

CEER
Council of European
Energy Regulators

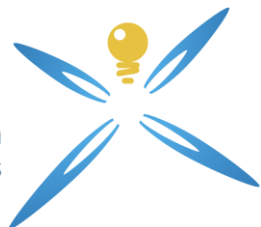


PUBLIC CONSULTATION DOCUMENT

CEER 2027 Work Programme

09.07.2026

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CEER 2027 Work Programme

Work Programme Drafting Committee

09-07-2026

Information page

Abstract

CEER is looking for feedback on the proposed items of its 2027 Work Programme. The development of CEER's annual work programme is guided overall by the CEER Strategy *"Ensuring regulatory stability and citizen engagement amidst change to reach the decarbonisation goals efficiently"* for the period 2026-2029.

Target audience

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

How to respond to this consultation

Deadline: [4 September 2026](#)

This public consultation is carried out through a dedicated [online questionnaire](#) on the CEER's website. No login is required.

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

CEER Secretariat

Tel. +32 (0)472 74 02 82

Email: brussels@ceer.eu

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

Treatment of confidential responses

In the interest of transparency, CEER:

- i. will list the names of all respondents or, alternatively, publish the number (but not the names) of fully confidential responses received;
- ii. asks that any respondent requesting confidentiality submit confidential responses by marking them as "confidential" in the online questionnaire. CEER will publish all responses that are not marked confidential.

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1 Introduction

Each year, CEER prepares a work programme which seeks to meet the challenges posed by energy market developments. It is important that CEER identifies topics which enhance regulation with the aim of improving the operation of energy markets to the benefit of consumers. Our 2027 Work Programme is shaped by the new [CEER Strategy 2026-2029](#) *“Ensuring regulatory stability and citizen engagement amidst change to reach the decarbonisation goals efficiently”* (the Strategy).

This new strategic cycle builds on the solid foundations of CEER’s previous strategy while responding to key emerging trends - including digitalisation, the growth of decentralised energy sources, ongoing geopolitical shifts, and increasing pressures on affordability and system resilience.

In line with CEER’s mission to deliver independent, evidence-based regulatory solutions, the 2027 Work Programme is structured around three strategic priorities:



Figure 1 CEER strategic priorities for the period of 2026-2029

These pillars reflect the continued relevance of system integration, consumer-centric regulation and well-functioning markets, while placing renewed emphasis on regulatory stability, innovation, and inclusive engagement.

Based on the Strategy, CEER 2027 Work Programme will prioritise activities that contribute to implementing the three strategic priorities and achieving CEER’s broader strategic objectives. Each deliverable or activity should therefore aim to support outcomes that advance these goals. The following chapters describe the elements of the Strategy in more detail.

Alongside CEER’s strategy driven work, a significant part of our annual activities are the monitoring and benchmarking efforts in collaboration with other partner organisations such as the EU Agency for the Cooperation of Energy Regulators (ACER) or the Energy Community Regulatory Board (ECRB) and the Association of Mediterranean Energy Regulators (MEDREG). The recurring work for 2027 is explained in more detail under heading 3.4.

2 Public consultation and further process

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

CEER sees stakeholder consultation as important both in setting our priorities for the year ahead and for the subsequent development of our work in 2027. All interested parties are therefore invited to participate in this consultation and **submit comments by 4 September 2026**.

Stakeholders are invited to participate in the public consultation via a dedicated online questionnaire, available on the public consultation page of the CEER website. Please note that only responses submitted through the online questionnaire will be taken into consideration. No registration or password is required to access the questionnaire.

3 CEER’s priorities in 2027

Like other organisations, CEER must prioritise its work to ensure that limited resources are used where they can bring the greatest benefit. The CEER Strategy for 2026-2029 provides the overarching framework for our activities during this period. It guides the annual Work Programmes by addressing the evolving needs of Europe’s energy system, society, and economy. The three strategic priorities reflect CEER’s continued commitment to a resilient, consumer-oriented, and decarbonised energy system:

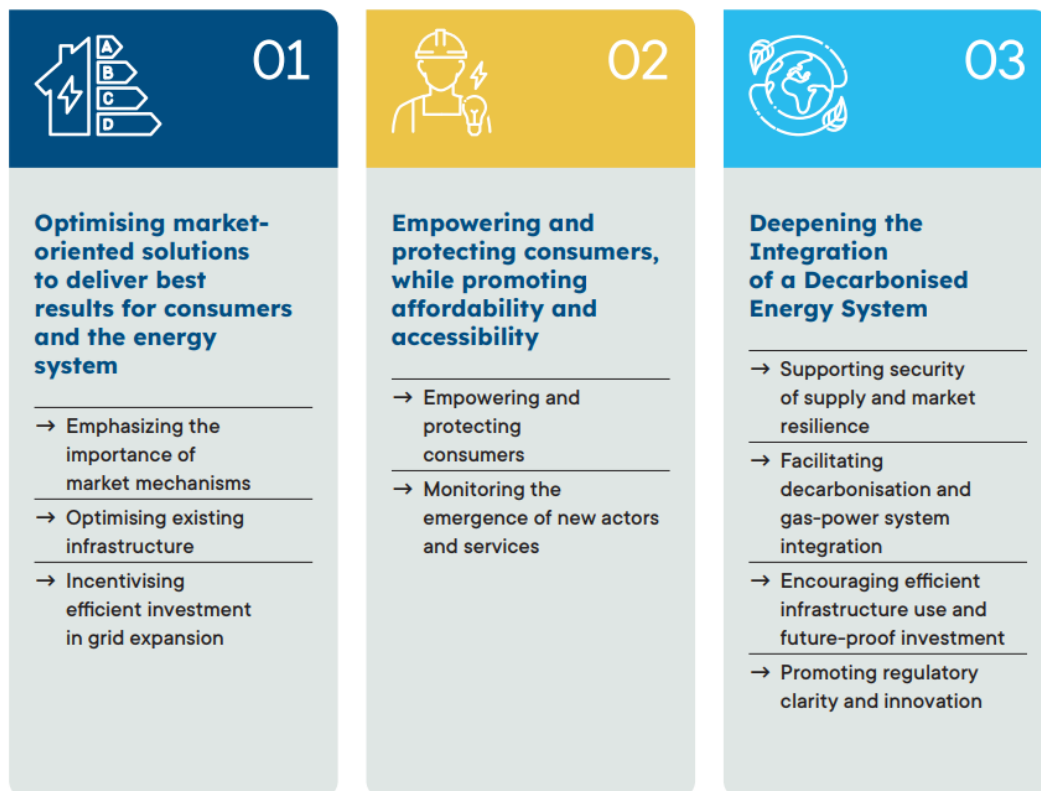
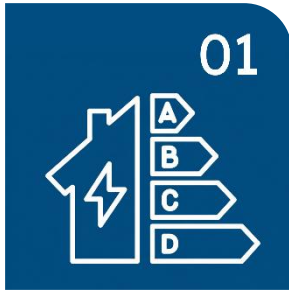


Figure 2 CEER key focus areas under the strategic priorities 2026-2029

3.1 Optimising market-oriented solutions to deliver best results for consumers and the energy system



Functioning, competitive energy markets are the cornerstone of a secure, efficient, and decarbonised energy system. They play a critical role in ensuring that Europe’s climate and energy objectives are met in a socially balanced and economically sound manner. CEER’s focus under this strategic priority is to strengthen the credibility and effectiveness of market frameworks, ensuring that they provide the right signals for investment, flexibility, and innovation - particularly in an increasingly decentralised and complex energy landscape.

CEER’s work in 2026-2029 will concentrate on the following key areas:

Emphasising the importance of market mechanisms

Deliverable in 2027: **Financial Regulation and the links to REMIT** - Ongoing monitoring activity and structured engagement supporting NRA cooperation with financial regulators on the implementation of REMIT II.

Optimising existing infrastructure

Deliverable in 2027: **Regulatory Frameworks Report 2027** - Annual report providing a comprehensive and comparative overview of the regulatory frameworks applied to electricity and gas networks across CEER member countries.

Incentivising efficient investment in grid expansion

Deliverable in 2027: **CEER Analysis of Energy System Costs** - CEER will first conduct a desktop analysis of existing European energy system studies and how they have incorporated system costs. Energy system costs encompass the full lifecycle expenses required to generate, transmit, store, and consume energy. CEER will deliver a cost estimate based on a robust analytical framework to cover the system costs of electricity and gas supply across Member States, covering generation and network costs.

3.2 Empowering and protecting consumers, while promoting affordability and accessibility



Consumers are central to the energy transition and must be empowered to engage with evolving markets in an informed, confident, and secure way. CEER’s work under this priority focuses on ensuring that consumers, including the most vulnerable, are protected, supported, and able to benefit from new opportunities, such as energy sharing, self-consumption, and demand-side flexibility, while maintaining a strong focus on affordability and accessibility.

CEER’s work in 2026-2029 will concentrate on the following key areas:

Empowering and protecting consumers

Deliverable in 2027: **Activating Consumers in the Energy Transition** - Workshops assessing regulatory tools, incentives and approaches to support active consumer participation in the energy transition, with a focus on inclusivity and ethical considerations.

Deliverable in 2027: **ACER-CEER Energy Retail Markets and Consumer Protection Market Monitoring Report** - Annual joint report with ACER providing a comprehensive overview of retail market developments and consumer protection across Europe, covering pricing, market structures and energy poverty.

Monitoring the emergence of new actors and services

Deliverable in 2027: **Energy Sharing in Europe: Frameworks overview and Case Studies** - Report mapping national regulatory frameworks and implementation approaches for energy sharing across Member States, complemented by selected case studies highlighting key lessons learned.

3.3 Deepening the integration of a decarbonised energy system



The shift to a decarbonised energy system requires more coordinated, flexible, and forward-looking regulation, while also addressing current and near-term system needs. As natural gas continues to play an important role in energy security and market functioning, regulators must ensure that existing infrastructure is used efficiently and remains fit for purpose where needed. At the same time, increasing role of low-carbon gases, such as biomethane and hydrogen, creates new challenges for infrastructure planning, market design and governance. CEER's work under this priority focuses on supporting security of supply and market resilience, facilitating system integration, encouraging efficient infrastructure use and future-proof investment. As well as promoting regulatory clarity and innovation across interconnected sectors including gas, electricity, transport, and waste.

CEER's work in 2026-2029 will concentrate on the following key areas:

Supporting security of supply and market resilience

Deliverable in 2027: **Treatment of underutilised cross-border infrastructure which might (still) be needed for SoS or (power) market purpose** - Report assessing the regulatory treatment and cost recovery approaches for underutilised cross-border gas infrastructure, including security of supply considerations and long-term decommissioning planning.

Facilitating decarbonisation and gas-power system integration

Deliverable in 2027: **Trilateral (CEER-ECRB-MEDREG) Report on National Hydrogen Strategies** - Joint trilateral report by CEER, ECRB and MEDREG providing a comparative overview of national hydrogen policies and regulatory frameworks across the EU and neighbouring countries.

Encouraging efficient infrastructure use and future-proof investment

Deliverable in 2027: Congestion Management Procedures and Anti-Hoarding Mechanisms at LNG Terminals - Report examining congestion management procedures and anti-hoarding mechanisms at EU LNG terminals, with recommendations for enhancing their effectiveness and consistency.

Promoting regulatory clarity and innovation

Deliverable in 2027: Industry Day on Cybersecurity topics - An event bringing together NRAs, industry representatives and relevant stakeholders to exchange views on emerging cybersecurity challenges in the energy sector.

Deliverable in 2027: Legal workshop with ACER - Review of last relevant decisions - Joint CEER-ACER workshop presenting selected case studies and recent regulatory decisions to enhance NRA understanding of ACER's decision-making processes.

3.4 Recurring and cross-cutting work

Some of our work is recurring precisely because of high public interest and appreciation by our member NRAs. Customers are at the very core of CEER's Strategy and always a primary focus. In line with this commitment, CEER will organise its annual **Consumer Focus Event**, as well as **CEER Annual Conference** in 2027.

CEER will also continue its **Women in Energy Initiative**, promoting diversity, inclusion and equal opportunities across the energy sector through networking, mentoring, training and the exchange of best practices.

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

- CEER will continue working on the [EU4Energy project](#), which brings regulatory expertise and capacity building to the Eastern Partnership countries;
- CEER will continue to develop dialogue and exchange best regulatory practices with non-EU regulators and associations of non-EU energy regulators, to broaden the views.

CEER has consistently undertaken work on several important areas and hopes to continue this valuable work in 2027, building stronger ties with other European regulatory bodies in disciplines related to energy regulation, including financial regulation, competition authorities and telecommunications regulation.

Amongst others, a number of cross-cutting activities are to be organised during 2027:

- CEER will continue **monitoring EU institutional developments and advocating for sound regulatory approaches**, with a particular focus on the Grids Package, security of supply legislation and other relevant energy files. The deliverable will include regular updates in Working Group meetings and a user-friendly compilation of CEER's policy positions. By strengthening understanding of the evolving EU framework, this work enables CEER to steer its advocacy activities and support the delivery of its strategic objectives across all priority areas.
- CEER will explore the use of **open-source energy system models for NRAs**,

providing an overview of the opportunities and challenges associated with their use in regulatory analysis and decision-making. The work will gather experiences from regulators, map existing practices and assess the potential costs, resource requirements and benefits of using open-source models to support the evaluation of grid investment plans and energy system assessments. This will enable NRAs to make more informed and evidence-based choices on modelling tools and strengthen their analytical capacity.

- CEER will develop its **Work Programme for 2028**, projecting work items according to CEER's established strategic priorities. As in previous years, the process will include a public consultation in which stakeholders are invited to participate and provide suggestions on the initial proposals, ensuring a transparent, inclusive and well-prioritised programme aligned with stakeholder input and CEER's strategic objectives.

4 Questions for consultation

The purpose of this public consultation is to increase transparency and to provide energy regulators with valuable feedback from parties interested in shaping regulators' priorities.

The present document will be open for public consultation **until 4 September 2026**.

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

1. Does the CEER Work Programme put forward the right topics/ deliverables within the 3 priority areas of the CEER Strategy 2026-2029? Should some topics/ deliverables be deleted or added? [Please note that not every aspect in each of the 3 strategic regulatory priorities would be addressed in a single year's work programme.]
2. Are there any emerging issues or topics that you believe CEER should address in this or future work programmes? Please elaborate. If you would be interested in discussing your suggestions further, please let us know and provide your contact details.
3. Please reflect on the individual work items (listed here in the consultation paper).
 - 3.1. Grade the deliverables "very important", "important" or "not important".
 - 3.2. Do you have comments on any of the deliverables, or are there deliverables you believe your organisation can contribute to? If so, please elaborate.

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

5 DRAFT CEER WORK ITEMS FOR 2027

No.	Sector	Title	Description/output	Outcome	Strategic Priority	Expected start time	Expected end time
1	Customers and Retail Markets	Activating Consumers in the Energy Transition	An assessment of the roles and responsibilities of different actors in enabling active consumer participation in the energy transition. The work would explore regulatory tools, incentives and initiatives that support consumer engagement, while also examining broader societal and ethical considerations through analysis, workshops and/or webinars.	Enhanced understanding of effective approaches to consumer engagement, supporting NRAs in fostering active consumer participation and ensuring that the energy transition remains inclusive, fair and consumer-centred.	Empowering and protecting consumers	Q1 2027	Q4 2027
2	Customers and Retail Markets	ACER-CEER Energy Retail Markets and Consumer Protection Market Monitoring Report	CEER, in cooperation with ACER, will deliver the annual Market Monitoring Report, providing a comprehensive overview of retail market developments across Europe. The report focuses on consumer empowerment and protection, tracking national implementation of EU legislation. It covers topics such as pricing, price regulation, market structures, energy poverty, and active energy consumption.	This deliverable contributes to greater transparency, accountability, and evidence-based policymaking, while also helping identify areas for further improvement in retail market design and consumer experience.	Empowering and protecting consumers	Q1 2027	Q4 2027

No.	Sector	Title	Description/output	Outcome	Priority	Start time	End time
3	Market Integrity and Transparency	Financial Regulation and the links to REMIT	Wholesale energy markets are governed by REMIT, a regulatory framework addressing market abuse and transparency. With the adoption of REMIT II, the link between REMIT and financial regulation has been strengthened, extending its scope to cover wholesale energy products that are also classified as financial instruments. REMIT II reinforces the need for cooperation between energy and financial regulators to ensure sound market oversight. This work item provides a structure for CEER to continue monitoring developments in financial regulation and to support NRAs in their cooperation with financial counterparts.	This activity ensures CEER and its members are well positioned to safeguard the role of energy regulators within evolving regulatory frameworks. It supports coordinated engagement with financial regulators, promotes knowledge sharing, and helps ensure consistent implementation of REMIT II. By doing so, CEER contributes to balanced and effective oversight, avoids unnecessary centralisation, and remains ready to respond swiftly if further action is needed to uphold regulatory clarity and cooperation.	Optimising market oriented solutions	Ongoing	Ongoing
4	Gas	Congestion Management Procedures and Anti-Hoarding Mechanisms at LNG Terminals	This report will examine CMP and anti-hoarding mechanisms at EU LNG terminals, covering both regulated and exempted. It will assess the current practices, explore the benefits and potential drawbacks of these measures in terms of market liquidity, transparency, and security of supply, as well as their impact on competition and infrastructure utilisation.	The study will identify best practices and, if needed, will formulate recommendations aimed at enhancing the effectiveness, consistency, and adaptability of anti-hoarding mechanisms in the EU.	Deepening the integration of a decarbonised energy system	Q1 2027	Q4 2027
5	Gas	Trilateral Report on National Hydrogen Strategies	The joint report by CEER, MEDREG and ECRB provides a comparative overview of national hydrogen policies and regulatory frameworks across the EU and neighbouring countries.	The report aims to enhance transparency and enable quick comparability between national approaches, while highlighting emerging best practices.	Deepening the integration of a decarbonised energy system	Q1 2027	Q4 2027

No.	Sector	Title	Description/output	Outcome	Priority	Start time	End time
6	Gas	Treatment of underutilised cross-border infrastructure which might (still) be needed for SoS or (power) market purpose	Assessment of the regulatory treatment of underutilised cross-border gas infrastructure in the context of declining gas demand and security of supply needs. The work would examine cost recovery approaches, including the distinction between capacity required for market functioning and capacity retained for security of supply purposes, as well as considerations for long-term decommissioning planning.	Improved understanding of regulatory approaches for managing underutilised cross-border gas infrastructure, including cost allocation principles, security of supply considerations and long-term network planning, with a view to supporting efficient and proportionate infrastructure use during the energy transition.	Deepening the integration of a decarbonised energy system	Q1 2027	Q4 2027
7	Gas & Electricity	Regulatory Frameworks Report of European Energy Networks 2027	This annual report provides a comprehensive overview of the regulatory frameworks applied across CEER member countries, covering both electricity and gas networks. It presents information on the regulatory treatment of TSOs and DSOs, including relevant developments in efficiency requirements.	The report supports knowledge sharing among NRAs, enhances regulatory comparability across jurisdictions, and serves as a reference for stakeholders seeking to understand the regulatory landscape in Europe. It contributes to improved regulatory practice and supports the development of efficient and well-aligned network regulation.	Optimising market oriented solutions	Q1 2027	Q4 2027

No.	Sector	Title	Description/output	Outcome	Priority	Start time	End time
8	Gas & Electricity	CEER Analysis of Energy System Costs	CEER will first conduct a desktop analysis of existing European energy system studies and how they have incorporated system costs. Energy system costs encompass the full lifecycle expenses required to generate, transmit, store, and consume energy. This will enable CEER to establish a robust analytical framework and common approaches, to identify gaps, and contribute to the system cost discussion in a meaningful way. CEER will deliver a cost estimate based on a robust analytical framework to cover the system costs of electricity and gas supply across Member States, covering generation and network costs.	Improved transparency and understanding of the full costs of electricity and gas supply in Europe, supporting informed regulatory discussions on cost allocation, affordability, efficiency and the fair distribution of costs.	Optimising market oriented solutions	Q1 2027	Q4 2027
9	Electricity	Energy Sharing in Europe: Frameworks overview and Case Studies	A mapping of national regulatory frameworks and implementation approaches for energy sharing across Member States. The work would provide a structured overview of national practices, complemented by selected case studies highlighting key regulatory approaches, challenges and lessons learned.	Enhanced understanding of how energy sharing provisions are being implemented across Europe, supporting knowledge exchange among NRAs, identifying good practices and informing future regulatory developments in this area.	Empowering and protecting consumers	Q1 2027	Q4 2027
10	Distribution Systems	Industry Day on Cybersecurity topics	Organisation of a CEER Cybersecurity Industry Day, held in conjunction with the annual CEER Cybersecurity Training. The event would bring together NRAs, industry representatives and other relevant stakeholders to exchange views, discuss emerging cybersecurity challenges and explore strategic priorities for the energy sector.	Strengthened dialogue and cooperation between regulators and industry, improved awareness of emerging cybersecurity issues, and enhanced knowledge sharing to support effective regulatory approaches and sector resilience.	Deepening the integration of a decarbonised energy system	Q2 2027	Q2 2027

No.	Sector	Title	Description/output	Outcome	Priority	Start time	End time
11	Regulatory Benchmarking and Legal	Legal workshop with ACER - Review of last relevant decisions	A joint CEER–ACER workshop presenting selected case studies and recent regulatory decisions to enhance understanding of ACER's decision-making processes and their implications for NRAs. The programme would be developed in cooperation with ACER.	Improved understanding of ACER decisions and regulatory practices, fostering closer cooperation, knowledge exchange and greater consistency in the application of regulatory frameworks across Europe.	Deepening the integration of a decarbonised energy system	Q1 2027	Q4 2027
12	CEER Secretariat	Open-source models for NRAs	An overview of the opportunities and challenges associated with the use of open-source energy system models by NRAs. The work would gather experiences from regulators, map existing practices and assess the potential costs, resource requirements and benefits of using open-source models to support the evaluation of grid investment plans and energy system assessments.	Improved understanding of the role that open-source models can play in regulatory analysis and decision-making, enabling NRAs to make informed choices on the use of modelling tools and strengthening their capacity to assess energy system developments and investment plans.	Cross-cutting	Q1 2027	Q4 2027
13	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.	The Annual Conference supports informed policy debates, and strengthens collaboration across the European energy regulatory community.	Cross-cutting	Q3 2027	Q3 2027

No.	Sector	Title	Description/output	Outcome	Priority	Start time	End time
14	CEER Secretariat	CEER Consumer Focus Event	The CEER Consumer Focus Event 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 Consumer Focus Event is also an opportunity to inform the public about CEER reports and activities around consumer rights enforcement and retail markets.	The event strengthens consumer engagement, promotes awareness of regulatory developments, and supports the effective implementation of consumer-focused energy policies.	Empowering and protecting consumers	Q2 2027	Q2 2027
15	CEER Secretariat	Implementation of the Women in Energy Initiative	Implementation of the Women in Energy (WiE) Initiative through a series of activities, such as the WiE Awayday, a training session on gender equality, the preparation of a best-practices paper on gender equality in energy regulation, and the establishment of a mentoring programme.	Enhanced awareness of gender equality issues, strengthened professional networks, increased knowledge sharing and leadership development opportunities, and the promotion of more diverse and inclusive regulatory authorities and energy sector organisations.	Cross-cutting	Q1 2027	Q4 2027
16	CEER Secretariat	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.	The process ensures a transparent, inclusive, and well-prioritised Work Programme aligned with stakeholder input and CEER's strategic objectives.	Cross-cutting	Q1 2027	Q4 2027

6 NEXT STEPS

Following a review of the comments received to this consultation, CEER aims to publish the final 2027 Work Programme in January 2027.

About CEER

The Council of European Energy Regulators (CEER) is the voice of Europe's national energy regulators. CEER's members and observers comprise 38 national energy regulatory authorities (NRAs) from across Europe.

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

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

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

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

More information is available at www.ceer.eu

Learn more about us

Our public documents are available for download from www.ceer.eu or can be obtained from the CEER Secretariat upon request.

Each month, we send out the free CEER Newsletter directly to the email inboxes of interested subscribers. You can sign up at ceer.eu or by scanning the QR code below.



Council of European Energy Regulators
Cours Saint-Michel 30a, box F - 1040 Brussels - Belgium
Tel. +32 (0)2 788 73 30 | brussels@ceer.eu

WWW.CEER.EU

