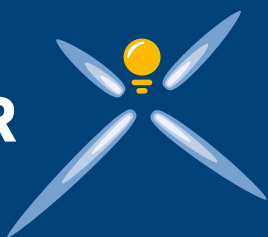




**CEER**

Council of European  
Energy Regulators



# International Strategy

**2023 UPDATE**





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# 01.

## Introduction & background

European energy regulators have built up a tradition of working side by side with international counterparts since CEER's inception. Within CEER, this collaboration is driven by regular dialogue and the provision of our own experience and assistance to interested counterparts worldwide.

In 2013, CEER adopted an international strategy that opened participation in several ambitious cooperation programs. CEER has subsequently conducted numerous cooperation actions, which include providing technical assistance on legislative and regulatory framework in different regions; delivering trainings to help foster the low carbon and clean energy transition; and supporting the voice of European regulators at international level. Through these efforts, CEER has given a structure to its approach to international cooperation. It has demonstrated the potential added value brought by the experiences of its Members but also gained from exchanges with international partners.

Today in 2023 and with the evolving international context, it is time to give a new impulse to our strategy and make CEER a more established actor in the worldwide energy landscape.

CEER's 2023 international strategy sets new priorities to consider international policy and regulatory changes as well as the new regulators and networks of regulators that have been established. It is in line with the 2022-2025 Strategy "Empowering Consumers for the Energy Transition"<sup>1</sup>. In this International Strategy, CEER sets out three strategic objectives, namely welcoming and stimulating dialogue with international partners (1); promoting high standards of regulation (2); and contributing to the energy transition (3). In this way it is also contributing to the EU's ambition of external energy engagement in a changing world as published in May 2022<sup>2</sup>.

1 "CEER 2022-2025 Strategy Empowering Consumers for the Energy Transition", C21-SSG-06-05, 10 June 2021.

2 Joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, "EU external energy engagement in a changing world", JOIN(2022) 23 final, 18 May 2022.

## 02.

### STRATEGIC PRIORITY #1

# Welcoming and stimulating multilateral dialogue with international partners

## 2.1 Specific approach for the neighbourhood

The latest energy/price crisis has shown once again that close cooperation and integration with our neighbours are of utmost importance. Policy objectives, such as decarbonising relevant economies while at the same time ensuring sustainable energy security of the citizens, can best be achieved in an efficient and coordinated manner if regulatory authorities of a broad geographical area are cooperating closely with a view to optimising the overall regulatory framework and sharing best practice.

The overarching objective of delivering the European internal energy market gains new momentum through the opportunities and economic benefits which arise from the energy transition. Cooperation, partnership, and alignment of regulatory authorities, which are affected by the European energy market become even more important endeavours in this time of the energy transition.

While pursuing its current efforts and further engaging in dialogue with strategic regions, CEER aims to become a natural link to Europe for non-EU regulators while enhancing relations with regulatory associations. Within this aim, CEER considers regional cooperation as a particular priority.

Therefore, CEER continues to enhance and deepen its integration with its neighbourhood 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.

## A. EASTERN AND CAUCASUS REGIONS

### Energy Community Regulatory Board (ECRB) and Balkans

CEER recalls the close and successful cooperation with ECRB that has taken place in the last years. CEER acknowledges the importance of intense cooperation within the close European neighbourhood, as economic and political links between Europe and the Balkans have intensified. By welcoming most ECRB countries as Observers to CEER, we were able to deepen our dialogue, share best practices, and align the regulatory framework. As the energy acquis is in the process of being implemented in most of the ECRB countries, it is even more important to intensify the dialogue and to enhance these exchanges. This cooperation, which can be considered a success story, will continue to take place bilaterally as well as in the framework of the existing trilateral cooperation agreement between CEER, ECRB and the Mediterranean Energy Regulators (MEDREG)<sup>3</sup>.

### Eastern Partnership

CEER took note of the difficulties working with regulators in the framework of the Eastern Partnership (EaP) resulting from the invasion of Ukraine by Russia. It is therefore unlikely that the “EaP” political format will be resumed in the future. As cooperation with EaP national regulatory authorities has been deemed fruitful in the past, CEER will pursue its relationships with certain EaP members individually and collectively, through different channels. The ongoing EU4Energy Project<sup>4</sup> will further strengthen ties between CEER and certain national regulatory authorities of the EaP.

## B. MEDITERRANEAN REGION

### MEDREG

Given the enormous potential to restructure and optimise energy supply, demand, and allocation, cooperation with the Mediterranean region in the energy transition can speed up the replacement of fossil fuels by renewables and also help better manage the many challenges of the transition. In this light, CEER recalls the existing and fruitful partnership with MEDREG, inter alia in the framework of the aforementioned trilateral cooperation agreement. CEER therefore continues to both enhance cooperation with regulatory authorities of the Mediterranean region and work on aligning the regulatory framework.

In sum, CEER will position itself as a harbour for all regulatory authorities and associations linked to the European energy market in order to jointly discuss future challenges and to develop approaches on how to tackle them.

#### MAIN LINES OF ACTIONS

- Maintaining dialogue in the framework of current agreements.
- Conclusion of new agreements as needed to deepen cooperation.
- Joint meetings and workshops between CEER and MEDREG and/or ECRB.
- Joint reports between CEER and MEDREG and/or ECRB.

<sup>3</sup> “Energy regulators across Europe and the Eastern and Mediterranean region sign cooperation arrangement”, CEER Press Release 18-07, 12 December 2018.

<sup>4</sup> See <https://www.ceer.eu/eu4energy>

## 2.2 Africa

A more structured approach to cooperation with African regulators and associations will become a growing priority for CEER.

### A. EU INCREASING FOCUS ON AFRICA

The EU's partnership with Africa is a key priority of the European Commission (EC). This partnership strives to bring Africa and Europe closer together by strengthening economic cooperation and promoting sustainable development. CEER can contribute, in the energy field, to enhance close cooperation with African regulators or associations in order to share expertise and best practices on subjects of interest.

### B. BETTER CHANNELLING OF OUR ACTIONS WITH AFRICA

#### **RAERESA – Regional Association of Energy Regulators for Eastern and Southern Africa**

CEER's cooperation with the Regional Association of Energy Regulators for Eastern and Southern Africa (RAERESA) dates back to 2019 when a memorandum of understanding (MoU) was signed to help build a sustainable regional energy market in Eastern Africa, Southern Africa, and Indian Ocean Region (EA-SA-IO).

With this cooperation, the aim is to facilitate peer-to-peer assistance, the exchange of best regulatory practices, training, practical learning, and study tours for exposure to international best practices. Since the signing of the MoU, a series of actions have been undertaken, including capacity building projects and activities, through the end of the period of the MoU in mid-2022.<sup>5</sup>

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<sup>5</sup> This activity may be reactivated with a new MoU.



## **ECOWAS and ERERA - Economic Community of West African States and Regional Energy Regulatory Authority**

CEER aspires to engage in close dialogue with the Regional Energy Regulatory Authority (ERERA) for West African countries. Indeed, the ECOWAS (Economic Community of West African States) regional electricity common market is becoming a reality through ERERA, which contributes to the establishment of a common regulatory and economic framework in the region. ERERA's overall mission is to ensure the regulation of cross-border electricity trade between ECOWAS Member States. In this sense, it is an interesting interlocutor for CEER.

CEER could bring the experience of its members to assist ERERA in strengthening its expertise for the building of the West African common market. CEER members could take advantage of this potential new relationship with a regional partner to strengthen their relations with ECOWAS countries and better understand their specific energy regulation issues. The establishment of a regular dialogue with ERERA should therefore be an important part of CEER's ambitions for African cooperation.

### **C. TAKE ADVANTAGE OF THE EXPERIENCE OF EXISTING ASSOCIATIONS OF REGULATORS**

In strengthening its involvement in Africa, CEER will build on the existing experience gathered in energy regulators' associations with African members, such as the French-Speaking Network of Energy Regulators ([RegulaE.fr](#)) and the Association of the Portuguese-Speaking Energy Regulators ([RELOP](#)). These two associations are already well structured and recognised.

Since its creation in 2016 and the support received from Directorate-General for International Partnerships (DG INTPA), RegulaE.Fr has promoted the exchange of best practices in energy regulation between its 32 members, of which 20 are from Africa.

Founded in 2008, RELOP is specialised in the promotion of professional training and knowledge-sharing between specialists among its 12 members, of which eight are from Africa. Building closer links with these associations could be advantageous for all parties.

#### **MAIN LINES OF ACTIONS**

- **Tailor-made trainings to meet the needs of African regulators.**
- **Identify global institutions with whom CEER could develop a technical dialogue.**
- **Propose, if necessary, the conclusion of new partnerships or the renewal of existing ones.**
- **Joint conferences with associations of African regulators.**
- **Enhance collective understanding and cooperation for common markets by sharing mutual experiences (joint meetings and workshops).**

## 2.3 The Americas

Within the context of its cooperation with the Americas, CEER's ambition is to share our Members' common practices to engage in dialogue with our counterparts in the region.

The main CEER partners on the North American continent are the state public utility commissions (in some ways equivalent to CEER national regulatory authorities (NRAs) of the United States. The flagship cooperation effort is the EU-US Regulatory Roundtable which is a long-established dialogue initiated by CEER and the National Association of Regulatory Utility Commissioners (NARUC) held every 12-18 months. The US Federal Energy Regulatory Commission (FERC) and the EU Agency for the Cooperation of Energy Regulators (ACER) also participate in the EU-US Regulatory Roundtable. Its aim is to provide a platform in which senior regulators from the United States and Europe exchange views and experiences on the shared challenges they face. Along the years, this roundtable has provided a forum for enhanced dialogue between senior representatives and has led to exchanges on regulatory practices and novel issues such as integration of renewables, cybersecurity requirements or LNG markets.

CEER engages with Latin American countries in the context of its cooperation with the Ibero-American Association of Energy Regulators (ARIAE). The ARIAE-CEER regulatory roundtables have been held every 18-24 months since 2007 and serve as a way of exchanging information on regulatory developments in Europe and in Latin-America. With two of its Members also a part of ARIAE, CEER has noted a strong interest to further share expertise and regulatory knowledge between the EU and Latin American countries.

CEER's ambition is to maintain the dialogue between the EU and the United States through its regular roundtable meetings and exchanges. Furthermore, and given the new impulse driven by the EU negotiating with some South American countries (such as Uruguay and Argentina), CEER remains open to deepening our dialogue with Latin American countries' NRAs.

### MAIN LINES OF ACTIONS

- Joint meetings and workshops in the framework of our current relations.
- Assess the need of an additional regulatory dialogue in the framework of the EU-US task force on Energy Security.



## 2.4 Asia and Australia

To ensure the security of energy flows within regions of the highest geostrategic importance such as the Middle East and Southeast Asia, CEER's cooperative schemes with energy regulators of countries outside of Europe are seen as essential. Even though Asia is home to several energy-intensive nations, it is nevertheless beneficial to split the continent in two categories: those that import and consume high volumes of energy resources, and those that primarily generate and export energy. The latter group significantly affects European energy markets in a direct manner. Some of these Asian nations have already established reliable energy connections with numerous EU Member States. By enhancing its collaboration with energy regulatory authorities abroad, CEER will forge strong energy relations with regulators like those of Australia (AEMC and AER) and other regulators from Eastern hemisphere nations.

As no significant cooperation with regulatory authorities and associations from Asia and Australia has taken place in the past, CEER will aim to engage with counterparts through the International Confederation of Energy Regulators (ICER) platform. The World Forum on Energy Regulation (WFER) provides a great opportunity to initiate relations, which CEER did at the 8<sup>th</sup> WFER in Lima, Peru.

As a second step, CEER can work together with other international regulatory associations to evaluate whether there are topics of joint interest for cooperation. These may range from the alignment of policies and the sharing of best practices regarding energy security; the reduction of emissions; the reduction of energy consumption, and greater RES integration through to the provision of the proper incentives to market participants (to build energy storage infrastructure as well as to operators to invest in grid infrastructure that is able to transport and distribute a high share of renewables and distributed energy resources), among others.

## 2.5 Worldwide regulatory organisations

### ICER – International Confederation of Energy Regulators

ICER<sup>6</sup> is a voluntary framework for cooperation between energy regulators from around the globe and constitutes a fundamental channel for sharing experiences with regulators from other regions of the world. It is organised as a federation of the regional associations of energy regulators such as CEER. Overall, fourteen regional associations are currently members of ICER. An additional aim of this platform is to help raise policy-maker awareness on energy regulation and support the impact of such regulation in addressing a wide spectrum of socio-economic, environmental and market issues.

Through ICER, national energy regulators come together in virtual working groups to discuss topics that go beyond regional and national boundaries and provide best practice and shared experience on the issues to be addressed through dialogue and cooperation. Its membership includes over two hundred regulatory authorities and spans six continents, with CEER being the voice of the European Regulators.

In its efforts within ICER, CEER was the pioneer leader of the Women in Energy initiative (WIE) and its very successful E-Mentoring programme. CEER has also supported the development of the agendas for the WFER and has provided relevant speakers for discussions at these international fora. These periodic exchanges allow a greater interconnection between regulators evolving in different landscapes and allow for a better understanding of the underlying issues that are being dealt with by international counterparts. CEER will be closely involved with the 9<sup>th</sup> WFER, which will take place in Georgia in 2026 with the aim to support CEER Observer GNERC in the preparations leading up to the event. CEER also provides regular input to the *ICER Chronicle*<sup>7</sup> in efforts to support enhanced exchanges of regulatory research and expertise.

### **ERRA – Energy Regulators Regional Association**

ERRA is a global international energy organisation with 48 members from 44 countries and 5 continents, many of which are either also Members of CEER and other international organisations or represent regions that are of strategic importance for CEER.

ERRA focuses on bringing together energy regulators with the necessary autonomy and authority to make positive change and the aim of strengthening and improving the regulatory framework. Since 2022, energy transition is high on ERRA's agenda with the creation of a dedicated task force and further publications expected.

The cooperation between CEER and ERRA would therefore contribute to all three strategic objectives of the CEER international strategy.

Events such as the Renewable Energy Investment Conference co-organised by the two organisations and held in Tbilisi, Georgia in October 2022, hosted by the Georgian National Energy and Water Supply Regulatory Commission (GNERC) in partnership with the Energy Community and the International Energy Agency (IEA) is a good example of the type of initiative that could be renewed in the future.



#### **MAIN LINES OF ACTIONS**

- Ensure dissemination of WFER output.
- Maintain our strong involvement in ICER activities.
- Support actions in favour of women in the field of energy – WIE.
- Support the organisation and the visibility of next WFER in 2026 in Georgia.

## 03.

### STRATEGIC PRIORITY #2

# Promoting high standards of regulation

## 3.1 Assistance in setting up regulatory reform and new independent regulators

In order to develop energy infrastructure, especially through foreign investments, economic actors must have confidence in the legal and regulatory system. The creation and effective structuring of an independent energy regulator is therefore a prerequisite for investments in grid infrastructure, production of energy and eventually a competitive market. The challenges and chances stemming from the energy transition have been set out in the CEER Strategy 2022-2025 “Empowering the Consumer for the Energy Transition” which guides CEER’s regulatory work for its Members and Observers as well as internationally.

CEER gathers 39 energy regulators (30 Members and 9 Observers) with a large variety of national experiences and energy mixes. CEER is therefore, an attractive source of information and models for international partners willing to establish an independent regulator and undertake reforms in the electricity and gas sector to establish or foster a competitive and well-functioning market (based on the grid regulated according to the principles of modern energy regulation outlined e.g., in the EU regulatory framework for a liberalised energy sector).

Although independent regulators are constituted in most countries of the world, there are still regions where such institutions are not in place. Africa and Asia are the main territories where CEER could help in setting up new independent regulatory bodies.

CEER intends to provide assistance and guidance to interested countries in the earliest stages of the process to establish a regulatory body. This would mean aiding with the primary legislation under which the regulator is constituted, composition of governing bodies, initial regulatory framework, and processes. By doing so, CEER will promote regulation as a whole and the core functions of a regulator. Several years may pass between the adoption of the law creating the regulator and its actual implementation. This is a crucial phase during which CEER may also be approached in order to help the regulator become operational before providing capacity-building actions, if any.



A number of regulators in the CEER community have experience with supporting the creation of a regulator and could help international partners to build an institutional framework that will bring confidence, stability, and transparency. Among the core principles that should guide the creation and structuring of a new energy regulator lies the principle of independence of NRAs. Indeed, regulatory independence provides greater confidence and trust that regulatory decisions are made with integrity. Regulatory independence is important to ensure that competitive energy markets work in the long-run interest of consumers. The establishment of a regulator should also make it possible to guarantee third-party access and the development of private producers.

The advantage for a state or an emerging regulator of having recourse to CEER's expertise compared to consultant services is to have a peer-to-peer dialogue. It can indeed be more interesting for a new regulator to discuss with regulators who have experienced the same difficulties and who have gone through similar stages to quickly gain competence and avoid common mistakes that could be made.

#### MAIN LINES OF ACTIONS

- Support, on request, to regulators that are being established.
- Propose a leaflet on the main functions of a regulator, to be made available online on the CEER website.
- Offer high-level seminars/peer-to-peer projects to officials of countries in which an energy regulator is being established.

### 3.2 Capacity building and common projects

Throughout the years, CEER has steered several common projects and has gained a wide experience across its Members in delivering effective results for EU-funded and multilateral initiatives. CEER has demonstrated its capability of assisting other NRAs and regulatory associations efficiently through project implementation (European Bank for Reconstruction and Development (EBRD), EU4Energy, bilateral projects, etc.). Furthermore, many NRA experts who are active in the CEER Working Groups and Workstreams have already participated in EU4Energy and twinning projects, gathering valuable experience in project implementation, in addition to their expertise on regulatory issues. Chapter 2 mentions some examples of past or ongoing work.

In this regard, CEER has adequate expertise in assisting other institutions to improve their regulatory strategies through knowledge sharing and providing assistance. CEER will position itself further as a regulatory association fit for project implementation. The CEER Secretariat assumes a coordination role and promotes the highest standards of regulation in the projects in which it is involved. It is the ambition of the CEER Secretariat to increase its involvement in common projects and take on the role of project leader or implementing partner where possible. This practice will be encouraged in the future and perpetuated within the international efforts of CEER.

#### **MAIN LINES OF ACTIONS**

- Promoting a peer-to-peer vision in capacity building actions.
- Identifying volunteer CEER experts among our members willing to provide input to capacity building.
- Promoting participation of Vice-Presidents or Working Group chairs in capacity-building actions.
- Giving priority to EU accession countries.
- The CEER Secretariat should provide feedback on past projects and the EU4Energy project when completed.
- The CEER Secretariat should disseminate external information on financing tools according to different actions (and more widely on available EU funds (such as European funding policies like Global Gateway strategy).
- The CEER Secretariat should encourage CEER experts' participation in future projects (call for interest on specific topics and relay the European Commission TAEIX sheets or twinning opportunities where appropriate).

## 04.

### STRATEGIC PRIORITY #3

# Contributing to the energy transition

#### 4.1 Promoting regulation as part of EU-third country agreements on energy

Along with the adoption of the EU strategy for an external energy engagement published in May 2022, the EC is engaged in negotiating and signing international energy agreements with third countries to ensure security of supply and achieve decarbonisation objectives (e.g. Israel, Egypt, Azerbaijan, Uruguay (ongoing), Argentina (ongoing)). The international agreements concern gas supply (especially LNG) with a view to reducing European dependence on Russian imports, and decarbonisation agreements, for hydrogen (production of green electricity, raw materials, research and technologies, knowledge sharing, etc.). Many of the objectives mentioned in the EU-third country agreements consist of creating competitive markets, which is why CEER's experience would be valuable at the stage of implementing those international agreements. The MoU signed between the EU and Ukraine in 2023 specifically addresses regulatory dialogue and encourages cooperation between EU regulators and NEURC, the Ukrainian regulator.



This is why CEER expertise could be needed to support the implementation of those international agreements. It will add a technical dimension to the political dialogue on hydrogen, energy efficiency, renewables development, third-party access, and unbundling regimes, which constitute the main points of reference to be settled to reshape a national energy market. When CEER agrees upon cooperation with a regulator of a third country, it could guarantee a certain level of quality by signing an MoU with that party. In this manner, a solid basis is created, allowing collaboration to effectively deepen. The key elements of collaboration and the actions to be taken to accomplish the predetermined goals will be covered in this MoU. CEER has renowned experience and expertise in shaping energy markets by offering valuable information, and this knowledge can be spread to any interested country.

**MAIN  
LINES OF  
ACTIONS**

- **Identify the current and future EU-third countries agreements on energy through direct exchange with the EC.**
- **Promote, if relevant, the inclusion of regulators in the provision of the EU international agreements.**
- **Engage in dialogue, if relevant, with the regulators of EU partnerships' signatories.**

## **4.2 Enhancing dialogues with international organisations**

Today, CEER wants to further develop its relationships with international organisations to exchange information and ideas on regulatory aspects with organisations engaged in the promotion of sustainable energy such as the Organisation for Economic Co-operation and Development (OECD), the International Energy Agency (IEA), and the International Renewable Energy Agency (IRENA).

CEER and the IEA have previously collaborated to exchange knowledge and understanding on topics of common interest through bilateral meetings or joint workshops, inviting speakers to CEER trainings, meetings and events, and also providing CEER speakers to IEA events.

CEER aims to maintain its established relations, but also nurture new relations e.g., with IRENA, by improving mutual understanding of the challenges faced by the respective markets and corresponding regulatory responses, in regard to climate change goals and the promotion of renewable energy.

CEER looks forward to strengthening ties with the OECD by increasing awareness of current energy regulatory issues and approaches. Furthermore, CEER aims to deepen these working relations through OECD's Network of Economic Regulators (NER), where many of CEER Members are represented.

Given its international dimension, CEER also intends to pursue actions beyond the purely regulatory and the European neighbourhood by closely following United Nations' activities focusing on energy such as the SDGs (Sustainable Development Goals) and COP events dealing with climate change. This will in return provide CEER Members with valuable data and findings for future work.

Finally, CEER intends to enhance dialogue with universities and academic organisations focusing on energy regulation. This will allow an exchange of practical experience with theoretical knowledge and open opportunities to tackle upcoming challenges in the energy regulatory field together, not exclusively as a matter of European but rather global concern.



**MAIN  
LINES OF  
ACTIONS**

- Strengthening our links with the OECD.
- Reinforcing our links with the IEA.
- Creating relationships with IRENA.
- Monitoring United Nations activities on energy, especially COP events.
- Workshops, sharing of expertise.
- Enhancing dialogue with academic partners as needed.



## 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.

**CEER**

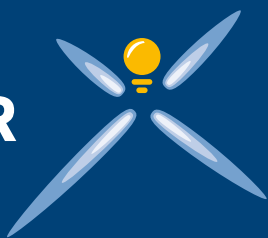
Council of European  
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# CEER

Council of European  
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