



Fostering energy markets, empowering **consumers**.

CEER 2023 Work Programme

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Table of contents

1. Introduction	3
1.1. Who is CEER?	3
1.2. CEER as a valued partner	3
2. CEER’s “Empowering Consumers for the Energy Transition” (2022 – 2025)	4
2.1. Energy system integration	4
2.2. Consumer-centric dynamic regulation.....	5
2.3. Well-functioning markets	5
3. CEER work areas in 2023	6
3.1. Energy system integration	7
3.2. Consumer-centric dynamic regulation.....	7
3.3. Well-functioning markets	7
4. CEER Work Programme 2023 – Results	9

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.

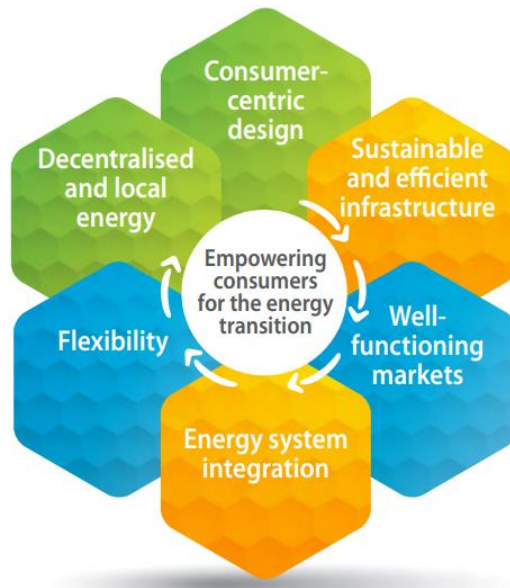
CEER will continue to be active in supporting the European institutions to further develop and implement measures to enhance the IEM. We anticipate that the CEER Work Programme for 2023 may need to be further adapted to take account of these expected developments. The changes will bring considerable benefits from a consumer, environmental and economic perspective.

2. CEER's "Empowering Consumers for the Energy Transition" (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 fueling 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 2023

The CEER 2023 Work Programme (WP) comprises 20 public work items that consist of four activities (webinars, workshops and conferences) and 16 deliverables (reports). The work items are derived from the Energy Transition Strategy outlined above.

The CEER Energy Transition 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 2023 WP prolongs actions that were undertaken by CEER in 2022. While remaining guided by the CEER Energy Transition Strategy, CEER takes into consideration the current energy crisis and therefore, has reoriented the priorities for its 2023 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, workshops, 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 2023 Work Programme has been built in order to best reflect the extraordinary events that have been fundamentally affecting the energy sector, including the experience of the recent pandemic which involved profound changes in many areas of life, as well as the long-term climate crisis and its repercussions and the more-recent energy crisis in Europe emanating from political and other factors. European energy regulators recognise the resulting challenges for regulation and want to be part of the solution.

Furthermore, from a cross-sectoral perspective, CEER will consider how the regulatory framework should evolve dynamically to keep pace with the changes that are being driven by the current 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 will be an ongoing priority in 2023 (and beyond). Therefore, a large part of the 2023 WP is 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 its international relations with regulators across Europe and globally to exchange experiences and respond to the growing interaction between the European internal energy market and its neighbouring markets. CEER has an active cooperation agreement with the Energy Community Regulatory Board (ECRB) and the Association of Mediterranean Energy Regulators (MEDREG). CEER is also an active member of the International Confederation of Energy Regulators (ICER) and participates in developing the 2023 World Forum of Energy Regulation (WFER) that will be held from 21-25 March 2023 in Peru.

As part of its PEER initiative, CEER is planning to continue building stronger ties with other European regulatory bodies in disciplines related to energy regulation, including financial

regulation and competition authorities.

3.1. Energy system integration

In 2023, 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 current crisis as well as decarbonisation, and both sectors will, more than ever, work in an integrated way.

Following the two previous CEER Reports on Power Losses, a third edition will be prepared in 2023. Reducing power losses contributes to greater energy efficiency and security of supply and is therefore an important goal, not least because the costs are often passed on to consumers.

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.

Energy systems are becoming progressively more connected to modern, digital technologies and networks. This increase in 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 more exposure to cyberattacks and cybersecurity incidents potentially jeopardises the security of energy supply and the privacy of consumer data. Therefore, CEER plans to prepare a report on the state of play of digitalisation in both the electricity and gas sectors.

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, in the context of an ever-changing energy market environment, CEER will investigate how NRAs deal with innovation, how they use digitalisation in their organisational setup, and how they keep evolving as organisations.

3.3. Well-functioning markets

CEER plans to develop a revised Strategy for International Activities that will feed into the broader core area of Well-functioning markets as it will lay out CEER's strategy for 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).

Also, 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. Additionally, CEER plans to analyse the new EU LNG projects planned for the coming years.

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.

In 2023, CEER will continue the Transmission System Operator (TSO) Cost Efficiency Benchmark (TCB21) project that periodically measures TSOs' cost efficiency.

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 2023 – Results

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
Legal Affairs	Public workshop on the Legal Affairs Committee's TSO/DSO unbundling report	The Legal Affairs Committee will organise a public workshop with the 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).	Well-functioning markets; Energy System Integration	2023	2023	A
International Relations	CEER Strategy Document for International Activities	The International Relations Working Group, with the support of the CEER Secretariat, will develop a new strategic document for CEER's 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 priorities will be aligned. The document will set out CEER's strategy for 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.	Well-functioning markets	Q1 2022	Q3 2022	D
Gas	Targeted recommendations on storage regulation to support security of supply	The Gas Infrastructure Workstream will continue its work on the topic of gas storage and will develop regulators' recommendations on newly proposed legislation on security of supply and decarbonisation. The workstream 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.	Sustainable and efficient infrastructure	2022	2023	D

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
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, the Regulatory Gas Strategy Workstream 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 the full integration of transmission and distribution levels. This work item will be conducted with a certain flexibility in regard to the ongoing legislative process in the European institutions and to the activities implemented under the overarching work item "Accompanying the Hydrogen and Gas Market Decarbonisation Package along the legislative process II" on other topics covered in the Hydrogen and Gas Market Decarbonisation Package.	Well-functioning markets	2022	2023	D
Gas	The influence of new EU LNG terminals on the future European energy market	For this work item, the Liquefied Natural Gas Workstream 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 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.	Well-functioning markets	2022	2023	D
Gas	Accompanying the Hydrogen and Gas Market Decarbonisation Package along the legislative process II	The Regulatory Gas Strategy and Gas Decarbonisation Legislation workstreams will continue to accompany the Hydrogen and Gas Market Decarbonisation 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 the legislative developments, it will flexibly implement several work items – such as drafting position papers, proposals for legislative amendments or briefing packs and organising CEER discussions, webinars or workshops with various external stakeholders.	Energy System Integration	Ongoing	2023	D

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
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, has led to increased margin requirements by Clearing Houses, potentially precipitating supplier insolvencies. CEER will continue to monitor this situation in order to ensure proper market functioning.	Well-functioning markets	Q1 2023	Q4 2023	A
Customers and Retail Markets	Report on consumer empowerment and protection during and after crisis (scenarios)	In light of the recent crises in the energy sector, this deliverable will focus on their immediate and long-term effects on consumers and energy retail markets. The report aims to identify measures and strategies to protect consumers during various crisis scenarios, discuss options and lessons learned, 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. Losing trust and relaunching consumer activity), the report should also amend 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.	Consumer-centric design	Q1 2023	Q3 2023	D

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
Customers and Retail Markets	ACER-CEER Energy Retail Markets and Consumer Protection Report	This annual ACER-CEER Market Monitoring Report monitors 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 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	Q1 2023	Q3 2023	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 metrics in the 2017 Handbook for National Energy Regulators 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) have entered into force.	Well-functioning markets	Q1 2023	Q4 2023	D
Electricity	3 rd CEER paper on unsupported Renewable Energy Sources	Decarbonisation of the energy sector naturally suggests an increase in renewables. But instead of merely focusing on new Renewable Energy Sources (RES) installations, it is important for regulators to understand how existing RES installations (that were built with support mechanisms) are treated after the end of their support period. In 2019, CEER published the first paper on this topic and showed how renewable electricity was handled by Member States after their financial support period had ended. One of the main conclusions of that paper was that starting from 2020, an increasing number of European RES installations will come to the end of their the support period every year. After a first	Well-functioning markets	2022	2023	D

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
		update in 2021, this third paper will provide clarity on the different approaches that were taken so that NRAs and Member States can learn from this experience.				
Electricity	Report on high market prices and RES support systems	Support systems (besides investment grants) are mainly connected to market prices. This report intends to shed a light on how support systems and possibly supported RES installations were affected by the steep rise of market prices of electricity. Some support systems (not limited to CfD support systems) may have turned around and generated excess income instead of lacking funds to support the contracted installation. In light of this possible outcome, the report will analyse whether existing support systems were adopted or not.	Energy System Integration	2022	2023	D
Distribution Systems	CEER Cybersecurity Report on Europe's Electricity and Gas Sectors	The report will provide an overview of the state of play in respect to cybersecurity in the electricity and gas sectors.	Sustainable and efficient infrastructure	2022	2023	D
Distribution Systems	The 3 rd Report on Power Losses	Reducing power losses contributes to greater energy efficiency and security of supply and is an important goal, not least because the costs of power losses are often passed on to consumers. The second edition of the CEER Report on Power Losses was published in early 2020. This report will again provide a detailed overview of power losses (transmission and distribution) in electrical grids, as well as the levels of losses, how they are defined, calculated and valued across as many European countries as possible (the second report included 35 countries), possibly adding some none-European countries as well. With this report, NRAs and other relevant stakeholders will be able to identify good practices and may decide to adapt their legislation. Since	Sustainable and efficient infrastructure; Decentralised and local energy	2022	2023	D

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
		decarbonisation is of ever-growing importance, it is essential to have insight on the amount and structure of power losses as well as the options that are available to curtail them. The report will examine these aspects closely in continuing with the work initiated in the past two editions. This work item will also include a questionnaire for NRAs.				
Regulatory Benchmarking	Assessment of the internal organisation of NRAs	The Regulatory Benchmarking Workstream will examine the internal organisation of NRAs, in particular (1) how has it changed over time (possibly reflecting the focus areas/tasks of NRAs) – e.g. which departments have been formed/what transformations there have been, how the NRA organise internal participation in CEER WGs; and (2) what the NRA is doing to be an attractive employer (expertise being our main asset) – e.g. fringe benefits, efforts to become a modern employer (such as internal emission reduction measures), flexible working arrangements (including for parents), education and training, etc..	Consumer-centric design	2022	2023	D
CEER Secretariat	CEER Customer Conference	The Customer Conference is CEER's flagship event to engage directly with consumer representatives on how European legislation can be best implemented in practice, with a focus on 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 in the area of consumer rights enforcement and retail markets.	All	2023	2023	A
CEER Secretariat	CEER Annual Conference	Almost every year since 2012, CEER organises this important event, which serves as a forum for industry, policy makers and consumer organisations, to discuss topical EU energy policy issues and trends.	All	2023	2023	A
Electricity & Gas	Regulatory Frameworks Report 2023	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	Well-functioning markets	2022	2023	D

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
		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 a hugely informative CEER report. The 2023 report will be the 12 th edition of the report.				
Electricity & Gas	TCB21 - Cost Efficiency Benchmark	The TSO Cost Efficiency Benchmark is the periodic measuring of transmission system operator (TSO) cost efficiency by CEER. The TCB programme is important to ensure tariffs that are based on efficient costs as stipulated by European law. 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 cost as stipulated by European law, which is an important mandate of regulators. The benchmark helps to identify which TSOs are working efficiently, and which ones could be improved. The upcoming TSO Cost Efficiency Benchmark 2021 (TCB21) will be the sixth edition for electricity and the third for gas, following up on TCB18. The deliverable will include hiring 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.	Sustainable and efficient infrastructure	Ongoing	2023	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 regarding the initial proposals submitted internally. After analysing the contributions received, the working proposals are finalised and published.	All	Q1 2023	Q4 2023	D