



## **CEER Work Programme 2018**

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## Table of contents

- 1. Foreword .....3
- 2. Introduction.....5
- 3. Our priorities in 2018.....6
  - 3.1 Consumer and retail markets .....6
  - 3.2 New legislative/policy developments .....7
  - 3.3 Distribution systems .....8
  - 3.4 International work beyond the borders of the EU .....8
  - 3.5 Other work areas .....8
- 4. Overview of work items in the CEER Work Programme 2018..... 10



## 1. Foreword

The Council of European Energy Regulators (CEER) enables Europe's independent national energy regulators to play a major role in contributing to the development and delivery of an Internal Energy Market that benefits consumers across Europe. CEER's consumer-centric work supports the efforts of the European Institutions to deliver a "new deal" for consumers and complements the work of the Agency of the Cooperation of Energy Regulators (ACER) on wholesale market and cross-border issues.

We will continue to identify and develop good regulatory practices to help national regulators in the process of continuous improvement, and will search out examples of good regulatory practices from countries beyond our borders. We will encourage regulators in those countries that interact with Europe's energy markets to adopt good regulatory practices principally grounded on the European Union's approach.

The European energy market is undergoing major changes driven by the need to reduce carbon emissions and technological developments. . These changes impact in particular at distribution network level and in customers' homes. The European Commission "Clean Energy for All Europeans" legislative proposals aim to address the structural obstacles to the further development of the market in response to these changes. CEER will support necessary improvements to the regulatory framework and regulatory practices, seeking to ensure that the interests of consumers are at the centre of the revised arrangements. Beyond 2018, we will undertake work aimed at ensuring the smooth implementation of the legislative proposals once adopted.

The amount of data at retail level is expanding. The amount of data requires new measures to protect consumer privacy as well as address cyber security concerns. In 2018, we will continue to work on these questions.

CEER's Partnership for the Enforcement of European Rights (PEER) initiative brings together telecoms regulators, energy regulators, competition authorities, consumer protection authorities, ombudsmen (the various bodies who are there to protect the consumer) so that consumer rights and protections remain fit for purpose as markets evolve.



Wide stakeholder engagement remains crucial to our work. Once again we have planned a host of free public events and consultations where we gather the input of consumer bodies, energy experts and EU decision makers. In parallel to this work programme, we are developing CEER's (three-year) strategy which will shape the annual work programme for 2019 and beyond.

A handwritten signature in black ink, appearing to read 'G. Blaney'.

Garrett Blaney

CEER President



## 2. Introduction

The Council of European Energy Regulators (CEER) is the voluntary association of Europe's national energy regulatory authorities (NRAs). CEER's role is to support the important work of NRAs in order to foster a sound European regulatory framework in the interests of European energy consumers. CEER is a platform for NRAs to share experiences on new innovative solutions worldwide and experiences on the implementation of EU law into national legislation. CEER identifies and works on future challenges for the development of the Internal Energy Market. CEER does this through wide and various cooperation among all energy regulators in Europe, sharing experience including through training, workshops, case studies and international collaboration with other regulatory bodies outside of Europe.

To fulfil its role, CEER will focus on a number of key areas in 2018 which are important to advancing energy markets and improving the effectiveness of their operation to the benefit of European energy consumers. CEER will continue to prioritise work in the areas of:

- Consumer and retail markets;
- New legislative/policy developments;
- Distribution systems; and
- International work beyond the borders of the EU

CEER works alongside and in support of the Agency for the Cooperation of Energy Regulators (ACER). CEER is the European energy regulators' platform for addressing important energy issues, which are complementary to the legal functions of ACER. CEER also supports the European Institutions to further develop and implement measures to enhance the Internal Energy Market. We expect that some deliverables foreseen under the 2018 CEER Work Programme may need to be adapted to take account of developments in 2018 on the Clean Energy for All European legislative proposals. We are in the process of developing a 3-year strategy which will guide our annual work programme for 2019 and later years.

For more information about CEER and our work, please visit our website [www.ceer.eu](http://www.ceer.eu)



### **3. Our priorities in 2018**

A key objective of CEER is to facilitate the creation of a competitive and sustainable European energy market for the benefit of consumers, and to promote international cooperation with energy national regulatory authorities (NRAs) around the world. Such collaboration leads to the development and application of best regulatory approaches (through best practice sharing, benchmarking etc.) which in turn facilitates the delivery of competitive energy markets.

An important role CEER plays is to assist member NRAs to enhance their capability to effectively fulfil their individual responsibilities in order to make a competitive, sustainable and secure energy market in Europe. CEER fosters collaboration, cooperation and capacity building between NRAs, enabling them to learn from each other's experiences. In 2018, CEER will further develop its capacity building assistance to also benefit regulators outside of Europe. We will deepen our international relations with regulators across Europe and globally to respond to the growing interaction between the European internal energy market and its neighbouring markets.

Energy markets require an effective legal framework. CEER supports EU policy makers (providing them with data, case-studies, fact-based reporting and advice) as they develop to the EU legal framework for Europe's climate and energy goals.

Energy customers are increasingly active in their involvement in energy markets (e.g. local energy communities, prosumers and micro generation). We are committed to improving retail market competition and fostering appropriate levels of consumer protection and empowerment in an increasingly digital world.

CEER will further examine how the regulatory framework should evolve to keep pace with the changes that impact the distribution system. These range from new structures such as local energy communities through to distribution tariffs and to cyber security issues.

#### **3.1 Consumer and retail markets**

Consumer and retail markets will be an ongoing priority in 2018, but with a new emphasis on addressing the challenges of emerging structures such as prosumers and local energy communities (e.g. the right to choose supplier, the right to be connected to a grid, issues of fairness and the implications of potentially many people going off-grid etc.). Importantly, we re-affirm our commitment to well-functioning retail markets and to protecting consumers' rights in an effort to further consumers' trust and engagement.



CEER has identified the need to put in place a framework for cross-sectoral cooperation among regulators to strengthen the enforcement of consumer rights. This is why we launched (in 2017) our Partnership for the Enforcement of European Rights (PEER) initiative. PEER aims to enhance collaboration among regulators from different sectors to ensure consumers rights are adequately protected (e.g. when buying bundled products where traditional jurisdictions are blurred). In 2018, CEER will continue to develop PEER, by reaching out to Consumer Protection Authorities, Data Protection Authorities and other mandated authorities responsible for supporting and protecting consumer rights. PEER not only helps implement the CEER-BEUC 2020 Vision for Energy Consumers but helps strengthen European consumer rights generally.

CEER will contribute its expertise to the EU policy makers in this important time of the development of the Clean Energy for all Europeans legislation. Once finalised, implementation of the Clean Energy legislation will then become a focus of CEER and its members. Already in 2018, case studies on implementation of consumer empowerment measures of the Clean Energy proposals, and also case studies on technologies that benefit consumers are foreseen. These build upon the series of CEER Regulatory White Papers on Clean Energy topics developed in 2017.

CEER will continue its annual monitoring of consumer protection and empowerment and retail markets including the publication of an annual ACER-CEER Market Monitoring Report.

We remain committed to enabling consumers to engage more effectively in energy regulation issues and will organise the CEER Annual Customer Conference and a series of workshops and events where it is free to participate.

### **3.2 New legislative/policy developments**

Through CEER, European energy regulators are committed to serving as valued partners for the European Institutions in their shaping of energy policy and legislative proposals. CEER will input to the European Institutions in particular in relation to the development and implementation of the Clean Energy for all Europeans package of measures. In 2018, CEER will follow up work on the White Papers developed in 2017. We remain committed to working with and advising the European Commission on regulatory aspects across a wide range of areas including wholesale, retail and consumers.



### **3.3 Distribution systems**

Distribution systems (gas and electricity) will remain a priority for 2018. We will work on flexibility, a cross-cutting issue that needs to be considered with regard to both markets and networks. In 2018, CEER will develop recommendations in a conclusion paper for the NRAs on how to stimulate flexibility use by DSOs when it is most efficient at minimal distortion to markets and competition, and in co-ordination with the needs of TSOs.

During 2018, CEER will examine regulatory aspects of new practices such as self-consumption and local energy communities. In addition, CEER will make a report on emerging services and associated activities that may impact the regulation of DSOs. We will also work on distribution tariffs, cyber security and on the quality of energy supply.

### **3.4 International work beyond the borders of the EU**

Developments beyond the borders of the European Union can significantly affect the operation of its energy markets now or in the future. It is important that the energy (legislation) acquis is fully understood and good regulatory practices are in place if a smooth transition is to be assured. CEER's international work in 2018 will:

- Pro-actively engage in EU international policies and extending the Acquis;
- Promote and support energy security;
- Access and exchange expertise on good regulatory practices and market solutions;  
and
- Monitor and engage in developments that could impact on EU NRAs.

CEER remains committed to holding a constructive dialogue with international partners, particularly near neighbours, and supporting the European Commission in relation to the external priorities outlined in the Energy Union.

### **3.5 Other work areas**

CEER will complement the work of ACER in the development and implementation of the European regulatory framework in both gas and electricity.

In 2018, CEER will analyse anticipated developments in the electricity system over the medium term and make a series of research papers which will outline the main regulatory





challenges facing the Internal Energy Market in the coming years, as well as the latest thinking from industry and academia on how to tackle them. The deliverable will build on the considerable work already delivered by CEER in the areas of distribution, and retail markets and customers, and translate its conclusions and recommendations into the wholesale market context.

CEER has previously examined the regulatory implications which may result from the changing role of natural gas. In addition, we have investigated how to remove barriers to LNG market and how LNG services can be improved. As a follow up of these studies, CEER will consider in the coming year whether it should provide further recommendations or advice related to applying these policy actions and regulatory measures.

CEER will make a report on investment conditions in 2018 which provides a general survey about the implemented regulatory regimes, the demanded efficiency developments and analyses the overall determination of capital costs. In addition, CEER provide a report on the unbundling and certification of TSOs.



#### 4. Overview of work items in the CEER Work Programme 2018

No.	Sector	Title	Description	Type of work item	Timeline	
					Start	End
1	Consumer and retail markets	<b>ACER/CEER Market Monitoring Report on Consumer Empowerment and Protection Chapter</b>	As in previous years, this work will cover the monitoring of consumer protection and empowerment at European level from a legal and practical perspective. This deliverable will take into account the development of metrics from the <i>Roadmap to 2025 Well-Functioning Retail Energy Markets</i> .	Report	Q4 2017	Q4 2018
2	Consumer and retail markets	<b>Report on Retail Market Monitoring</b>	CEER will continue its activities relating to the monitoring of retail markets and will publish a Monitoring Report on Retail Markets. This deliverable will take into account the results of an internal workshop on indicators and development of metrics from the <i>Roadmap to 2025 Well-Functioning Retail Energy Markets</i> as well as monitoring related developments on European level (e.g. as a result of the Clean Energy package).	Report	Q1 2018	Q4 2018
3	Consumer and retail markets	<b>Follow up on the Roadmap to 2025 Well-Functioning Retail Energy Markets</b>	In 2018 CEER will continue to guide NRAs through the process of self-assessment according to the metrics identified in the 2015 <i>Position Paper on Well-Functioning Retail Energy Markets</i> and defined in the 2017 <i>Handbook</i> . CEER will monitor the progress of self-assessment and encourage NRA's to continue to identify the challenges in their respective countries and develop possible solutions on how to improve their situation. This may have a regional focus to examine the scope of the potential for retail market integration at regional level (e.g. NordREG). This will feed into the ACER/CEER Market Monitoring Report on Consumer Empowerment and Protection Chapter.	Status Review	Q1 2018	Q4 2018
4	Consumer and retail markets	<b>Case studies on implementation of consumer empowerment measures of the Clean Energy package</b>	The Clean Energy Package is expected to be approved in 2018; considering that implementation will be a core focus of CEER, this deliverable will start the process of that in regards to Retail Energy Markets. These are topics that derive from CEER Regulatory White Papers. This first deliverable on these topics derives from the White Paper Consumer Empowerment (e.g., billing, comparison tools, supplier switching), and will produce case studies. This is part of a Series of Case Studies/Guidelines of Good Practice on Implementation of the new Retail Energy Market Design, which was started in 2017.	Case Studies	Q1 2018	2019
5	Consumer and retail markets	<b>Case studies on implementation of technologies that benefit consumers in the Clean energy package</b>	Referring to the previous deliverable, this second one derives from the CEER Regulatory White Paper Technology that Benefits Consumers (e.g., dynamic prices, entitlement to smart meters, data format/interoperability). The approach here will be one of developing case studies on these topics.	Case Studies	Q1 2018	2019
6	Consumer and retail markets	<b>CEER Annual Customer Conference</b>	Every year since 2012, CEER organises this important event, with the support of the EC, which serves as a forum for consumers, industry and policy makers to discuss EU policy issues related to customers' protection and empowerment. For the purposes of this conference, the list of CEER contacts at national and EU level will be updated on an annual basis.	Conference	Q3 2018	Q4 2018



No.	Sector	Title	Description	Type of work item	Timeline	
					Start	End
7	Cross-sectorial	<b>PEER Regulatory Roundtables 1 &amp; 2</b>	Continue to develop the PEER initiative of collaboration among regulators from different sectors. Follow up on the conclusions of the Oct 2017 PEER workshop on bundled products (e.g. developing a new bundled product metric and look into supporting the Commission in developing explanatory notes/guidelines on the treatment of bundled products under general consumer law). Although civil law and contractual rules differ in MS, it could still be useful to exchange cases with other regulators on general consumer rights problems that cross the jurisdiction of different sectoral regulators. Could explore hosting 1 (or 2) PEER workshop(s) in 2018 on new topics. A PEER online platform on the CEER website to share information and knowledge, and be a public repository of case studies and best practices will be maintained/enhanced. It will also serve to solicit ideas from diverse regulators interested in strengthening cross-sectoral regulatory cooperation at EU level. Specific PEER Communications material will need to be developed in 2018 to raise awareness among consumers and public authorities of the PEER initiative e.g. PPTs, a PEER flyer (to explain the PEER concept of cross-authority cooperation), and an annual online bulletin "PEER Power" on PEER activity, and a social media presence (e.g. blogs etc).	Workshop	Q1 2018	Q3 2018
8	Electricity	<b>Future Electricity Market Research Papers</b>	In 2018, CEER will analyse anticipated developments in the electricity system over the medium term and make a series of research papers which will outline the main regulatory challenges facing the Internal Energy Market in the coming years, as well as the latest thinking from industry and academia on how to tackle them. The deliverable will build on the considerable work already delivered by CEER in the areas of distribution, and retail markets and customers, and translate its conclusions and recommendations into the wholesale market context.	Conclusion Paper	Q4 2017	Q4 2018
9	Electricity	<b>Biennial RES Status Review of Renewable and Energy Efficiency Support Schemes in Europe</b>	This document will form the latest update to the regular CEER Status Review of Renewable Energy and Energy Efficiency Support Schemes in Europe. These documents collect comparable data on RES support in Europe (e.g. by technology and support type).	Status Review	Q1 2018	2018
10	Cross sectorial	<b>Report on Investment conditions 2018</b>	This is an annual report which delivers a general survey about the implemented regulatory regimes, the demanded efficiency developments and analyses the overall determination of capital costs. In 2018, it will be the 7th edition of the report. The investment conditions report was for the first time made available to public in 2016.	Report	Q1 2018	Q4 2018
11	Gas	<b>CEER Vision on the future role of gas from a regulatory prospective</b>	This deliverable will describe the CEER strategic vision on the future role of gas. The analysis will be based on the results of the FROG study, as well as other relevant gas studies such as the Quo Vadis and the Bridge 2025.	Conclusion paper	Q1 2018	Q4 2018
12	Gas	<b>Follow up of any recommendations and findings from the 'Removing LNG Barriers on Gas Markets' study</b>	In 2017, CEER has investigated the liquidity of the LNG market and how LNG services can be improved. The findings of this study can be found in the report on "Removing LNG Barriers on Gas Markets". As a follow up to the study, CEER will consider whether it should provide further recommendations or advice related to applying these policy actions and regulatory measures.	Activity	Q1 2018	Q4 2018



No.	Sector	Title	Description	Type of work item	Timeline	
					Start	End
13	Cross sectorial	<b>Conclusions Paper on Flexibility Use at Distribution Level</b>	Flexibility is a crosscutting issue that needs to be considered with regard to both markets and networks. The purpose here is to assess flexibility from a distribution network management/ development perspective. This will contribute to a comprehensive approach to the flexibility issue. The end goal is to encourage a European wide approach to the use of flexibility by DSOs. The aim of the document is to provide recommendations for NRAs on how to stimulate flexibility use by DSOs when it is most efficient, but with minimal distortion to markets and competition, and in co-ordination with the needs of TSOs. This deliverable is part of developing a toolbox for the regulation of DSOs to ensure the market is not foreclosed.	Conclusion Paper	Ongoing	Q3 2018
14	Cross sectorial	<b>Report on New Services and Associated Activities for DSOs</b>	The deliverable will look at and consider the impact on regulation of emerging services and associated activities that may impact the role of DSOs. This deliverable is part of developing a toolbox for the regulation of DSOs.	Status Review	Q2 2017	2019
15	Cross sectorial	<b>CEER Cyber Security Policy Papers / Factsheets</b>	The Cyber Security Work Stream will publish one or more of short policy papers and/or factsheets on current cybersecurity relevant topics. These papers and/or factsheets will raise awareness for the topic of Cyber Security and help to inform policy makers.	Policy Paper / Fact Sheets	Q4 2017	Q4 2018
16	Cross sectorial	<b>Distribution tariffs</b>	CEER will continue to work on the issue of distribution tariffs to build on the report published in 2017 as part of the regulatory toolbox. As part of this, a workshop will be held on the topic.	Workshop	Q4 2017	Q3 2018
17	Cross sectorial	<b>Benchmarking Report on the Quality of Electricity and Gas Supply</b>	Annual update of the last full-version of the Quality of Electricity and Gas Supply Report (Version 6.1).	Report	Q1 2018	Q4 2018
18	Cross sectorial	<b>Regulatory aspects of new practices such as self-consumption and Local Energy Communities</b>	The development of new practices like self-consumption or Local Energy Communities raise a range of regulatory questions, including that of how tenants will fare under these new arrangements. CEER will develop a regulatory approach to address these developments. As an input to the process, in their respective countries NRAs will be asked to describe the current and near future situations of self-consumers and energy communities from a regulatory and consumers' perspective. This will create a number of case studies.	Reports and/or Case Studies	Q4 2017	Q4 2018
19	Cross sectorial	<b>Report on the unbundling and certification of TSO's - where are we now and what's new in the Clean Energy for All Europeans?</b>	The report will assess developments in the certification of the TSOs at national level since the previous unbundling & certification report. What has changed? How many NRAs certification decisions have been modified, renewed or withdrawn? What are the consequences for the unbundling? What is the possible impact of the Clean Energy for All Europeans proposals on unbundling?	Report	Q1 2018	Q2 2018