

CEER 2025 Work Programme

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1 Introduction

1.1 What is CEER?

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

1.2 CEER as a valued partner

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

CEER cooperates closely with ACER and our respective work complements and strengthens one another's roles. ACER has a legislative mandate and responsibilities related to the cross-border regulatory framework for the effective operation of Europe's Internal Energy Market (IEM). CEER's activities are covered by its 30 members – the regulators from the EU, two European Economic Area (EEA Member States), and the Great Britain – and 9 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.

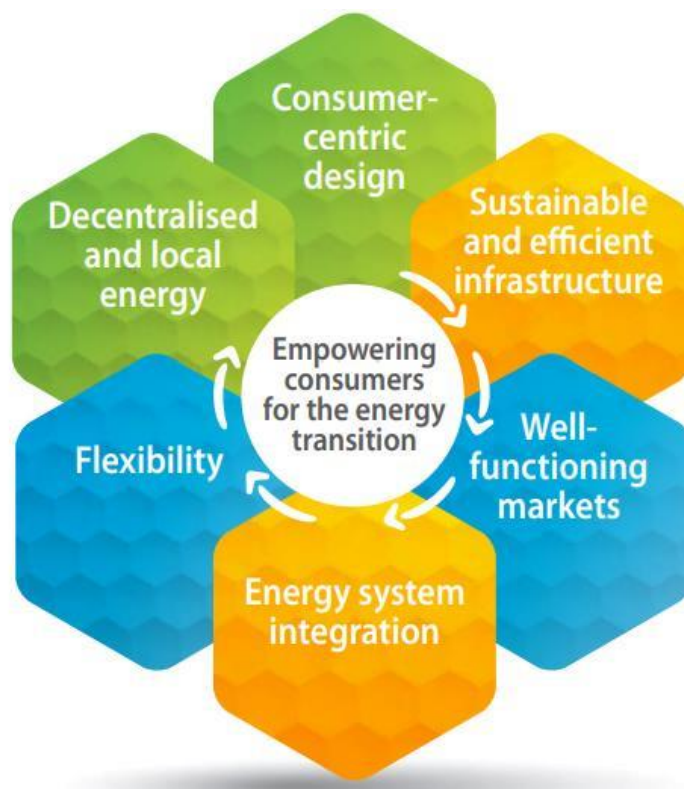
CEER will continue to be active in supporting the European institutions to further develop and implement measures to enhance the IEM. We anticipate that the CEER Work Programme for 2025 may need to be further adapted to take account of these expected developments. The changes will bring considerable benefits from a consumer, environmental and economic perspective.

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

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

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

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



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

2.1 Energy system integration

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

CEER has identified two core areas for this work:

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

2.2 Consumer-centric dynamic regulation

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

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

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

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

2.3 Well-functioning markets

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

CEER has identified two core areas for this work:

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

3 CEER work areas in 2025

The CEER 2025 Work Programme (WP) comprises 18 public work items, 14 deliverables and 4 activities. The work items are derived from the Energy Transition Strategy outlined above.

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

The 2024 WP prolongs actions that were undertaken by CEER in 2024. While remaining aligned with the CEER Strategy, CEER takes into consideration the current situation in the energy sector and has therefore reoriented the priorities for its 2025 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, factsheets, conferences, events and training courses dedicated to regulatory issues. We will continue to promote competitive retail markets. This is the way forward to a competitive, sustainable, and secure energy market in Europe.

The 2025 Work Programme has been built in order to accurately reflect the extraordinary events which are having a prolonged effect on the energy sector, including the long-term challenges posed by the climate crisis and its far-reaching consequences. Additionally, the energy crisis in Europe which stemmed from political and other factors, is still an ongoing concern. European energy regulators recognize the challenges these events continue to pose for regulation and reiterate their commitment to be part of the solution.

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

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

Consumers and retail markets remain an ongoing priority in 2025. A part of the 2025 WP is therefore dedicated to consumer protection and empowerment and to well-functioning and competitive retail markets with an emphasis on enabling consumers to engage more effectively in energy markets and energy regulatory issues. As in previous years, CEER will hold its flagship Customer Conference to address these matters.

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

3.1 Sustainable and efficient infrastructure, energy system integration

In 2025, in order to support the achievement of the deployment of sustainable and efficient infrastructure, CEER will analyse the distribution network development plans framework to identify key recommendations in the area. CEER also plans to continue to provide a general overview of the regulatory frameworks and systems for electricity and gas networks (transmission system operators (TSOs) and DSOs) in CEER member countries (MCs).

CEER plans to support national regulatory authorities (NRAs) to acquaint themselves with new and innovative ways and best practices to manage grid bottlenecks, e.g. allocating already existing capacity and other tools.

Regarding the energy system integration, CEER will provide a future outlook of biomethane and hydrogen considering the recently adopted Hydrogen Decarbonisation and Gas Market Package.

3.2 Consumer-centric dynamic regulation

CEER will continue to 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.

As it is beneficial for the entire energy system to operate for well-informed consumers and especially so during the times of energy transition, CEER will cover critical topics for consumers, such as dynamic pricing contracts and energy sharing. CEER plans to share expertise between NRAs on these topics and provide recommendations and/or guiding principles.

3.3 Well-functioning markets

To support efficient and necessary regulatory decision-making in these dynamic times, CEER plans to develop Guidelines of Good Practices of Regulatory Impact Assessment, to provide a space for the national regulatory authorities (NRAs) to share best practices and learn from each other. A public Workshop on NRA independence in a multi-sectoral environment is planned, following up the report published by CEER in 2024.

Regarding the wholesale market, CEER will continue to monitor the developments in financial regulations and the links to REMIT and provide an opportunity for NRAs to exchange their experiences when cooperating with financial regulators.

4 CEER Work Programme 2025 – Results

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
Customers and Retail Markets	Transparency and Comparability in the Retail Market	Energy is inherently complex, often resulting in transparency issues. Recent developments, such as dynamic pricing contracts and energy sharing, as well as existing features such as termination fees and bundle products, further complicate the comparison of different energy products. Moreover, the demand-side response required to facilitate the energy transition necessitates additional knowledge and effort from consumers to fully grasp the ins and outs of the offer they subscribe to. This deliverable aims to cover these critical topics by sharing expertise between NRAs and CEER providing recommendations and/or guiding principles.	Consumer-centric design	Q3 2024	Q2 2025	D
Customers and Retail Markets	ACER-CEER Energy Retail Markets and Consumer Protection Report	This annual ACER-CEER Market Monitoring Report aims to monitor consumer empowerment and retail markets developments across Europe. CEER will cooperate with ACER to deliver a comprehensive monitoring report to the European Parliament, investigating progress on the national implementation of European legislation focusing on consumer protection and empowerment, as well as the consumer experience in European energy markets. The report will include detailed insights on retail market developments, such as prices, price regulation measures and market structures, as well as relevant and new consumer issues such as energy poverty and active energy consumption. The primary data source for the report consists of the CEER national indicators and respective surveys. Beyond presenting the key results of our assessment of the functioning of the Internal Energy Market (IEM) in 2022, the MMR also contains recommendations on how to address the remaining identified barriers to the completion of the IEM.	Consumer-centric design	Q1 2025	Q4 2025	D

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
Gas	How to implement the Decarbonization Package in relation to regulation of hydrogen and biomethane	CEER will analyse the different possibilities for the implementation of the Decarbonization Package, that has been published in 2024. Among the main issues: 1) access conditions, 2) unbundling, 3) derogations.	Well-functioning markets + energy system integration	2024	Q4 2025	D
Gas	LNG terminals: a new role in the framework of decarbonization?	CEER LNG WS will study how LNG terminals could play a role in the decarbonization process through different alternatives, including bioLNG, e-LNG, pure hydrogen, ammonia, Liquid Organic Hydrogen Carriers (LOHC), synthetic fuels, CCUS... CEER LNG WS will do so by gathering and analyzing information about projects in Europe of LNG terminal adaptations, but also terminal projects related to new energy carriers based on information obtained from regulators, LSOs and project developers, identifying possible barriers to decarbonization and suggest how to overcome them. In addition, CEER LNG WS will analyse whether it would be convenient to evolve to a regulation that encompasses different types of terminals.	Well-functioning markets + Sustainable and efficient infrastructure	2024	Q4 2025	D
Market Integrity and Transparency	Financial Regulation and the links to REMIT	Wholesale energy markets have their own dedicated regulation to address market abuse and transparency - REMIT. However, the linked between REMIT and financial regulation has been strengthened through the new framework established in REMIT II, when its scope has been extended to wholesale energy products that are also financial instruments, which were previously the sole competence of financial regulation. Hence, REMIT II also reinforced cooperation between energy and financial regulators, who must regularly coordinate their actions to ensure proper energy market functioning from a regulatory perspective. Consequently, with this ongoing activity CEER will continue to monitor the developments in financial regulation and provide an opportunity for NRAs to exchange their experiences when cooperating with financial regulators.	Well-functioning markets	Q1 2025	Q4 2025	D
Electricity	4th unsupported RES report	Update on the paper on how RES electricity is handled in MS after their support time ended.	Decentralised and local energy	Q2 2025	Q4 2025	D

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
Electricity & Gas	Regulatory Frameworks Report of European Energy Networks 2025	Regulatory Frameworks Report of European Energy Networks 2025.	Sustainable and efficient infrastructure	Q1 2025	Q4 2025	D
Distribution Systems	Smart Grid Indicators joint paper after the Copenhagen Forum	After the joint ACER-CEER guidance paper (June 2024), the goal is to write a more in-depth paper, in consultation with all stakeholders, to identify and define all pertinent network performance indicators (TSO and DSO) that can be used for regulatory purposes. The paper would also propose an inventory of all indicators, a short list of the most relevant ones, and if need be, indicators that could be commonly defined at European level.	All	Q1 2025	Q4 2025	D
Distribution Systems	Grid connection capacity challenges	As was already presented several times in the WG, many MSs and their DSOs face challenges in connecting ever-increasing RES production and demand. Since the grid build out cannot keep pace with the speed of the demand increase, alternative tools and measures have to be used to tackle bottlenecks. The deliverable wishes to dive deeper into best practices on how to allocate already existing capacity in a more efficient manner. National implementation of a flexible connection agreement framework could also be explored.	Sustainable and efficient infrastructure	Q1 2025	Q4 2025	D
Distribution Systems	A new look at distribution network development plans	Given the distribution infrastructure's top priority (see EU Grid Action Plan) as a key barrier to energy transition, distribution network planning should be reexamined from the following aspects: (i) status of Clean Energy Package (CEP) implementation, (ii) new developments: a) anticipatory investments, b) new rules in the demand response network code, c) AFIR, iii) in relation to financing.	Sustainable and efficient infrastructure	Q1 2025	Q4 2025	D
Distribution Systems	CEER Benchmarking Report 7.1 on the Continuity of Electricity and Gas Supply	Data update of interruption indicators for 2019, 2020, 2021, 2022 and 2023.	Sustainable and efficient infrastructure	Q1 2025	Q4 2025	D
Distribution Systems	Factsheet threat reports / incidents and NRAs responsibilities and learning points	Describe the threat- and incident-reports from ENISA, connect them to the NRAs responsibilities, and discuss NRA-specific learning points.	Well-functioning markets	Q2 2025	Q4 2025	D

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
Regulatory Benchmarking	Guidelines of Good Practice on Regulatory Impact Assessment	The objective is to develop a set of Guidelines on Regulatory Impact Assessment (RIA). It will use the results of the Benchmarking Report on RIA Methodologies to share best practices and to create a common frame of reference on the subject for European regulators.	Well-functioning markets	2024	Q4 2025	D
Regulatory Benchmarking	Consultation on Guidelines on Regulatory Impact Assessment	With a draft in hand, the fourth phase opens up the process to a wider audience through a public workshop or consultation. This assures the transparency and inclusivity of the process, giving a chance for a broader range of stakeholders to review and comment on the draft guidelines. The feedback gathered from this public engagement is invaluable, as it provides diverse viewpoints and potential improvements. This phase is of outmost importance to ensure that the guidelines are not biased and are accepted and valued by the wider community.	Well-functioning markets	2024	Q4 2025	A
Regulatory Benchmarking	Public Workshop on NRA independence in a multi-sectoral environment	A workshop to discuss the results of the CEER report on NRA independence in a multi-sectoral environment. We expect that NRAs' tasks will increase as public and political sentiment swings towards stronger regulation in some areas - we are seeing these tendencies e.g. in the areas of security of supply, energy efficiency, and renewable energy. The development of a true whole system approach will mean regulation at the margins and at the interfaces of sectors (e.g. EVs), and innovation and new business models will mean that regulation must be quick to develop. An overview of tasks that are outside the 'core' regulatory business listed in the Directives will provide insight into such recent developments and could indicate how NRAs are managing to cope with the issue of maintaining their independence in the face of such rapid developments.	Well-functioning markets	2024	Q3 2025	A
CEER Secretariat	CEER Annual Conference	Almost every year since 2012, CEER organises this major event, which serves as a forum for industry, policy makers and consumer organisations, to discuss topical EU energy policy issues and trends.	All	June25, 2025	June 25, 2025	A

Sector	Title	Description/output	Strategy core area	Expected start time	Expected end time	Deliverable (D) or Activity (A)
CEER Secretariat	CEER Customer Conference	The Customer Conference is CEER's flagship event to engage directly with consumer representatives on the best ways to implement European legislation while empowering and engaging consumers to become fully-fledged market players. CEER's Customer Conference is also an opportunity to inform the public about CEER reports and activities around consumer rights enforcement and retail markets.	All	April 1, 2025	April 1, 2025	A
Work Programme Drafting Committee	Work Programme	Every year CEER develops a Work Programme for the following year, projecting work items according to the established CEER priorities. The development of this work also includes a public consultation in which stakeholders are invited to participate and make suggestions on the initial proposals submitted internally. After analysing their contributions, the working proposals are finalised and published.	All	Q1 2025	Q4 2025	D

5 Training courses

COURSE	FORMAT	LEVEL	COURSE DIRECTOR	DATE
WORKSHOP on the functioning on CEER and ACER	ONLINE	A	<i>CEER Secretariat</i>	20 March
Advanced Training on the revised Electricity Market Design	ONLINE	B	<i>Johan Roupe, Ei</i>	8-9-10 April
Training on Regulatory barriers to grid and clean technology deployment: diagnostics and international benchmarks	ONSITE (in cooperation with OECD TBC)	B	<i>Filipe Matias Santos, ERSE</i> <i>Nadia Horstmann, BNetzA</i> <i>OECD Representative</i>	End of April or 28-29 May TBC
Mini-Training on Communication strategies and negotiation skills	ONLINE Mini training	A	<i>TBC</i>	16 May
Introduction to EU Energy Regulatory Framework and Policy Training	ONSITE	A	<i>TBC</i>	20-21 May
Introduction to European Electricity and Gas Market Regulation Training	ONSITE	A	<i>TBC</i>	22-23 May
Advanced Training on Cybersecurity	ONSITE	B	<i>Philippe Mahler, Elcom</i> <i>Nicolas Sciboz, Elcom</i>	24-25 June
Training on Legal Challenges in an Evolving Regulatory Framework	ONSITE (Possibly at the EU Court of Justice TBC)	A	<i>Alexander Linov, BNetzA</i>	24-25 September
Training on the Regulation of DSOs, Digitalisation and Flexibility Markets	ONSITE – Open to public	A	<i>Veli-Pekka Saajo, Energiavirasto</i>	29-30 September - 1 October
Advanced Training on REMIT and REMIT Enforcement	ONSITE	B	<i>Annegret Groebel, BNetzA</i>	16-17 October
Mini-Training on EU Institutions and EU Legislative Procedures	ONLINE	A	<i>Nadia Horstmann, BNetzA</i>	28 October

Advanced Training on Network Tariffs for Transmission and Distribution	ONSITE	B	<i>Caterina Miriello, ARERA</i>	4-5-6 November
Executive Seminar	ONSITE	B	<i>Annegret Groebel, BNetzA</i>	12 November
Training on European Wholesale Electricity and Gas Market Trading	ONSITE – Open to Public (in cooperation with Energy Traders Europe)	A	<i>Mike Bostan, ETE Esther Espeja Bragulat, CNMC</i>	25-26 November
Training on GDPR compliance and use of AI	ONLINE Mini Training	A	<i>TBC</i>	3 December