



Fostering energy markets, empowering **consumers**.

CEER 2023 Work Programme

Public consultation document

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INFORMATION PAGE

Abstract

CEER is looking for feedback on the proposed items of its 2023 Work Programme. The development of CEER's annual work programme is guided overall by the CEER "Empowering Consumers for the Energy Transition" Strategy for the period 2022-2025.

Target audience

Energy suppliers, traders, electricity and gas customers, electricity and gas industry, consumer representative groups, network operators, Member States, academics and all other interested parties.

How to respond to this consultation

Deadline: **12 August 2022**

This public consultation is carried out through a dedicated [online questionnaire](#) on the Council of European Energy Regulators' website. No login is required.

If you have any queries relating to this consultation paper or the online consultation, please contact:

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All responses except confidential material will be published on the website www.ceer.eu

Treatment of confidential responses

In the interest of transparency, the Council of European Energy Regulators (CEER):

- i. will list the names of all respondents or, alternatively, make public the number (but not the names) of entirely confidential responses received;
- ii. request that any respondent requesting confidentiality submit those confidential aspects of their response by marking them as "confidential" in the online questionnaire. CEER will publish all parts of responses that are not marked confidential.

This CEER public consultation is carried out in line with the [Guidelines on CEER's Public Consultation Practice](#).

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1. INTRODUCTION

Each year, CEER prepares a work programme which seeks to meet the challenges posed by energy market developments. It is important that CEER identify topics which enhance regulation with the aim of improving the operation of energy markets to the benefit of consumers. Our 2023 Work Programme is shaped by the CEER “Empowering Consumers for the Energy Transition” (Energy Transition) Strategy.

Based on the new Energy Transition Strategy CEER’s work programmes for the period 2022-2025 will prioritise activities that contribute to implementing six core areas (below) derived from the strategic statement and to achieving our strategic aims more generally. CEER deliverables and activities should contribute, directly or indirectly, to outcomes that further these goals. In the following chapters the elements of the new Strategy are described in more detail. The logic of the Strategy is highlighted in a two-part diagram found in the Strategy document. The complete strategy document can be found [here](#).

1.1 The six core areas of CEER’s Empowerment Strategy

CEER has adopted a forward-looking consumer-centric “Empowering consumers for the energy transition” Strategy for the period 2022-2025. The six core areas of CEER’s Empowering Strategy are:

- Consumer-centric design;
- Sustainable and efficient infrastructure;
- Well-functioning markets;
- Energy system integration;
- Flexibility;
- Decentralised and local energy.

The six core areas of the CEER strategy are meant to further one overall goal, which is Empowering consumers for the energy transition.

The six core areas are the main drivers of our proposed 2023 Work Programme work items and provide the rationale for most of our work until the end of 2023. This draft 2023 Work Programme clearly identifies the core areas to which each deliverable contributes (see the work items listed below). Many of the work items contribute to more than one core area.

Alongside the work driven by the strategy, a significant part of CEER’s work remains every year. This is the monitoring and benchmarking work realised with other partner organisations such as the EU [Agency for the Cooperation of Energy Regulators](#) (ACER) or the [Energy Community Regulatory Board](#) (ECRB). It also involves work in the international area or other events and initiatives. The recurring work for 2023 is explained in more detail under the heading 2.7.

1.2 Public consultation and further process

Regulators, working through CEER, focus on a number of key areas which are important to advancing energy markets and improving their effective operation to the benefit of consumers.

CEER sees stakeholder consultation as important both in setting our priorities for the year ahead and in the subsequent development of our work in 2023. All interested parties are therefore invited to participate in this consultation and **submit their comments by 12 August 2022**.

Stakeholders are invited to participate in the public consultation via a dedicated online questionnaire on the [public consultation page of the CEER website](#). Please note that only answers submitted via the online questionnaire will be taken into consideration. No special registration or password is needed to access the online questionnaire.

2. CEER PRIORITIES IN 2023

Like other organisations, CEER must prioritise its work so that scarce resources can be used most effectively. CEER's Strategy provides the overall framework for our work for the period running from 2022-2025.

Therefore, CEER priorities in 2023 are:

- Consumer-centric design;
- Energy system integration;
- Sustainable and efficient infrastructure;
- Well-functioning markets;
- Flexibility;
- Decentralised and local energy; and
- Significant recurring work.

2.1 Consumer-centric design

For consumers, CEER will investigate energy crisis measurements focusing on lessons learnt to evolve the retail market in general and the consumer protection in general. Also, on the consumer side, green transition policies should help reduce their carbon footprint, improve energy efficiency, especially in buildings, and speed up the transformation of energy markets by enabling the take-up of new technologies, sustainable energy carriers and new business models. At the same time, consumers stand to benefit from greater flexibility and digitalisation. This will contribute to decarbonisation at least cost and help the energy system to cope with a much higher degree of electrification and increased production of electricity from renewable sources.

2.2 Energy system integration

An integrated energy system is one which considers the adequacy of all the available resources for a secure supply – irrespective of the future energy mix – and manages supply and demand in the most cost-effective manner. The development of new technologies, such as renewable and low-carbon gases, drives the emergence of new market trends and solutions. By way of example, we note the possibility for a single facility to use waste to produce electricity, (decarbonised) heating and clean gases, illustrating the potential of optimising previously separate processes and energy carriers.

2.3 Sustainable and efficient infrastructure

This expanded view of the energy system naturally bears major challenges for existing and future infrastructure decisions. The current roles and responsibilities must be reviewed. An effective regulatory framework at the EU level is needed to ensure a level playing field for new solutions whilst removing barriers to entry.

2.4 Well-functioning markets

Energy commodity prices have reached unprecedented high levels across Europe. While various factors have contributed to the high energy prices in Europe, the main driver is the dramatic increase of the price of natural gas. One of the focus areas should be security of systems and supply as well as reliability, therefore LNG projects are planned to be analysed.

Also, we are currently facing an evolution of the energy markets without precedent. We are moving towards (a) more integrated and, concurrently, more-decentralised market(s), with the entry onto the scene of various actors whose roles are still to be defined. In fact, whilst

maintaining the pressure to integrate the markets at a European level, there is a concurrent and greater participation of distributed energy resources managed by aggregators, contributing to an increasing use of the flexibility available at the local level.

2.5 Flexibility

Following the Clean Energy Package, we need to organise electricity markets in a more flexible manner and to fully integrate all market players in decentralised markets – including producers of renewable energy and providers of new energy services, energy storage and flexible demand. This also requires the modernisation of distribution networks and their development into smart grids in order to enable decentralised generation and energy efficiency. This then calls for increased digitalisation. This in turn requires ensuring adequate protection against cybersecurity risks by implementing suitable rules. This also means developing specific measures for setting up simplified and streamlined authorisation procedures for small decentralised and/or distributed generation. Finally, this implies market-based incentives to unlock the market for demand-response.

2.6 Decentralised and local energy

In order to be effective, the energy transition needs to include consumers themselves in the process. It must recognise and respect consumer needs and choices, guaranteeing their rights and supporting the most vulnerable. At the same time, it must provide consumers with the necessary tools and framework for them to participate in efforts to achieve a sustainable and carbon-neutral society.

2.7 Significant recurring work

Some of our work is recurring precisely because there is a high public interest in it and/or it is appreciated by our member NRAs. Customers are at the very core of CEER's Strategy, and thus always a focus of CEER, therefore consumer issues are enshrined in the 2023 Work Programme. CEER will also organise its annual Customer Conference in 2023.

CEER will continue its international relations with regulators across Europe and the world.

- CEER will continue to work with the European Bank for Reconstruction and Development (EBRD) to expand CEER expertise beyond that of its member NRAs;
- CEER will continue the work started in 2021 with the [EU4Energy project](#), which brings regulatory expertise and capacity building to Eastern Partnership countries.

CEER has consistently undertaken work on several important areas. Our Partnership for the Enforcement of European Rights (PEER) initiative encourages collaboration with regulators from other sectors and bodies with consumer responsibilities on topics of mutual interest. CEER hopes to continue this valuable work in 2023, building stronger ties with other European regulatory bodies in disciplines related to energy regulation, including financial regulation, competition authorities and telecommunications regulation.

In addition, a number of significant recurring reports are to be prepared during 2023:

- 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. Monitoring consumer empowerment and retail markets developments are core tasks of regulatory authorities across Europe and of ACER, and CEER contributes particularly in these areas. This joint ACER-CEER Market Monitoring Report is a key reference work for the European Commission, EU agencies and other policymakers and will continue to be an important part of CEER and ACER's work in 2023;

- CEER will continue to periodically measure Transmission System Operators' (TSO) cost efficiency to ensure that tariffs are based on efficient cost as stipulated by European law. The upcoming TSO Cost Efficiency Benchmark 2021 (TCB21) will be the sixth edition for electricity and the third for gas;
- CEER will work on the annual report on regulatory frameworks of European energy networks, which surveys implemented regulatory regimes; and
- CEER will prepare the Self-Assessment Status Report 2023 for the Roadmap to 2025 Well-Functioning Retail Energy Markets.

3. QUESTIONS FOR CONSULTATION

The purpose of this public consultation is to increase transparency and to provide energy regulators with valuable feedback from those parties interested in shaping regulators' priorities. The present document will be open for public consultation **until 12 August 2022**.

We would, in particular, be interested in views on the following **questions for public consultation**:

- CEER proposes that the 2023 Work Programme should focus on the above-mentioned six priority areas from the 2022-2025 CEER Strategy. Whilst the areas themselves were consulted upon during the draft strategy public consultation, do you support the way these areas flow into the draft 2023 Work Programme?
- Within each priority area, do you think the Work Programme focuses on the right deliverables or should some be deleted or added? [Please note that not every aspect in each of the six core areas will be addressed in a single year's work programme.]
- On the individual work items (listed in section 4 of the consultation paper), do you have any specific comments?

Stakeholders are invited to participate in the public consultation via a dedicated [online questionnaire](#) on the CEER website.

4. DRAFT CEER WORK ITEMS FOR 2023

No.	Sector	Title	Description/output	Outcome	Strategy core area	Expected start time	Expected end time
1	Consumers and Retail Markets	ACER-CEER Energy Retail Markets and Consumer Protection Report	This annual ACER-CEER Market Monitoring Report (MMR) 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.	Monitoring consumer empowerment and retail markets developments are core tasks of regulatory authorities across Europe and ACER. This Joint Monitoring Report is an established CEER activity and key reference work for the European Commission, EU Agencies and other policy makers.	Consumer-centric design	Q1 2023	Q3 2023

No.	Sector	Title	Description/output	Outcome	Strategy core area	Expected start time	Expected end time
2	Consumers 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 learnt, and evaluate measures to facilitate the evolution of retail markets and consumer protection. Drawing from previous CEER work on crisis management and consequences, such as the workshops on “Game Changing Crisis” (How current developments may change consumer behaviour in the future. Loosing trust and relaunching consumer activity), the report should also review the European Commission’s “Communication on Tackling rising energy prices: a toolbox for action and support”. The document 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.	The aim of the proposal is to evaluate crisis measurements focusing on lessons learnt to improve the retail market in general and consumer protection in particular.	Consumer-centric design	Q1 2023	Q3 2023

No.	Sector	Title	Description/output	Outcome	Strategy core area	Expected start time	Expected end time
3	Consumers and Retail Markets	Review of the metrics in CEER's 2017 Handbook for National Energy Regulators in 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. This means that CEER will look into reviewing the metrics periodically and propose updates or changes to the metrics and/or definitions when necessary. In particular, CEER will verify whether the metrics have to be adjusted or complemented with additional metrics considering that most of the acts under the Clean Energy for All Europeans Package (CEP) will have entered into force by 1 January 2021.	In 2015, CEER developed a strategic high-level paper outlining the framework of the key characteristics of well-functioning retail energy markets. In 2016, European energy regulators committed to continue the development of a forward-looking framework for evaluating the performance of retail energy markets and to prepare a roadmap to 2025 well-functioning retail markets. The development of this roadmap aimed at competitive, reliable and innovative retail markets as part of our pledge to realise the 2020 Vision, a commitment also expressed in ACER's Bridge to 2025: Conclusions Paper. This Handbook (C16-SC-46-04) has been developed as a practical guide for NRAs in the process of evaluating the performance of their national retail energy markets. By providing a clear description and purpose of each metric as well as information on how to quantify the metric and the source of data, the handbook will facilitate NRAs' assessment of their retail markets.	Well-functioning markets	Q1 2023	Q4 2023

No.	Sector	Title	Description/output	Outcome	Strategy core area	Expected start time	Expected end time
4	Consumers and Retail Markets	Self-Assessment Status Report 2023 for the Roadmap to Well-Functioning Retail Markets	<p>This fifth Status Report continues to implement the framework developed by CEER in its 2016 "Roadmap to well-functioning retail energy markets in Europe". This framework aims to deliver reliable, affordable, and simple-to-use services to ensure the protection and empowerment of consumers by 2025. The self-assessment process can be described as a journey that starts with data collection, a reflection, and a gap analysis, leading to national recommendations and the monitoring of their implementation.</p> <p>The CEER Roadmap to well-functioning retail energy markets in Europe is part of CEER's pledge to realise the core principles of the CEER-BEUC 2020 Vision and the objectives set out in ACER's Bridge to 2025: Conclusions Paper</p>	The main objective of this deliverable is to keep track of the progress Member States are making toward well-functioning retail electricity and gas markets by 2025. CEER monitors and reports on NRAs' self-assessment of national retail energy markets on an annual basis until 2025. This deliverable allows NRAs to identify gaps and areas of improvement in their respective national retail markets and to learn and apply good practices.	Well-functioning markets	Q2 2023	Q4 2023
5	Distribution Systems	CEER Cybersecurity Report on Europe's Electricity and Gas Sectors	Mapping the state of play of respecting cybersecurity in electricity and gas sectors.	Traditional energy technologies are becoming progressively more connected to modern, digital technologies and networks. This increasing digitalisation makes the energy system smarter and enables consumers to better benefit from innovative energy services. At the same time, digitalisation creates significant risks as an increased exposure to cyberattacks and cybersecurity incidents potentially jeopardises the security of energy supply and the privacy of consumer data. The report will give a picture of the state of play with the electricity and gas sectors.	Sustainable and efficient infrastructure	2022	2023

No.	Sector	Title	Description/output	Outcome	Strategy core area	Expected start time	Expected end time
6	Electricity	High Market Prices Report	Energy commodity prices have reached unprecedented high levels across Europe. While various factors have contributed to the high energy prices in Europe, the main driver is the surge in the price of natural gas. CEER will continue to engage with stakeholders and NRAs to display the reasons and state of play of the high market prices across Europe.	The report will contribute to the understanding of the high market prices and will shed light on missing cross-border interconnections that in case of further development contribute to well-functioning markets and mitigate price spikes in times of crisis.	Well-functioning markets	2022	2023
7	Electricity	RES Support Systems Report	The report is aimed to map the current approach to foster renewable energy deployment as defined by the Renewable Energy Directive 2018/2001/EU (RED II) in the EU. This report is prepared every two years.	The report will reflect the progress with RES integration which provides flexibility and contributes to decarbonisation goals.	Energy System Integration	2022	2023
8	Gas	Accompanying the Hydrogen and Decarbonised Gas Market Package along the legislative process II	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. Building on the work done in 2022, a Fast Response Team will continue to assess CEER's position on the legislative proposals. Depending on legislative developments, it will flexibly implement several different work items. Such flexible work items could include drafting position papers, proposals for legislative amendments and briefing packs or organising CEER discussions, webinars or workshops with various external stakeholders.	The legislative proposals related to the Hydrogen and Decarbonised Gas Market Package are highly relevant to the European energy transition and thus to energy system integration. And, NRAs will have a key role in carrying out the many of the package's requirements. The topics discussed in the Package have the potential to shape the European Energy Market for the coming decades. Hence, it is crucial to stimulate a discussion on how to empower consumers in the process.	Energy System Integration	Ongoing	2023

No.	Sector	Title	Description/output	Outcome	Strategy core area	Expected start time	Expected end time
9	Gas	Regulators' reflections on enabling the injection of renewable and low-carbon gases and ensuring their access to the wholesale market, including any impacts on the functioning and design of entry-exit systems	Building on their work in 2022, CEER will continue to reflect on enabling the injection of renewable and low-carbon gases and ensuring their access to the wholesale market. This is a particularly hot topic in light of the Hydrogen and Gas Market Decarbonisation Package and will need further reflection from regulators in 2023. The paper will aim to clarify the scope entry-exit systems for decarbonised gases to avoid misinterpretations and over-regulation of the distribution level. Moreover, NRAs will aim to ensure the participation of local producers in the wholesale market via alternative solutions to full integration of transmission and distribution levels. This work item will be conducted with a certain flexibility regarding the ongoing legislative process in the European institutions and to the activities done under the Hydrogen and Decarbonised Gas Markets Package work item.	A clear definition of entry-exit tariff systems is crucial to the well-functioning of the European energy market. It will help increase the reliability and security of the system on both transmission and distribution systems as well as ensure the involvement of different stakeholders and competition on the market.	Well-functioning markets	2022	2023
10	Gas	Targeted recommendations on storage regulation to support security of supply	CEER proposes to continue working on the topic of gas storage and to develop regulators' recommendations on newly proposed legislation on security of supply and decarbonisation. CEER will continue to engage with different stakeholders to discuss regulators' proposals on energy storage more broadly. The aim is to receive feedback from infrastructure operators and market players on the need for regulation.	The planned Advice will deal with some of the key questions of sustainable and efficient infrastructure management and development for gas storage. Building on already established positions, it will elaborate more detailed proposals in relation to market developments. It will develop new common stances which can be used for advocacy purposes on a European level.	Sustainable and efficient infrastructure	2022	2023

No.	Sector	Title	Description/output	Outcome	Strategy core area	Expected start time	Expected end time
11	Gas	The influence of new EU LNG terminals on the future European energy market	For this work item, CEER will analyse the new EU LNG projects planned for the coming years. These new projects are in many cases arising from the need to reinforce security of supply for European consumers in the current energy context, which is impacted by the Russian war in Ukraine, the capacity allocation mechanisms as well as access conditions and their influence on the European Energy Market. The Position Paper could also analyse the newly available information on gas prices and put them in context with other recent developments in European LNG terminals in 2022 and 2023.	LNG will be one of the key technologies supporting the European institutions in the process of decarbonisation. CEER will thus advise on the role of LNG in this process and assess the influence of the new projects proposed. In doing so, CEER intends to give feedback on the European Commission's policy & legislation on LNG so that it can better accommodate any upcoming regulatory changes and ensure a true level playing field within the European LNG market.	Well-functioning markets	2022	2023
12	International Relations	CEER Strategy Document for International Activities	CEER will develop a new strategic document for its international activities. It will update the previous strategy for international activities from 2013 where possible and will develop new priorities and activities where necessary. During this update of CEER's strategy for international activities, the European Commission's new international energy strategy will also be taken into account and its priorities will be aligned. The document will set out CEER's strategy for its international cooperation efforts with fellow regulators and regional regulatory associations worldwide. It will focus on the main objectives of our international dialogue and illustrate some of the activities CEER is engaged in that contribute to these goals.	The CEER Strategy for International Activities feeds into the broader core area of "Well-functioning markets" as it will lay out CEER's strategy in terms of its international cooperation efforts with fellow regulators and regional regulatory associations worldwide. This is particularly important in a time of geopolitical conflict in the close European neighbourhood when many countries are reconsidering their sources for reliable and secure energy supply. The new strategy will focus on the main objectives of CEER's international dialogue with external stakeholders worldwide and will thus contribute to strengthening the further development of the EU internal energy market (e.g. possible extension in the EU neighbourhood).	Well-functioning markets	Q1 2023	Q3 2023

No.	Sector	Title	Description/output	Outcome	Strategy core area	Expected start time	Expected end time
13	Legal Affairs	Public workshop on the LAC TSO/DSO unbundling report	CEER legal experts will organise a public workshop with participation of external stakeholders to present the results of the latest unbundling report. The focus of this public workshop will be on the most recent developments in the unbundling practice and unbundling related novelties introduced in the most recent legislative acts (e.g. Gas Package).	This public workshop on CEER's unbundling report is based on one of the key pillars of Europe's internal energy market, the liberalisation of the electricity and gas market. Reminding participants of the key principles of a consumer-centric market design, it will also highlight consumer rights and protection related to unbundling issues as implemented in the Hydrogen and Decarbonised Gas Markets Package.	Well-functioning markets; Energy System Integration	2023	2023
14	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 CO ₂ emission certificates, led to increased margin requirements by Clearing Houses, potentially precipitating supplier insolvencies. CEER will continue to monitor this specific situation in order to ensure proper market functioning.	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 stated publicly, in the response to the European Securities and Markets Authority (ESMA) Consultation Paper on MiFID II review report on position limits and position management, that this would be inappropriate, inconsistent, and inefficient considering the experience gained in this field by energy regulators. This deliverable is kept in case further public actions are needed in this respect (e.g. responses to public consultations, position papers, official letters).	Well-functioning markets	Q1 2023	Q4 2023

No.	Sector	Title	Description/output	Outcome	Strategy core area	Expected start time	Expected end time
15	Regulatory Benchmarking	Assessment of the internal organisation of NRAs	CEER will examine the internal organisation of NRAs, in particular (1) how it has changed over time (possibly reflecting the focus areas/tasks of NRAs) – e.g. which departments have been formed/what transformations there have been; how NRAs internally organise participation in CEER WGs; and (2) what NRAs are doing now to be attractive employers (because expertise is our main asset) – e.g. whether there are fringe benefits, efforts to become a modern employer (e.g. internal emission reduction measures), flexible working arrangements (including for parents), education and training etc.	The deliverable investigates how NRAs deal with innovation and how they use digitalisation in their organisational setup, and how they keep evolving as organisations. At a meta level, the deliverable relates to all the CEER core areas, as it enables NRAs to deliver on all of them. The first part of the report is meant as a structured analysis. The second part will rely heavily on case studies (which can serve as good practices).	Consumer-centric design	2022	2023
16	Recurring/Cross-sectoral	Regulatory Frameworks Report 2023	The Regulatory Frameworks Report (RFR) is an annual report which delivers a general overview about the implemented national energy regulatory regimes, efficiency developments and an analysis of the overall determination of capital costs. This report was previously named as the Investment Conditions Report. The report is popular among 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 the regulatory regime in certain countries. TSOs/DSOs can benchmark how other countries deal with the financial issues they face, which are reflected in the regulatory frameworks. NRAs tend to use the RFR to compare their own regulatory regimes to those in other countries. It can therefore be considered as a highly informative CEER report. The 2023 report will be the twelfth edition of the report.	Regulatory frameworks are conditional to many financial issues TSOs and DSOs face, including financial issues related to internal energy market. The RFR is a report relevant for CEER in general and is one of the top downloaded CEER publications. 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 the regulatory frameworks. NRAs tend to use the RFR to compare their own regulatory regimes to those in other countries. Therefore, the aim of the report is to inform stakeholders.	Well-functioning markets	2022	2023

No.	Sector	Title	Description/output	Outcome	Strategy core area	Expected start time	Expected end time
17	Recurring/Cross-sectoral	TCB21 - Cost Efficiency Benchmark	The TSO Cost Efficiency Benchmark is a CEER deliverable that periodically measures the TSO cost efficiency. Such a benchmark aims to ensure that tariffs are based on efficient costs as stipulated by European law, which is an important mandate for regulators. The benchmark helps to identify the TSOs that are working efficiently and those whose work could be improved. The upcoming TSO Cost Efficiency Benchmark 2021 (TCB21) will be the sixth edition for electricity and the third for gas. The deliverable will include a consultancy to do the research and prepare the final reports. The research will likely again include several workshops for the participating NRAs and TSOs.	The Cost Efficiency Benchmark Report will show to what extent TSOs facilitate sustainable and efficient infrastructure which will also serve as a signal for improvement if required.	Sustainable and efficient infrastructure	Q1 2021	2023

5. NEXT STEPS

Following a review of the comments received to this consultation, CEER aims to publish the final 2023 Work Programme in January 2023.

About CEER

The Council of European Energy Regulators (CEER) is the voice of Europe's national energy regulators. CEER's members and observers comprise 39 national energy regulatory authorities (NRAs) from across Europe.

CEER is legally established as a not-for-profit association under Belgian law, with a small Secretariat based in Brussels to assist the organisation.

CEER supports its NRA members/observers in their responsibilities, sharing experience and developing regulatory capacity and best practices. It does so by facilitating expert working group meetings, hosting workshops and events, supporting the development and publication of regulatory papers, and through an in-house Training Academy. Through CEER, European NRAs cooperate and develop common position papers, advice and forward-thinking recommendations to improve the electricity and gas markets for the benefit of consumers and businesses.

In terms of policy, CEER actively promotes an investment friendly, harmonised regulatory environment and the consistent application of existing EU legislation. A key objective of CEER is to facilitate the creation of a single, competitive, efficient and sustainable Internal Energy Market in Europe that works in the consumer interest.

Specifically, CEER deals with a range of energy regulatory issues including wholesale and retail markets; consumer issues; distribution networks; smart grids; flexibility; sustainability; and international cooperation.

More information is available at www.ceer.eu