



Fostering energy markets, empowering **consumers**.

CEER 2024 Work Programme

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1. Introduction

1.1. What is CEER?

The Council of European Energy Regulators (CEER) is the European association of energy national regulatory authorities (NRAs). CEER supports the important work of NRAs to foster a sound European regulatory framework. CEER does this by developing good practices in energy regulation and sharing experience including through training, workshops and international collaboration with other regulatory bodies within and outside of Europe. CEER champions the development of competitive and innovative markets in the public interest through robust, independent regulation. For more information about CEER and our work, please visit our website www.ceer.eu.

1.2. CEER as a valued partner

CEER (as a voluntary association) has the freedom to develop bold, forward-looking European visions and solutions in the public interest. The experiences shared and nourished within CEER help inform the policy cycle and ultimately help Europe's energy NRAs and the EU Agency for the Cooperation of Energy Regulators (ACER) in working on behalf of the energy consumer.

CEER cooperates closely with ACER and our respective work complements and strengthens one another's roles. ACER has a legislative mandate and responsibilities related to the cross-border regulatory framework for the effective operation of Europe's Internal Energy Market (IEM). CEER's activities are covered by its 30 members – the regulators from the EU, two European Economic Area (EEA Member States), and the United Kingdom (Great Britain) – and nine European NRAs acting as Observers. CEER is on the frontline of delivering the IEM in important areas which extend beyond ACER's mandate, and in respect of implementing and enforcing EU-wide rules at the national level.

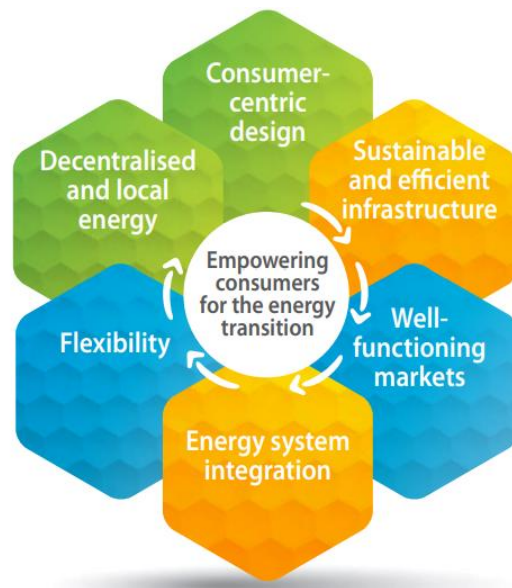
CEER will continue to be active in supporting the European institutions to further develop and implement measures to enhance the IEM. We anticipate that the CEER Work Programme for 2024 may need to be further adapted to take account of these expected developments. The changes will bring considerable benefits from a consumer, environmental and economic perspective.

2. “Empowering Consumers for the Energy Transition” Strategy (2022 - 2025)

Each year, CEER publicly consults on its Work Programme for the year ahead and CEER wishes to thank the respondents who provided their input to this year’s Programme. All work items are related to areas of CEER’s “[Empowering Consumers for the Energy Transition](#)” strategy. CEER provides its views on the stakeholders’ comments in the [Evaluation of Responses](#) document which is published together with this Work Programme.

The *regulatory dimensions* of CEER’s “Empowering consumers for the energy transition” Strategy for the period 2022-2025 are **energy system integration, consumer-centric dynamic regulation and well-functioning markets**.

Drawing on these three regulatory dimensions, CEER presents its multi-dimensional **Energy Transition Strategy**. To make the principles more concrete and implementable, each of the three regulatory dimensions consists of two core areas, resulting in a total of six core areas, as presented in the figure below. The colour-coded hexagons illustrate the three interrelated dimensions, each split into two aspects, and represent regulators’ ambition to work in a holistic way.



The CEER Strategy ensures that by following proven regulatory principles regulators adapt and apply best regulatory practices consistently across Europe contributing to more integrated markets for the benefit of all European citizens.

2.1. Energy system integration

CEER is strongly committed to contributing to the debate on the most appropriate solutions to promote decarbonisation while delivering sustainable, secure, and affordable energy for all European consumers. The European Green Deal¹ has set a series of ambitious targets and has led us to push forward an integrated vision of the energy system to support this path towards decarbonisation. Indeed, decarbonisation will require greater interaction between sectors (e.g., gas and electricity, and also heating/cooling, transport and industry) to identify low-carbon processes at least cost.

¹ https://ec.europa.eu/info/strategy/priorities-2019-2024/european-green-deal_en

CEER has identified two core areas for this work:

- Energy system integration, in terms of concrete and practical policies and actions; and
- Sustainable and efficient infrastructure, considering its specificities and the challenges in promoting its effective integration.

2.2. Consumer-centric dynamic regulation

The transformation of EU energy markets to tackle climate change will require profound changes to our economy. It will significantly influence the way we use and interact with energy in our everyday life, such as heating and cooling our homes, cooking our food and fuelling our cars, and the way in which we engage with energy markets.

Empowered and protected energy consumers, as well as well-functioning retail markets that bring benefits to consumers, have been a major priority for CEER for many years. The green transition will create new opportunities and challenges for Europe's energy consumers and will therefore remain a very important policy area for CEER in the years to come.

Realising the multi-dimensional and interwoven nature of the many issues that lie ahead for the energy system and for consumers, CEER has grouped consumer issues under two core areas:

- Consumer-centric design; and
- Decentralised and local energy.

2.3. Well-functioning markets

Sustainable consumption and production are fundamental objectives, and decentralised (or distributed) energy will have a key role to play in achieving this ambition. Making the energy system on all levels more flexible to cope with an increasing share of intermittent renewable generation requires a market-based approach, i.e. setting the regulatory framework in such a way that it enables markets to work properly and competition, thus ensuring efficient price signals are sent to suppliers and users alike.

CEER has identified two core areas for this work:

- Well-functioning markets, recalling the main principles of markets open to competition; and
- Flexibility, looking at the distribution level in particular.

3. CEER work areas in 2024

The CEER 2024 Work Programme (WP) comprises 18 public work items that consist of three activities (conferences) and 15 deliverables (reports). The work items are derived from the Energy Transition Strategy outlined above.

The CEER Strategy is in line with the commitments for European decarbonisation in an integrated way by 2050 and the majority of the proposed items demonstrate this through their relevance to our Strategy.

The 2024 WP prolongs actions that were undertaken by CEER in 2023. While remaining aligned with the CEER Strategy, CEER takes into consideration the current situation in the energy sector and has therefore reoriented the priorities for its 2024 WP accordingly.

As the association of European energy regulators, CEER will continue to assist NRAs in enhancing their capability to fulfil their individual responsibilities to implement a competitive, sustainable and secure energy market in Europe. There will be reports, status reviews, conferences, events and training courses dedicated to regulatory issues. We will continue to promote competitive retail markets. This is the way forward to a competitive, sustainable, and secure energy market in Europe.

The 2024 Work Programme has been built in order to accurately reflect the extraordinary events which are having a prolonged effect on the energy sector, including the long-term challenges posed by the climate crisis and its far reaching consequences. Additionally, the energy crisis in Europe which stemmed from political and other factors, is still an ongoing concern. European energy regulators recognise the challenges these events continue to pose for regulation and reiterate their commitment to be part of the solution.

Furthermore, from a cross-sectoral perspective, CEER continues to consider how the regulatory framework should evolve dynamically to keep pace with the repercussions of the recent energy crisis and other changes impacting the energy system.

CEER will, as always, monitor developments in cybersecurity, particularly those relevant for the energy sector and NRAs.

Consumers and retail markets remain an ongoing priority in 2024. A part of the 2024 WP is therefore dedicated to consumer protection and empowerment and to well-functioning and competitive retail markets with an emphasis on enabling consumers to engage more effectively in energy markets and energy regulatory issues. As in previous years, CEER will hold its flagship Customer Conference to address these matters.

CEER will continue to engage in international relations with the objective of becoming a natural link to Europe for non-EU regulators while enhancing relations with regulatory associations. Regional cooperation is a priority for CEER, as outlined in its updated [International Strategy](#). Therefore, CEER continues to enhance and deepen its integration with its neighbours on security of supply as well as on the legal and regulatory framework. CEER will pursue and strengthen links with Eastern Europe and the Caucasus Region as well as with the Mediterranean region to promote a collective understanding of energy and regulatory issues. CEER has an active cooperation agreement with the Energy Community Regulatory Board (ECRB) and the Association of Mediterranean Energy Regulators (MEDREG) and will seek a structured approach to cooperate with African regulators and associations. CEER is also an

active member of the International Confederation of Energy Regulators (ICER).

3.1. Energy system integration

In 2024, in order to support the achievement of efficient and well-functioning integration across energy carriers CEER will accompany the Hydrogen and Decarbonised Gas Market Package through the legislative process.

CEER's work on gas and electricity will be in large part related to the recent energy crisis as well as decarbonisation, and both sectors will continue to work in an integrated way.

Based on its previous work, CEER will present a report with an updated overview of the key design elements of different approaches to Renewable Energy Sources (RES) applied in most European countries.

3.2. Consumer-centric dynamic regulation

CEER will cooperate with ACER to deliver a comprehensive monitoring report on the development of Europe's wholesale and retail markets in electricity and natural gas. This joint ACER-CEER monitoring report is an established annual activity and a key reference work for the European Commission, EU agencies, national policymakers, and other stakeholders.

In light of the recent crisis/high prices in the energy sector, CEER will prepare a report on consumer empowerment and protection that evaluates crisis metrics, focusing on lessons learned in order to improve retail markets and consumer protection.

Finally, CEER will look into Facilitation and challenges of decentralised energy, energy sharing and energy communities with a special focus on (residential) rooftop solar Photovoltaic systems (PV).

3.3. Well-functioning markets

CEER understands that Regulating European LNG terminals in a harmonised way is crucial to well-functioning markets. Therefore, adopting a common position of European NRAs on the regulation of LNG terminals in the context of the Hydrogen and Gas Market Decarbonisation Package is important.

Moreover, CEER plans to keep following up on Financial Regulation and the links to the Regulation (EU) on wholesale energy market integrity and transparency (REMIT), considering the experience gained in this field by energy regulators.

Finally, CEER will continue to deliver a general overview of the implemented national energy regulatory regimes, efficiency developments, and analyses of the overall determination of capital costs with the publication of its Regulatory Frameworks Report.

4. CEER Work Programme 2024 – Results

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
Customers and Retail Markets	Report on Consumer Empowerment and Protection during and after crisis (scenarios)	In light of the recent crisis scenarios in the energy sector, this deliverable will focus on the immediate and long-term effects on consumers and energy retail markets. The report aims to identify measures and strategies to protect consumers during crisis scenarios, discuss options and lessons learned, and evaluate measures to facilitate the evolution of retail markets and consumer protection. The report will reflect on the advantages and disadvantages of different crisis management instruments and identify regulatory measures to (re)build consumer trust in a liberalised energy market.	Consumer-centric design	Q4 2023	Q3 2024	D
Customers and Retail Markets	ACER-CEER Energy Retail Markets and Consumer Protection Report	This annual ACER-CEER Market Monitoring Report aims to monitor consumer empowerment and retail markets developments across Europe. CEER will cooperate with ACER to deliver a comprehensive monitoring report to the European Parliament, investigating progress on the national implementation of European legislation focusing on consumer protection and empowerment, as well as the consumer experience in European energy markets. The report will include detailed insights on retail market developments, such as prices, price regulation measures and market structures, as well as relevant and new consumer issues such as energy poverty and active energy consumption. The primary data source for the report consists of the CEER national indicators and respective surveys. Beyond presenting the key results of our assessment of the functioning of the Internal Energy Market (IEM) in 2022, the MMR also contains recommendations on how to address the remaining identified barriers to the completion of the IEM.	Consumer-centric design	Q4 2023	Q3 2024	D

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
Customers and Retail Markets & Distribution Systems	Facilitation and challenges of decentralised energy, energy sharing and energy communities with special focus on (residential) rooftop solar PV	The European Commission recently proposed a regulation to improve the EU's electricity market design that emphasises the importance of energy sharing to shield consumers from price increases and price volatility. This report will present case studies and best practices on regulatory frameworks for energy sharing and consumers' widespread access to collective consumption through energy communities. Furthermore, with respect to the latest emission and renewable targets and the EU Solar Strategy (as in the European Solar Rooftops Initiative), the proliferation of residential rooftop solar PV will continue. In turn, grid management challenges will increase, while at the same time creating opportunities for active customers. This report intends to analyse several of the regulatory challenges arising in this milieu and identify best practices for Member States, as well as third countries.	Consumer-centric design	Q1 2024	Q4 2024	D
Customers and Retail Markets	Review of the metrics in CEER's 2017 Handbook for National Energy Regulators in the light of the CEP implementation	CEER acknowledges the fact that the 2017 Handbook for National Energy Regulators and its metrics are dynamic by nature since legislation evolves as well as national circumstances. CEER will look into reviewing the metrics periodically and will propose updates or changes and/or definitions when necessary. In particular, CEER will verify whether the metrics have to be adjusted or complemented considering that most of the acts under the Clean Energy for All Europeans Package (CEP) have entered into force.	Well-functioning markets	2023	Q4 2024	D
Gas	How to implement the Gas Package in relation to LNG issues	CEER will analyse the different possibilities for the implementation of the Gas Decarbonisation Package, that is expected to be published in 2023. Tariffs discounts, exempted vs. regulated terminals and transparency issues will be addressed, among others. Best practices at different terminals will be analysed.	Well-functioning markets	Q1 2024	Q4 2024	D

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
Gas	Accompanying the Hydrogen and Decarbonised Gas Market Package through the legislative process	CEER will continue to accompany the Hydrogen and Decarbonised Gas Market Package's legislative process and react jointly to proposals introduced by the European institutions. According to the different stages of legislative development, CEER will continue engaging in discussing the proposals, and will provide an assessment of the final provisions and their impact on NRAs activities.	Energy System Integration	2023	2024	D
Gas	How to implement the Gas Package in relation to the regulation of hydrogen and biomethane	CEER will analyse the different possibilities for the implementation of the Gas Decarbonisation Package, that is expected to be published in 2023. Among the main issues, tariffs discounts, unbundling and certification will be addressed.	Well-functioning markets	Q1 2024	Q4 2024	D
Gas	Regulatory pathways for long term energy storage	The activity is a follow-up of the study released in 2022, it will include recent developments, particularly those regarding flexibility assessment and regulatory options for gaseous storage.	Flexibility	Q1 2024	Q4 2024	D
Market Integrity and Transparency	Financial Regulation and the links to REMIT	Gas and electricity markets have their own dedicated regulation to address market abuse and transparency – the REMIT. Recently, there have been some attempts to revise the existing legislation in a restrictive way and replace energy regulators with financial regulators in supervisory tasks for the concerned products. CEER has publicly stated that this would be inappropriate, inconsistent, and inefficient considering the experience gained in this field by energy regulators. NRAs must regularly coordinate with national and European financial regulatory authorities to ensure proper energy market functioning from a regulatory perspective. Moreover, the recent increases in wholesale electricity and gas prices, as well as in Co2 emission certificates, led to increased margin requirements by Clearing Houses, potentially precipitating supplier insolvencies. CEER will continue to monitor this situation to ensure proper market functioning.	Well-functioning markets	Q1 2024	Q4 2024	A

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
Electricity	Biennial RES Status Review of Renewable Support Schemes in Europe	This document will cover data for 2022 and 2023 and will form the latest update to the regular biennial CEER Status Review of Renewable Energy Support Schemes in Europe. These documents collect comparable data on RES support in Europe (e.g., by technology and support type).	Consumer centric design; sustainable and efficient infrastructure; well-functioning markets; energy system integration; flexibility; decentralised and local energy	Q2 2024	Q1 2025	D
Distribution Systems	Incentives in regulatory frameworks with a focus on OPEX-CAPEX neutrality	In the context of increased needs for distribution infrastructure investments, namely related to the challenge to connect, in a timely manner, a diverse range of new technologies (e.g. decentralised, intermittent RES on the generation side, EV, heat pumps and storage on the demand side) and grid users (e.g. self-consumption and energy communities), what can the regulator do through incentives to ensure that networks do not become a bottleneck for the energy transition, while maintaining an economic rationale for grid investments? The paper would aim to firstly build on a previous CEER Conclusions Paper on incentives schemes for distribution network regulation with a focus especially on CAPEX-OPEX neutrality in regulatory frameworks but identify also other emerging issues such as incentives for the timely connection of new grid users. The paper would then outline the current status of Member States' regulatory frameworks in terms of the aforementioned emerging issues. Based on existing case studies, remarks would be drawn on possible solutions to ensure CAPEX-OPEX neutrality and successful implementation of other incentives in different revenue frameworks.	Sustainable and efficient infrastructure Decentralised and local energy Flexibility	Q1 2024	Q4 2024	D
Distribution Systems	NRA's approach to DSO flexibility procurement, justifications for derogations from Article 32 and valuation of flexibility in non-market based approaches	Increasingly, many aspects of DSOs' activities are influenced by or depend on the existence of well-functioning flexibility markets. As Member States are transposing the EU Directive on electricity (2019/944), they need to take into consideration Article 32 on incentivising DSOs to use flexibility services, with a preference for market-based mechanisms. At the same time, markets for flexibility are in their infancy in many Member States which may call for derogations	Flexibility Sustainable and efficient infrastructure Well-functioning markets	Q1 2024	Q4 2024	D

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
		<p>from the preferred market-based approach. A non-market-based approach also means that specific flexibility lacks a market-based value.</p> <p>This paper builds on previous CEER papers and aims to first review the current status of regulatory approaches to DSO flexibility procurement and then establish potential criteria for justifying derogations from Article 32. Finally, this paper aims to outline the various ways NRAs and DSOs could establish a monetary value on flexibility for cases that cannot be determined in a market-based manner, especially in the context of the value for flexibility arising from the avoided grid reinforcement costs.</p>				
Regulatory Benchmarking	Guidelines of Good Practice on Regulatory Impact Assessment	The objective of this paper is to develop a set of Guidelines on Regulatory Impact Assessment (RIA). It will use the results of the Benchmarking Report on RIA Methodologies to share best practices and to create a common frame of reference on the subject for European regulators.	Consumer-centric design; Sustainable and efficient infrastructure; Well-functioning markets; Flexibility.	2023	2024	D
Regulatory Benchmarking	State of play of NRA's independence in a multi-sectoral environment	<p>CEER has a long tradition of investigating NRA independence, which it also aims to champion and strengthen. This goal is concomitant with reports on regulators' tasks and duties, resources, accountability etc. Simultaneously, it is revealed that regulatory models differ substantially at the national level, and that NRAs are given an increasing amount of (diverse) tasks in EU and national legislation. CEER can now take things a step further and dive into the areas that are outside their 'core' regulatory tasks listed in the Electricity and Gas Directives. How is the issue of independence handled in multi-sector regulators? Which tasks apart from those in the Directives do CEER members have, and how is independence handled in connection with these tasks?</p> <p>This forthcoming report aims to present an informative compendium of the diverse models identified through CEER. It will relate the underlying processes of independence in the context of national tasks. It is important to note that the report will not seek to offer</p>	Energy System Integration	2023	2024	D

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
		recommendations or guidance, but rather will strive to provide a factual portrayal of the situation.				
CEER Secretariat	CEER Annual Conference	Almost every year since 2012, CEER organises this major event, which serves as a forum for industry, policy makers and consumer organisations, to discuss topical EU energy policy issues and trends.	All	2024	2024	A
CEER Secretariat	CEER Customer Conference	The Customer Conference is CEER's flagship event to engage directly with consumer representatives on the best ways to implement European legislation while empowering and engaging consumers to become fully-fledged market players. CEER's Customer Conference is also an opportunity to inform the public about CEER reports and activities around consumer rights enforcement and retail markets.	All	2024	2024	A
Electricity & Gas	Regulatory Frameworks Report 2024	The Regulatory Frameworks Report (RFR) is an annual report that delivers a general overview of the implemented national energy regulatory regimes and efficiency developments while analysing the overall determination of capital costs. This report was previously named the Investment Conditions Report. The report has been popular with many stakeholders as it provides a clear overview of the national regulatory regimes for the energy sector. Market participants and other stakeholders use the RFR to identify regulatory regimes in certain countries. TSOs/DSOs can benchmark how other countries deal with the financial issues they face, which are reflected in regulatory frameworks. NRAs tend to use the RFR to compare their own regulatory regimes to those in other countries. This report can therefore be considered highly informative.	Sustainable and efficient infrastructure	Q1 2024	2024	D
Work Programme Drafting Committee	Work Programme	Every year CEER develops a Work Programme for the following year, projecting work items according to the established CEER priorities. The development of this work also includes a public consultation in which stakeholders are invited to participate and make suggestions on the initial proposals submitted internally. After analysing their contributions, the working proposals are finalised and published.	All	Q1 2024	Q4 2024	D