTNOC-specific mitigation strategies
Energy Efficiency Requirements	Requires optimisation of fuel use, heat recovery, and process efficiency	General energy efficiency requirements apply	Mandates energy efficiency measures	Provides energy efficiency benchmarks for iron and steel production	EIAs may consider energy efficiency improvements as part of ED conditions
3. Monitoring and Reporting Requirements					
Continuous Monitoring	Requires continuous emissions monitoring of key pollutants/Defines BAT monitoring techniques	Requires self-monitoring and reporting	Mandates continuous emissions monitoring for major pollutants	Provides technical specifications for monitoring NO _x , SO ₂ , dust, heavy metals, and cyanides	EIA may require specific monitoring plans for installations
Reporting Obligations	N/A	Requires annual compliance reports	Reporting to EC	N/A	Public disclosure of environmental reports required under EAC
4. Public Participation and Access to Information					
Public Access to Information	N/A	General public access to environmental data	Mandates transparency in permitting	N/A	The EIA process includes public consultation

Provision	BATC for Iron and Steel Production ⁵	Law of Georgia on Industrial Emissions	Directive 2010/75/EU	BREF for Iron and Steel Production	EAC
Public Consultation	N/A	General public participation rules apply	Requires stakeholder engagement in permitting	N/A	EIA requires stakeholder consultations for affected communities
5. Enforcement and Compliance Mechanisms					
Penalties for Non-Compliance	N/A	General industrial penalties apply	Requires strict penalties for non-compliance	N/A	EAC enforces compliance through the permitting process
Permit Review and Renewal	BATCs reviewed every 8 years	General permit renewal provisions apply/ Requires periodic permit reviews to incorporate new BAT	Mandates regular review of environmental permits	BATCs reviewed every 8 years	Not considered

3.6. Intensive Rearing of Poultry or Pigs

Detailed Clause-by-Clause Comparison of the Best Available Technique Conclusions (BATC) for the Intensive Rearing of Poultry or Pigs, the Law of Georgia on Industrial Emissions, Directive 2010/75/EU, Relevant BREF, and the EAC

Provision	BATC for Intensive Rearing of Poultry or Pigs ⁶	Law of Georgia on Industrial Emissions	Directive 2010/75/EU	BREF for Intensive Rearing of Poultry or Pigs	EAC
1. Scope and Applicability					
Scope Regulation	Covers intensive poultry and pig farming above specified capacity thresholds without prejudice to other relevant legislation on animal welfare	Regulates large poultry and pig farms under integrated environmental permitting	Regulates large poultry and pig farms under integrated environmental permitting/applies without prejudice to other relevant legislation on animal welfare	Provides detailed BAT guidance for emission reduction, waste management, and animal housing	Requires Environmental Impact Assessment (EIA) for large-scale intensive livestock farming
Capacity Thresholds	Applies to farms with ≥ 40,000 poultry, ≥ 2,000 pigs (over 30 kg), or ≥ 750 sows and related activities	Applies to farms with ≥ 40,000 poultry, ≥ 2,000 pigs (over 30 kg), or ≥ 750 sows	Applies to farms with ≥ 40,000 poultry, ≥ 2,000 pigs (over 30 kg), or ≥ 750 sows	Applies to farms with ≥ 40,000 poultry, ≥ 2,000 pigs (over 30 kg), or ≥ 750 sows and related activities	Poultry farms (with more than 85,000 places for broilers and/or more than 60,000 places for hens) and/or pig farms (with more than 10,000 places for piglets (under 30 kg) and/or more than 6000 places for pigs (over 30 kg))
Exemptions	No explicit exemptions	Allows exemptions for scientific research activities	Allows exemptions for research and pilot facilities	Recommends the BAT application regardless of farm size	No exemptions

⁶ COMMISSION IMPLEMENTING DECISION (EU) 2017/302 of 15 February 2017, establishing best available techniques (BAT) conclusions, under Directive 2010/75/EU of the European Parliament and of the Council, for the intensive rearing of poultry or pigs

Provision	BATC for Intensive Rearing of Poultry or Pigs ⁶	Law of Georgia on Industrial Emissions	Directive 2010/75/EU	BREF for Intensive Rearing of Poultry or Pigs	EAC
2. Emission Limit Values (ELVs) and Operational Conditions					
ELVs for Air Emissions	Sets BAT-AELs for ammonia (NH ₃), methane (CH ₄), nitrous oxide (N ₂ O), dust, and odour	Requires ELVs based on BAT	Defines strict ELVs for major pollutants	Specifies BAT-AELs for ammonia (NH ₃), methane (CH ₄), nitrous oxide (N ₂ O), dust, and odour from animal housing and manure storage	EIA considers air quality impacts in farm assessments
ELVs for Water Discharges	Includes BAT-AELs for nitrogen, phosphorus, organic matter, and heavy metals	Requires ELVs based on BAT, as well as calculation of water discharge limits where relevant	Mandates strict water ELVs for intensive rearing	BREF sets best practices for manure and wastewater management	Water impacts considered under the EIA process
Differences Between New and Existing Farms	New farms must comply immediately; derogations are in place for existing farms	No explicit differentiation in emission standards between new and existing farms; transition periods for older ones	Stricter ELVs and operational conditions for new farms; transition periods for older ones	Different ELVs and operational conditions for new and existing plants	EIA may require different assessment criteria for new vs. existing farms based on environmental impact
Operational Conditions	Requires manure storage, treatment, and land application best practices/Odour management measures	Requires compliance with BAT operational conditions	Mandates efficient manure and slurry management to prevent groundwater pollution	Reinforces BAT operational standards and best practices	Operational efficiency and environmental impact considered in EIAs
OTNOC	N/A	General requirements for emissions management during malfunctions	N/A	N/A	N/A
Energy Efficiency Requirements	Requires optimisation of ventilation, heating, and manure processing	General energy efficiency requirements apply	Mandates energy efficiency measures for livestock farms	Provides energy efficiency benchmarks for farm operations	EIAs may consider energy efficiency improvements as part of ED conditions
3. Monitoring and Reporting Requirements					

Provision	BATC for Intensive Rearing of Poultry or Pigs ⁶	Law of Georgia on Industrial Emissions	Directive 2010/75/EU	BREF for Intensive Rearing of Poultry or Pigs	EAC
Continuous Monitoring	Requires periodic monitoring of ammonia, nitrogen, and odour emissions	Requires self-monitoring and reporting	N/A	Provides technical specifications for monitoring ammonia and nutrient runoff	EIA may require specific monitoring plans for farms
Reporting Obligations	N/A	Requires annual compliance reports	Reporting to EC	N/A	Public disclosure of environmental reports required under EAC
4. Public Participation and Access to Information					
Public Access to Information	N/A	General public access to environmental data	Mandates transparency in permitting	N/A	The EIA process includes public consultation
Public Consultation	N/A	General public participation rules apply	Requires stakeholder engagement in permitting	N/A	EIA requires stakeholder consultations for affected communities
5. Enforcement and Compliance Mechanisms					
Penalties for Non-Compliance	N/A	General industrial penalties apply	Requires strict penalties for non-compliance	N/A	EAC enforces compliance through the permitting process
Permit Review and Renewal	BATCs reviewed every 8 years	General permit renewal provisions apply/ Requires periodic permit reviews to incorporate new BAT	Mandates regular review of environmental permits	BATCs reviewed every 8 years	Not considered

3.7. Conclusions and Recommendations

The comparative analysis of the existing draft legislation, the Law, EU Directive 2010/75/EU, BATCs, and BREFs highlights significant progress in aligning the Georgian regulatory framework with European environmental governance standards. However, gaps and areas for improvement remain, which must be addressed to ensure full compliance.

Alignment with EU Standards and ELVs

The draft by-laws largely align with the EU Industrial Emissions Directive (IED) in terms of scope, applicability, and technical provisions. While most ELVs align with BAT-AELs, certain deviations persist, particularly in the areas of sulphur dioxide (SO₂), nitrogen oxides (NO_x), heavy metals, and volatile organic compounds (VOCs).

BAT principles have been incorporated into emission limits and operational conditions for Large Combustion Plants, Waste Incineration and Co-Incineration Plants, Organic Solvent Use, Cement, Lime, and Magnesium Oxide Production, Iron and Steel Production, and Intensive Rearing of Poultry or Pigs. However, this applies only to draft by-laws, which will be developed on the basis of the BATCs. Further development is needed for the existing draft legislation in this regard.

Monitoring, Compliance, and Reporting

CEMS are mandated for major pollutants. Minimum requirements for soil and groundwater monitoring are in line with EU IED.

Reporting obligations vary across sectors, with inconsistencies in public disclosure requirements, leaving room for further improvements.

Energy Efficiency and OTNOC

Energy efficiency requirements are not uniformly addressed across all sectors, despite BATCs' emphasis on heat recovery, fuel efficiency, and carbon reduction.

In case of draft by-laws, OTNOC provisions, including startup and shutdown emissions management, require clearer regulatory mandates to ensure pollution control during transient operational phases.

Public Participation and Transparency

Public access to environmental data and consultation mechanisms are well-integrated into the permitting procedures defined by Law. However, stakeholder engagement is not explicitly addressed in some draft by-laws. Therefore, further clarification is needed, including explicit references to the relevant legal provisions of the Law.

Permit Review and Renewal

Mechanisms for permit/registration review and renewal require further clarification for by-laws, particularly regarding periodic BAT updates and compliance reviews.

New and Existing Activities/Installations

The lack of differentiation between new and existing plants/installations, particularly for large combustion plants (LCPs) and waste incineration/co-incineration plants (for which both by-laws and BATCs are available), complicates the updating and finalisation of existing regulatory acts.

Technical update of legislation

In addition to the above, a technical update of the text of by-laws and legislative references is necessary to reflect the current structure of the Ministry and competent authorities, as well as to include the terms definition articles. Furthermore, all by-laws should be aligned with the most recent version of the Law and the EAC.

Needs for further clarification

Additional important issues requiring a decision by the Ministry/NEA remain unaddressed in the draft by-laws. These include the choice between the use of Transitional National Plans for existing LCPs versus the establishment of ELVs, the distinction between permitting procedures and registration requirements for installations/activities using organic solvents, and the appropriate permitting framework for waste incineration and co-incineration plants operating below the Annex I capacity thresholds, etc. Clarifying these issues during the stakeholder consultation stage is essential for ensuring a comprehensive and effective update of the legislation.

The findings of this comparative analysis underscore the need for targeted legislative and regulatory updates and improvements to achieve full compliance with EU environmental standards. By implementing these recommendations, Georgia can enhance environmental protection, foster sustainable industrial practices, and facilitate a seamless transition toward EU regulatory alignment.

4. Stakeholder Consultation

Consultations with 22 relevant stakeholders from different sectors were carried out to promote inclusivity and gain meaningful input, including companies that were assessed under the project ‘Support to Environmental Protection and Fight Against Climate Change in Georgia’ (EPFACC) in terms of BAT implementation.

The table below provides a comprehensive overview of the stakeholder engagement activities. It presents the full list of stakeholders grouped by sector - public, private (industry/environmental consultancy), and civil - and outlines the type of communication used (in-person meetings or questionnaire-based surveys), along with each stakeholder’s institutional role or relevance to the forthcoming regulatory framework.

No	Sector	Organisation	Communication Type	Relation to the upcoming regulations
1	Public	Department of Environmental Pollution Monitoring, NEA	In-person meeting	Monitoring and processing of the environmental quality data
2		Environmental Assessment Department, NEA	In-person meeting	Issuance of Integrated Environmental Permits
3		DES	In-person meeting	Controlling and compliance assurance of Permit Conditions
4		Environment and climate change department, MEPA	Online meeting	Setting of the air quality standards and regulation policy
5		EIEC	Online meeting	Ensuring the public hearing and responsible for the awareness raising for stakeholders
6		Department of Waste and Chemical Substances Management, MEPA	Online meeting	Involvement in the expertise of the permit application in terms of waste management and approval of the Waste Management Plan
7	Private/Environmental consultancy	Environmental Service Company (ENSECO) LLC	Questionnaire-based survey	Development of Permit applications and documentation required by permit conditions
8		GTS Consulteam LLC	Questionnaire-based survey	Development of Permit applications and documentation required by permit conditions
9		GeoNature Corporation LLC	Questionnaire-based survey	Development of Permit applications and documentation required by permit conditions
10	Private/industry	<u>Mtkvari Energy LLC*</u>	Questionnaire-based survey	Performing IE Law Annex I point 1 activity – Large Combustion Plant (LCP) operation

No	Sector	Organisation	Communication Type	Relation to the upcoming regulations
11		<u>GPP LLC*</u>	Questionnaire-based survey	Performing IE Law Annex I point 6 activity - intensive rearing of poultry
12		<u>Georgian Cement LLC*</u>	Questionnaire-based survey	Performing IE Law Annex I point 3 activity - Production of cement and clinker
13		<u>MN Chemical Georgia LLC - daughter company Sulfeco LLC*</u>	Questionnaire-based survey	Performing IE Law Annex I point 4 activity - Production of Sulphuric acid
14		<u>Rusalloys LLC*</u>	Questionnaire-based survey	Performing IE Law Annex I point 2 activity - Ferroalloys production
15		Kutaisi Auto Mechanical Plant LLC	Questionnaire-based survey	Performing IE Law Annex I point 2 activity - Iron and steel as well as non-ferrous metals production
16		Solid Waste Company of Georgia	Questionnaire-based survey	Performing IE Law Annex I point 5 activity - Operation of landfills
17		MINA JSC	Questionnaire-based survey	Performing IE Law Annex I point 3 activity - Production of glass containers
18		Geosteel LLC	Questionnaire-based survey	Performing IE Law Annex I point 2 activity - Iron and steel production
19		RSM Corp LLC	Questionnaire-based survey	Performing IE Law Annex I point 2 activity - Ferroalloys production
20		Ferroalloys Production LLC	Questionnaire-based survey	Performing IE Law Annex I point 2 activity - Ferroalloys production
21	Civil	Caucasus Environmental NGO Network - CENN	Questionnaire-based survey	Providing feedback on the permit applications/involvement in public hearings
22		Civil Movement 'Gavigudet' (We are Suffocating)	Questionnaire-based survey	Providing feedback on the permit applications/involvement in public hearings, and compliance monitoring on a volunteer basis

Public sector entities participated primarily through structured in-person or online meetings. These institutions represent key regulatory bodies responsible for environmental permitting, supervision, policy-making, air quality monitoring, waste management planning, and public awareness. Their contributions were essential in clarifying institutional responsibilities, identifying regulatory gaps, and ensuring coherence with the new legal framework on industrial emissions.

Environmental Consultancy Companies were consulted through questionnaire-based surveys. These stakeholders play an important role in supporting the private sector by preparing permit applications and related technical documentation required under the new Integrated Environmental Permitting (IEP) system. Their feedback helped assess the practical aspects of the permitting process and the clarity of the legal requirements.

Private Sector/Industrial Operators subject to regulation under Annex I of the Georgian Law on Industrial Emissions participated via targeted questionnaires as well. These companies operate in key industrial sectors such as energy production, cement and glass manufacturing, metal and chemical production, poultry farming, and waste management. Their insights provided critical information on the potential impacts, implementation challenges, and compliance costs associated with the new legislation.

Civil Sector Representatives contributed by providing perspectives on public participation in environmental permitting and voluntary monitoring. These actors are involved in reviewing permit applications, participating in public hearings, and advocating for transparency and environmental accountability. Their input supports the enhancement of stakeholder engagement mechanisms within the legislative framework.

4.1. Analysis of Results

The compiled stakeholder consultation summary containing both quantitative and qualitative analysis from all stakeholder questionnaires (industry, consultancy, public, and NGO sectors) is provided in the table below.

Key Theme	Quantitative Findings	Qualitative Analysis
Familiarity with the Law and BATs	Approx. 60% of business stakeholders and all public sector respondents were partially or well-informed.	Many respondents rely on internal staff or external consultants to interpret the Law and BAT-related obligations. NGOs reported limited familiarity overall.
Participation in Consultations	About 50% of all respondents (especially NGOs and Enterprises) had not been involved in prior consultations.	Public sector emphasised formal participation, but businesses noted a lack of early-stage engagement. NGOs called for broader public outreach.
Perceived Effectiveness of Enforcement	Around 70% of respondents (business, NGOs, and public authorities) rated enforcement mechanisms as only partly effective or unclear.	Stakeholders pointed to gaps in inspection capacity, a lack of clear guidance for violations, and challenges in data verification and measurement.
Major Compliance or Implementation Barriers	Top issues reported: high compliance costs (75–85%), lack of technical expertise (70–80%), and unclear requirements.	Businesses expressed concern over the financial burdens of compliance and BAT-related upgrades. Public agencies stressed the lack of qualified staff and legislative clarity.

Key Theme	Quantitative Findings	Qualitative Analysis
Familiarity with Draft By-laws	Only a few respondents (less than 30%) were familiar with the by-laws; familiarity was highest in consultancy firms.	Many interviewees found the drafts too technical and difficult to interpret without supporting materials.
Access to Monitoring Infrastructure	60–75% of public sector and business respondents cited inadequate access to labs and monitoring equipment.	NEA and other agencies stressed the need for accredited industrial emissions labs and technical upgrades for reliable compliance verification.
Capacity for Public Awareness and Participation	85% of NGO respondents highlighted insufficient public awareness; Approximately 40–50% of businesses and public institutions expressed the same opinion.	The EIEC reported capacity shortages for effective outreach. NGOs reported misunderstandings by the public about participation procedures and legal rights.
Support for BAT/BREF Implementation	Most sectors supported the phased implementation of BAT-AELs, especially for existing plants.	Stakeholders agreed on the need for transition periods and capacity-building support, especially for small operators.
Institutional and Human Resource Constraints	80–90% of public sector responses highlighted a lack of qualified staff and resource limitations.	Departments and agencies stressed ongoing staff turnover, absence of in-house BAT expertise, and the need for international technical training and interagency exchange.

In addition, all sector representatives expressed a clear willingness to actively engage in the legislative refinement process and underscored the importance of ensuring broader and more inclusive participation in future legislative updates and stakeholder consultations.

4.2. Conclusions and Recommendations

Most public sector stakeholders and larger enterprises demonstrated general awareness of the Law on Industrial Emissions and BAT principles. However, smaller businesses and NGOs displayed limited familiarity, particularly with regard to the technical provisions of the draft by-laws, permitting procedures and technical obligations.

Stakeholders widely identified a lack of clarity in the legal definitions (e.g., “capacity”, “installation”), permitting procedures and technical thresholds, and compliance timelines and procedures embedded in the draft by-laws. Inconsistent linkages between the law and by-laws pose risks for inconsistent enforcement and legal uncertainty.

Institutional limitations, such as understaffed departments, a lack of accredited laboratories, and the absence of technical manuals, were identified as systemic barriers to the effective implementation of integrated environmental permitting. This is compounded by the insufficient availability of Georgian-language regulatory resources and inspection protocols. Similarly, many industrial operators noted gaps in available monitoring infrastructure and compliance support.

Industries anticipate substantial financial burdens in meeting new emission standards, especially regarding BAT implementation, upgrading equipment, and continuous monitoring. The absence of transitional financial or technical assistance was identified as a major barrier. Compliance is especially

challenging in regions where national infrastructure (e.g., for hazardous waste treatment or air quality monitoring) is underdeveloped.

Public institutions and NGOs observed that public hearings and consultations are often poorly attended or misunderstood. Outreach is hindered by limited staff, lack of regional access, and confusion over participation procedures. The limited use of hybrid formats for public hearings and a lack of follow-up communication were seen as deterrents to inclusive participation.

Stakeholders across all sectors (especially industry) supported a gradual enforcement strategy, beginning with less stringent emission standards defined in the draft by-laws and culminating in full adoption of BAT-AELs. This approach is considered necessary to accommodate institutional capacity gaps and ensure equitable compliance across both new and existing installations.

Legal and Regulatory Framework

Ensure consistent and precise terminology in all legislative texts, including definitions of capacity, activity classification, and compliance mechanisms. Define technical and procedural terms more precisely and ensure alignment between the Law and secondary legislation, especially regarding enforcement mechanisms and permitting criteria. Include transitional clauses that permit the phased adoption of BAT requirements, especially for existing plants with outdated infrastructure.

Stakeholders expressed strong willingness to contribute to the process and emphasised the importance of sustained inclusion in legal drafting and public consultations. Ensure the participation of key stakeholders—including industry representatives, NGOs, and consultancy firms—in future rounds of legislative refinement and policy dialogue.

Capacity Building and Institutional Strengthening

Recruit, train, and retain qualified staff across supervisory, permitting, and policy-making institutions. Develop BAT-specific training modules and support peer learning exchanges with EU counterparts on BATs, environmental permitting and inspections. Ensure the availability of Georgian-language guidance documents to support uniform interpretation and implementation of legal requirements.

Establish or enhance national laboratories with the capacity to monitor industrial emissions, including dioxins, heavy metals, volatile organics, etc., in line with BAT requirements.

Support to Industry and Compliance Facilitation

User-friendly technical guidelines and/or compliance roadmaps should be developed and made available, tailored to the main industrial sectors. These may include simplified checklists and procedural flowcharts/instructions. Additionally, the introduction and promotion of financial incentives should be considered, such as tax benefits, subsidies, or accessible credit mechanisms for operators investing in BAT upgrades or modern monitoring systems.

It is recommended to allow registration-based mechanisms, instead of full permitting procedures, for small installations and enterprises that use solvents. For this purpose, such activities could be made subject to the obligation to prepare and approve a technical report on the inventory of stationary sources of air pollution and emitted harmful substances, as defined by the Government of Georgia

Ordinance No. 17 of 3 January 2014 “On the Approval of Environmental Technical Regulations,” and to submit annual emission reports.

The role of consultancy companies in permit preparation and technical advisory services should be duly acknowledged, and they should be involved in policy dialogue and capacity-building programmes.

Public Awareness and Engagement

Enhance the institutional and financial resources of the Environmental Information and Education Centre (EIEC), as well as local municipal authorities, to ensure effective stakeholder engagement, facilitate public consultations, and promote access to environmental information under the new legal framework.

Establish a user-friendly digital platform to provide transparent and timely access to permitting decisions, environmental monitoring results, and industrial performance metrics. These platforms should support online submission and tracking of permit applications, public hearing notifications, and disclosure of compliance and monitoring data, thereby fostering transparency, accountability, and inclusive stakeholder participation.

Phased Implementation Strategy

Introduce a phased timeline for the enforcement of BAT-AELs, prioritising new installations and allowing existing plants a defined adjustment period. This approach should ensure full compliance with BAT-AELs within a realistic and enforceable medium-term framework. Extend technical requirements to installations currently outside Annex I, where environmental risks exist (e.g., solvent-using operations, small-scale incinerators, auxiliary dusty activities, such as mineral materials crushing, sieving, etc.).

Establish performance indicators and a monitoring framework to assess legislative enforcement, permitting performance, and stakeholder engagement over time.

5. Review and Revision of Draft By-laws

Based on the findings and recommendations from the comparative analysis and stakeholder consultation process, the draft secondary legislation was reviewed and revised for the following sectors:

- Large Combustion Plants
- Activities involving the use of organic solvents
- Waste incineration and co-incineration
- Cement, lime, and magnesium oxide production
- Iron and steel production
- Intensive rearing of poultry or pigs

The draft Ministerial Order on the format of the Integrated Environmental Permit application and the permit itself was also reviewed and updated, ensuring alignment with Georgian legislative language and standards.

As indicated in the inception report, the project assignment additionally foresees the development of General Binding Rules (GBRs) for auxiliary dust-generating activities (e.g., crushing, sieving, concrete production), based on relevant BATs to regulate fugitive/ductless emissions—particularly for cement, lime, and magnesium oxide production or any activity covered by applicable BAT Conclusions. During the stakeholder consultation stage, it was revealed that the Ministry’s Department of Atmospheric Air has already initiated work in this direction. Accordingly, the relevant provisions from the BAT Conclusions for cement, lime, and magnesium oxide production were integrated into the draft secondary legislation prepared by this Department, specifically into the draft Government Ordinance “On Amendments to the Government Ordinance No. 17 of 3 January 2014 on the Approval of Environmental Technical Regulations.”

As a result, the following is the list of secondary legislative acts reviewed/revised under the scope of the project:

1. Draft Government Ordinance “On the Approval of the Technical Regulation for Large Combustion Plants” (includes a section on the BAT Conclusions for Large Combustion Plants)
2. Draft Government Ordinance “On the Approval of the Technical Regulation for Waste Incineration and Co-incineration Plants” (includes a section on the BAT Conclusions for Waste Incineration)
3. Draft Government Ordinance “On the Approval of Conditions for Activities Using Organic Solvents”
4. Draft Government Ordinance “On the Approval of the BAT Conclusions for Cement, Lime, and Magnesium Oxide Production”
5. Draft Government Ordinance “On the Approval of the BAT Conclusions for Iron and Steel Production”
6. Draft Government Ordinance “On the Approval of the BAT Conclusions for Intensive Rearing of Poultry or Pigs”
7. Draft Ministerial Order “On the Approval of the Application and Permit Templates for Integrated Environmental Permits”
8. Draft Government Ordinance “On Amendments to the Government Ordinance No. 17 of 3 January 2014 on the Approval of Environmental Technical Regulations”

The inception report also envisioned the development of a concordance table between the Georgian legislative drafts and corresponding EU legal instruments. However, during implementation, it was clarified that the current legislative framework does not require the development of such a table for Government Ordinances.

Detailed information on how the findings and recommendations from the comparative analysis and stakeholder consultations were incorporated into the secondary legislation is presented in the table below.

5.1. Issues Incorporated into Secondary Legislation Under the Project Assignment

No	Description	Activities Carried Out Within the Scope of the Project Assignment
1	<p><u>Legal and Regulatory Framework/Alignment with EU Standards and ELVs</u></p> <p>The draft by-laws largely align with the EU Industrial Emissions Directive (IED) in terms of scope, applicability, and technical provisions. While most ELVs align with BAT-AELs, certain deviations persist, particularly in the areas of sulphur dioxide (SO₂), nitrogen oxides (NO_x), heavy metals, and volatile organic compounds (VOCs).</p> <p>BAT principles have been incorporated into emission limits and operational conditions for Large Combustion Plants, Waste Incineration and Co-Incineration Plants, Organic Solvent Use, Cement, Lime, and Magnesium Oxide Production, Iron and Steel Production, and Intensive Rearing of Poultry or Pigs. However, this applies only to draft by-laws, which will be developed on the basis of the BATCs. Further development is needed for the existing draft legislation in this regard.</p> <p>Ensure consistent and precise terminology in all legislative texts, including definitions of capacity, activity classification, and compliance mechanisms. Define technical and procedural terms more precisely and ensure alignment between the Law and secondary legislation, especially regarding enforcement mechanisms and permitting criteria. Include transitional clauses that permit the phased adoption of BAT requirements, especially for existing plants with outdated infrastructure.</p>	<p>The principles of BAT and ELVs, the relevant terminology, compliance mechanisms, and all other issues listed in the second column have been reflected in the following draft secondary legislative acts:</p> <ul style="list-style-type: none"> ✓ Draft Government Ordinance “On the Approval of the Technical Regulation for Large Combustion Plants” (includes a section on the BAT Conclusions for Large Combustion Plants) ✓ Draft Government Ordinance “On the Approval of the Technical Regulation for Waste Incineration and Co-incineration Plants” (includes a section on the BAT Conclusions for Waste Incineration) ✓ Draft Government Ordinance “On the Approval of Conditions for Activities Using Organic Solvents” ✓ Draft Government Ordinance “On the Approval of the BAT Conclusions for Cement, Lime, and Magnesium Oxide Production” ✓ Draft Government Ordinance “On the Approval of the BAT Conclusions for Iron and Steel Production” ✓ Draft Government Ordinance “On the Approval of the BAT Conclusions for Intensive Rearing of Poultry or Pigs” ✓ Draft Ministerial Order “On the Approval of the Application and Permit Templates for Integrated Environmental Permits”
2	<p><u>Monitoring, Compliance, and Reporting</u></p> <p>CEMS are mandated for major pollutants. Minimum requirements for soil and groundwater monitoring are in line with EU IED.</p>	<p>The reporting obligation has been reflected in the following draft secondary legislative acts:</p> <ul style="list-style-type: none"> ✓ Draft Government Ordinance “On the Approval of the

№	Description	Activities Carried Out Within the Scope of the Project Assignment
	<p>Reporting obligations vary across sectors, with inconsistencies in public disclosure requirements, leaving room for further improvements.</p>	<p>Technical Regulation for Large Combustion Plants” (includes a section on the BAT Conclusions for Large Combustion Plants)</p> <ul style="list-style-type: none"> ✓ Draft Government Ordinance “On the Approval of the Technical Regulation for Waste Incineration and Co-incineration Plants” (includes a section on the BAT Conclusions for Waste Incineration) ✓ Draft Government Ordinance “On the Approval of Conditions for Activities Using Organic Solvents” <p>In general, the reporting provisions of the Law of Georgia on Industrial Emissions will apply to the following secondary legislative acts:</p> <ul style="list-style-type: none"> ✓ Draft Government Ordinance “On the Approval of the BAT Conclusions for Cement, Lime, and Magnesium Oxide Production” ✓ Draft Government Ordinance “On the Approval of the BAT Conclusions for Iron and Steel Production” ✓ Draft Government Ordinance “On the Approval of the BAT Conclusions for Intensive Rearing of Poultry or Pigs” ✓ Draft Ministerial Order “On the Approval of the Application and Permit Templates for Integrated Environmental Permits”
3	<p>Energy Efficiency and OTNOC</p> <p>Energy efficiency requirements are not uniformly addressed across all sectors, despite BATCs’ emphasis on heat recovery, fuel efficiency, and carbon reduction.</p> <p>In case of draft by-laws, OTNOC provisions, including startup and shutdown emissions management, require clearer regulatory mandates</p>	<p>Issues related to energy efficiency and OTNOC (Other Than Normal Operating Conditions) have been reflected in the following draft secondary legislative acts:</p> <ul style="list-style-type: none"> ✓ Draft Government Ordinance “On the Approval of the Technical Regulation for Large Combustion Plants” (includes a section on the BAT Conclusions for Large Combustion Plants)

No	Description	Activities Carried Out Within the Scope of the Project Assignment
	to ensure pollution control during transient operational phases.	<ul style="list-style-type: none"> ✓ Draft Government Ordinance “On the Approval of the Technical Regulation for Waste Incineration and Co-incineration Plants” (includes a section on the BAT Conclusions for Waste Incineration) ✓ Draft Government Ordinance “On the Approval of Conditions for Activities Using Organic Solvents” ✓ Draft Government Ordinance “On the Approval of the BAT Conclusions for Cement, Lime, and Magnesium Oxide Production” ✓ Draft Government Ordinance “On the Approval of the BAT Conclusions for Iron and Steel Production” ✓ Draft Government Ordinance “On the Approval of the BAT Conclusions for Intensive Rearing of Poultry or Pigs” ✓ Draft Ministerial Order “On the Approval of the Application and Permit Templates for Integrated Environmental Permits”
4	<p><u>Public Participation and Transparency</u></p> <p>Public access to environmental data and consultation mechanisms are well-integrated into the permitting procedures defined by Law. However, stakeholder engagement is not explicitly addressed in some draft by-laws. Therefore, further clarification is needed, including explicit references to the relevant legal provisions of the Law.</p>	<p>Clear references to the relevant legal provisions of the Law have been incorporated into the following draft secondary legislative acts:</p> <ul style="list-style-type: none"> ✓ Draft Government Ordinance “On the Approval of the Technical Regulation for Large Combustion Plants” (includes a section on the BAT Conclusions for Large Combustion Plants) ✓ Draft Government Ordinance “On the Approval of the Technical Regulation for Waste Incineration and Co-incineration Plants” (includes a section on the BAT Conclusions for Waste Incineration) ✓ Draft Government Ordinance “On the Approval of Conditions for Activities Using Organic Solvents”
5	<u>Permit Review and Renewal</u>	The relevant provisions and/or clear references to the

№	Description	Activities Carried Out Within the Scope of the Project Assignment
	<p>Mechanisms for permit/registration review and renewal require further clarification for by-laws, particularly regarding periodic BAT updates and compliance reviews.</p>	<p>corresponding legal provisions of the Law have been incorporated into the following draft secondary legislative acts:</p> <ul style="list-style-type: none"> ✓ Draft Government Ordinance “On the Approval of the Technical Regulation for Large Combustion Plants” (includes a section on the BAT Conclusions for Large Combustion Plants) ✓ Draft Government Ordinance “On the Approval of the Technical Regulation for Waste Incineration and Co-incineration Plants” (includes a section on the BAT Conclusions for Waste Incineration) ✓ Draft Government Ordinance “On the Approval of Conditions for Activities Using Organic Solvents”
6	<p><u>New and Existing Activities/Installations</u></p> <p>The lack of differentiation between new and existing plants/installations, particularly for large combustion plants (LCPs) and waste incineration/co-incineration plants (for which both by-laws and BATCs are available), complicates the updating and finalisation of existing regulatory acts.</p>	<p>The relevant provisions have been incorporated into the following draft secondary legislative acts:</p> <ul style="list-style-type: none"> ✓ Draft Government Ordinance “On the Approval of the Technical Regulation for Large Combustion Plants” (includes a section on the BAT Conclusions for Large Combustion Plants) ✓ Draft Government Ordinance “On the Approval of the Technical Regulation for Waste Incineration and Co-incineration Plants” (includes a section on the BAT Conclusions for Waste Incineration) ✓ Draft Government Ordinance “On the Approval of Conditions for Activities Using Organic Solvents” ✓ Draft Government Ordinance “On the Approval of the BAT Conclusions for Cement, Lime, and Magnesium Oxide Production” ✓ Draft Government Ordinance “On the Approval of the BAT Conclusions for Iron and Steel Production”

№	Description	Activities Carried Out Within the Scope of the Project Assignment
		<ul style="list-style-type: none"> ✓ Draft Government Ordinance “On the Approval of the BAT Conclusions for Intensive Rearing of Poultry or Pigs” ✓ Draft Ministerial Order “On the Approval of the Application and Permit Templates for Integrated Environmental Permits”
7	<p><u>Technical update of legislation</u></p> <p>In addition to the above, a technical update of the text of by-laws and legislative references is necessary to reflect the current structure of the Ministry and competent authorities, as well as to include a definition of terms. Furthermore, all by-laws should be aligned with the most recent version of the Law and the EAC.</p>	<p>All draft secondary legislative acts have been duly revised and updated</p>
8	<p><u>Phased Implementation Strategy</u></p> <p>Introduce a phased timeline for the enforcement of BAT-AELs, prioritising new installations and allowing existing plants a defined adjustment period. This approach should ensure full compliance with BAT-AELs within a realistic and enforceable medium-term framework.</p> <p>Extend technical requirements to installations currently outside Annex I, where environmental risks exist (e.g., solvent-using operations, small-scale incinerators, auxiliary dusty activities, such as mineral materials crushing, sieving, etc.).</p>	<p>The timelines for the phased implementation of obligations have been reflected in the following draft secondary legislative acts:</p> <ul style="list-style-type: none"> ✓ Draft Government Ordinance “On the Approval of the Technical Regulation for Large Combustion Plants” (includes a section on the BAT Conclusions for Large Combustion Plants) ✓ Draft Government Ordinance “On the Approval of the Technical Regulation for Waste Incineration and Co-incineration Plants” (includes a section on the BAT Conclusions for Waste Incineration) ✓ Draft Government Ordinance “On the Approval of Conditions for Activities Using Organic Solvents” ✓ Draft Government Ordinance “On the Approval of the BAT Conclusions for Cement, Lime, and Magnesium Oxide Production” ✓ Draft Government Ordinance “On the Approval of the BAT Conclusions for Iron and Steel Production” ✓ Draft Government Ordinance “On the Approval of the BAT

№	Description	Activities Carried Out Within the Scope of the Project Assignment
		<p style="text-align: center;">Conclusions for Intensive Rearing of Poultry or Pigs”</p> <p>Technical requirements have been defined for activities falling outside the scope of Annex I of the Law, including through the revised draft Government Ordinance 'On Amendments to the Ordinance of the Government of Georgia No. 17 of 3 January 2014 on the Approval of Environmental Technical Regulations' (developed by the Ministry's Ambient Air Division)</p>
9	<p><u>Needs for further clarification</u></p> <p>Additional important issues requiring a decision by the Ministry/NEA remain unaddressed in the draft by-laws. These include the choice between the use of Transitional National Plans for existing LCPs versus the establishment of ELVs, the distinction between permitting procedures and registration requirements for installations/activities using organic solvents, and the appropriate permitting framework for waste incineration and co-incineration plants operating below the Annex I capacity thresholds, etc. Clarifying these issues during the stakeholder consultation stage is essential for ensuring a comprehensive and effective update of the legislation.</p>	<p>Technical requirements have been defined for activities falling outside the scope of Annex I of the Law, including through the revised draft Government Ordinance 'On Amendments to the Ordinance of the Government of Georgia No. 17 of 3 January 2014 on the Approval of Environmental Technical Regulations' (developed by the Ministry's Ambient Air Division).</p> <p>The only issue that remains open concerns the Ministry's choice between applying Transitional National Plans (TNPs) or setting ELVs for existing Large Combustion Plants (LCPs).</p>

6. Implementation Strategy for the Revised Legislation

Based on the findings of this analysis and stakeholder feedback, the following recommendations are proposed to support the effective implementation of the Industrial Emissions Law and its secondary legislation.

This roadmap outlines the key steps required to effectively implement and enforce the Law on Industrial Emissions by its scheduled entry into force on 1 September 2026 and beyond. The roadmap integrates legislative, institutional, technical, and stakeholder-oriented actions to ensure full alignment with EU Directive 2010/75/EU, including the integration of Best Available Techniques (BAT) and associated environmental performance standards.

6.1. Priority Recommendations for Continued Improvement

1. Formalise Stakeholder Participation - Institutionalise public and private sector involvement through advisory councils, consultation platforms, and policy dialogue forums.
2. Introduce Incentive Mechanisms - Explore and pilot financial incentives such as tax relief, access to green loans, and co-financing schemes for BAT implementation.
3. Strengthen Inter-agency Coordination - Improve horizontal coordination among permitting, enforcement, monitoring, and municipal authorities.
4. Enhance Public Communication and Access to Information – Improve the capacity of EIEC and municipalities to lead awareness campaigns and create accessible educational materials for operators and stakeholders.
5. Evaluate Enforcement Feasibility - Use pilot permit evaluations to test the feasibility of ELVs, technical standards, and monitoring capacities before full-scale enforcement.

6.2. Roadmap for Further Improvements and Implementation Strategy (2025–2029)

№	Phase	Timeline	Key Activities	Lead Actors	Expected Outcomes
1	Finalisation of Legal Framework	Q2 2025 – Q3 2025	<ul style="list-style-type: none"> - Final revision and adoption of secondary legislation (by-laws) reviewed in the framework of the project assignment 	MEPA, DES, EIEC, Legal Drafting Group, Legal Advisors and/or Assignment Consultant	Legally robust and coherent secondary legislation ready for adoption
		Q2 2025 – Q3 2028	<ul style="list-style-type: none"> - Translation and proofreading of the relevant BAT Conclusions, along with the development of corresponding secondary legislation, including the creation of a concise glossary of technical terms 		
2	Institutional Capacity Building	Q3 2025 – Q2 2026	<ul style="list-style-type: none"> - Develop and implement a comprehensive training programme for permit-writers, inspectors, operators and public officials on BATs, BREFs, and enforcement procedures. - Expand the mandates and resources of key institutions (e.g., Department of Environmental Supervision, EIEC, NEA). - Establish or enhance dedicated technical units for integrated permitting and compliance oversight - Translation and dissemination of relevant BATC and BREF documents - Develop BAT-based guidance notes and sector-specific checklists - Upgrade monitoring and permit evaluation systems, including establishing or enhancing national laboratories with the capacity to monitor industrial emissions, including dioxins, heavy metals, volatile organics, etc., in line with BAT requirements 	NEA, MEPA, EIEC, DES and/or Assignment Consultant	Strengthened institutional capacity for implementation and enforcement
3	Stakeholder Support and Technical Guidance	Q3 2025 – Q2 2026	<ul style="list-style-type: none"> - Develop or support the sector-specific technical guidelines (e.g. sector-specific compliance checklists, procedural maps, and practical implementation guides) - Create BAT implementation templates and monitoring protocols 	EIEC, NGOs, Sectoral Experts, Industry and/or Assignment Consultant	Improved understanding of obligations and compliance tools across sectors

№	Phase	Timeline	Key Activities	Lead Actors	Expected Outcomes
			<ul style="list-style-type: none"> - Organise workshops for industry and consultancies - Institutionalise multi-stakeholder dialogue mechanisms within the permitting process (e.g., advisory councils, digital comment platforms), including mechanisms for early and continuous stakeholder consultation. - Involve consultancy companies in policy discussions and training efforts, recognising their role in permit preparation - Promote municipalities to organise public hearings and promote transparency at the local level - Assess and introduce incentive-based tools (e.g., tax reliefs, grants, low-interest loans) for industries adopting BATs or upgrading monitoring systems 		
4	Digital Infrastructure Development	Q3 2025 – Q2 2026	<ul style="list-style-type: none"> - Launch digital permitting and data disclosure platform - Develop feedback mechanisms for stakeholders - Ensure public access to permitting and monitoring information via digital platforms 	MEPA IT Department, EIEC, NEA	Transparent, efficient, and participatory permitting and monitoring system
5	Phased Enforcement Strategy	Q3 2026 – Q1 2029	<ul style="list-style-type: none"> - Gradual enforcement of BAT-AELs: <i>New installations:</i> full compliance from 2026 <i>Existing plants:</i> transitional ELVs until 2029 - Pilot implementation of permits using updated legislation - Establish compliance monitoring protocols - Assess operator readiness and institutional bottlenecks - Fine-tune procedures and templates 	NEA, DES	Practical, risk-based enforcement with flexibility for existing operators
6	Monitoring, Review, and Adjustment	Q3 2026 – Q3 2027	<ul style="list-style-type: none"> - Annual progress reporting and compliance gap assessment - Adjustment of enforcement timelines based on findings 	NEA, Donor Support, Stakeholders	Adaptive implementation with responsive governance

№	Phase	Timeline	Key Activities	Lead Actors	Expected Outcomes
			<ul style="list-style-type: none"> - Evaluate early implementation challenges - Conduct performance and compliance audits - Update regulations and support tools based on feedback - Monitor implementation progress through regular reviews and adapt support accordingly 		

7. Risk Assessment

This risk assessment identifies and evaluates key risks associated with the phased implementation of Georgia’s updated industrial emissions legislation, scheduled to enter into force in 2026. It is designed to ensure proactive management of potential obstacles that may arise during each stage of the roadmap, from legal framework finalisation and institutional capacity building to phased enforcement and monitoring. By assessing the impact and potential consequences of each risk and proposing targeted mitigation measures, this analysis supports effective implementation, institutional resilience, and long-term regulatory compliance with EU environmental standards.

‘Phase’ describes the specific stage of the enforcement roadmap (e.g., Legal Framework Finalisation, Capacity Building, etc.). ‘Risk Description’ identifies potential challenges or threats that may hinder successful implementation at that phase. ‘Severity’ indicates the potential impact of the risk if it materialises, usually categorised as Low, Medium, or High. ‘Risk Consequences’ explains the likely negative outcomes if the risk occurs (e.g., delays, non-compliance, legal gaps, stakeholder confusion), while ‘Mitigation Measures’ lists recommended actions or strategies to prevent, reduce, or respond to the risk effectively.

Phase	Risk Description	Impact	Risk Consequences	Mitigation Measures
Finalisation of Legal Framework	Delays in finalising and adopting secondary legislation	High	Missed deadlines; delayed overall implementation	Early legal review and stakeholder validation; assign a dedicated legal coordination team; Involve legal experts throughout the process
Finalisation of Legal Framework	Incomplete translation and alignment of BATCs; Delays in legal drafting and adoption	Medium	Inconsistent legal transposition; regulatory gaps	Engage bilingual experts; conduct peer reviews of translations; Establish clear legal drafting timelines and responsibilities
Institutional Capacity Building	Insufficient funding or human resources; Limited availability of technical experts; Delayed procurement of monitoring equipment	High	Weak enforcement and permitting; legal non-compliance	Secure early donor or state funding; Launch parallel recruitment and training programmes; Coordinate with international technical partners; Long-term HR planning
Stakeholder Support and Technical Guidance	Lack of industry engagement or misunderstanding of obligations; Low engagement from municipalities; Limited uptake of support mechanisms; Inadequate technical guidance	Medium	Low compliance rates; resistance to change	Early engagement with sectors; Develop clear, sector-specific guidance tools; Incentivise feedback and use of tools; Regular information sessions

Phase	Risk Description	Impact	Risk Consequences	Mitigation Measures
Digital Infrastructure Development	Delays in platform development or technical failures; Technical integration issues; Limited stakeholder access or digital literacy	High	Reduced transparency and stakeholder access	Involve IT experts early; Pilot platform with selected users; Ensure multi-platform accessibility and training
Phased Enforcement Strategy	Resistance from operators to stricter ELVs; Poor coordination between permitting and enforcement bodies	Medium	Legal disputes; reduced compliance	Implement industry consultation cycles; Allow flexible, transparent transitional compliance mechanisms; Monitor readiness; Improve coordination between permitting and enforcement bodies
Monitoring, Review, and Adjustment	Inadequate feedback loops and data collection; Ineffective monitoring systems; Delays in adaptive regulatory updates	Medium	Missed opportunities for adjustment; flawed implementation	Integrate performance indicators from the outset; Conduct third-party audits; Regularly revise legal/technical materials