



European Union Agency for the Cooperation
of Energy Regulators

Consolidated annual activity report 2025

May 2026



Consolidated annual activity report 2025

May 2026

Find us at:

ACER

E press@acer.europa.eu

Trg republike 3

1000 Ljubljana

Slovenia

www.acer.europa.eu



© European Union Agency for the Cooperation of Energy Regulators
Reproduction is authorised provided the source is acknowledged.

Table of contents

THE ANALYSIS AND ASSESSMENT OF THE ADMINISTRATIVE BOARD	5
STATEMENT BY EMMANUELLE WARGON, CHAIR OF THE BOARD OF REGULATORS	7
STATEMENT BY MIRO PREK, CHAIR OF THE BOARD OF APPEAL	8
DIRECTOR'S FOREWORD	9
EXECUTIVE SUMMARY	10
PART I: ACHIEVEMENTS OF THE YEAR.....	14
1.1. Regulatory achievements	14
1.1.1. Regulatory cooperation and policy development (SAA.OP.01)	14
1.1.2. Issuing Agency acts (SAA.OP.02)	18
1.1.3. Monitoring, modelling and transparency (SAA.OP.03)	24
1.1.4. Regulatory oversight (SAA.OP.04)	28
1.2. Achievements in horizontal tasks	32
1.2.1. Strategy, governance and stakeholder management (SAA.HO.01)	33
1.2.2. Risk, compliance, remediation and resiliency (SAA.HO.02)	35
1.2.3. Business capabilities (SAA.HO.03)	36
1.2.4. Human capital (SAA.HO.04)	38
1.2.5. Financial resources (SAA.HO.05)	39
1.2.6. (SAA.HO.06)	39
1.2.7. Security (SAA.HO.07)	40
1.2.8. Assets and services (SAA.HO.08)	41
PART II(A): MANAGEMENT	42
2.1. Administrative Board	42
2.2. Major developments	44
2.3. Budgetary and financial management	44
2.4. Delegation and sub-delegation of the powers of implementation to agency staff	50
2.5. Human resources management	51
2.6. Strategy for efficiency gains	55
2.7. Assessment of audit and ex-post evaluation results	57
2.7.1. Internal Audit Service (IAS)	57
2.7.2. Internal Audit Capability (IAC) – not applicable.	57
2.7.3. European Court of Auditors (ECA)	57
2.8.a. Follow-up of recommendations and action plans for audits and evaluations	59
A) Internal Audit Service (IAS) and European Court of Auditors (ECA)	59
2.8.a.1. Recommendations issued by the IAS	59
2.8.a.2. Observations issued by the ECA	59
2.8.b. Follow-up of recommendations issued following investigations by the European Anti-Fraud Office (OLAF)	61
2.9. Follow-up on observations from the Discharge authority	62
2.10. Environment management	74
2.11. Assessment by management	74
2.12. The Board of Appeal	75
PART II(B): EXTERNAL EVALUATIONS	76

PART III: ASSESSMENT OF EFFECTIVENESS OF INTERNAL CONTROL SYSTEMS	77
3.1. Effectiveness of internal control.....	77
3.1.1. Assessment of the Internal Control System.....	77
3.1.2. Anti-fraud, conflicts of interests, transparency and post-employment.....	79
3.1.3. Risk management	80
3.2. Conclusions of assessment of internal control systems.....	80
3.3. Statement of the manager in charge of risk management and internal control.....	81
PART IV: MANAGEMENT ASSURANCE	82
4.1. Review of the elements supporting assurance.....	82
4.2. Reservations.....	82
PART V: DECLARATION OF ASSURANCE	84
ANNEXES	85
Annex I: Core business statistics.....	85
Annex II: Financial management statistics	89
Annex III: Organisational chart	92
Annex IV: Establishment plan and additional information on human resources management.....	93
Annex V: Human and financial resources by activity	94
Annex VI: Contribution, grant and service level agreements & financial framework partnership agreements.....	95
Annex VII: Environment management.....	98
Annex VIII: Provisional Annual accounts.....	101

The analysis and assessment of the Administrative Board

The Administrative Board has reviewed the Consolidated Annual Activity Report for the year 2025 of the European Union Agency for the Cooperation of Energy Regulators and notes the following:

- In 2025, EU energy markets stabilised further compared to the 2022–2024 crisis, enabling the Agency to focus on policy development aligned with broader EU energy priorities, including market integration and security of supply, market integrity and transparency, decarbonisation and the transition to a sustainable energy system, and consumer protection, as outlined in ACER's 2025 Work Programme.
- In addition to its core mandate, the Agency worked in 2025 on implementation of new tasks entrusted to ACER by the three major legislative packages adopted or amended in 2024: the Electricity Market Design reform, the EU Hydrogen and Gas Decarbonisation Package, and the revised REMIT framework.
- The Agency continued its regular monitoring of market developments and issued several new reports on key topics shaping the global and European energy agenda, offering valuable insights for EU and national policymakers (including Key Developments in Gas and Electricity Markets, the report on No-Regret Measures to Remove Barriers to Demand Response, and LNG Market Monitoring). The reach and impact of ACER's publications were further strengthened through the presentation of these key reports at high-level energy events across the EU.

- The year 2025 was characterised by organisational changes following the resignation of the ACER Director. In response, the Administrative Board appointed a Director *ad interim* from within the Agency's senior management to ensure continuity of leadership until a new Director is selected. The recruitment process for the permanent position was launched in November 2025. During the transition period, focused on ensuring consolidation, the Director *ad interim* maintained close consultation with the Administrative Board on key strategic matters, including the leasing of new premises to accommodate the Agency's rapid growth. Following the Administrative Board's approval, this initiative also received the support of the European Parliament and the Council of the EU.
- In 2025, staff recruitment remained a key priority, with the Agency completing a substantial number of hires. The Administrative Board noted, however, that recent legislative packages primarily allocate additional human resources to operational tasks, without sufficiently reinforcing horizontal support functions such as finance, procurement, and IT, which are essential for the effective functioning of a rapidly expanding organisation. It highlighted that this imbalance creates a number of risks, including operational bottlenecks, reduced efficiency in administrative processes, delays in procurement and service delivery, and increased pressure on existing support staff. Over time, this may affect the Agency's ability to scale sustainably, ensure sound financial management, maintain robust internal controls, and provide adequate support to core activities.
- In this context, Administrative Board considered important to further strengthen cooperation with key audit bodies - the Internal Audit Service (IAS) and the European Court of Auditors (ECA). Representatives of both were invited to several 2025 Board meetings, enabling closer monitoring and systematic follow-up of audit recommendations addressed to the Agency.
- Building on these efforts, and in light of internal audits on human resources management and ethical standards, the Administrative Board placed particular emphasis on reinforcing institutional excellence. It underscored the importance of compliance with rules, the promotion of high ethical standards, adherence to codes of conduct, and fostering a respectful and healthy working environment. Drawing on guidance from the European Ombudsman, the Administrative Board adopted A code on good administrative behaviour for ACER staff, setting out the guiding principles for sound, impartial, and transparent administration. Additionally, the management regularly reported to the Administrative Board on the implementation of the 2024 Staff Engagement Survey, with a focus on areas showing signs of change.

- The Agency successfully concluded the 2025 budgetary year, improving budget execution and surpassing the two mandatory annual targets. The implementation rate for commitment appropriations reached 99.9%, exceeding the 95% target, while the implementation rate for payment appropriations carried over from the previous year stood at 98.1%, also above the 95% target.
 - The implementation of the 2025 budget was nevertheless challenging due to the late collection of an additional €7.6 million in REMIT fees, which became possible only following the September 2025 revision of the Commission Decision on REMIT Fees. This delay in the availability of funds also affected the execution of payment appropriations, which reached 70.3% in 2025.
 - The late collection of funds further impacted procurement activities, as procedures were largely put on hold until the revenue became available. As a result, 39% of all planned procurement procedures were carried out in the final quarter of the year. Overall, 349 procurement procedures were concluded between January and December 2025.
 - Following a cybersecurity incident in late 2023, the Agency continued to undertake extensive measures in 2025 to strengthen its security and regularly reported on progress to the Administrative Board. In this context, the Agency adopted its Information Security Strategy 2026–2028 and the associated governance framework, further reinforcing its resilience and preparedness.
- ***
- The Key Performance Indicator (KPI) targets set for 2025 were largely met and are described in the Annex I of the report.
 - The Director has provided a clear declaration of assurance.
 - The controls and supervisory checks performed in 2025 provided no evidence of significant or repetitive errors in reporting by Agency departments, budget execution, human resources management or KPI implementation.

The Administrative Board has concluded that:

ACER effectively delivered on its 2025 Work Programme despite challenging environment marked by an evolving legislative framework and leadership change. Despite organizational transition period, the Agency showed strong resilience in executing its mandate and implementing new tasks. Overall, the Agency's achievements were widely recognised, confirming its key role in supporting and advancing the EU energy system.

On behalf of the Board, I would like to express our sincere appreciation to the previous Chair of the Administrative Board, Ms Edit Herczog, for her excellent leadership. I would also like to extend our gratitude to all longstanding Board's members and alternates who have recently concluded their service.

Likewise, I would like to thank the former ACER Director, Mr Christian Zinglensen, and the previous Chair of the Board of Regulators, Ms Clara Poletti, for their commitment and efforts in leading the Agency from both managerial and regulatory perspectives.

Last but not least, I would like to express our appreciation to the ACER Director *ad interim*, Mr Volker Zuleger, the current Chair of the Board of Regulators, Ms Emmanuelle Wargon, and the Chair of the Board of Appeal, Mr Miro Prek, for their close cooperation, joint work, and continued support, as well as to the ACER staff for their dedication, collective expertise, and cooperation.

For the Administrative Board

The Chair
Bogdan Marius CHIRIȚOIU

11 May 2026

Statement by Emmanuelle Wargon, Chair of the Board of Regulators

Given today's context of geopolitical instability and crisis, taking on the role of Chair of the ACER Board of Regulators (BoR) is both a great responsibility and honour. Europe is at a crossroads, and our choices today determine whether we succeed in building a secure, sustainable and fair European energy system for all. From geopolitical tensions and climate change to challenges on purchasing power and competitiveness, the issues facing the EU are extensive – our collective response must be equally impactful.

ACER plays a pivotal role in ensuring the implementation of European solutions to these challenges by acting as a bridge between EU institutions and national regulators. The European Commission published several texts in 2025 emphasising the critical role of energy. In the coming years, we must adapt our legal and regulatory framework to the new geopolitical reality. We must ensure that markets function fairly, that infrastructure keeps pace with demand, and that no one – be it households, small businesses, or industrial players – is left behind. To achieve this, ACER has recently been entrusted with additional competencies to accelerate the integration of the European internal energy market. These new responsibilities also come with increasing pressure for ACER to deliver.

I am convinced that what I like to call the “us factor” will be key for our success. The European regulatory community – consisting of ACER and NRA staff – encompasses more than 3,000 people working to make an integrated European energy market a reality. I would like to take this opportunity to thank them all for their daily commitment, their enthusiasm and their dedication. During my first six months as Chair, I have witnessed the high quality of our collaborative efforts and the thoughtful engagement shown e.g. during our discussions on the improvement of the current legal framework on grid planning or on the energy system. As Chair, I remain committed to facilitating strategic discussions within the Board of Regulators and fostering valuable exchanges with critical experts and stakeholders such as ENTSO-E over the course of the year.

The Board of Regulators reflects the diversity of its members and of the largest integrated energy market in the world. Together, we form a resilient community working toward a more integrated European energy system that benefits all EU citizens while accounting for each country's specific needs and circumstances. ACER's expanded responsibilities mean that – given the Board of Regulators' unique position in the Agency's governance structure – we play a central role, alongside the Administrative Board, in future-proofing European energy regulation. The energy transition presents the most significant challenge of our time, one we will address with determination, innovation, and commitment. Together.

Ljubljana, 10 April 2026

Statement by Miro Prek, Chair of the Board of Appeal

This report covers 2025 as the last full year of operation of the present Board of Appeal as constituted in 2021, whose mandate expires in October 2026.

The Board of Appeal continued to operate without the two members. In the absence of new appointments, the replacements in concrete cases were made from among the alternates' demonstrated expertise on the subject matter of the cases at hand.

Among the cases closed, mention must be made of the conclusion of the six decisions of the Board of Appeal, following the six judgements of the General Court.

The ongoing cases before the General Court year relate to areas such as actions for damages and admissibility of appeals; as to the Court of Justice of the EU, the court is called to consider the first appeals in which the new filtering mechanism will be tested on ACER cases.

While independent, the Board of Appeal shares the challenges of ACER. A persistent challenge is the ICT and the Board of Appeal expresses its readiness to provide all the necessary contributions for an urgent deployment of ICT solutions, that will enable document and information management. Establishment of a fully functioning system continues to be one of the highest priorities that will allow for smooth functioning of the Board of Appeal.

The independence of the Board of Appeal continues to be one of the most important features of the work of the board. In this regard, the achieved level of understanding of the role of the Registry gives a good hope that some last outstanding questions will be solved this year.

On the positive side, the Board of Appeal expresses its gratitude to the Administrative board and to the Director ad interim for having recognised the importance of system of remuneration of the board members and alternates and taken a remedial action, which allows ACER to become comparable and competitive in this particular regard as well.

The Board of Appeal, including its Registry, continues to be active in the IAAPN framework, having taken leadership of its working groups on artificial intelligence and on registries. Also in the context of the positive developments, the Board of Appeal notes with satisfaction that the mutually agreed rules are being respected and that the Board of Appeal is being systematically involved in the programming activities of ACER that may impact board's work.

Collaboration with other ACER bodies continues to be exemplary and the results achieved are important, in spite of certain still open issues. I am therefore expressing my debt of gratitude especially to the Administrative Board and its former and incumbent Chairs, Mrs. Herczog and Mr CHIRIȚOIU, and to its director ad interim, Mr. Zuleger, as well as to other bodies and dedicated ACER professionals with whom we had the pleasure and the benefit of working in 2025.

Ljubljana, 15 April 2026

Director's foreword

I am pleased to present the Consolidated Annual Activity Report of the Agency for the Cooperation of Energy Regulators (ACER) for 2025. This report reflects the Agency's continued commitment to accountability, transparency and sound financial management, while demonstrating how effective governance supports the delivery of tangible results for Europe's energy markets. In a year characterised by rapid market evolution and the accelerating energy transition, ACER worked to ensure that regulatory action and institutional capacity advanced hand in hand.

Throughout 2025, ACER strengthened its contribution to the integration, resilience and decarbonisation of the European energy system. The Agency's activities continued to expand in scope and complexity, requiring both operational responsiveness and a sustained focus on organisational robustness. Against this backdrop, ACER pursued a balanced approach—delivering on its regulatory mandate while reinforcing the administrative foundations necessary to support long-term effectiveness.

On the operational side, ACER advanced the integration of the internal electricity market, including progress on balancing platforms, the introduction of the 15-minute market time unit across Europe, and initiatives to foster demand response and flexibility. The Agency continued its comprehensive monitoring of electricity, gas, LNG and hydrogen markets, supporting the implementation of the recast gas framework and contributing to infrastructure planning, adequacy assessments and the development of EU-wide methodologies to assess flexibility needs. Oversight under the Regulation on Wholesale Energy Market Integrity and Transparency (REMIT) also expanded significantly, with large-scale data collection, enhanced surveillance activities and new transparency tools strengthening cooperation with national regulatory authorities and confidence in wholesale energy trading.

In parallel, ACER made substantial progress in reinforcing its administrative and organisational capacity. The Agency developed and implemented a budget planning and monitoring system aligned with activity-based management, improving strategic resource allocation and performance tracking. Preparations for the deployment of the new financial system, SUMMA, progressed through extensive user testing, data migration and organisational onboarding. ACER also introduced an IT portfolio monitoring and management tool to enhance oversight of digital investments and prioritisation of initiatives. In addition, the creation of a Knowledge Management strategy and roadmap strengthened the preservation and sharing of expertise, while continued improvements to internal processes and controls enhanced organisational resilience and supported the efficient delivery of an expanding mandate.

Looking ahead, ACER will continue to adapt to an evolving energy system shaped by system-friendly electrification, the complementary role of hydrogen and other decarbonised gases, and growing flexibility needs supported by digitalisation. Building on the progress achieved in 2025, the Agency will further strengthen cooperation with European institutions, national regulatory authorities and stakeholders, while enhancing its analytical capacity and organisational agility to support the next phase of market integration.

In closing, I extend my sincere thanks to the ACER team, our governance bodies and our partners across the European Union. Your dedication ensured that 2025 was a year where sound administration enabled bold action, and where regulatory progress was matched by institutional strength. As Europe's energy landscape continues to evolve, ACER will remain a trusted, transparent partner, delivering on its mandate with integrity, innovation and unwavering commitment.

Ljubljana, 6 May 2026

Volker Zuleger

Director *ad interim*

EXECUTIVE SUMMARY

The Agency in brief

Mission



ACER fosters a fully integrated and well-functioning Internal Energy Market, where electricity and gas are traded and supplied according to the highest integrity and transparency standards, so that EU consumers can benefit from a wider choice, fair prices and greater protection. To achieve this, we work closely with the European Institutions, National Regulatory Authorities (NRAs), national governments and market players.

Vision



Our vision is to be a leading agency for independent, high-quality regulation in Europe to implement the Internal Energy Market and the Energy Union.

Governance



- The [Director](#) manages and represents the Agency.
- The [Administrative Board](#) (AB) is responsible for the Agency's governance as well as all administrative and budgetary activities. The AB members are appointed by the European Commission, the European Parliament and the Council of the European Union.
- The [Board of Regulators](#) (BoR) is in charge of the regulatory policy and overseeing all the activities connected. The BoR is composed by senior representatives of the National Regulatory Authorities (NRAs) for energy of the 27 Member States.
- The [Board of Appeal](#) (BoA) deals with complaints lodged against [ACER decisions](#). It is independent from the administrative and regulatory boards.
- The [ACER Working Groups](#) advise the ACER Director and the Board of Regulators on the regulatory activities of the Agency. The Working Groups are composed of representatives of ACER, national regulators, and the European Commission.
- ACER can also count on the support of over a hundred committed employees, both permanent staff and experts seconded by national regulatory authorities (NRAs). ACER staff is organised in [departments](#), and is responsible for running the daily operations and effectively fulfilling the Agency's mandate.

Multiannual objectives



1. Facilitate the completion of the internal energy market and the monitoring its functioning
2. Tackle challenges in infrastructure and security of supply
3. Enhance the integrity and transparency of wholesale energy markets
4. Contribute to addressing longer-term regulatory challenges
5. Ensure the resilience, efficiency, and agility of the Agency



The year in brief

Key achievements in the internal electricity market:

- 1) The continued integration and improvement of the Internal Electricity Market, though, e.g. the adoption of a recommendation to foster the development of demand response and flexibility, the progressive, while delayed, accession of additional TSOs to the European balancing platforms, an in-depth and intense ACER participation into the investigation of three major network incidents, among which the Iberian blackout, and the go-live of important implementation projects such as the introduction of 15-minute Market Time Unit on all borders and in all binding zone borders in Europe for Single Day-Ahead Coupling and Single Intraday Coupling in Europe.
- 2) The publication of key monitoring reports focusing on the functioning of the Internal Electricity Market, the removal of barriers to the market integration process and to the take-off of flexibility.
- 3) The publication of guidance documents to support the implementation on the Network Code on sector-specific rules for cybersecurity aspects of cross-border electricity flows (the principles of benchmarking of the implemented cybersecurity controls, taking into account the costs and the effectiveness of the processes, products, services, systems and solutions used to implement such controls

Key achievements in the internal gas market, decarbonised gases, and hydrogen:

- 1) Implementation of the recast Regulation (EU) 2024/1789, focusing on the new provisions and advancing gas decarbonisation and the hydrogen market supporting cost-efficiency comparison framework for natural gas transmission system operators (TSOs) and providing technical support for the revision of the Capacity Allocation Mechanisms and Interoperability Network Codes; issuing of the Recommendation on the inter-temporal cost allocation mechanism for hydrogen infrastructure development; and conducting a targeted consultation on the updated statutory documents of the EU DSO Entity to include gas and hydrogen, in support of ACER opinion required under Article 40(4) of the recast Gas Regulation.
- 2) Regular publication of market monitoring reports covering wholesale gas, LNG, closely tracking the evolution of wholesale gas markets following the high-price contexts from 2022/23; Alongside providing intensive monitoring of national gas tariff structures, resulting in the publication of multiple analysis reports to ensure the continued harmonisation of market rules and the effective implementation of the Tariff Network Code.
- 3) Monitoring retail energy markets, including the development of interactive dashboards to track price volatility and consumer flexibility in a decarbonising energy system;
- 4) Expansion of hydrogen market oversight through the publication of the second edition of the hydrogen market monitoring report, providing a detailed examination of infrastructure funding, planning, and the evolution of supply and demand prospects;

Key achievements in infrastructure and security of supply:

1. Effectively overseeing EU-wide infrastructure planning activities including identifying challenges and possible improvements to the legal framework on European grids informing the debate on the Grids Package proposal put forward by the European Commission.
2. Robust oversight of the electricity resource adequacy assessments in Europe, through approval of EU-wide adequacy assessments and opinions on discrepancies between national and EU-wide assessments.
3. Adoption of an EU-wide methodology to assess flexibility needs in Europe, reflecting a key new activity of the revised Electricity Regulation aiming at informing Member States' objectives on the uptake of clean flexible resources.
4. Publication of key monitoring reports, including in particular those identifying best practices on transmission and distribution tariff methodologies, those assessing the performance of Member

States in the area of electricity security of supply and on the implementation of projects of common or mutual interest (PCI/MPI).

5. Successful delivery of the majority of the functionalities of the modelling tool to conduct the EU-wide flexibility assessment, in close collaboration with stakeholders.

Key achievements in the regulation on wholesale market monitoring and integrity (REMIT):

- 1) More than 14.000 alerts on potential market abuse manually screened, with more than 1.300 alerts shared, 29 detailed initial assessments sent to NRAs for further scrutiny and more than 13 million in fines under REMIT applied by NRAs;
- 2) Collection of more than 19 billion records of transaction from more than 105 reporting parties registered by ACER for the purpose of market monitoring by ACER and NRAs to prevent and detect market abuse.
- 3) First ACER reports on the performance of persons professionally arranging transactions on surveillance activities and NRAs performance regarding the processing of suspicious transaction reports;
- 4) Market Correction Mechanism concluded with a flawless reliability record;
- 5) ACER supported the European Commission in preparing the REMIT Implementing Regulation as well as the Delegated Act for RRM and IIPs
- 6) ACER worked on the implementation of REMIT II providing transparency to stakeholders via various events and engagement activities
- 7) ACER established the REMIT Data Reference Centre and created the single Inside Information Access Point.
- 8) The REMIT Investigations department is 65% operational.

Key achievements in horizontal tasks:

- 1) Development, testing and implementation of a budget planning and monitoring system as part of the activity-based management.
- 2) Preparation, user testing, data migration, and onboarding the new financial system, SUMMA.
- 3) Implementation of the IT portfolio monitoring and management tool
- 4) Creation and implementation of Knowledge Management strategy and roadmap
- 5) Implementation of revised Commission REMIT fee decision
- 6) Implementation of the HR Recruitment tool in Oracle Fusion solution
- 7) Implementation of enhanced information security measures for detection and handling of information security threats and incidents
- 8) Implementation of IT improvements linked to the revised REMIT regulation (REMIT II), to be continued in 2026 and 2027
- 9) Implementation of the Commission AI solution, GPT@EC, for use by ACER staff
- 10) Conclusion of a lease contract for the new ACER premises

Overall achievement of 2025 operational objectives and KPIs

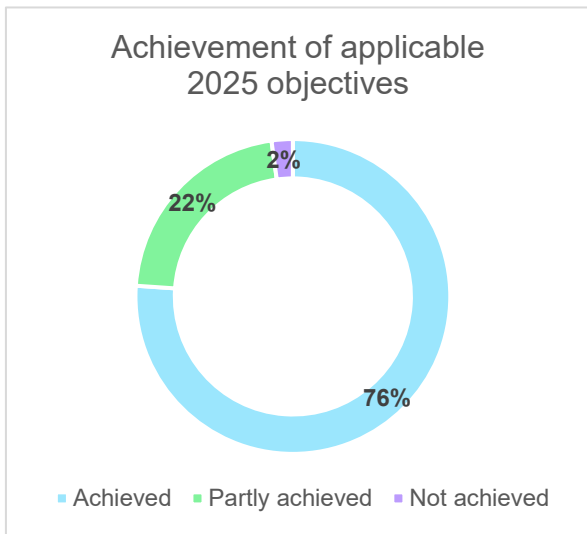


Figure 1: Overall achievement of 2025 objectives

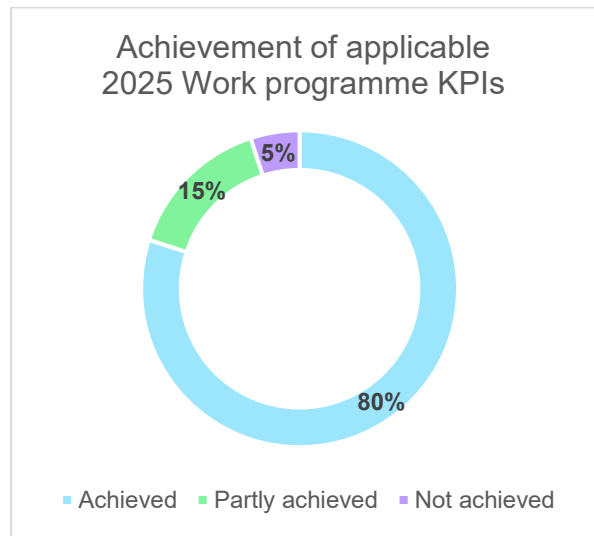


Figure 2: Overall achievement of 2025 KPIs

PART I: ACHIEVEMENTS OF THE YEAR

1.1. Regulatory achievements

The independent section on regulatory activities as per Article 22(5) (e) of Regulation (EC) No (EC) No 942/2019 received the approval of the BoR at its session held on 22 April 2026.

1.1.1. Regulatory cooperation and policy development (SAA.OP.01)

The *Regulatory Cooperation and Policy Development* activity represents a structured approach to enhancing the regulatory framework across the EU energy sector, focusing on policy development, regulatory cross-border cooperation, and promoting regulatory convergence. This activity aims to support national regulatory authorities (NRAs) in the effective implementation of key EU energy policies, ensuring consistent application and alignment of rules across the EU. By advancing coordinated approaches to policy, ACER contributes to a robust and adaptable regulatory landscape that accommodates emerging challenges in energy markets.

1.1.1.1. Regulatory cross-border cooperation (SAA.OP.01.01)

Objective 1: Promote regulatory cooperation			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> Assist NRAs in exercising, at Union level, their regulatory tasks under REMIT performed in the Member States (priority level 1A). Policy cooperation with NRAs and, where necessary, their coordination to aim at ensuring the coordinated and consistent application of REMIT (priority level 1A). Policy cooperation with ESMA, competent national financial market authorities and other authorities at Union level, supervisory authorities, international organisations and the administrations of third countries to promote the harmonisation of the regulatory framework (priority level 1B). 		
Main outputs	<ul style="list-style-type: none"> Centralised European Register of Energy Market Participants (CEREMP) for NRAs' national registers of market participants ACER Guidance to NRAs on the application of REMIT Coordination of stakeholder queries with NRAs Updated REMIT Q&A documents Potential coordinated policy documents Additional Memoranda of Understanding (MoUs) Exchange of information and/or meetings on the basis of existing MoUs. Public consultation to amend the Market participant registration format and the CEREMP platform 		
Indicators	Target 2025	Result 2025	Source of data
% Availability of the publicly made available parts of the European register of market participants on the Agency's REMIT portal	99%	99.46%	Monthly performance monitoring
% availability of the provided IT solutions to NRAs	99%	98.85%	
% planned vs. delivered projects	90%	100%	
Update of REMIT Q&A	≥1	1	
Regular meetings with the relevant authorities	≥ 1 meeting per cooperating authority	4	

Objective 2: Ensure cooperation between relevant public authorities including ESMA, competent national financial market authorities, supervisory authorities, and the administrations of third countries			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> • Ensure cooperation between public authorities dealing with related matters including cases (priority level 1A). <ul style="list-style-type: none"> • At least two meetings per year at technical level with ESMA staff • ETEF meeting once per year of substantial topics with NCAs, NRAs and ESMA • Sending notifications to ESMA, competent national financial market authorities, other supervisory authorities, international organisations, and the administrations of third countries. • The cooperation with DG COMP, EUROFISC, competent tax authorities, and other relevant authorities aims at ensuring that REMIT and other related regulations/legislations are applied in a coordinated way by the concerned relevant authorities. Also, to ensure a coordinated and consistent approach in the application of REMIT and other regulated regulations/legislations (priority level 2). 		
Main outputs	<ul style="list-style-type: none"> • Notifications to ESMA, competent national financial market authorities, other supervisory authorities, international organisations, and the administrations of third countries • Records pertaining to coordination meetings with ESMA, competent national financial market authorities, other supervisory authorities, international organisations, and the administrations of third countries. • Notifications to DG COMP, EUROFISC, competent tax authorities, international organisations and the administrations of third countries; • Coordination meetings with DG COMP, EUROFISC, competent tax authorities, international organisations, and the administrations of third countries. 		
Indicators	Target 2025	Result 2025	Source of data
Number of large scale non-statutory meetings (ESMA, financial authorities, PPATs/OMPs, other entities)	2/year	3	Monthly performance monitoring

1.1.1.2. Promote regulatory convergence (SAA.OP.01.02)

Objective 1: Contribute to a coordinated, consistent and robust REMIT data reporting framework			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> • Continue to contribute to a coordinated, consistent and robust REMIT regulatory framework for the purpose of market monitoring and promote supervisory convergence in the area of data reporting (priority level 1A). • Enable reporting parties to report data pursuant to Article 8 of REMIT in an efficient, effective and safe manner to the Agency (priority level 1A). • Engage and co-operate with relevant stakeholders as required (priority level 1A). • Publicly report about its activities under REMIT at least on an annual basis (priority level 1A). 		
Main outputs	<ul style="list-style-type: none"> • Contribution to and implementation of the revision of the REMIT legal framework • Coordination of potential breaches of Articles 8 and 9 of REMIT with NRAs • Joint ACER-NRA projects on collecting, handling, processing and analysing of information • Review of the Transaction Reporting User Manual (annexes IV and VI revised) • Review of the Manual of Procedures on transaction and fundamental data reporting • Review of the Requirements for Registered Reporting Parties, • Published and regularly updated list of organised market places • Published and regularly updated list of standard contracts • Contribution to the Agency’s Annual Activity Report • Contribution to the Agency’s Market Monitoring Report • Publication of the REMIT Quarterly reports • REMIT Portal • Public consultations • Targeted consultations of relevant parties 		

	<ul style="list-style-type: none"> Stakeholder regular webinars Expert groups meetings REMIT Forum (ACER-European Commission joint workshop on REMIT) ACER response to European Commission's public consultation on commodity derivatives markets 		
Indicators	Target 2025	Result 2025	Source of data
Number of relevant coordination meetings with NRAs	8	19	Monthly performance monitoring
Update of TRUM as key achievement	≥1	1 ¹	
Update of FAQs on data collection	≥1	0 ¹	
Update of MoP on data collection as required	As required	0	
Update of the RRM requirements	As required	0, as planned	
Updates of the List of OMPs	4	4	
Updates of the List of Standard Contracts	4	4	
Percentage of REMIT stakeholder queries on REMIT data collection answered	90%	93.69%	
% of general REMIT stakeholder queries coordinates with NRAs, if needed, and answered	90%	95.11%	
% planned vs. delivered projects	Yoy improvement	100%	
Publication of REMIT Quarterly	4	4	

1.1.1.3. Collect, analyse and share data (SAA.OP.01.03)

1.1.1.3.1. Energy market data and information management

Objective 1: Data excellence: Information management for the electricity and gas departments			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> Information management for ACER departments (priority level 1A). Real-time LNG market data collection for the purpose of the assessments (priority level 1A). 		
Main outputs	<ul style="list-style-type: none"> Implementation of the ACER data strategy Implementation of ACER data governance and policies Develop new data marts and make information and tools available Implement ACER information security policy for business IT systems and data 		
Indicators	Target 2025	Result 2025	Source of data
% delivered vs. planned actions from the ACER data strategy	90%	90%	Yearly report and documentation
% delivered vs. planned actions for implementation of Data governance and policies	90%	100%	Monthly performance monitoring

1.1.1.3.2. Data analysis and dissemination

Objective 2: Data analysis and dissemination			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> Perform market data analysis in order to assure data quality, integrity and usability in close co-ordination with NRAs (priority level 1A). Make available REMIT data for scientific and transparency purposes (priority level 2). 		
Main outputs	<ul style="list-style-type: none"> Contribution to and implementation of the revision of the REMIT legal framework Data processes to support market monitoring and data analysis Ongoing data analysis projects/reports 		

¹ Due to the revision of the REMIT data reporting legislative framework by the European Commission ongoing throughout 2025, limited amendments of the existing guidance on data reporting (e.g. Transaction reporting User Manual, FAQs on data collection) have been carried out to ensure stability of the reporting.

	<ul style="list-style-type: none"> Assess the operation and transparency of different categories of market places and ways of trading and, if necessary, make recommendations to the Commission as regards market rules, standards, and procedures which could improve market integrity and the functioning of the internal market Making available of REMIT data sets to researchers from universities and research institutes for scientific purposes Making publicly available parts of the information the Agency possesses, provided that commercially sensitive information on individual market participants or individual transactions or individual market places is not disclosed and cannot be inferred 		
Indicators	Target 2025	Result 2025	Source of data
% planned vs. delivered actions of the REMIT data strategy	90%	100%	Monthly performance monitoring
% planned vs. delivered data projects	90%	100%	
Integrity of information	95%	99.19%	
Consistency of information	95%	94.74%	
Contribution to ACER publications using REMIT market data	≥ 1	6	
Engagement in scientific data sharing project	≥ 1	3	
Publication of ACER's assessment of the operation and transparency of different categories of market places and ways of trading and evaluation whether any minimum requirements for organised markets could contribute to enhanced market transparency	≥ 1	1	

1.1.1.3.3. Data collection, data management and data sharing

Objective 3: Data collection, data management and data sharing			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> Collect information reported by reporting parties in an efficient, effective and safe manner (priority level 1A). Provide high-quality REMIT data for monitoring purposes of ACER, NRAs and other relevant authorities (priority level 1A). Operate the Agency's REMIT Information Systems operationally reliable (priority level 1A). 		
Main outputs	<ul style="list-style-type: none"> Contribution to and implementation of the revision of the REMIT legal framework Continuous management of records of wholesale energy market transactions, including orders to trade, derivatives, fundamental data and inside information collected Provision of REMIT information services to internal ACER users, NRAs and reporting parties Projects to enhance data collection, data processing and data sharing Sharing of relevant REMIT data with NRAs through ARIS on an ongoing basis and with other authorities on an ad hoc basis Maintenance and continuous operations of the Agency's REMIT Information Systems Enhancements of the Agency's REMIT Information Systems, or components thereof Application and IT service management Identify sources of operational risk and minimise them through the development of appropriate systems, controls and procedures REMIT Data Reference Centre REMIT PORTAL - Inside Information Access Point 		
Indicators	Target 2025	Result 2025	Source of data
% Service availability of data collection, data management and data sharing services	99%	99.24%	Monthly performance monitoring
% planned vs. delivered projects	90%	100%	

1.1.2. Issuing Agency acts (SAA.OP.02)

The *Issuing Agency Acts* activity plays a crucial role in shaping the regulatory landscape of the EU energy market by issuing decisions, opinions, and recommendations. This activity is designed to ensure a more efficient and secure internal electricity market and to facilitate the appropriate development of energy infrastructure while addressing critical cross-border issues. The issuance of Agency acts directly contributes to harmonising rules across the EU, enhancing market transparency, and fostering cooperation among Member States and stakeholders.

1.1.2.1. Issue Agency decisions (SAA.OP.02.01)

Objective 1: Issue EU-wide and regional decisions for a harmonized internal electricity market			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> Issue decisions with an EU-wide scope (such as amendments to European-wide terms and conditions or methodologies or amendments to the European-wide decisions stemming from the EU Regulation directly) (priority level 1A). Assist NRAs for the approval of amended regional-wide terms and conditions or methodologies developed by Transmission System Operators (TSOs), nominated electricity market operators (NEMOs) or other entities, pursuant to the adopted Network Codes and Guidelines. Issue decisions on these regional terms and conditions or methodologies in case NRAs fail to agree or upon their joint request (priority level 1B). 		
Main outputs	<ul style="list-style-type: none"> ACER Decision 01-2025 on the amendment to the harmonised cross-zonal capacity ACER Decision 02-2025 Risk Hedging Opportunities NL-NO2 bidding zones ACER Decision 03-2025 on amendments to products that can be taken into account in the single intraday coupling ACER Decision 04-2025 on Baltic NRAs extension request to agree on long-term cross-zonal capacity calculation methodology ACER Decision 06/2025 on the request of the regulatory authorities of Lithuania and Sweden to extend the period for coordinated decisions on the proposed necessary arrangements on a cross-zonal hedging product for the Lithuanian-Swedish bidding zone border ACER Decision 08-2025 approving amendments to the harmonised allocation rules for long-term transmission rights ACER Decision 09-2025 on the first amendment to the Regional Coordination Centre Regional Procurement of Balancing Capacity Methodology ACER Decision 10-2025 on the amendment to the determination of capacity calculation regions ACER Decision 11-2025 on amendments to the intraday cross zonal gate opening and gate closure times 		
Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	100%	ACER's website

Objective 2: Issue decisions on investment requests under the Trans-European Energy Networks Regulation	
Result	Not applicable
Main tasks performed	<ul style="list-style-type: none"> Issue decisions² on investment requests including on cross-border cost allocation under Article 16 of Regulation (EU) 2022/869 ('TEN-E') (priority level 1B).
Main outputs	<ul style="list-style-type: none"> No decisions issued as no investment requests on cross-border cost allocation were received in 2025

² In case national regulatory authorities disagree on the investment request and the cross-border cost allocation (CBCA), the Agency shall take the decision.

Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	NA	ACER's website

Objective 3: Issue decisions to safeguard security of gas and electricity supply under the relevant regulations

Result **Achieved**

Main tasks performed

- Potentially issue decisions covering the cross-border cost allocation in line with Article 5(7) of the Regulation (EU) 2017/1938³, if the Commission decision pursuant to point 10 of Annex III to the SoS Regulation requires bi-directional capacity (priority level 1B).
- *Progressed in 2025 and issued in 2026 the decision on the Amendment of the European Resource Adequacy Assessment (ERAA) Methodology - (priority level 1A). Note: the decision on the Amendment of the European Resource Adequacy Assessment (ERAA) Methodology was ongoing by the end of 2025 and was successfully delivered in 2026 when this report on 2025 was being finalised.*
- Issue decision on the approval of the annual ENTSO-E's European Resource Adequacy Assessment (priority level 1A). Note: There was a delay in the adoption of this decision as the ERAA 2024 submission was submitted considerably late to ACER.

Main outputs

- No decisions on bi-directional capacities were issued in 2025
- [ACER Decision No 07-2025 on the European Resource Adequacy Assessment for 2024](#)

Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	100%	ACER's website

Objective 4: Issue a decision on an EU-wide methodology to assess flexibility needs at European level

Result **Achieved**

Main tasks performed

- Issue decision on ENTSO-E and EU DSO's proposal on the methodology to assess the needs for flexibility in electricity systems (priority level 1A).; Note: delivered with a slight delay of cca 2 weeks.

Main outputs

- [ACER Decision 05-2025 on the type and format of data and the methodology for TSOs' and DSOs' flexibility needs analysis](#)

Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	100%	ACER's website

³ The tasks assigned to ACER under the Regulation for measures to safeguard the security of gas supply refer to participation in the Gas Coordination Group and to the establishment of permanent bi-directional capacity at interconnection points.

1.1.2.2. Issue Agency opinions (SAA.OP.02.02)

Objective 1: Issue opinions to ensure the compliance of ENTSOs and the EU DSO Entity with their statutory tasks, and to oversee the cooperation among system operators.			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> Issue opinion(s) on ENTSO-E's and ENTSO-G's annual work programme and annual activity report (priority level 2). Monitor the execution of tasks of EU DSO entity. ACER may provide an opinion on the entity of distribution system operators in the Union (EU DSO entity) on the annual work programme and other relevant documents and can issue decisions for DSOs to provide relevant information necessary for carrying out monitoring (priority level 2). Issue opinion on ENTSO's recommendations relating to the coordination of technical cooperation between Union and third-country transmission system operators (priority level 2). <p>Not applicable this year:</p> <ul style="list-style-type: none"> Issue opinion on ENTSO-E's and ENTSO-G's research and development activities (priority level 2). Issue opinion on ENTSOG's common network operation tools including a common incidents classification scale (priority level 2). 		
Main outputs	<ul style="list-style-type: none"> Opinions on SOs work programmes, and statutory activities Comments on ENTSO-G 2026 Annual Work Programme ACER Opinion 08-2025 on ENTSO-E's Transparency Platform manual ACER Opinion 03-2025 on first amendment of the ENTSO-E monitoring plan 		
Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	100%	ACER's website

Objective 2: Ensure adequate oversight of EU-level network development and ensure a solid implementation of the Trans-European Energy Networks Regulation			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> Issue opinion on the ENTSO-E electricity Union-wide TYNDP (priority level 1A). Issue opinion on the electricity national TYNDPs to assess their consistency with the Union-wide network development plan and (if appropriate) recommendations to amend the national TYNDPs or the Union-wide network development plan (priority level 1A). Issue opinion on the implementation of the Union-wide electricity infrastructure TYNDP and investments to create new interconnector capacity (priority level 2); <i>Note: not relevant this year.</i> Issue opinion on the ENTSOG and ENTSO-E draft Infrastructure Gaps Identification reports for the respective TYNDPs 2024, in case their submission is delayed (priority level 1A). Issue opinion on ENTSOG draft TYNDP (priority level 1A). Publish the unit investment cost indicators for the energy infrastructure categories set out in points (4) and (5) of Annex II of Regulation (EU) 2022/869 (priority level 1A). Issue opinion on ENTSOG and ENNOH's TYNDP (priority level 1A). Issue opinion(s) on ENTSO-E's and/or ENTSOG's methodologies for cost-benefit analysis, if updated (priority level 1A). – <i>Note: no such opinion was issued in 2025.</i> Issue opinion on ENTSO-E and ENTSOG joint consistent and progressively integrated model for electricity, gas and hydrogen transmission infrastructure (priority level 1A); <i>Note: Opinion issued early 2026, following methodology submission late 2025.</i> Issue opinion on network development Scenarios and their compliance with Scenario Guidelines (priority level 1A) – <i>Note: no scenarios submitted to ACER in 2025.</i> .Issue opinions on draft PCI lists (electricity and hydrogen) according to the Regulation (EU) 2022/869, Annex II, section 2 (14) (priority level 1A) .Publish monitoring report for the projects on the Union list according to the Regulation (EU) 2022/869, Article 5 (priority level 1A) 		

	<ul style="list-style-type: none"> Issue ACER Recommendation on Cross-border cost allocation⁴. In 2025 ACER did not update its recommendation published in 2023 (priority level 2), taking into account the ongoing legislative process on the Grids Package, to which it contributed. 		
Main outputs	<ul style="list-style-type: none"> ACER Opinion 04-2025 on ENTSO-E's TYNDP 2024 and Infrastructure Gaps report 2024 ACER Opinion 07-2025 on the electricity national development plans ACER Opinion 05-2025 on ENTSOG's draft Hydrogen Infrastructure Gaps Identification report ACER Opinion 13-2025 on ENTSOG draft TYNDP 2024 ACER Opinion 10-2025 on the 2025 draft regional lists of proposed electricity and hydrogen projects of common interest and projects of mutual interest in trans-European energy infrastructure Data Dashboard: ACER projects overviews PCIs & PMIs monitoring 2025 		
Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	100%	ACER's website

Objective 3: Issue opinions aiming at safeguard the security of gas and electricity supply			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> Issue opinions on the elements of the coordinated decision taken by the competent authorities under Annex III, point 6, taking into account any possible objection (priority level 2). <i>Note: no opinions were issued as no relevant submissions were made to ACER.</i> Issue opinions on National Resource Adequacy Assessments in case of divergences with the ERAA (priority level 1A). Issue opinions on Gas and Electricity Seasonal Adequacy Assessments where the content requires regulatory input (priority level 1A for gas and 2 for electricity). 		
Main outputs	<ul style="list-style-type: none"> ACER Opinion 01-2025 on the Polish national resource adequacy assessment ACER Opinion 11-2025 on the Spanish National Resource Adequacy Assessment ACER Opinion 12-2025 French National Resource Adequacy Assessment ACER Opinion 06-2025 on ENTSOG's Summer Supply Outlook 2025 		
Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	100%	ACER's website

1.1.2.3. Issue Agency recommendations (SAA.OP.02.03)

Objective 1: Ensure a robust and timely implementation of the electricity Network Codes and Guidelines			
Result	Partly achieved		
Main tasks performed	<ul style="list-style-type: none"> The task foreseen in SPD 2025-2027 (Issuing a recommendation to the European Commission to improve the enforcement framework, including incentives to speed up the implementation of legally binding provisions) was not completed in 2025. However, the Agency produced other relevant documents with the aim of achieving this objective: <ul style="list-style-type: none"> Issuing guidelines for the electricity sector to better protect cybersecurity information exchanged under the Cybersecurity Network Code, including the usage of the Traffic Light Protocol (TLP), as well as examples of information aggregation and anonymisation methods. Issuing a guideline on benchmarking the costs and effectiveness of cybersecurity investments in the EU electricity sector. In addition, following requests of NRAs, in collaboration with two NRAs, ACER also provided several detailed guidance documents on specific aspects of cybersecurity benchmarking pursuant to Article 13 of the Cybersecurity Network Code, as well as benchmarking templates. 		

⁴ According to Article 16(11) of Regulation (EU) 2022/689, identifying good practices for the treatment of investment requests for projects of common interest.

Main outputs	<ul style="list-style-type: none"> • ACER Guidelines on information exchange mechanisms (cyber) • ACER cybersecurity benchmarking guide 		
Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	0 for initially planned, 100% for executed	ACER's website

Objective 2:	Issue recommendations to NRAs on which barriers to distributed energy sources to tackle first		
Result	Not applicable		
Main tasks performed	The task of issuing a recommendation as an Agency Act to NRAs on how they can best achieve their commitments to remove barriers to the participation of and access to distributed energy sources (demand response, storage, distributed generation) was not carried out. The focus remained on how to concretely lift barriers to distributed energy sources. This includes own NRA actions or actions expected from TSOs or Member States and it is included in the output below.		
Main outputs	<ul style="list-style-type: none"> • ACER Monitoring Report Unlocking flexibility: No-regret actions to remove barriers to demand response 		
Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	N.A.	ACER's website

Objective 3:	Issue recommendations to NRAs on how to report on barriers to non-fossil flexibility		
Result	Not achieved		
Main tasks performed	<ul style="list-style-type: none"> • The recommendation to NRAs on how they can best report (to ACER) on the barriers for non-fossil flexibility was postponed to March 2026. 		
Main outputs	-		
Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	0	ACER's website

Objective 4:	Issue recommendations on inter-temporal cost allocation for the initial hydrogen network development cost		
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> • Review the assessment of costs and risks relevant to these methodologies and improve them 		
Main outputs	<ul style="list-style-type: none"> • ACER Recommendation 02-2025 on inter-temporal cost-allocation • ACER Public consultation on inter-temporal cost allocation mechanisms for financing hydrogen infrastructure 		
Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	100%	ACER's website

1.1.2.4. Develop and revise Guidelines & Network Codes (SAA.OP.02.04)

Objective 1:	Facilitate amendments to existing Network Codes and Guidelines and development of new Network Codes or Guidelines for the electricity market		
Result	Partly achieved		
Main tasks performed	<p>The tasks foreseen in SPD 2025-2027 (below) were not undertaken but not finalised in 2025:</p> <ul style="list-style-type: none"> Amendment of Commission Regulation (EU) 2016/1719 of 26 September 2016 establishing a guideline on forward capacity allocation. When necessary, support the European Commission during the comitology process (priority level 1A). Issuing a recommendation to the European Commission to amend Commission Regulation (EU) 2017/1485 of 2 August 2017 establishing a guideline on electricity transmission system operation including a consultation process with all stakeholders. When necessary, supporting the European Commission during the comitology process (priority level 1A). Issuing a recommendation to the European Commission to amend Commission Regulation (EU) 2017/2195 of 23 November 2017 establishing a guideline on electricity balancing (Electricity Balancing Regulation), including a consultation process with all stakeholders. When necessary, supporting the European Commission during the comitology process (priority level 1A). <p>A task started in 2024 was delivered in 2025 and is listed below.</p>		
Main outputs	<ul style="list-style-type: none"> ACER Recommendation 01/2025 - Demand Response Network Code 		
Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	N.A.	ACER's website

Objective 2:	Facilitate amendments of existing and development of new Network Codes and Guidelines for the gas and hydrogen markets		
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> Issue of a report on process and model for the study on a cost efficiency comparison of natural gas transmission system operators' costs to be published by ACER by 5 August 2027 established under Article 19(2) of the Regulation EU 2024/1789 (priority level 1A). Supported the European Commission by providing technical proposals (in addition to those included in ACER Recommendations to the European Commission 02/2024) on the revision of the Commission Regulation (EU) 2017/459 establishing a network code on capacity allocation mechanisms in gas transmission systems, as per conclusions of the thirty-ninth meeting of the European Gas Regulatory Forum in 2025 (priority level 1A) Supported the European Commission on the identification of the need, timing, and scope of a potential amendment of the Commission Regulation (EU) 2015/703 establishing a network code on interoperability and data exchange rules, as per conclusions of the thirty-ninth meeting of the European Gas Regulatory Forum in 2025 (priority level 1A) Carried out a targeted consultation on EU DSO Entity's draft statutory documents updated to include gas and hydrogen in support of the ACER Opinion under Article 40(4) of the recast Gas Regulation (priority level 2) 		
Main outputs	<ul style="list-style-type: none"> ACER gas TSO cost efficiency comparison - Phase I AEC SUMICSID Report - Method and Process ACER Public consultation on the ACER gas TSO cost efficiency comparison draft methodology Targeted consultation on EU DSO Entity's draft statutory documents updated to include gas and hydrogen 		
Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	100%	ACER's website

1.1.3. Monitoring, modelling and transparency (SAA.OP.03)

This Activity focuses on the comprehensive monitoring and reporting of the electricity, hydrogen, decarbonised gas, and natural gas sectors to ensure an efficient and secure internal market. This includes tracking market performance, identifying barriers to entry, and promoting stakeholder involvement through various working groups. By monitoring the implementation of network codes and guidelines, the activity enhances market transparency and supports the overall functioning of the internal electricity market and the internal gas market.

The added value lies in fostering a competitive and transparent market environment that supports the EU's energy transition goals. Enhanced monitoring and reporting facilitate informed decision-making, help identify best practices, and promote compliance with regulatory frameworks, ultimately leading to improved market efficiency and security of supply.

1.1.3.1. Monitor and report on the electricity, hydrogen, decarbonised and natural gas sectors (SAA.03.01)

Objective 1: Monitor the internal electricity market			
Result	Achieved		
Main tasks performed	Monitoring the Internal Electricity Market <ul style="list-style-type: none"> Monitor the barriers to efficient price formation and barriers for new and small market entrants and monitoring barriers for flexibility through the market (priority level 1A). Monitor the effects of the market-related NC and more broadly monitor the functioning of the Internal Electricity Market (priority level 1A). Monitor the PPA markets in the context of identifying barriers for market integration (Priority level 1A). 		
	Stakeholders Involvement <ul style="list-style-type: none"> Promote the involvement of stakeholders in monitoring the implementation of network codes and guidelines, in particular through the European Stakeholder Committees (priority level 1A) 		
Main outputs	<ul style="list-style-type: none"> Key developments in European electricity and gas markets - 2025 ACER Monitoring Report Progress of EU electricity wholesale market integration - Monitoring Report 2025 ACER Monitoring Report Unlocking flexibility: No-regret actions to remove barriers to demand response ACER 2025 Monitoring Report: Transmission capacities for cross-zonal trade of electricity and congestion management in the EU ACER report on peak-shaving products 2025 Contribute to the completion of Europe's energy market and the monitoring of its functioning by creating market and data transparency through economic analysis and issuing of opinions recommendations. Leverage of the reports by European policy makers in the legislative process. Various dashboards supporting the monitoring reports: Market fundamentals - EU electricity market integration 2025; Valuation of Long-Term Transmission Rights - EU electricity market integration 2025; Balancing - EU electricity market integration 2025; Transmission capacities for cross-zonal electricity trade and grid congestion management - 2025 ACER's electricity virtual hub price simulator ACER Opinion 02-2025 relating to the curtailment of financial transmission rights and interpretation of force majeure ACER Opinion 09-2025 on the TSOs' proposal on the alternative bidding zone configurations 		
Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	100%	ACER's website

Objective 2: Monitor the internal gas market and its decarbonisation			
Result	Achieved		
Main tasks performed	<p>Monitoring the gas wholesale and energy retail markets according to Article 15(1) and (2) of Regulation (EU) 2019/942 and with a view of their reviewed contents based on the revised Regulation (EU) 2024/1789 on the internal markets for renewable and natural gases and for hydrogen.</p> <ul style="list-style-type: none"> • EU Wholesale Gas Markets Monitoring Report, with additional quarterly summaries on key market developments, combined with a dashboard (priority level 1A) • Analysis of capacity use and booking trends in European natural gas markets - 2025 ACER Monitoring Report (priority level 1A) • EU LNG Markets Monitoring Report (priority level 1A) • EU Hydrogen Markets Monitoring Report (priority level 1A) • EU Retail electricity and gas markets monitoring Report, combined with a Retail Electricity and Gas Prices Dashboard and with an Electricity Retail Country Sheets (priority level 1A) 		
Main outputs	<ul style="list-style-type: none"> • Key developments in European electricity and gas markets - 2025 Market Monitoring Report • Capacity use and booking trends in European natural gas markets - 2025 Market Monitoring Report • Key developments in European gas markets (Winter 2024/25) – 2025 Market Monitoring Report • Key developments in European gas markets (Q2) – 2025 Market Monitoring Report • Key developments in European gas wholesale markets (Q3) – 2025 Market Monitoring Report • Rewarding flexibility: How retail contract choice can help unlock consumer flexibility - 2025 Retail Monitoring Report • Retail Electricity and Gas Markets Prices Dashboard • Electricity Retail Country Sheets • ACER 2025 European hydrogen markets - Monitoring Report • Analysis of the European LNG market developments - 2025 Monitoring Report 		
Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	100%	ACER's website

1.1.3.2. Monitor implementation (SAA.OP.03.02)

Objective 1: Oversee the implementation of network codes and guidelines in the electricity sector	
Result	Achieved
Main tasks performed	<ul style="list-style-type: none"> • Facilitate the implementation of projects established pursuant to the Network Codes (NC) and Guidelines or, where relevant, pursuant to the Electricity Regulation (priority level 1A). • Monitor the implementation of the obligations resulting from the adoption of the Network Codes, Guidelines, the different terms and conditions and methodologies and the Electricity Regulation. Investigate the reasons for delays and/or non-compliance and issue implementation monitoring reports, recommendations and/or decisions to address these issues (priority level 1A)
Main outputs	<ul style="list-style-type: none"> • A report monitoring and analysing the performance of regional coordination centres (RCCs) pursuant to Article 7 of the ACER Regulation. Opinions and recommendations to the European Parliament, the Council and the Commission and the RCCs, where necessary – In 2025, two reports were published: ACER 2025 RCC monitoring report for 2023 and ACER 2025 Regional Coordination Centres' (RCC) monitoring report for 2024 • Various dashboards supporting the monitoring reports: Terms and Conditions or Methodologies implementation map - EU electricity market integration 2025; ACER Monitoring of the Implementation of the Tasks of the Regional Coordination Centres; ACER implementation monitoring of electricity network codes • ACER first Cybersecurity Network Code implementation report for the Electricity Coordination Group and the Network and Information Systems Cooperation Group.

Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	100%	ACER's website

Objective 2: Monitor electricity networks

Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> Monitor and promote the implementation of network tariffs best practices for transmission and distribution tariff methodologies (priority level 1A). Monitor transmission charges paid by generators (priority level 2). Monitor the effective and consistent implementation of the Agency's methodology regarding the use of the congestion income (priority level 1A). <i>Note: this activity remained internal, data compiled from Regulators to be incorporated in the 2026 infrastructure monitoring report.</i> Monitor the implementation of the inter-TSO compensation mechanism in year 2023 (delayed to 2025 to late submission by ENTSO-E), and 2024 (priority level 2), and verify the criteria for the valuation of losses at national level (priority level 2). Provide input to Grids Package legislative proposal put forward by the European Commission. Conduct activities as a result of the Copenhagen Forum. 		
Main outputs	<ul style="list-style-type: none"> 2025-ACER-Report-Electricity-Network-Tariff-Practices ACER ITC report on 2023 implementation, and report on the implementation of the inter-transmission system operators compensation mechanism in 2024 ACER Report on cross-border cost allocation decisions ACER Paper on improving European Grids legal framework Deliverables and activities derived from the Copenhagen Forum 2024: <ul style="list-style-type: none"> Guidance on electricity distribution network planning, and stakeholder engagement (mainly through workshops requested at the Copenhagen Forum) on anticipatory investments and public engagement plans. Position paper on output performance indicators to monitor the application of electricity transmission grid-enhancing technologies (8 January 2026) 		
Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	100%	ACER's website

Objective 3: Monitor the performance of Member States in Security of Supply

Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> Monitor performance of MSs in the area of electricity security of supply with a focus on the implementation of the resource adequacy methodologies (ERAA, VOLL, CONE, RS and cross-border participation in CMs) (priority level 1A). 		
Main outputs	<ul style="list-style-type: none"> ACER 2025 Security of EU electricity supply Monitoring Report Implementation monitoring exercise to evaluate how consistently RCCs apply the EU methodology for short-term and seasonal adequacy assessments 		
Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	100%	ACER's website

Objective 4: Oversee the implementation of network codes and guidelines in the gas sector			
Result	Achieved		
Main tasks performed	<p>Monitor the implementation of EU Network Codes in the context of the changing gas market. This task is laid down in Article 5(1)(e) of Regulation (EU) 2019/942 and in Article 27 of Regulation (EU) 2024/1789.</p> <p>Expected tasks:</p> <ul style="list-style-type: none"> Continue the ACER review concerning the national tariff consultations pursuant to Article 27(3) of the EU Tariff Network Code (Regulation (EU) 2017/460) (Priority level 1B). Effect monitoring on gas balancing under the Balancing Analytical Framework developed by ACER, with the support of the ACER dashboard developed in recent years and published on the ACER website (Priority level 2). 		
Main outputs	<ul style="list-style-type: none"> Reports on national tariff consultations <ul style="list-style-type: none"> ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Romania ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Sweden ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Hungary ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Germany ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Lithuania ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Czech Republic ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Croatia ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Finland ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Poland 2025 EU Gas Balancing Network Code Implementation Monitoring Report Dashboard on ^[OBJ]d on ^[OBJ]d on ^[OBJ]d on ^[OBJ]d on ^[OBJ]d on ^[OBJ]d on EU Gas Balancing Network Code Implementation Monitoring 		
Indicators	Target 2025	Result 2025	Source of data
% of outputs delivered on time	90%	100%	ACER's website

1.1.3.3. Provide transparency (SAA.OP.03.03)

Objective 1: Assess and publish LNG price assessments and/or benchmarks	
Result	Achieved
Main tasks performed	<ul style="list-style-type: none"> Assessment and publication of LNG price assessments and/or benchmarks (priority level 1A).
Main outputs	<ul style="list-style-type: none"> Development and maintenance of IT solution for collection and publication of data Daily LNG price assessments and benchmark Implementation of ACER information security policy for business IT systems and data

Indicators	Target 2025	Result 2025	Source of data
Data collection according to plan	Yes; daily data collection	fulfilled	Monthly performance monitoring
Publication of price assessments/benchmarks according to plan	Yes; daily publications	98.36%	Monthly performance monitoring

1.1.3.4. Flexibility needs modelling (SAA.OP.03.04)

Objective 1: Ensure a solid assessment of EU-wide flexibility needs for electricity			
Result	Partly achieved		
Main tasks performed	<ul style="list-style-type: none"> Setting up of a modelling tool for the EU-wide flexibility assessment. 		
Main outputs	<ul style="list-style-type: none"> The majority of the functionalities of the flexibility needs modelling tool implemented in 2025 		
Indicators	Target 2025	Result 2025	Source of data
% of functionalities of the tool delivered on time	90%	80%	ACER internal oversight

1.1.4. Regulatory oversight (SAA.OP.04)

This activity encompasses the efficient and effective regulatory oversight of wholesale energy markets, focusing on market surveillance, the consistent application of market abuse provisions, authorisation and supervision of reporting parties, and market abuse investigations. The primary aim is to ensure the integrity of wholesale energy markets and deliver trustworthy outcomes for EU energy consumers.

This activity adds value by enhancing market transparency and preventing market manipulation, thereby protecting consumers and fostering confidence in energy markets. Through collaboration with National Regulatory Authorities (NRAs) and other stakeholders, ACER aims to create a harmonised approach to monitoring, reporting, and enforcing compliance with market rules, ultimately contributing to an efficient and trustworthy energy market landscape across the EU.

1.1.4.1. Perform market surveillance (SAA.OP.04.01)

Objective 1: Ensure the integrity of wholesale energy markets and deliver trustworthy market outcomes for EU energy consumers	
Result	Partly achieved
Main tasks performed	<p>Market monitoring of trading activity in wholesale energy markets to detect and prevent trading based on inside information and market manipulation according to Article 7 of REMIT, in cooperation with NRAs, on the basis of data collected in accordance with the REMIT implementing acts, the Agency’s surveillance strategy and further development and operation of the Agency’s market surveillance solution, including the dissemination to NRAs of suspicious trading activities in a secure way. That is,</p> <ul style="list-style-type: none"> analysing the available collected and validated REMIT data to detect suspected instances of market abuse; contributing to improving the available collected REMIT data;

	<ul style="list-style-type: none"> ○ preparing detailed assessments with factual analyses including an economic and legal assessment to be notified in a secure way to national authorities for their investigation; (priority level 1A). 		
Main outputs	<ul style="list-style-type: none"> ○ Triggered alerts and initial assessments of potential market abuse cases ○ Initial assessments and notifying relevant regulatory authorities of potential abusive behaviour according to Article 16(4) of Reg. (EU) 1227/2011 		
Indicators	Target 2025	Result 2025	Source of data
% of high priority alerts manually screened	100%	79%	Monthly performance report
# of initial assessments sent to relevant authorities	>16	29	

1.1.4.2. Handle coordination on potential REMIT breach cases (SAA.OP.04.02)

Objective 1:	Ensure a consistent application of market abuse provisions by NRAs in order secure effective REMIT framework		
Result	Achieved		
Main tasks performed	<p>This task includes all activities performed by ACER related to ensuring coordination and consistency in the application of REMIT by NRAs to cases of market abuse (Articles 3 and 5) and related to information disclosure, reporting, registration, and monitoring obligations (Articles 4, 8, 9, and 15). It includes the following activities:</p> <ul style="list-style-type: none"> • case coordination • case consistency • development, consultation, and issuance of ACER Guidance • statutory meetings involving the discussion of REMIT cases. <p>That is,</p> <ul style="list-style-type: none"> • coordinating and cooperating with NRAs on REMIT cases reviews, investigations, and enforcement actions • taking actions to ensure consistency in the application of REMIT by NRAs • establishing and managing investigatory groups • providing guidance on the application of REMIT on the market abuse provisions <ul style="list-style-type: none"> ○ developing and enhancing of specific IT tools that can support its surveillance and conduct tasks. (priority level 1A) 		
Main outputs	<ul style="list-style-type: none"> • Cooperation between ACER and NRAs and among NRAs on REMIT cases • Coordination meetings with NRAs on the consistent application of market abuse provisions in REMIT (e.g. Market Monitoring Standing Committee – MM SC) • Processed requests from ACER and updates from NRAs • Established and coordinated investigatory groups • Reviews by ACER of potential REMIT breach assessments by NRAs (closing and consistency notes) • Published Guidance to NRAs on the application of REMIT market abuse provisions 		
Indicators	Target 2025	Result 2025	Source of data
% of REMIT breach cases pro-actively followed by the Agency	> 25%	32%	Monthly performance report
Number of interactions on market abuse cases to ensure a coordinated and consistent approach (documents and requests sent)/year	>800	1.739	
% of REMIT market abuse enforcement Decisions (Articles 3 and 5) by EU NRAs quoting the ACER Guidance	>=75%	89%	

1.1.4.3. Monitoring and central collection of suspicious reports at EU level (SAA.OP.04.03)

Objective 1: Centralise the collection of STORs at EU level at ACER and monitoring EU wide PPAETs at ACER			
Result	Achieved		
Main tasks performed	<p>This task includes all activities performed by ACER related to ensuring (Articles 15). It includes the following activities:</p> <ul style="list-style-type: none"> • Reception and processing on notifications on REMIT cases • Production of Reports on persons professionally arranging or executing transactions and NRAs activities related to the processing of Suspicious transactions or order reports (STORs). (priority level 1B) 		
Main outputs	<ul style="list-style-type: none"> • Notifications on REMIT cases by ACER and triage of received Notifications from Persons professionally arranging or executing transactions - PPAETs) • Publication of Report under Article 15 of REMIT • ACER Report on NRAs' activities on STORs 2025 • ACER Report on PPAETs market surveillance 2025 		
Indicators	Target 2025	Result 2025	Source of data
% of notifications triaged	>90%	100%	Monthly performance report
ACER Reports on NRA and PPAET performance under Article 15	>=1	2	

1.1.4.4. Develop and enhance market surveillance and conduct IT tools (SAA.OP.04.04)

Objective 3: Develop and enhance applied surveillance and conduct IT tools			
Result	Partly achieved		
Main tasks performed	<p>Develop and enhance detailed business requirements to enhance existing IT tools (priority level 1A):</p> <ul style="list-style-type: none"> • Develop and implement new alerts • Enhance of existing alerts • Deliver of surveillance tool enhancements • Develop in-house surveillance tools • User testing of new deploys of the tools • Enhance case coordination tools <ul style="list-style-type: none"> ○ Enhance notification tools 		
Main outputs	<ul style="list-style-type: none"> ○ Enhanced Agency's main surveillance tool for market monitoring. ○ New alerts developed for detecting potential market abuse. ○ Improved existing alerts for more effective detection of potential market abuse. ○ Upgraded Notification Platform (NP) and Case Management Tool (CMT) for the Agency. 		
Indicators	Target 2025	Result 2025	Source of data
Number of alert enhancements implemented	>30	26	Monthly performance report
Number of alerts developed and implemented	>4	2	
Number of Notification Platform and CMT issues/bugs/improvements documented for solving	>15	35	

1.1.4.5. Authorisation and supervision (SAA.OP.04.05)

Objective 1: Ensure regulatory registration and supervision of reporting parties			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> ○ Maintain the European Register of Market Participants with more than 20,000 market participants registered and transmitted to ACER by NRAs to identify market participants for reporting purposes when reporting to ACER (priority level 1A). ○ Register and enrol more than 100 Registered Reporting Mechanisms for the reporting of records of transactions and fundamental data and around 20 platforms for the collection of inside information as well as compliance monitoring of these entities by ACER on a risk-based approach (priority level 1A). ○ Enable reporting parties to report data pursuant to Article 8 of REMIT in an efficient, effective and safe manner to the Agency (priority level 1A). ○ Ensure efficient, effective and safe exchange and handling of information (priority level 1A). 		
Main outputs	<ul style="list-style-type: none"> ○ Contribution to and implementation of the revision of the REMIT legal framework ○ Publication of the European register of market participants and continuous updates ○ Processed new registration applications ○ Assessment of whether changes to the current RRM registrations (structural changes of entities, changes in technical and organisational requirements etc.) are compliant with Article 11 (1) of REMIT Implementing Regulation and facilitate the changes by bilateral communication with the RRM and related amendments in the system ○ Engagement with individual registered reporting parties, audits, thematic reports and letters addressed to registered reporting parties identifying risks and requesting remediation in alignment with key supervisory priorities 		
Indicators	Target 2025	Result 2025	Source of data
% planned vs. delivered actions of the RRM monitoring strategy	90%	90%	Monthly performance monitoring
Completeness of information	95%	98.89%	
Accuracy of information	95%	99.08%	
Timeliness of information	95%	98.93%	
% of reporting parties proceeding to remedial actions within the time designated following ACER's supervisory action	75%	N.A. (KPI discontinued)	
The time a reporting party takes to proceed to remedial actions following ACER's supervisory action	N.A. (newly introduced)	19.63 calendar days	

1.1.4.6. Investigations (SAA.OP.04.06)

The amended Regulation on Wholesale Energy Market Integrity and Transparency (Regulation (EU) 2024/1106) was published on 17 April 2024 and entered into force on 7 May 2024. One of the new tasks for the Agency is that it may conduct investigations in potential market abuse pursuant to Articles 4, 5, 8 and 15 of REMIT with a cross-border dimension. These new powers complement the investigatory powers of regulators at national level. The latter remain fully responsible for the enforcement of REMIT breaches.

Following the reorganisation of the Agency in early 2024, a new department was established to take charge in these investigations pursuant to Article 13 of REMIT. In 2024, the Agency proactively launched a cross-departmental project to assess the requirements for the new department in order to make it operational. In 2025, the objective is to implement many of these requirements making the new department operational (e.g. HR-recruitment, processes, policies, governance, tools, etc.). The human (and financial) resources for the new REMIT investigations Department will come gradually available from 2025 to 2027. For instance, in 2025 the objective was to recruit the first REMIT Investigations Team and in 2026 the second team will be recruited. In the second half of 2026, the new department will be operational to fulfil its key objective, i.e., performing cross-border investigations into potential market abuse cases.

Objective 1: Establish and fully operationalize the REMIT Investigations Department			
Result	Achieved		
Main tasks performed	Reasonable assurance must be provided that the new department is included in the following processes to efficiently and effectively and securely perform REMIT investigations (not exhaustive list): <ul style="list-style-type: none"> • Implement adopted strategies related to e.g. HR, mission and vision • Manage risk, compliance, remediation, and resiliency • Develop and manage business capabilities • Support implementation of relevant information technology (IT) • Manage financial resources • Procure and manage assets and services • Manage stakeholders • Develop trainings 		
Main outputs	<ul style="list-style-type: none"> • Rules of procedure • Department’s manual of procedures or similar document detailing the processes to be carried out • Implement the MoU/market monitoring handbook or similar agreements with NRAs • Operational implemented IT tool to perform investigations 		
Indicators	Target 2025	Result 2025	Source of data
% of planned recruitments finalised	100%	100%	RID implementation project tracking
% of planned IT tools implemented	100%	65%	RID implementation project tracking
% of planned documentation finalised (Rules of procedure and Handbook of the department)	100%	100%	RID implementation project tracking

1.2. Achievements in horizontal tasks

This section reports on horizontal tasks that support the fulfilment of all ACER’s objectives.

Through the work of the Agency’s governance bodies, the Coordination, Operations and Legal Department, Human Resources and Facilities Team and Strategy Delivery and Communications team, the Agency strives to enhance its organisational management to:

- be acknowledged as an accountable organisation with good governance, efficient and compliant processes;
- achieve efficiency gains through simplification measures in all horizontal tasks to reduce the administrative burden on the Agency, allowing to focus on impactful activities;
- offer the best value for money to EU citizens.

1.2.1. Strategy, governance and stakeholder management (SAA.HO.01)

Objective 1: Ensure continued support and coordination of the Agency’s governance bodies			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> Support and coordination of the work of the AB, BoR, the Director and the BoA (in line with SDC objective 3) 		
Main outputs	<ul style="list-style-type: none"> Records pertaining to the functioning of the Agency’s governance bodies (including agendas, minutes and legal acts) 		
Indicators	Target 2025	Result 2025	Source of data
Meetings organised as required and delivered as planned	Yes	Yes	ACER website
Satisfaction level of members of the governance bodies with the cooperation and coordination support from ACER	≥75%	NRAs: 52% satisfied and 48% somewhat satisfied with current ways of working Administrative Board: 90% fully satisfied 10% partially satisfied	2025 NRA survey Survey among the Administrative Board

Objective 2: Maximise the impact of what ACER does via effective communications			
Result	Partly achieved		
Main tasks performed	<ul style="list-style-type: none"> Develop and implement the communications strategy (2.2) Coordinate communications planning Develop engaging digital communications material (website and social media) <ul style="list-style-type: none"> Mainstream communications in policy (upskilling staff, creating an audience-first approach, information sharing) 		
Main outputs	<ul style="list-style-type: none"> Communication strategy and its implementation plan. SDC Communication Digest (tracking work progress and KPIs) ACER Press Reviews ACER Latest News Support for staff (e.g. guidelines, templates, training etc.) Website content Social media campaigns <ul style="list-style-type: none"> Audio visuals (e.g. videos, recording of webinars, infographics) 		
Indicators	Target 2025	Result 2025	Source of data
Page views (website)	5% growth	2.4% (-16.2%)	Europa Analytics. N.B. Statistics are not complete, due to technical issues with the platform over Q1 2025.
Latest News subscribers	10% growth	16%	PHPList
LinkedIn followers	10% growth	24%	LinkedIn
X (former Twitter) followers	5% growth	Discontinued in July, replaced with Bluesky.	-
Number of ACER videos produced	≥2 each year	1	Internal records
Number of infographics/LinkedIn carousels produced annually	6	9	Internal records
Number of internal training programmes organised	≥5	11	Internal records

for staff			
Number of data visualisation products built/ underlying dataset made available	Not less than 3	13 dashboards/12 datasets	Internal records

Objective 3: Engage effectively with stakeholders

Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> • Implement stakeholder management strategy and tools (2.1) • Manage external stakeholders (e.g. develop and process stakeholder survey and draw lessons from results, feedback forms) (2.3) • Internal roll-out and uptake of stakeholder tools (e.g. stakeholder mapping) • Organisation of events <ul style="list-style-type: none"> ○ Internal coordination and organisation of outreach 		
Main outputs	<ul style="list-style-type: none"> • Stakeholder satisfaction survey results and lessons • Position papers on selected topics for which ACER together with NRAs can bring added value • Stakeholder management approach and tools (e.g. mapping framework, centralised contacts list, templates, events guidelines) • Lines to Take • Outreach end – products: presentations, briefings, etc. <ul style="list-style-type: none"> ○ Adequate internal IT environment for coordination purposes (e.g. extranet) 		
Indicators	Target 2025	Result 2025	Source of data
Stakeholder overall ACER satisfaction rate	≥75%	N.A. ⁵	-
Stakeholder satisfaction rate on engagement and external communication	≥75% answering yes	N.A.	Stakeholders survey run on biennial basis (not in 2025). Engaged strongly with stakeholders via public consultations, events and many meeting etc. Feedback forms at every event
Number of ACER events organised	≥10 every year	8 public events, total of 3379 participants 7 public consultations	Internal records

Objective 4: Strategy development

Result	Achieved
Main tasks performed	<ul style="list-style-type: none"> • Development & implementation of the Agency’s SMM & Board’s strategies • A well-run senior management meeting process • An efficient operation of the Agency’s Boards • A well-run strategy cycle process to define priorities for ACER
Main outputs	<ul style="list-style-type: none"> • Define the concept and long-term vision • Develop overall strategy • Develop the strategic focus of the Agency • Define priorities for the year • Manage internal decision-making • Support the senior management meetings • Manage governance bodies

⁵ Stakeholders survey run on biennial basis (not in 2025).

Indicators	Target 2025	Result 2025	Source of data
Number of senior management meetings	>20	20	Internal records

1.2.2. Risk, compliance, remediation and resiliency (SAA.HO.02)

This activity strengthens ACER’s ability to manage organizational risks, ensure regulatory and operational compliance, and enhance resilience across all functions. It focuses on identifying and mitigating internal and external risks, ensuring adherence to EU regulations, and implementing remediation strategies for operational continuity. The added value lies in safeguarding ACER’s capacity to function effectively in a complex and dynamic regulatory environment, ensuring both regulatory coherence and organizational resilience.

Objective 1: Ensure the Agency is operating in compliance with necessary legal regulations, and internal and external guidelines and policies			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> • Manage compliance <ul style="list-style-type: none"> • Legal support to the deliverables of the Agency departments • Legal support to the governance of the Agency (Director, BoR, BoA, AB) • Manage remediation efforts (appeals and complaints) • Manage data protection compliance • Manage access to document applications 		
Main outputs	<ul style="list-style-type: none"> • AB, BoR and Director documentation (decisions, opinions, recommendations, reports, etc.) • Documents relating to appeals and court decisions • Institutional agreements (delegation agreements, working arrangements, regulatory documents) • Acquisition documentation (tenders, calls for proposal) • Legal commitments (contracts, non-disclosure agreements, licenses, etc.) <ul style="list-style-type: none"> ○ Data protection records (e.g. data protection notifications). 		
Indicators	Target 2025	Result 2025	Source of data
% of deliverables (e.g. decisions, opinions, recommendations, reports) adopted by the Agency for which legal support was provided	100	100	Internal records
% of procurement procedures for which legal support was provided	100	N.A. ⁶	-
% of HR and budget implementation documents for which legal support was provided	100	N.A. ⁷	-
% of replies to access to documents applications processed	100	100	Internal records
% of personal data processing activities having a proper data protection notification	100	100	Internal records
% of replies to requests for legal support, advice and interpretation of existing applicable legislation and/or drafting of advice or acts including Rules of Procedure, SLAs, and Administrative Arrangements processed	100	N.A. ⁸	-
% of appeals before BoA and the ECJ courts and Art.90(2) complaints, Ombudsman for which legal support was provided	100	100	Internal records

⁶ Indicator not yet tracked
⁷ Indicator not yet tracked
⁸ Indicator not yet tracked

Objective 2: Strengthen organisational resilience through integrated risk management and internal control optimization			
Result	Partly achieved		
Main tasks performed	<ul style="list-style-type: none"> • Manage business resiliency • Manage internal controls <ul style="list-style-type: none"> • Implement the Agency’s Anti-Fraud Strategy (AFS) Action plan • Continue strengthening the Agency’s Internal Control Framework implementing it, managing performance, and reporting • Manage exceptions and non-compliance events • Manage conflicts of interest • Sensitive functions management. • Manage risk 		
Main outputs	<ul style="list-style-type: none"> • Business Continuity Plans and other records • Internal Control Framework assessment reports • Declaration of assurance in the CAAR • Anti-fraud Strategy (AFS) and AFS implementation reports • Register of Exceptions and Non-compliance events • Declarations of interest and Declarations of commitment • Ex-post controls results • Neutral Verifier report • Risk register (result of risk assessment exercises) 		
Indicators	Target 2025	Result 2025	Source of data
Overall assessment of ICS effectiveness	Category 1 or 2	Category 2	ICF assessment
% of AFS Action plan actions timely implemented	90%	88%	AFS implementation report
% of senior management and board members Declarations of Interest published	100%	100%	ACER website
Number of recurrent exceptions/non-compliance events	≤ 2	8	Register of Exceptions and Non-compliance events
Risk register update	2/year	2	Risk Register
Business continuity arrangements identified in the ACER Business Continuity Plan (BCP) are tested regularly	yes	yes	Monthly performance monitoring
Critical/essential functions have been mapped, covering the whole organisation, and the list is kept up to date	yes	yes	Monthly performance monitoring
All staff have been trained in business continuity	yes	yes	Monthly performance monitoring
Staff/ critical/essential staff has backup	yes	yes	Monthly performance monitoring
Contingency plans for critical/essential functions are reviewed yearly	yes	yes	Monthly performance monitoring
Lessons learnt from BCP events have been disseminated	yes	yes	Monthly performance monitoring

1.2.3. Business capabilities (SAA.HO.03)

The Business capabilities activity focuses on strengthening ACER's internal operations and integrates quality and process management, performance evaluation, continuous improvements, portfolio and project management, as well as knowledge and document management into a coherent framework. The added value lies in enhancing the Agency’s efficiency, decision-making, and overall effectiveness, ensuring alignment with strategic goals and the delivery of high-quality services to stakeholders.

Objective 1: Drive operational excellence through quality management, performance evaluation, and continuous improvement			
Result	Partly achieved		
Main tasks performed	<ul style="list-style-type: none"> • Manage quality and business processes • Evaluate and facilitate evaluation of organisational performance <ul style="list-style-type: none"> ○ Manage change and improvements 		
Main outputs	<ul style="list-style-type: none"> • Report granting discharge to the Director and any associated records (e.g. follow-up reports) • Audit reports action plans and follow-up reports • Records within the Performance monitoring tool (quarterly KPI monitoring) • SPD timely created and submitted to the institutions • CAAR timely created and submitted to the institutions • A total of 58 new or updated Quality Management documents approved (e.g. procedures, work instructions, guidelines, templates, forms, manuals, etc.) 		
Indicators	Target 2025	Result 2025	Source of data
Non-qualified opinion received from ECA	Yes	Yes	ECA report
Discharge granted to the Director	Yes	Yes	EP discharge decision
% of ECA recommendations implemented in time	75%	50%	ECA report
% of IAS recommendations implemented in time	100%	30%	IAS follow-up reports
% of applicable objectives of the AWP achieved	85%	98% (76% achieved, 22% partly achieved)	CAAR

Objective 2: Enhance portfolio and project management for strategic alignment and resource optimization			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> • Manage portfolios <ul style="list-style-type: none"> • Portfolios framework definition • Portfolios definition • Portfolios realisation ○ Manage projects 		
Main outputs	<ul style="list-style-type: none"> • IT portfolio management records (Portfolio Handbook, Portfolio Analysis Report, Portfolio Repository, Portfolio logs, Initiation requests, Status reports) <ul style="list-style-type: none"> ○ IT project management records (PM2 artifacts) 		
Indicators	Target 2025	Result 2025	Source of data
% of IT projects planned vs completed	80%	82%	Monthly performance monitoring
Percentage of IT projects within the portfolio that are “on track” in terms of time, budget, and scope	80%	91%	Monthly performance monitoring
Stakeholder satisfaction rate with IT project outcomes	85%	N.A. ⁹	-
% of IT projects delivered on or before the agreed deadline	80%	98%	Monthly performance monitoring

⁹ Indicator not yet tracked

Objective 3: Optimize the management of documents, archives, libraries, and knowledge to enhance accessibility, compliance, and organizational learning			
Result	Partly achieved		
Main tasks performed	<ul style="list-style-type: none"> • Manage knowledge management (KM) capability • Manage documents, archives, and library 		
Main outputs	<ul style="list-style-type: none"> • KM project implementation delayed. • Various Document Management Officer activities carried out according to plans and needs (ARES file creation and closure, document modification and annulment, trainings offered, ticket resolution, new Document management manual approved, etc.) 		
Indicators	Target 2025	Result 2025	Source of data
# of new articles created / quarter	1/ staff member /quarter	N.A.	N.A.
# of articles updated / total # of articles	25%	N.A.	
# of employees who completed training / total # of employees	80%	N.A.	
% of employees actively using the centralized KM system	80%	N.A.	

1.2.4. Human capital (SAA.HO.04)

Since 2023, the Agency’s HR strategy has focused on three priority areas, each encompassing a series of key actions that are planned, implemented, and monitored to ensure continuous improvement. Periodic updates will be shared with staff and management, with an annual review to assess the strategy's progress and refine its implementation.

Objective 1: Continue to transform human resources management to provide effective and efficient human resource services			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> • Develop and manage human resources planning, policies, and strategies • Select, recruit and onboard staff • Manage staff training and development • Manage staff relations • Reward and retain staff • Manage staff information and analytics <ul style="list-style-type: none"> ○ Manage external staff 		
Main outputs	<ul style="list-style-type: none"> • HR policies, procedures, instructions, etc. • Legal documents (contracts of employment, etc.) • HR working documents, manuals, guidance, etc. • Appraisal and reclassification reports • HR quarterly reports <ul style="list-style-type: none"> ○ Table of implementing rules 		
Indicators	Target 2025	Result 2025	Source of data
% of authorised posts of the annual establishment plan which are vacant at the end of the year, including job offers sent before 31st December (Average vacancy rate)	≤5%	3.31%	Sysper
Length of selection procedure	4 months since the post becomes vacant	4.26 months	HR statistics
Annual percentage of staff turnover	<15%	3.06%	Sysper
Annual average days of uncertified sick leave per staff member	< 10 days	1.89 days	Sysper

% of staff satisfied or highly satisfied with the employment conditions at the Agency	2/3 of staff	N.A. ¹⁰	N.A.
% of eligible Agency's staff subject to performance appraisal undergo evaluation in the yearly exercise	100%	100%	HR statistics
% of the identified activities are provided according to the Learning and development plan	90%	90%	HR statistics

1.2.5. Financial resources (SAA.HO.05)

This activity ensures sound financial management across ACER, covering *budget planning and management, revenue accounting, general accounting and reporting, accounts payable and expense reimbursements, and tax management*. This activity guarantees that ACER's financial operations are aligned with EU regulations, ensuring transparency, accountability, and efficient use of resources. The added value lies in maintaining financial stability and regulatory compliance, enabling ACER to meet its operational goals and deliver value to stakeholders.

Objective 1: Plan, manage and report on the Agency budget, process all financial transactions, manage assets.			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> • Perform budget planning and management • Perform revenue accounting • Perform general accounting and reporting • Process accounts payable and expense reimbursements <ul style="list-style-type: none"> ○ Manage taxes 		
Main outputs	<ul style="list-style-type: none"> • Annual accounts • Monthly budget execution reports • Draft budget document • Fee collection and reporting • Inventory committee reports and assets disposal report • Ex-post controls reports • Decisions on budget amendments, transfers <ul style="list-style-type: none"> ○ Salary payments via Paymaster Office (PMO) 		
Indicators	Target 2025	Result 2025	Source of data
% of commitment appropriations of year N	≥95%	99.87%	Monthly performance monitoring
% of payments carried forward from year N-1	≥95%	98.13%	Monthly performance monitoring
Collection rate of fees	≥95%	99.75%	Monthly performance monitoring
Final accounts adopted by the deadline (1 July)	Yes	yes	AB Official Documents

1.2.6. (SAA.HO.06)

The *ICT* activity provides a comprehensive framework for managing ACER's information and communication technology resources, covering *IT strategy and governance, service planning and architecture, infrastructure and operations management, IT security and risk management, application management, IT portfolio and projects, as well as data and business intelligence (BI) management*. This activity ensures that ACER's digital infrastructure is secure, efficient, and aligned with its strategic

¹⁰ Survey not carried out in 2025

objectives. The added value is in enabling seamless digital operations, enhancing decision-making through data-driven insights, and ensuring robust IT security to support the Agency’s regulatory functions.

Objective 1: Design, implement and maintain state of the art information systems required to enable and support the operational and administrative activities of the Agency			
Result	Partly achieved		
Main tasks performed	<ul style="list-style-type: none"> • General IT management (strategy, governance, financial and human resources) • Manage service planning and architecture • Manage infrastructure and operations • Manage IT security and risk • Manage applications • Manage IT portfolio and projects • Manage Data and BI 		
Main outputs	<ul style="list-style-type: none"> • New IT solutions and further development of IT products • Service desk statistics report • Annual ICT Action Plan aligned with the Agency’s ICT Strategy • Weekly meeting of IT-Experts minutes/reports • Information Communication Technology Steering Committee (ISC) meetings minutes/reports. 		
Indicators	Target 2025	Result 2025	Source of data
System availability and uptime	99%	99.54%	Monthly performance monitoring
Level of implementation of core ITSM (ITIL) processes [None/Basic/Advanced/Full]	Advanced	Basic	Monthly performance monitoring
% of planned vs. delivered actions in the annual ICT Action Plan	90%	82%	ICT Action Plan tracking
Average user satisfaction of incident tickets resolution	>4	N.A. ¹¹	-
% of open tickets versus closed (rolling year)	90%	72%	Monthly performance monitoring

1.2.7. Security (SAA.HO.07)

The *Security* activity ensures the protection of ACER’s assets, personnel, and information through a comprehensive approach that integrates both *physical security* and *information security*. This includes safeguarding ACER’s premises, personnel, and critical infrastructure, while also managing the confidentiality, integrity, and availability of its digital information and systems. The added value of this activity lies in protecting ACER from physical threats, cyberattacks, and unauthorized access, ensuring the agency’s operational continuity and compliance with EU security standards.

Objective 1: Enhance organizational security by integrating information and physical security measures to safeguard assets, data, and people.	
Result	Achieved
Main tasks performed	<ul style="list-style-type: none"> • Manage safety, security, and access to sites
Main outputs	<ul style="list-style-type: none"> • Security incident reports • Up to date security and fire safety rules • Provision of trainings in the area of Physical security, Information security and Cybersecurity • CISO reports • Reports on operations/incidents/accidents access rights and accounts

¹¹ Indicator not yet tracked

	<ul style="list-style-type: none"> Report on the regular check of safety and security of systems and equipment Report on annual fire drill exercise. 		
Indicators	Target 2025	Result 2025	Source of data
Number of information security breaches/incidents.	Fewer than in previous year	1	COL performance monitoring
Main IT risks are included in the Agency's general risk register	Yes	yes	Risk Register
Percentage of participants to training on IT security	80% of all staff	>80%	Teams and acceptance of meetings logs
All security incidents have been analysed to improve IT security level (data protection, accessibility, confidentiality etc.)	Yes	Yes	Internal records
Vulnerability scans have been performed yearly, with the follow-up of results	Yes	Yes	Internal records

1.2.8. Assets and services (SAA.HO.08)

This activity is focused on the management of procurement, assets, and the working environment at ACER, ensuring operational efficiency, effectiveness, and compliance with EU regulations. It includes procurement strategies, facility management, and resource optimization, all aimed at supporting the Agency's objectives while enhancing its resilience and sustainability.

Objective 1: Optimize assets and services management through efficient procurement processes			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> Develop sourcing strategies Develop procurement plan Manage procurement procedures Manage contracts / contractors 		
Main outputs	<ul style="list-style-type: none"> Procurement plan Procurement plan implementation reports 		
Indicators	Target 2025	Result 2025	Source of data
% of implementation of the adopted Procurement Plan	≥90%	114.05%	Monthly performance monitoring

Objective 2: Provide staff and visitors with a functional, safe and healthy working environment			
Result	Achieved		
Main tasks performed	<ul style="list-style-type: none"> Manage spaces, infrastructure and assets Manage offices and user services Manage occupational health and safety of staff 		
Main outputs	<ul style="list-style-type: none"> General annual report Annual report (Jira) MS Teams channel content and announcements 		
Indicators	Target 2025	Result 2025	Source of data
% of delivered vs planned regular maintenance tasks	90%	100%	Annual report
% of FM tickets closed	80%	89%	Annual reports (Jira)
Average staff rating of incident tickets/satisfaction	>3.5	5	Annual reports (Jira)

PART II(a): MANAGEMENT

2.1. Administrative Board

The Administrative Board (AB) is the governing body of the Agency composed of 9 members and 9 alternates appointed either by the European Parliament, the Council of the EU and the European Commission. It is an independent body, responsible for the Agency's governance as well as all administrative and budgetary activities. More concretely, the AB is charged with the appointment of all bodies of the Agency, including the Director, and with exercising budgetary powers. The Director is accountable to the AB with respect to administrative, budgetary and managerial matters. Following the approval of the Board of Regulators, the AB adopts the work programme of the Agency for the coming year. It also establishes the budget, including the financial rules applicable to the Agency, and the communication and dissemination plans of the Agency. In addition to its prerogatives with regard to the budget, the AB ensures that the Agency carries out its mission and performs the tasks assigned to it in accordance with the Agency Regulation.

Decisions and opinions

The AB met five times in the course of 2025: on 29-30 January, 5-6 June, 12 September, 23-24 October and 11-12 December.

Over 2025, the AB kept regular relations with the Agency in between the meetings through its members rapporteurs for a specific task or policy that is linked with the Board's key tasks. The rapporteurs provided informed opinions on the policies under discussion and contribute to shaping the Board's positions, thereby supporting its decision-making process. This enabled regular discussion on topics of the Board's interest with the Agency's departments and provided support to the Agency's tasks. In its work, the AB was supported by a dedicated Secretariat.

It adopted the following 21 decisions:

Number	Subject matter	Adoption
1	Appointment of one Member and one Alternate of the Board of Regulators - ERU	‘ 24 January
2	Draft Single Programming Document 2026-2028	30 January
3	Appointment an Alternate of the Board of Regulators - URSO	‘ 24 February
4	Appointment of FRA Accounting Officer as ACER Accounting Officer	4 March
5	Appointment of a Member of the Board of Regulators - CERA	‘ 5 March
6	Appointment of one Member and one Alternate of the Board of Regulators - HERA	‘ 25 March
7	Appointment of one Member and one Alternate of the Board of Regulators - EWRC	‘ 7 April
8	Appointment of one Alternate of the Board of Regulators - HERA	‘ 13 May
9	ACER Consolidated annual activity report 2024	6 June
10	Amending Decision No 9/2021 on the reimbursement of travel and subsistence expenses - Board of Appeal	6 June
11	Appointment of one Alternate of the Board of Regulators - URSO	‘ 22 July
12	Appointment of one Member of the Board of Regulators – REWS	‘ 26 August
13	Appointment of one Member of the Board of Regulators – URE	‘ 26 August
14	Appointment of ACER Director ad interim	12 September

15	Implementation of European Commission Guide to missions and authorised travels	24 October
16	Authorisation and signature of the new long-term lease agreement for the EU ACER	3 November
17	Appointment of an Administrative Board member as an observer to follow the ACER Director selection procedure	12 December
18	Appointment of reporting officer and appeal assessor for the annual appraisal of Head of department COL in 2025	12 December
19	Code of good administrative behaviour for ACER's staff	12 December
20	First amendment to 2025 ACER budget	12 December
21	ACER Single Programming Document 2026-2028	12 December

* Adopted by the Chair acting under the authority delegated by the AB pursuant to decision AB 05/2010 of 21 September 2010.

** Adopted by written procedure following the Chair's declaring the urgency of the situation.

The Administrative Board also adopted 1 opinion in the course of 2025:

Number	Subject matter	Adoption
1	Opinion on the final accounts for the financial year 2024	6 June

Overview of significant risk and control issues discussed

Further to the resignation of Director Mr Zinglensen in July 2025, the Administrative Board appointed an Director *ad interim* from among the Agency's senior management to ensure business continuity in the operation and day-to-day management of ACER until the newly appointed Director takes up his or her duties or for a maximum period of one year. The Administrative Board processed the resignation and the appointment of the Director *ad interim* in a timely manner, thereby ensuring institutional stability, organisational resilience, and effective risk mitigation. Given that the powers of the Director *ad interim* were limited, notably by refraining from taking strategic decisions with longer-term implications, the Director *ad interim* regularly consulted the Administrative Board on strategic matters. In view of the complexity of the selection procedure for the new Director and the limited mandate of the Director *ad interim*, the Administrative Board called on the European Commission to launch the process promptly and to initiate the pre-selection phase without undue delay.

One of the key administrative files in 2025 concerned the building project related to the Agency's move to new premises, on which the Board had been regularly informed throughout the period 2020–2025. Based on an independent external legal review of the draft contract, commissioned by the Administrative Board, the Board authorised the submission of the file to the budgetary authorities (the European Parliament and the Council) for approval. Following the successful approval by both institutions, the Administrative Board authorised the Director *ad interim* to sign the contract. The Administrative Board requested the Agency to continue reporting on the progress of the file until the effective relocation to the new premises.

In 2025, the Administrative Board continued its strong cooperation with the audit services, including the European Commission's Internal Audit Service (IAS) and the European Court of Auditors. Representatives of both bodies were invited to present their ACER-specific recommendations to the Board. The Chair of the Administrative Board also provided observations in relation to the audit on human resources management and ethics carried out on site in 2025.

In light of the Agency's staff growth trajectory, increased recruitment activities, and the follow-up to the 2024 Staff Engagement Survey, the Board requested regular reporting on these matters and reminded the Agency of the importance of ensuring full compliance with the Staff Regulations and other applicable rules in order to maintain high standards of institutional governance. Drawing on guidance from the European Ombudsman, the Administrative Board adopted A code on good administrative behaviour for ACER staff, setting out the guiding principles for sound, impartial, and transparent administration.

In accordance with Administrative Board Decision 02/2015 on the Conflict of Interest Policy, as complemented by Decision 16/2022, the Administrative Board conducted its annual assessment of declarations of interests submitted by Administrative Board members and their alternates. The appointed Review Panel did not identify any declared conflicts requiring further action by the Board. In addition, the Chair of the Administrative Board reviewed the declaration of interests submitted by the ACER Director.

2.2. Major developments

In 2025, the EU energy sector consolidated its way out of the energy crisis. By gradually phasing out Russian gas, the EU increased its energy independence while moderating the cost of natural gas (relying on a stable LNG market, which unfortunately faced new trouble early 2026).

In the electricity sector, the accelerated deployment of renewables further moderated electricity prices and the need to import fossil fuels for electricity. The blackout in Iberia, due to a large range of factors, highlighted the need to update grid connection and operational rules to ensure reliable operation of electricity systems in the future.

The hydrogen market faced challenges that still hamper its deployment. In particular, urgent implementation of the EU legal framework for hydrogen at national level should remove barriers to hydrogen markets.

ACER continued its monitoring of retail markets, tracking the diversity of options that consumers may access and strengthening country sheets that give an overview of national retail markets.

Following the adoption of a major reform of the EU energy market surveillance (REMIT) framework in 2024, the EC adopted a decision on REMIT fees for ACER, ensuring that ACER has access to the financial resources needed for its tasks under REMIT.

ACER maintained a high profile, independently leveraging its expertise to advise EU policymakers (ranging from EU Council, Parliament and the European Commission) on numerous energy-related files.

Organisationally, many changes took place. First, ACER's Director Christian Zinglensen left ACER in late October 2025, after more than five years leading ACER through accelerated growth of staff and tasks. The chair of the Board of Regulators Clara Poletti was replaced by Emmanuelle Wargon, and Bogdan Chiritoiu replaced Edith Herczog as chair of ACER's Administrative Board. ACER thanks all of them for their longstanding commitment and contributions to ACER's success over many years.

Finally, ACER introduced a policy for artificial intelligence (AI), to leverage to strengthen and accelerate ACER's work while protecting sensitive information.

2.3. Budgetary and financial management

2.3.1. Summary on budgetary and financial management

Revenue

During the financial year 2025 the operations of the Agency were funded from mainly two sources of revenue, namely collected fees and the contribution from the general budget of the Union.

Revenue	2025	2024
Commission subsidy	24,053,503	23,012,293
Fees	20,865,393	11,677,700
Other revenue		
Total	44,918,895	34,689,993

Initial approved appropriations for the financial year 2025 amounted to EUR 45,121,422.00 including contribution from EFTA states of EUR 635,952.00, assigned revenue from previous year surpluses of EUR 348,562 and EUR 21,067,920.00 from fees and charges.

During the year the Agency amended its budget one time to align the actually established fees with the estimated eligible costs (downward by EUR 202,527.25) bringing the actual received revenue to EUR 44,918,894.75. From the entire revenue approved for the year 2025 an amount of EUR 2,082,325.26 remained outstanding at year-end.

During the financial year 2025, the Agency performed several budget transfers to align EUR 4.5 million of its resources. These were included within six Director Decisions adopted during the year, with none of them made following the approval of the Administrative Board.

Fees revenue

In 2025, the Agency collected fees from RRM's based on Commission Decision (EU) 2020/2152 as well as based on the revised Commission Decision (EU) 2025/1771 by applying the approved fees model to the transactions reported by each RRM. The amount of fees to be collected in the year is estimated based on the eligible costs that are to be incurred with handling, processing and analysing of the collected fees. There are mainly three categories of costs covered from the collected fees, namely the cost of staff involved in these activities, the costs related to the REMIT IT system that supports the data collection and processing, and the related overheads.

The costs budgeted to be covered and those actually covered by fees under these categories are presented in the table below.

REMIT IT	2025 budgeted	2025 final budget	2025 executed
REMIT IT	10,145,000	9,981,292	9,981,292
REMIT IT services	4,180,000	3,996,518	3,996,518
REMIT IT operations	3,500,000	4,196,288	4,196,288
MSC Tools and Services	1,225,000	1,226,269	1,226,269
Other related operational costs	1,240,000	562,218	562,218
Staff costs	6,720,706	7,677,158	7,677,158
Temporary Agents	4,538,358	4,538,358	4,538,358
Contract Agents	967,442	967,442	967,442
Seconded National Experts	58,059	58,059	58,059
Supplementary clerical support	235,126	135,718	135,718
Trainees and graduates	159,211	156,071	156,071
Employer pension contribution	762,510	1,821,510	1,821,510
Overheads	4,202,213	3,206,943	3,206,943
TOTAL	21,067,920	20,865,393	20,865,393

Budget implementation

The implementation of appropriations through commitments reached 99.87%, for payments 98.13% and 29.65% of payment appropriations were carried over to 2026.

Budget title	Final appropriation	Committed	Paid	Carry over	Cancelled funds
1	23,646,790	23,217,187	22,555,227	661,960	0
2	7,663,732	8,405,843	4,682,973	3,722,870	50,992
3	13,608,373	13,238,664	4,321,935	8,916,730	6,209
Total	44,918,895	44,861,694	31,560,135	13,301,559	57,201

Payment performance and interest on late payments

Most payments must be executed within 30 calendar days from receipt of the relevant invoice. Contractors may claim interest for late payments.

In 2025, the Agency executed 1 840 payments, with 793 eligible for calculating payment delays (payment due date included). Out of these 793 payments, 55 were late, corresponding to a 6.94% late payment rate. In 2025, the Agency paid EUR 220.34 as interest for late payments.

Procurement procedures

Type of procurement procedure	% of the type of procedure per the total number of procedures
Negotiated – value below €1,000	3.35%
Negotiated – very low value	23.48%
Negotiated – low value – direct contract	0.61%
Negotiated – low value – FWC	0.00%
Negotiated – middle value – direct contract	0.61%
Negotiated – middle value – FWC	0.00%
Negotiated – point 11.1 of Annex I FR	1.83%
Open – FWC (concluded in 2025)	1.52%
Specific contracts, following FWC	17.68%
Order forms, following FWC	50.91%
TOTAL	100.00%

For more information, please see Annex VI.

2.3.2. Control results

ACER’s budget is implemented through three main types of transactions: salaries and salary related entitlements, reimbursements (to staff or external persons), and procurement related expenditure.

ACER implements several controls, processes, and tools to ensure the legality and regularity of its activities, safeguard the sound financial management of its resources, provide adequate transparency and oversight of key activities/resources to support management decisions, as well as to maintain and continuously improve the quality of its outputs.

Legality and regularity of the underlying transactions

Control type	Description	Results
Ex-ante controls on financial transactions	The ex-ante controls on financial transactions involve the use of standard check-lists on financial transactions and the strict application of the ‘four-eye’ principle. Each financial transaction needs to be verified after initiation	The ex-ante controls applied to all financial transactions processed during 2025 enabled the financial actors involved in the workflows to correct all identified errors before the authorisation, thus ensuring payments were

	before it is authorised. In that way, 100% of payments are controlled.	made according to pre-approved orders, correctly consumed the allocated budget, and paid to the right beneficiary.
Ex-ante and retrospective evaluations of significant spending	In accordance with Article 29(1) of the Agency's Financial Regulation , the Agency undertakes ex-ante and retrospective evaluations of all programmes and activities which entail significant spending ¹² . The number of ex-post evaluations is limited to maximum three per year.	In 2025, the ex-ante and ex-post controls did not identify any significant findings.
Ex-ante and ex-post evaluations in Procurement	The Agency has in place an extensive ex-ante control for each low, middle, and high value procurement procedure, which entails a control of tender specifications, invitation letters, notification letters, draft contracts, etc. performed by Procurement (four eyes principle) as well as a legal check performed by Legal Services. The outcome of the ex-ante control performed by Legal Services is reported to Procurement and is kept as a part of the procurement dossier of the procedure in question.	In 2025 the extensive ex-ante controls for each low, middle, and high value procurement procedure did not identify any material findings.
	Ex-post control is performed annually by the Court of Auditors on a sample of at least three procurement procedures. In Q3 of each year, the Agency carries out an ex-post control of at least one (1) high-value procurement procedure. The ex-post control is performed by Legal Services for the procurement procedures, which have been concluded in the previous year and have not been audited by ECA. The outcome of the ex-post control is reported to the Director by issuing a final opinion.	In 2025 no ex-post control was performed by Legal Services whereas one high-value procurement procedure launched and concluded in the course of 2024 was audited by ECA in 2025.
Ex-post controls in general	In addition to the audit of the annual accounts performed by the European Court of Auditors (ECA or 'the Court'), the results being presented in section 2.7.2., ACER's 2025 accounts were audited in 2026 by an external independent auditor in line with Article 104 of ACER's financial regulation.	The audit did not identify any material findings.
Ex-post controls of payments	Ex-post controls on payments are conducted quarterly to check that the following internal control objectives are met: compliance with the Agency's Financial Regulation; operational efficiency; accurate reporting. The sample of five payments is randomly selected from the transactions processed in the respective quarter.	In 2025 a total of 4 control operations were performed on a sample of 20 transactions with a total value of EUR 311,414. The results show that the internal control system in place ensures the compliance of the transactions with the financial rules and with the internal procedures. The report included 6 recommendations related to minor deficiencies that were promptly addressed.
Validation of the accounting systems	The Accounting Officer carried out the annual evaluation of the local financial systems set up in the Agency as provided for in Article 50(e) of the Agency's Financial Regulation. The evaluation is performed on several areas assessing the changes in the local systems and control environment, treatment of inventory, revision of accounting controls, verification of sampled transactions for the application and efficiency of the internal controls and follow up of previous year' findings.	The assessment has not identified any weaknesses in the internal control systems which would have a material impact on the accuracy, completeness and timeliness of the information required to draft the annual accounts and produce reliable reporting.

¹² All proposals for programmes or activities for which the overall estimated expenditure exceeds EUR 500 000 are subject to an ex-ante evaluation. Programmes, projects, or activities where the resources mobilised exceed EUR 500 000 may also be subject to ex-post evaluation.

<p>Periodic validation of access rights granted in ABAC</p>	<p>Based on the Internal Rules on the Implementation of the General EU Budget, as per the request of the Director-General of DG BUDG and in accordance with ACER Internal Control Principle 3, the Agency performs the annual validation of user access rights in ABAC. The process of validation is performed in accordance with the guidelines of DG by a Neutral Verifier and results are communicated internally as well as to DG BUDG.</p>	<p>The Neutral Verifier Report was produced in line with the guidelines on 29 July 2025 and communicated to DG BUDG. A non-compliance event was discovered and registered in the Register of Exceptions and Non-compliance Events. The other minor observations were immediately communicated to the helpdesk and promptly resolved.</p>
<p>Register of Exceptions and Non-compliance Events</p>	<p>Since 2011, the Agency has had a procedure in place to register exceptions, which guarantees that all instances of overriding controls or deviations from established processes and procedures are documented in exception reports and are justified, duly approved before action is taken and logged centrally.</p>	<p>In 2025, there was 13 exceptions and 1 non-compliance event registered in the Register of Exceptions and Non-compliance events. None of the deviations were of a nature that could lead to a formal reservation to the Authorising Officer's annual declaration of assurance. The deviations were reviewed by the Internal Control Coordinator and results show that most can be prevented in the future by streamlining and redesigning internal processes and providing clarifications and strengthening communication with contractors.</p>
<p>Assessment of the effectiveness of the internal control systems</p>	<p>The implementation of the Internal Control principles is monitored via indicators that help to assess the level of compliance and effectiveness of the internal control measures. An owner has been assigned to the Internal Control Principle and to each Indicator.</p>	<p>See chapter 3.1 Effectiveness of internal control</p>

Safeguarding of assets

At the end of 2025, the total net value of ACER's fixed assets was 3,648 kEUR. ACER's assets were managed in the ABAC Assets IT tool. A physical inventory is performed at least every two years. The most recent physical inventory for both IT equipment and furniture was performed in 2024. The scanned items were 100% reconciled to the assets register.

Reliability of reporting

ACER carries out financial reporting both internally and externally at regular intervals. Reports on budget implementation are provided monthly to the Senior Management team and to the Administrative Board of the Agency at each of their meetings organised during the year. External financial reporting is provided mainly through the annual accounts of the Agency and the annual report on budgetary and financial management, in accordance with the ACER Financial Regulation. These external reports are audited by the ECA, and no material anomalies were noted for 2025.

Performance monitoring

As in previous years, the Agency's management monitored the achievement of the Work Programme objectives through the Agency's (see Annex I for 2025 results). Most KPIs usually remain the same from year to year to ensure consistency in comparisons, but the targets to be achieved in the year in question are set on an annual basis.

2.3.3. Cost and benefits of controls

The assessment of cost of controls was conducted on the basis of the Commission guidance on the estimation, assessment and reporting on the cost-effectiveness of controls¹³ and the PDN's Guidance on the Calculation of the Cost of Controls. The workload assessment and the quantification of the related costs represents an estimate, which is calculated based on the input of staff (estimated) time spent on control.

For the purpose of the exercise, the following control systems were considered:

- salaries and other entitlements;
- reimbursements;
- procurement; and
- revenue collection.

The functions and activities considered were costs related to financial management, including budget, costs associated to strategic programming and planning, internal control, assurance and quality management; costs of controls associated to IT strategy, governance and architecture, and cost of anti-fraud activities.

The estimated costs of control do not include any direct or indirect information technology costs (e.g. licence fees for ABAC), nor costs associated to external audits.

The costs of control are compared to the funds managed in 2025, which makes it possible to establish a ratio.

Ex-ante controls employed applied mainly to the financial circuits including all workflow phases from initiation, verification and authorisation of commitments and payments, planning, implementation and monitoring of budget, revenue collection, but also to controls performed in the procurement processes. The ex-post controls mainly relate to the internal controls on the financial transactions and procurement procedures, and the coordination of internal audits. A total number of 6.88 FTEs were dedicated to performing the controls on these functions.

The cost of controls related to the relevant control system (RCS) are presented in the table below.

Estimated cost of controls for 2025								
RCS		Ex-Ante Controls		Ex-Post Controls		TOTAL		
Title	Funds managed	Estimated Cost of Controls	Ratio (%)	Estimated Cost of Controls	Ratio (%)	Estimated Cost of Controls	Ratio (%)	Estimated FTEs
Salaries and other entitlements	17,358,289.05	15,051.08	0.09%	6,950.52	0.04%	22,001.60	0.13%	0.11
Reimbursements	2,047,818.27	222,825.50	10.88%	27,802.06	1.36%	250,627.56	12.24%	2.39
Procurements	4,590,194.00	447,864.26	9.76%	27,802.06	0.61%	475,666.32	10.36%	3.78
Revenue collection	20,865,392.75	44,425.80	0.21%	6,950.52	0.03%	51,376.32	0.25%	0.60
TOTAL	44,861,694.07	730,166.64	1.63%	69,505.16	0.15%	799,671.80	1.78%	6.88

¹³ EC Guidance on the estimation, assessment and reporting on the cost-effectiveness of controls - DG BUDGET Updated edition – December 2020

The controls applied to the functions related to the coordination, anti-fraud, and ICT were not included in the above calculations as they were not considered as directly attributable to the RCS. The cost related to these functions are detailed in the table below. Their cost represents one percent of the allocated funds for the year.

Function	FTEs	Cost of controls
Coordination	2.59	353,631.10
Anti-fraud	0.14	19,155.92
ICT	0.62	79,559.42
TOTAL	3.35	452,346.44

Of the 216 FTEs deployed in 2025, 10.23 FTEs were dedicated to the control functions listed and of the approx. 44.8 M€ budget deployed by the Agency in 2025, 2.79% were invested in the control functions.

The control strategy is considered to be overall effective and efficient in terms of Article 30 “Internal control for budget implementation” of the Framework Financial Regulation. The controls in place are considered adequate and in terms of costs proportionate to the risks they serve to mitigate (primarily, the risk of financial fraud) and provide reasonable assurance for that the budget has been effectively implemented, on time and complying with the rules. Nevertheless, the Agency’s focus will continue to be on ensuring an adequate balance between low error rates, fast payments and low costs of controls, knowing that reducing controls will also reduce the costs and speed up processes, but may increase the risk of error (and vice-versa).

2.4. Delegation and sub-delegation of the powers of implementation to agency staff

For the reporting period, budget implementation powers were delegated to 14 authorising officers within the Agency, limiting the amounts and content of their authorising powers. The delegations cover all budget lines and are issued annually for each budget period. Each delegation is accompanied by a charter of tasks and responsibilities signed by each sub-delegated authorising officer.

The below table details the delegated tasks by function.

Authorising officer by sub-delegation function and grade	Authorisation of:	Limit amount
Head of Department – Coordination, Operations and Legal / Director <i>ad interim</i> , grade AD 13	<ul style="list-style-type: none"> individual and provisional commitments; legal commitments; payments orders; estimates of amounts receivable; recovery orders, related waivers; and technical adjustments and cancellations. 	Until 16/03: EUR 750,000 From 17/03: unlimited
Team Leader – Legal Services / Deputy Head of Department – Coordination, Operations and Legal, grade AD 11	<ul style="list-style-type: none"> individual and provisional commitments; legal commitments; payments orders; estimates of amounts receivable; recovery orders, related waivers; and technical adjustments and cancellations. 	EUR 750,000
Deputy Head of Department & Information Systems Architect – Coordination, Operations and Legal, grade AD 10	<ul style="list-style-type: none"> individual and provisional commitments; legal commitments; payments orders; estimates of amounts receivable; recovery orders, related waivers; and technical adjustments and cancellations. 	EUR 750,000
Team Leader - Financial Services, grade AD 9	<ul style="list-style-type: none"> individual and provisional commitments; legal commitments; 	EUR 750,000

	<ul style="list-style-type: none"> • payments orders; • estimates of amounts receivable; • recovery orders, related waivers; and • technical adjustments and cancellations. 	
Team leader – Human Resources and Facilities Team, grade AD 9	<ul style="list-style-type: none"> • individual and provisional commitments; and • legal commitments. Booked on certain budget lines	EUR 150,000
Head of Department – Electricity, grade AD13	<ul style="list-style-type: none"> • individual and provisional commitments; and • legal commitments. Booked on certain budget lines	EUR 15,000
Head of Department – Remit Investigations, grade AD12	<ul style="list-style-type: none"> • individual and provisional commitments; and • legal commitments. Booked on certain budget lines	EUR 15,000
Head of Department – Gas, Hydrogen and Retail, grade AD11	<ul style="list-style-type: none"> • individual and provisional commitments; and • legal commitments. Booked on certain budget lines	EUR 15,000
Head of Department – Market Surveillance and Conduct, grade AD11	<ul style="list-style-type: none"> • individual and provisional commitments; and • legal commitments. Booked on certain budget lines	EUR 15,000
Head of Department – Market Information and Transparency, grade AD11	<ul style="list-style-type: none"> • individual and provisional commitments; and • legal commitments. Booked on certain budget lines	EUR 15,000
(Acting) Head of Department – Energy System Needs, grade AD11	<ul style="list-style-type: none"> • individual and provisional commitments; and • legal commitments. Booked on certain budget lines	EUR 15,000
Team leader – Strategy, Delivery and Communication, grade AD11 (until 14/08)	<ul style="list-style-type: none"> • individual and provisional commitments; and • legal commitments. Booked on certain budget lines	EUR 15,000
Team leader – Strategy, Delivery and Communication, grade AD8 (from 15/08)	<ul style="list-style-type: none"> • individual and provisional commitments; and • legal commitments. Booked on certain budget lines	EUR 15,000
Budget Assistant, grade AST4	<ul style="list-style-type: none"> • payment orders 	EUR 15,000
Financial Assistant, grade AST5	<ul style="list-style-type: none"> • payment orders 	EUR 15,000

The access rights of all financial actors to the financial systems, including those of the authorising officers by delegation, are checked annually against the issued delegations and nominations¹⁴. Most of the delegations and nominations for the financial year 2025 were signed in December 2024. The rest were signed as per the needs identified. The nominations and delegations were also confirmed on 17 October, following the change of the Agency’s Authorising Officer.

2.5. Human resources management

2.5.1. Brief description of the major HR developments

In 2025, the Agency kept on operating in a context of great employment changes, where the main challenge remained talent acquisition and onboarding of newcomers.

At the same time, the Agency has continued its efforts in training and upskilling staff, with new development programmes related to the leadership and managerial functions. A new cross-departmental project took off in Autumn 2025 delivering monthly cross - departmental webinars on different topics, promoting cross-departmental learning opportunities and collaboration. Moreover, 4 webinars with top- end external

¹⁴ The results of this exercise are disclosed in chapter 2.3.2.

speakers were organised in 2025 covering regulatory and communication topics and were highly appreciated by staff.

The Agency also keeps offering a very flexible working environment, with the possibility of hybrid working also outside the place of employment, better to position itself in a very competitive labour market landscape.

2025 saw an increased effort in outreaching and developing synergies with other organisations, starting with its sound and well established interaction with other EU Agencies for best practices, with academia in Slovenia (University of Ljubljana)¹⁵, better to integrate and scout new interim and graduates and cater for spouses' needs in terms of training and employment, with other international organisations such as the TTE Council Secretariat, better to foster staff exchange for improving capabilities.

Here below the key HR developments:

Selection and recruitment remained a constant priority throughout 2025. A total of 8 selection procedures were launched in 2025 (plus Director's position launched by EC) and a total of 35 new staff recruited and onboarded, SNEs included.

In 2024, the Agency developed a new recruitment strategy for the newly established REMIT Investigations Department. The strategy aimed to prepare and develop a sound system of selection and recruitment for highly technical staff, entailing broad campaigns of outreach and scouting. The overall strategy was evaluated in 2025 and it revealed the need towards a clear shift toward prioritizing internal digital engagement over costly external solutions. While the recent recruitment for the RI Department successfully established several reserve lists, the data highlights a significant discrepancy in ROI: external consultants (BCG) cost nearly €30,000 but produced lower candidate motivation and concerns over relocation, whereas the Agency's own website and LinkedIn presence (with over 7,000 views) proved to be the primary drivers of high-quality applications. Moving forward, the strategy will move away from a "one-size-fits-all" model in favor of a differentiated approach; HR and hiring departments will collaborate to determine if a profile is "niche"—requiring intensive social media campaigns, video content, and specialized networks—or "general," where standard EU platforms (EPSO/EUAN) suffice. To ensure long-term success, the Agency will focus on optimizing the careers page with SEO, refining job descriptions for better appeal. By leveraging data-driven decision-making and internal staff advocacy, ACER can reduce reliance on expensive third-party expertise and more effectively attract top-tier talent aligned with the organization's culture.

Greater efforts were allocated in the onboarding processes, given the massive number of newcomers who joined the Agency in past years. Better to integrate new colleagues and support the different services with the challenging of onboarding effectively so many new staff members, the welcome package and onboarding structure has been heavily revised, also with the inputs received by other agencies on their best practice.

The Agency recognizes the importance of **gender equality** and aims to ensure fair representation of both genders across all levels. At the end of 2025 the gender distribution reflected an overall ratio of 39.9%

¹⁵ In September 2025, the Agency organised its second Summer School on Energy Law with the University of Ljubljana. The event received high appreciation in Slovenia and opened new collaboration opportunities with national institutions. Moreover, the Agency hosted a visit for around 30 students from the Faculty of Social Sciences; this visit and presentation on ACER have become part of their curriculum (now in its fifth year). In addition, an online presentation on ACER was delivered to law students at the University of Maribor's Faculty of Law.

female colleagues vs. 60.1% male colleagues. The ratio among senior management is 42.9% female managers vs. 57.1 % male managers.

The geographical distribution of staff within the Agency at end 2025 illustrated a diverse representation encompassing various nationalities. Notably, Slovenia, as the host country, commands the highest proportion, constituting 26.8% of the total staff. Significant percentages are attributed to Italy at 10.9%, Spain at 9.3% and Greece at 7.7%. Additionally, countries such as Belgium, France, Croatia and Hungary also make substantial contributions to the overall composition of the staff.

ACER's internal [Diversity & Inclusion](#) (D&I) Group was formed in September 2020 and endorsed by the Agency's Senior Management (SM). The Group is composed by Staff from different departments and representatives from the Senior Management and the Staff Committee. Anyone at the Agency can join the Group, on a voluntary basis. In 2021 ACER endorsed the EUAN Charter on Diversity and Inclusion, being amongst the first agencies to do so.

The D&I Group kept on being active in 2025 and worked to implement the following objectives:

- Be aware of and raise awareness on D&I matters across ACER.
- Ingrain D&I in various business/operational tasks.
- Create a safe space to openly talk about D&I topics, issues, and experiences.
- Address Diversity and focus on Inclusion (of current diversity present at the Agency).
- Monitor how D&I is being integrated at ACER.
- Share best practices among staff and act as “champions” on D&I matters.
- Represent ACER at inter-agency initiatives (EUAN).
- Align with the European Commission's latest D&I policies and best practices.

Furthermore, the Group organised a 16-day awareness campaign on raising awareness about violence against women, aligning with broader institutional efforts. Staff were invited to actively participate by adding a campaign icon to their email signatures, contributing photos to a collective visual initiative, and engaging with daily awareness content shared via internal communication channels to promote prevention, solidarity, and fundamental rights.

The Agency organized 30 learning activities during 2025. From those activities, 17 were related to “soft” skills and 13 to “hard” skills. The activities were categorized into two layers, as follows: a) organizational-level trainings (which were open for all staff) and b) team-level trainings (which were dedicated for a specific group of people). A total of 8 activities were organized at organizational level and the remaining activities at team level. The various trainings were organized in terms of small or larger groups of participants and were deployed over the course of the year of 2025.

According to the feedback surveys which were conducted, the satisfaction rate was positive (4/5) or very positive (5/5) in the majority of the training activities for which feedback was received (approximately 76%).

Regarding the participation rate, approximately 77% of the participants were TA and CA staff, 15.6% were graduates and trainees, 4.2% were interims and 3.2% were SNEs.

Moreover, the Agency processed approximately 130 individual learning requests and 39 language training requests, besides the arrangement of away days, retreats, and other departmental events.

Taking into consideration the need to create a meaningful [Appraisal Exercise](#) for the benefit of the employees and the Agency as a whole, the HRM Team proceeded with the implementation of certain improvements in 2025. The aim of these improvements focused on reflecting upon three main areas: a)

what lessons were learned during the past year, b) which shortcomings were encountered, and c) what exactly can be better for next year. Each staff member was invited to consider a) how the individual objectives contribute to success of the whole, b) which concrete actions can ensure an improved performance, and c) how the collaboration with others has been evolved.

The [reclassification exercise](#) was carried out according to the provisions in place and bearing in mind budgetary availability and merits. Here below some statistical data:

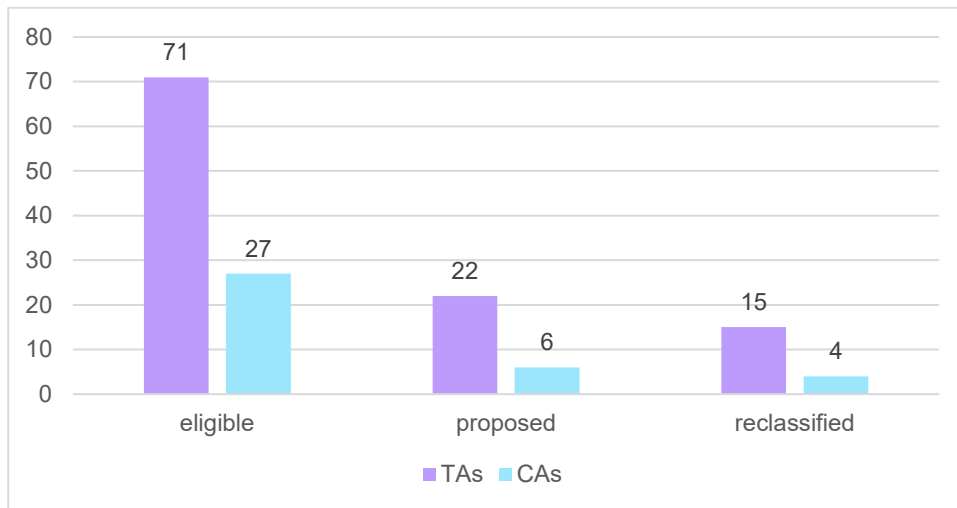


Figure 3: Reclassification exercise results

In 2025, a total of 467.5 [recuperation days](#) were authorised as part of the flexitime regime, which allows days of leave to be granted as compensation for accrued extra hours of work.

Following the analysis of the 2024 [Staff Engagement Survey \(SES\)](#) results, ACER established a follow-up working group and developed an action plan to address areas for improvement. Follow up items were categorised according to whether they should be a) subject to All Staff updates (i.e. awareness raising and no further action possible at this time); b) increased efforts wrapped into current ongoing initiatives and monitored; c) the basis for new initiatives. Implementation of several actions began in 2024 and will continue over the coming years. The progress is continually reported to the Senior Management and the Administrative Board. Core components include:

- Update to All Staff on efforts regarding schooling in Ljubljana
- Roll out of internal staff mobility call
- Investigation and ramp up of onboarding processes
- Team Leader development programme to boost trust and collaboration across ACER
- Several forms of feedback workshop across ACER
- Pulse surveys on wellbeing and collaborative culture
- Messaging from Senior Management Team on out of hours communications
- New wellbeing initiatives launched by HR
- Promotion of Lessons Learned sessions for project evaluation
- Improvements to internal processes and procedures

Above HR, organisational developments and regulatory updates were regularly communicated to staff via monthly hybrid and online All staff meetings (10 of these meetings took place in 2025).

2.5.2. Implementing rules adopted in 2025

The following provision has been adopted by the Administrative Board in 2025:

[Decision No 15/2025 of the Administrative Board of the European Union Agency for the Cooperation of Energy Regulators of 24 October 2025 adopting the implementing rules to the Staff Regulations.](#)

2.5.3. Brief description of the results of the screening / benchmarking exercise

The Agency continued to perform the screening and benchmarking of posts according to the methodology for Agencies job screening¹⁶.

Compared to previous years, the result in 2025 shows a decrease in percentage of both 'administrative and support and coordination' categories and 'neutral' while the 'operational' one increased.

Full details can be found in Annex IV.

2.6. Strategy for efficiency gains

The Agency remains committed to the continuous improvement of its operational and administrative efficiency. It recognises the need to streamline its structure and internal organisation to become a more modern and agile organisation. The main elements of the strategy for achieving efficiency gains are presented below.

Prioritisation of tasks

As from 2020, the Agency has increased its efforts in identifying priority tasks and reprioritising its actions. The Agency identifies its key priorities and strives to increase its flexibility, by aiming to shift the required internal capacity in terms of financial and human resources functional to fulfil the identified priorities.

To ensure an appropriate prioritisation of its activities, and to allocate resources accordingly, the Agency divides its tasks according to three priority levels (1A, 1B and 2). The system was used for all 2025 Work Programme regulatory tasks.

Zero-based budgeting

As part of the annual planning exercise, the Agency continued to scrutinise its costs by applying the zero-line base budgeting, a budgeting process that allocates funding based on program efficiency and necessity rather than budget history.

¹⁶ Each job is identified according to one screening 'type': the three Screening *types* describe the general *role* of a job: administrative support and coordination, neutral and operational. Most jobs either fulfil an operational role, i.e. serving frontline activities (more or less directly serving the European citizen) or an administrative support and coordination role, as *enablers* of the operational jobs by being responsible e.g. for HR, ICT, logistics, etc. for their Agency. Financial management and control at Agency level and on-the-spot (external) audit are treated as neutral.

Adjustments in organisational structure

The Agency is pursuing a culture of continuous improvement and elasticity in the organisational chart, with the implementation of structural changes aimed to increase the cooperation within the teams and departments.

A process for internal mobility is in place since 2021, aiming to assess the needs and the resources on a regular and ad-hoc basis.

No major reorganizational changes have been implemented in 2025. An updated ACER organigram is available [on ACER's website](#).

Business process reengineering and digitalisation

ACER is regularly re-assessing, optimising and streamlining its processes. This is done by various means: knowledge sharing and introduction of best practices from other agencies, review, documentation and automation of certain processes, centralisation of certain support functions. In 2025, 21 new or updated procedures and work instructions were approved.

In 2025 the Agency kept implementing the ICT Strategy for the period 2024 – 2026, with key objectives and priorities:

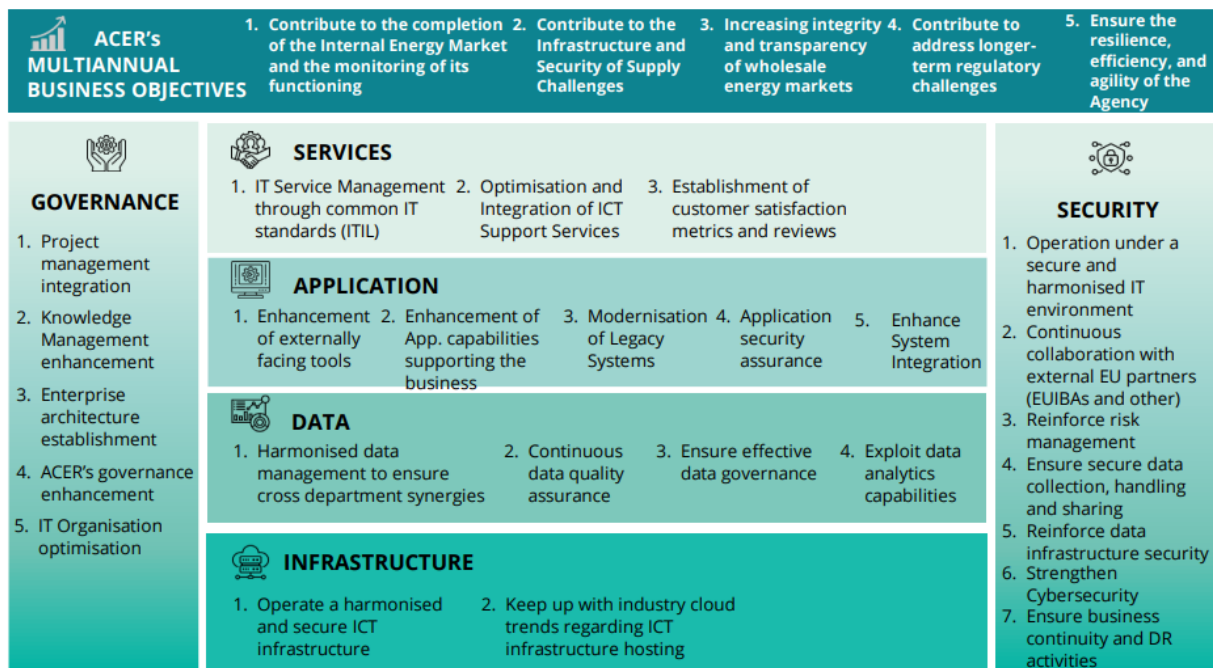


Figure 5: ICT Strategic objectives per ICT area

The implementation of several new tools has been ongoing in 2025 to improve efficiency and the use of resources, in particular in the area of activity based management; the scope mainly covers HR, financial and procurement workflows, but also collaboration and external interaction, including the website and the extranet. In addition to automating the processes, the tools will provide improved planning, monitoring and reporting capabilities with up-to-date, real-time information on the state of play of transactions, budget

consumption, performance indicators, audit follow-ups etc. and ensure business continuity of the operations and institutional memory.

The imperative to reach climate neutrality generated an impetus towards limiting increases to the mission and meeting budgets. A part of this initiative is also replacing, as far as possible, physical meetings by virtual ones and online collaboration tools, taking due consideration of the added value of face-to-face discussions and exchanges.

The Agency will continue pursuing its environmental agenda and develop knowledge and experience in environmental management, to improve its environmental performance. This has already led to efficiencies and savings (e.g. the no print policy for ACER publications, which led to reductions in the operational costs of printing and storing).

[Harnessing external synergies](#)

The Agency's mandate in the energy field is unique and does not overlap with those of other agencies. In areas in which similar activities exist, for example concerning the monitoring of the financial markets, the Agency cooperates with ESMA in exchanging best practices.

In 2025, Agency representatives continued taking part in all the meetings and initiatives of EUAN (e.g. Heads of Agencies, Heads of Resources, Heads of HR, Performance Development Network, Greening, NAPO, etc.), the ICTAC network and Auditnet, with the aim of exchanging good practices and improving efficiency. ACER is chairing EUAN Working Group on Diversity and Inclusion and EUAN Working Group on Accredited European Schools.

ACER coordinated activities with other agencies (i.e. joining interinstitutional procurement procedures) where services/supplies are not limited by borders and still result in increased efficiency and cost saving. In this respect ACER for the past few years joined, and is still joining when such opportunities arise, procurement procedures with EUROFOUND, EFSA, EMA, ECHA, EEA, EUSA, EIOPA, EBA, Publication Office. ACER also joins procurement procedures organised by the Commission Services (i.e. DIGIT, HR, BUDG, SCIC, COMM).

2.7. Assessment of audit and ex-post evaluation results

2.7.1. Internal Audit Service (IAS)

There were no reports issued in 2025. Based on the IAS Strategic Audit Plan for the Agency (SIAP) covering the period 2025-2027, the IAS started performing an audit on Human resources management and ethics in 2025. The audit will be concluded during 2026.

2.7.2. Internal Audit Capability (IAC) – not applicable.

2.7.3. European Court of Auditors (ECA)

The European Court of Auditors (ECA) is required to provide its final opinion on ACER's accounts 'no later than 1 June of the following year'. Therefore, the ECA's opinion on ACER's accounts 2025 was not available at the time when the 2025 Consolidated Annual Activity Report was being prepared.

The main points from ECA opinion on ACER' accounts for the year 2024 are provided below, as this sheds some light on the adequacy of the internal control system.

Opinion on the reliability of the accounts

According to ECA, ACER's accounts for the year ended 31 December 2024 present fairly, in all material respects, ACER's financial position as at 31 December 2024, the results of its operations, its cash flows, and the changes in net assets for the year then ended, in accordance with its financial regulation and with accounting rules adopted by the Commission's accounting officer.

Opinion on the legality and regularity of transactions

In the opinion of ECA, the revenue and payments underlying the accounts for the year ended 31 December 2024 are legal and regular in all material respects.

Without calling this opinion into question, the court had [four observations](#):

1. After a contractor could no longer provide ACER with software support services, due to a change of policy of its vendor, ACER ordered them from another provider by amending the specific contract with that provider under another framework contract. However, for a period of 6 weeks until this amendment was signed, the new provider delivered the services without a legal basis. ACER duly registered this situation in its register of exceptions. Payments made during that period, amounting to €8 179, are irregular, because they contravene Article 172(1) of the EU Financial Regulation.
2. ACER launched a negotiated procedure with three tenderers for a services contract with an estimated value of €80 000. ACER awarded the contract to the tenderer offering a "total all-inclusive price" of €51 450. Before signing the contract, the tenderer informed ACER that its value was incorrect because it did not cover the services to be subcontracted. That was due to a mistake in the tenderer's financial offer. ACER accepted a new, corrected financial offer from the tenderer, now amounting to €79 450, and reassessed all offers. The reassessment did not change the outcome of the procedure and ACER signed the contract with the initially selected tenderer. However, a change in the financial offer is a substantial change and by accepting it ACER contravened Articles 151, 160 (1) and 170 of the EU Financial Regulation. Therefore, the contract, as well as all the related payments, which amounted to €79 450 in 2024, are irregular.
3. In 2024 ACER carried over 28 % of the year's non-differentiated appropriations to 2025. There were significant carry-overs under Title II (52 %) and Title III (58 %), as in 2023. Recurrent high rates of carry-overs undermine the budgetary principle of annuality and are indicative of structural issues in the budget process and implementation cycle.
4. In 2024 ACER processed 1 794 payment requests, of which 143 (8.0 %), for an amount of €1.6 million (7.1 %), were paid after the legal deadline. A total of €246 was charged in late payment interest. The share of late payments was lower than in 2023, when ACER processed 1 633 payment requests, of which 174 (10.7 %), for an amount of €1.2 million (7.4 %), were paid late but accrued no late payment interest.

2.8.a. Follow-up of recommendations and action plans for audits and evaluations

A) Internal Audit Service (IAS) and European Court of Auditors (ECA)

2.8.a.1. Recommendations issued by the IAS

In 2025, the Agency continued to implement activities defined in action plans from previously conducted IAS audits:

1. Following the IAS audit on Planning, budgeting and monitoring in 2021/2022, the final audit report contained two recommendations: one “very important” (implementation of ABB, functional time reporting and workload assessment) and one “important”. An action plan was defined and accepted by IAS, and its implementation started in 2022. The “important” recommendation has been closed in 2023. The implementation of the “very important” recommendation was downgraded to “important” during 2025 and its implementation continued throughout 2025. The implementation of this recommendation is significantly delayed.
2. Following the IAS audit on Decision-making process under Article 2(d) of Regulation (EU) 2019/942 in 2022/2023, the final audit report contained one “very important” recommendation (Access to ACER’s extranet) and two “important” ones (The exchange of information – confidentiality and Stakeholders' relations and communication in the decision-making process). An Action Plan was defined and accepted by IAS and the implementation started in 2023, continued throughout 2024 and 2025, and is expected to be completed during 2026. The implementation of these recommendations is significantly delayed.
3. Following the IAS audit on Stakeholder management and external communication in 2023/2024, the final audit report contained three (3) important recommendations (*Stakeholders management strategy and mapping of stakeholders, Monitoring and reporting on the performance of the stakeholders management and external communication, and Management of Expert Groups*). An Action Plan was defined and accepted by IAS and the implementation started in 2024. Two recommendations were closed in 2025, and the remaining open recommendation is expected to be implemented during 2026. The implementation of this recommendation is significantly delayed.

2.8.a.2. Observations issued by the ECA

The following table provides an overview of the follow-up of previous years’ observations issued by ECA observations in 2025, including the current status of implementation¹⁷:

Year	ECA observation	Agency’s reply and follow-up:
2019	ACER signed a framework contract in cascade, in two lots, for a maximum amount of €25 million in the field of IT systems and consultancy. However, 61.3 % of the payments made in 2019 under lot 1 of the contract were not covered by the contract price list. ACER concluded direct contracts for the items concerned without a	Observation will remain open until the framework contract used is set to expire. The Agency has minimised the use of the out of price list to the extent possible (bringing it below 10% of the value of each specific contract), taking into account the continuity of its operational activities. The Agency monitors the status of the out of price list orders (i.e. already ordered or planned) with the aim to limit

¹⁷ To note: ECA’s report will be published in the last quarter of 2026 and by then, some observations above might be closed.

Year	ECA observation	Agency's reply and follow-up:
	competitive procedure. The associated specific contracts are therefore irregular.	the ordering of out-of-price list products/service to the extent possible.
2019	We found evidence suggesting that ACER had been using interim workers to make up for a lack of directly employed staff members. All but one of the interim workers working at ACER were performing long-term tasks. ACER should assign permanent and ongoing tasks to directly employed members of staff, not interim workers.	<p>The Agency has taken full consideration of the requirements stated in the European and Slovenian legislation, related to temporary agency workers (interim workers). Given the budgetary constraints, the Agency considers that the tasks related to FG II contract staff could be performed by interim staff, as per the nature of profiles set in the Agency's framework contract. The Agency acknowledged that temporary agency workers should not be assigned if the user undertaking (in this case the Agency) has a permanent need for a specific job position. The Slovenian legal regulations offer no interpretation what is to be considered as "temporary" assignment. The Ministry of Labour and the Labour Inspectorate of Slovenia provided only opinion and certain flexibility in the interpretation of some aspects of the legislation. As a general approach, at the time of availing itself of temporary agency workers, the Agency always considers the temporary nature of the assignments. The agency received different positions of Temporary Staff AST/SC within the context of the Decarbonisation Directive (one position per year, from 2023 to 2027). The Agency launched a selection procedure in 2022 and established a reserve list to guarantee the prompt hiring of suitable candidates. Unfortunately, at the end of 2022, with the energy crisis, the Decarbonisation package was put on hold. The Agency resumed the hiring process in 2024, in order to decrease the number of interim staff. Two such AST/SC posts were occupied at the end of 2024 and consequently reduced the number of temporary agency workers.</p> <p>At the end of 2025, the Agency had 7 interim workers.</p>
2022, 2024	ACER has a high level of carry-overs.	<p>Through the carry over exercise at year-end the budget line managers are justifying the need to carry over the balance of the open commitments and are providing the evidence to support the amount recorded. The request and evidence is then verified for correctness and approved by the authorising officer and the accounting correspondent before the financial year is closed. Apart from this the Agency is monitoring on a monthly basis the implementation of its procurement plan to minimise the delays in the conclusion of procurement procedures that could lead to more procedures being concluded towards year-end and increased amount of carry overs. The Agency is performing on a quarterly basis thorough budget reviews to align the planned consumption to the actual implementation. Most of the contracts have a duration of one year and were entered into as planned and needed in the course of 2024 with the implicit effect of their duration extending beyond the borders of 2024. It should be noted that the implementation of payments so carried over from</p>

Year	ECA observation	Agency's reply and follow-up:
		previous years have exceeded the 95% target, thus completing the budget cycle in accordance with the provisions of the Financial Regulation on budget annuality and carry over of non-differentiated appropriations.
2023	ACER has a high share of late payments.	The situation persisted in 2024. With the outsourced treasury services the time taken to process Agency's authorised payments is not under its control (71 of the 143 late payments were internally processed within the legal limits). The Agency is committed to further reduce its internal processing time to compensate for that taken by the outsourced services and keep settlement of its obligations within the legal limits.
2023	When DG BUDG stopped providing accounting services, ACER appointed a new accounting officer, with effect on 1 July 2023. However, the new accounting officer, who was the team leader of the budget, finance and procurement department, continued to manage that team, including initiating and verification agents, and authorising officers. This is against Article 44 of ACER's financial regulation, which requires the duties of the authorising officer and the accounting officer to be segregated and mutually exclusive.	A reorganisation took place from 1 May 2024, and the leader of the budget, finance and procurement team has been released from her team leadership duties. Observation has been closed by ECA in 2024 .
2023	A procurement procedure for consultancy services, with a total estimated value of €1 million, was affected by several shortcomings. These mostly concerned the selection criteria for assessing the tenderers' technical capacity, which were either imprecise or too narrow. These shortcomings risked dissuading some potential bidders. We note, however, that no appeals were filed against this procedure and that ACER received enough offers to show that a minimum degree of competition was ensured.	ECA did not observe similar shortcomings in 2024. Observation has been closed by ECA in 2024 .

All observations and the Agency's replies can be found in ECA's [publicly available report](#).

2.8.b. Follow-up of recommendations issued following investigations by the European Anti-Fraud Office (OLAF)

As ACER did not have any open OLAF recommendations from previous years or receive any new ones in 2025, no follow-up was required.

2.9. Follow-up on observations from the Discharge authority

The discharge report for the year 2023 was adopted by the European Parliament on 7 May 2025. It grants the Director discharge in respect of the implementation of the budget for the financial year 2023 and approves the closure of the accounts for 2023. The 2023 discharge report refers to the Agency in six observations, while the remaining observations apply generally to all agencies. The following table has been shared with the Discharge authority as a follow-up report to the report in July 2025.

Observation of the Discharge Authority	Response and measures taken by the Agency	Status/Reference
<p>31. Notes the need for agencies to improve financial reporting and internal control mechanisms; calls on agencies to provide on an annual basis a detailed breakdown of expenditures, including disaggregated data on external contracts, consultancy services and subcontractors; insists on the need for real-time digital reporting tools that improve financial oversight and accountability to the European Parliament and the public; encourages further progress in audit recommendations;</p>	<p>Currently, ACER gives an overview of the budgetary and financial management, financial management statistics, information on contracts resulting from procurement procedures and the annual accounts.</p> <p>Further, the information on external contractors, including the subject matter of contracts and corresponding values, is published annually at ACER'S website (Awarded Contracts www.acer.europa.eu).</p>	<p>Closed</p>
<p>48. Insists that although the Financial Regulation does not set ceilings for carryovers, recurrent and excessive levels of carryovers undermine the budgetary principle of annuality and are indicative of structural issues in the budget process and implementation cycle; notes that in 14 Agencies (ENISA, Eurofound, EIGE, eu-LISA, EMA, EUSPA, ELA, FRA, EFCA, ECDC, EU-OSHA, ACER, Frontex and ESA) the level of carryovers affecting all budget titles combined is higher than 15 %; notes that in the case of Frontex and ESA, carryovers reach more than 40 % and 50 % respectively;</p>	<p>Till 2016 a considerable number of Agencies (i.e. 32 in 2015) received the observation from the Court on the high level of carry overs, taking as the basis the fact that they exceeded the maximum threshold percentages (10% for T1, 20% for the T2 and 30% for T3) and that therefore the agencies compromised the principle of annuality. In September 2017, the EUAN issued a “background note” proposing that the ECA reports on cancelled carryovers that exceed 5% of the total budget to the Discharge Authority.</p> <p>As a result, in its Annual Report for 2017, point 2.40, the Court mentioned that “As from 2017, we are only reporting on carry overs if we do not consider them <u>sufficiently justified</u>”. Based on that, some agencies adopted carryovers planning exercises to their routines, that were later compared by the ECA against the actual ones, with a view to provide evidence that the amounts were sufficiently justified.</p> <p>However, the Court has kept on using the percentages of 10% for T1, 20% for T2 and 30% for T3, to raise the issue of high level of carryovers, what it seems contradicting their statement from the Annual Report 2017, as if “sufficiently justified” any percentage could be accepted.</p> <p>Although the number of Agencies having this observation has been reduced, the Court keeps mentioning that the high level of carryovers undermines the principle of annuality.</p> <p>In 2022, one Agency consulted DG BUDG if a high level of carryovers represents a possible infringement of the principle of annuality as indicated by the Court. In their reply (SFC-75006 of 12/08/2022), they stated that: “...we don't see how implementing non-</p>	<p>Ongoing</p>

Observation of the Discharge Authority	Response and measures taken by the Agency	Status/Reference
	<p>differentiated appropriations in accordance to Article 12(6)FFR could be a violation of the annuality principle...".</p> <p>As a follow up of further discussions, in May 2024, nine Agencies sent a collegial letter to the Court, questioning again the use of percentages when assessing the carryovers as well as referring to the principle of annuality.</p> <p>In September 2024, the Court replied to the above-mentioned letter, kindly proposing to add two extra indicators before commenting on the high level of carryovers; one being redundancy (at least two consequent years) and the other being an extra % (15% of the total budget). However, the Court reiterated their understanding on the principle of annuality.</p> <p>The Court is responsible for checking the accounts, and legality and <u>regularity of the underlying transactions</u> ("as required by Article 287 of the Treaty on the Functioning of the European Union (TFEU)"). But in the letter mentioned in the above paragraph, the ECA quoted that: "..., our findings on carryovers of non-differentiated appropriations <u>are not about irregularities</u> or instances of non-compliance, but rather about <u>symptoms of weaknesses</u> in budgetary management or sound financial management...". Therefore, if the finding related to the high level of carryovers is not considered an irregularity, it should therefore not appear in the final observations of the Court's report.</p> <p>The Agencies consider that, as concluded in 2017 following discussion with the Court and the European Parliament, a possible outcome to this issue could be that the Court aligns their observations related to carryovers to the provisions stated in the Budget Circular (point 2.3), and therefore ECA reports to the Discharge Authority on <u>cancelled carryovers that exceed 5% of the total budget</u>. This directly links the Discharge process to the penalties that are imposed on EU Agencies resulting to both under-execution of budget and cancelling carryovers.</p> <p>ACER is adhering to the analysis and conclusions of EUAN and wishes to point to the excellent budget implementation results in 2024, namely 99.59% of the 2024 commitment appropriations and 96.29% of the payment appropriations carried over from the previous year. These results represent Agency's commitment towards the correct implementation of the appropriation allocated to it for the achievement of its objectives.</p>	
<p>49. <i>Recalls that the regulatory framework mandates that agencies make payments within specific deadlines; notes that any failure to meet these deadlines may result in creditors being entitled to late-payment interest; observes that, for the year 2023, the Court reports that while the total amount of late-payment interest incurred was considered immaterial, it is noteworthy that nine agencies (ACER, ECDC, EEA, EUDA, ENISA, ERA, EU-OSHA, Eurojust and Frontex) frequently</i></p>	<p>The workflow employed for processing payments has two distinct phases, namely,</p> <ol style="list-style-type: none"> 1) the contribution made by the financial actors in initiating, verifying and authorising payments, and 2) the input of the horizontal services such as payment runs, transmission to the banks and the time needed for the bank transfers <p>before the actual payments reach the supplier bank accounts.</p>	<p>Ongoing</p>

Observation of the Discharge Authority	Response and measures taken by the Agency	Status/Reference
<p><i>failed to meet their payment deadlines; asks the agencies in question to ensure adherence to legal time limits for payments; highlights that although the amount of late-payment interest incurred was minor, the high frequency of delayed payments may negatively impact the agencies' reputations;</i></p>	<p>Given that this second phase is outsourced by ACER and as such under little control, ACER is committed to its effort in reducing the workflow time dedicated to phase one by increasing the collaboration between the internal services.</p> <p>ACER is investigating mitigating measures and controls to improve payment timeliness.</p>	
<p>64. <i>Recommends that the Agencies take action to meet outstanding or delayed indicators and regularly adjust their KPIs to enhance performance;</i></p>	<p>KPIs are assessed on a quarterly basis through the traffic light system. Concrete actions are proposed for KPIs that are falling behind or are at risk of not being met.</p> <p>The list of PIs and KPIs used in the Single programming document is reviewed each year, with the aim of assuring their relevance and coherence. The list of KPIs has been reviewed several times, also based on results of external performance evaluations and amended as necessary.</p>	<p>Closed.</p> <p>Work on improvements is continuous.</p>
<p>96. Notes with concern that public procurement weaknesses remain the largest source of irregular payments; highlights that the Court made 38 observations on public procurement weaknesses in 2023 (compared to 41 in 2022 and 28 in 2021)⁽²⁷⁾; urges agencies to introduce measures to ensure strict adherence to procurement regulations and the principles of transparency, competition and cost-effectiveness; reminds the need for regular training programs for staff on financial management, procurement rules and fraud prevention; calls for stricter accountability measures ensuring that any persistent deficiencies lead to targeted corrective actions and consequences for repeated non-compliance;</p> <p>97. <i>Notes that, according to the Court, 13⁽²⁸⁾ of the observations on weaknesses leading to irregular payments in 2023 refer to irregularities detected and mentioned in previous audits; notes that for the remaining 25 observations, nine impacted payments and the other 16 did not lead to irregular payments in 2023; notes that the observations of the year that did not affect payments related to the agencies ACER, EBA, eu-LISA, ESMA, EMSA, ENISA, ERA, EIGE, ECDC, EEA, EUDA, EUAA and CEPOL; takes note of the Agencies replies and calls on them to take measures to correct the weaknesses detected and report back to the discharge authority on the actions taken to address them;</i></p>	<p>ACER has in place internal processes (i.e. Guidelines for Project Managers) which facilitate procuring goods and services at the best price and so ensure efficient use of the available budget, while respecting the principles of transparency, proportionality, equal treatment and non-discrimination which are pursued for all procurement procedures.</p>	<p>Ongoing</p>

Observation of the Discharge Authority	Response and measures taken by the Agency	Status/Reference
<p>105. Notes that cases of burnout (in total 25) were registered in six agencies, namely EASA (five cases), EEA (four cases), EFCA (one case), EFSA (two cases), EMA (ten cases) and Europol (three cases); notes however, that not all agencies, including ECDC, ECHA, EMSA, ENISA, ERA, FRA, Frontex, collect data related to cases of burnout due to data protection; expresses its concern about medical data not being collected as these are important in order to follow the mental well-being of the agencies' staff; urges the agencies to take immediate action to address the rising number of burnout cases among staff; notes that overtime was taken by several employees in 19 agencies in 2022 (13 in 2021); notes in particular that a high number of employees have taken overtime in EFSA (81 % of staff) and Eurofound (97 % of staff); recalls in this regard the importance of developing a long-term human resources policy, including mental health support structures, ensuring a comprehensive approach to work-life balance, including provisions for teleworking and career development; stresses, moreover, the importance of safeguarding mental health and well-being of staff;</p>	<p>ACER has a multiannual Human Resources Strategy, which is currently under implementation, encompassing the implementation of different HR policies aimed to foster a conducive work/life balance for staff: flexible working time and teleworking, career development, integration of people with disabilities, equality and diversity, in line with the Staff Regulations.</p> <p>ACER organises regularly awareness raising sessions for staff on matter related to life-work balance and stress management, and has put in place a system of HR business partners aimed to guide and support staff on the matters highlighted above.</p> <p>Moreover, ACER avails from the service of a Medical Centre in Ljubljana, where specialised doctors are available for any matter concerning (mental) health of staff.</p>	<p>Closed.</p>
<p>112. Highlights that some Agencies make extensive use of external consultants, mainly in the ICT area but also in the areas of their core business, which make up significant parts of their operational budget (e.g. ACER, ETF, ELA, etc.); calls on all the agencies to prioritise permanent staff over external consultants and contractual staff in order to guarantee high quality working conditions and to prevent the loss of knowledge and experience; calls, moreover, on the agencies to prevent job uncertainty due to short term contracts and prioritise long-term employment; appeals, in this regard, for flexibility for agencies to convert seconded national expert (SNE) posts into temporary agent posts, ensuring expertise retention, operational functionality and business continuity; further insists on avoiding the externalisation of tasks to consultancies when know-how is available in-house;</p>	<p>ACER relies heavily on external consultants for the delivery of specialised services and support, mainly in the area of IT (service desk, software and hardware maintenance, software development and implementation), as well as when seeking particular legal advice or studies in energy regulation (legal, business) where specific specialised external expertise is required (e.g., in national contract law). The consultants perform both the activities linked to supporting ACER in specific one-off projects as well as continuous specialised activities for which ACER does not have sufficient internal resources (e.g. cybersecurity services, software development and maintenance, infrastructure operations and support, specialised expert support in energy regulation, representation in appeal procedures or other specialised legal services, etc.). By contracting specialised external contractors for legal advice, ACER's limited human resources and the internal expertise and know-how can be used most efficiently and leveraged in support of ACER's objectives and deliverables.</p> <p>Frequent interactions with external consultants in principle enrich the overall knowledge and skills of ACER staff and allow proper steering and control.</p>	<p>Closed.</p>
<p>113. Recognises the progress made within the agencies towards gender balance among their staff; calls for intensified efforts to ensure gender balance at the senior</p>		<p>Closed.</p>

Observation of the Discharge Authority	Response and measures taken by the Agency	Status/Reference
<p>management level and to integrate gender equality systematically into all agency policies, procedures and activities;</p>		<p>Work on improvements is continuous.</p>
<p>114. Calls on Agencies to set clear targets and timetables to achieve gender balance and geographical diversity in senior management and decision-making bodies, and to systematically report on progress;</p>		
<p>115. Notes that gender distribution has improved in 2023 compared to 2022 at the level of senior and middle management(29) and amongst the management board members(30); notes that the gender balance reported for staff overall(31) did not change; encourages ACER, BEREC Office, Cedefop, ECDC, ECHA, EFSA, EIOPA, EMCDDA, EMSA, ENISA, ERA, eu-LISA, ELA, Europol, EUAA, EUSPA and Frontex to support women in applying for management positions; reiterates its calls on the Commission and Member States to observe gender balance when nominating and appointing members of the management or administrative boards; recalls the ambition of the agencies to align with the Commission to reach a gender balance of 50 % at all levels of its management by the end of 2025; calls on the agencies to keep taking these aspects into consideration with regard to all future recruitment of staff and to work towards the further improvement of gender balance at senior management level;</p>	<p>By organising equality and diversity awareness raising sessions on a regular basis, ACER ensures that no gender discrimination occurs in its selection procedures, which are entirely merit-based.</p> <p>The current gender composition of ACER staff is the result of the gender distribution of the candidates applying for positions at ACER and of their performance in the selection procedures.</p> <p>Nonetheless, ACER keeps on being very attentive to diversity matters and is engaged in different projects related to improving the gender neutrality of its selection notices and the attractiveness of a more balanced workforce.</p> <p>Since the reorganisation in 2024, and the filling of new Head of Department positions, the Senior Management gender balance has improved significantly achieving the ratio of 50:50.</p> <p>An additional project was launched to introduce a leadership pipeline, especially focusing on enhancing the female managerial talent pool.</p> <p>ACER also established a working group dedicated to diversity and inclusion a few years ago. The group aims to brainstorm best practices and actions fostering diversity and discuss their possible implementation at ACER. An action plan is currently being implemented by ACER, which also signed the EU Agencies Network (EUAN) charter on diversity and inclusion.</p>	
<p>116. Urges decentralised agencies to strengthen gender equality policies at all levels, ensuring equal opportunities in recruitment, career progression and working conditions for all staff; encourages all agencies to adopt and implement robust diversity and inclusion strategies that promote fairness and balance, ensuring equal opportunities and representation of women and minorities in leadership positions; calls on agencies to develop comprehensive strategies to assess progress and identify areas for improvement; recalls that the Parliament will assess compliance with these principles in the annual discharge process;</p>		

Observation of the Discharge Authority	Response and measures taken by the Agency	Status/Reference
<p>117. Notes that all agencies have put in place measures to improve staff's well-being at work and work-life balance; notes that the number and impact of such measures varies significantly from one agency to another and that no common framework of reference across agencies appears to exist; calls on the EUAN to coordinate efforts for the development of a common framework of reference in this regard; notes with satisfaction that a large majority of agencies have put measures for integration of persons with disabilities in place; encourages the agencies to maintain good practices of staff well-being, inclusion and integration of persons with disabilities and to continue to address work-life balance, as well as lifelong learning and career development; stresses the importance of intensifying efforts to achieve gender and geographical balance among institutional staff and in senior management positions; underlines the useful role that exchanges of best practice can play in the field of staff management; invites the agencies to provide relevant and regular training to their staff;</p>		
<p>118. Encourages all agencies to implement a policy for safeguarding personal dignity and preventing psychological and sexual harassment and to participate in the interagency task force of confidential counsellors; calls, in this regard, for the introduction of compulsory preventive anti-harassment training to be followed by employees of EU agencies; notes, with concern that, according to the replies to the standard questionnaire, ENISA communicated to the discharge authority that two administrative inquiries related to alleged harassment were open in 2023; it informed, moreover, that one of them was closed in 2024 after receiving a final report from OLAF; expects the Agency to thoroughly follow up on the ongoing cases, as well as to introduce strong measures to prevent any future similar cases; calls on the agencies to carry out regular reporting, via the follow-up report, on progress in this area;</p>	<p>ACER's Administrative Board adopted the Policy on protecting the dignity of the person and preventing psychological harassment and sexual harassment. The Director has appointed Confidential Counsellors, who operate in line with the Manual of procedures of the ACER's network of Confidential Counsellors. There is a regularly updated dedicated site on ACER's intranet presenting all relevant documentation and facilitating contact through a designated email address and names of Confidential Counsellors.</p> <p>Furthermore, ACER is part of the inter-Agency network of the Confidential counsellors, which is considered a key forum for meeting, exchanging good practice and points of view of its members and training opportunities. The Network includes a confidential counsellors' peer group, a confidential counsellors' coordinator peer group, and a pool of EUAN Confidential Counsellors. ACER also ensures that regular supervision sessions for the CCs are delivered by professional trainers. These sessions include discussion of various cases and situations, serve as refreshers on applicable rules and procedures, and reinforce appropriate conduct in diverse scenarios. ACER will keep aligning its work in this area with the best practices.</p> <p>No official cases of psychological or sexual harassment were reported in the reference period, although a few instances were addressed through informal procedures with the support of the Confidential Counsellors.</p>	<p>Closed</p>

Observation of the Discharge Authority	Response and measures taken by the Agency	Status/Reference
<p>120. Urges all Agencies to further strengthen conflict of interest prevention and management, including systematic declarations of interests by senior management, external experts, and management board members, published in a proactive and accessible manner;</p>	<p>ACER is implementing a robust policy for the prevention and management of conflicts of interest (Col) on an annual basis as per the Administrative Board Decision 02/2015 of 31 January 2015.</p> <p>The Col policy entails the submission of Col and CVs declarations by all Administrative Board (AB), Board of Appeal (BoA) and Board of Regulators (BoR) members and alternates as well as by the Chairs, Vice-chairs of the ACER Working Groups (AWGs) and Task Forces conveners. These are then assessed by the Review Panels, which can ask for more clarifications and/or take further action (e.g. to remedy conflict of interest situation as per the Col Policy) and, subsequently, are published on ACER’s website. Moreover, members are required in every AB, BoA, BoR, AWG meeting to declare any interest in respect of a specific agenda item.</p> <p>Additionally, The Administrative Board adopted on 14 December 2022 via its decision 16/2022 much more stringent Guidelines on the management and prevention of the conflict of interest for the members and alternates of the Administrative Board and Board of Appeal. The Guidelines complement ACER’s policy on the prevention of conflict of interest and address the identified shortcomings in implementation, as the Guidelines:</p> <ul style="list-style-type: none"> - refine the timeline for the submission and assessment of the annual declarations to enable an early conclusion of the exercise; - provide additional guidelines to members in fulfilling their duties according to ACER policy on the prevention and management of conflict of interest; - provide additional guidelines to Review Panels in the assessment of circumstances giving rise to a potential conflict of interests (e.g. the Guidelines refer to cases of likely sources of conflict of interest); - clarify the breach of trust procedure and the consequential actions to be undertaken; - take a broader approach to the concept of “close family members”; and <p>provide a legal basis for the publication of the minutes of the assessment of the annual declarations, as performed by the Review Panels, in order to increase transparency and broaden the trust of stakeholders and citizens in ACER’s integrity.</p>	<p>Closed</p>
<p>139. Calls on the agencies to promptly and systematically implement the Court’s observations and take concrete corrective measures to address identified weaknesses in internal control framework; urges the establishment of stricter accountability measures, ensuring that any persistent deficiencies lead to targeted corrective actions and consequences for repeated non-compliance;</p>	<p>ACER is working diligently to address all the Court’s observations. However, some of them may not be closed as quickly as expected. By way of example, the observation related to interim workers cannot be closed until ACER receives the appropriate resources to replace the interim workers with staff (work on this is ongoing, but the resources are released gradually, hence the observation takes time to close). Another observation relates to a framework contract in cascade that will expire in 2025.</p>	<p>Ongoing</p>

Observation of the Discharge Authority	Response and measures taken by the Agency	Status/Reference
<p>140. Draws attention to the need to take all necessary security measures to safeguard the online integrity of processed information, insists on increasing agencies' resilience to cyberattacks or infiltration attempts particularly originating from Russia or any other third country; underlines that joint procurement in this field between agencies could result in reduced financial costs and improved results;</p>		<p>Ongoing</p>
<p>149. Notes that eu-LISA focused on cybersecurity and combating threats in the cyber domain, in particular making necessary preparations for obligations stemming from the new Union regulations on information security and cybersecurity; highlights that eu-LISA operates and maintains a security monitoring platform, cybersecurity incident plan, response playbooks and 24/7 stand-by duty arrangements to ensure timely identification of and response to cyber threats; welcomes the role of eu-LISA in supporting inter-agency cybersecurity exercises in cooperation with the JHA Agencies Network (JHAAN)(35); underlines the importance of decentralised agencies having the full capability to defend themselves against cyberattacks; encourages closer cooperation between eu-LISA and the other agencies to build a more resilient, collective response against cybercrime; stresses, in this regard, the importance of strengthening cybersecurity measures across all agencies, in light of the increasing risks of cyber threats and data breaches; calls for additional investments in secure IT infrastructure and cybersecurity training for the agency's personnel; urges agencies to submit an annual cybersecurity risk assessment report to the Parliament and the Court;</p>	<p>ACER has already started work on implementing the requirements stemming from the Cybersecurity Regulation and first and foremost running an assessment of all its systems and a maturity and gap assessment. Whilst some of ACER's systems (i.e. ACER's REMIT Information Systems) are expected to be assessed as mostly compliant with the Cybersecurity Regulation and only require some incremental upgrades, the rest of ACER's systems may require more modifications and additions. Additionally, an Information Security Management System (ISMS) applicable to the whole of the organization that is on par with the REMIT ISF has been developed, with Information Security Exceptions approved at Director level whilst ACER works towards full alignment.</p> <p>ACER appointed the Chief Information Security Officer (CISO) and has formed an Information Security team.</p> <p>Overall, continuous resources (investments) are required to increase the Cybersecurity posture of ACER on both Policies and Technical levels to ensure compliance with the Cybersecurity Regulation and to better its resilience against cyber threats.</p>	
<p>144. Emphasises that, for the sake of full clarity and transparency and in line with Court's observation, agencies that collect own revenue should disclose that same information in an easy-to-understand way in their final annual accounts, consolidated annual activity reports and single programming documents, since these reports serve different purposes;</p>	<p>ACER presents, through its single programming document (SPD), the detailed eligible costs to be covered by fees as information for its stakeholders, supporting the legal ground for charging fees in the upcoming year. In addition, to the information on the eligible costs, the implementation of the revenue from fees is reported in the Consolidated Annual Activity Report. An alignment between the planned eligible costs, as presented in the SPD, and the fees generated after the application of the approved fees model is carried out once the fees for the year are generated at the beginning of year N.</p>	<p>Closed</p>

Observation of the Discharge Authority	Response and measures taken by the Agency	Status/Reference
<p>148. Highlights that the use of the Transparency Register is promoted and encouraged by the signatories of the Interinstitutional Agreement; recalls the strong call for all decentralised agencies to make full use of the register;</p>	<p>In accordance with Director Decision 2017-35, ACER encourages organisations or self-employed individuals to register in the Transparency Register prior to having meetings with the Director. ACER makes public information on meetings held by the Director with organisations or self-employed individuals on issues relating to the activities of ACER.</p>	<p>Closed (with publications ongoing)</p>
<p>151. Notes that all agencies have a whistle-blower policy in place; calls on all the agencies to ensure they have specific, safe and effective reporting channels in place in line with the relevant requirements of Directive (EU) 2019/1937 of the European Parliament and of the Council on whistleblowing;</p>	<p>ACER's Guidelines on Whistleblowing clearly states the reporting possibilities and protective measures.</p>	<p>Closed</p>
<p>154. Recalls that the 2022 discharge (horizontal) report pointed to 14 agencies still not having the corporate sustainability plans in place; notes that for the 2023 financial year Court's report did not provide updated figures on the issue; reiterates the importance of all agencies having the corporate sustainability plans in place; urges agencies to report to the Commission about the energy performance of their buildings;</p>	<p>Agency's Commitment to Sustainability</p> <p>ACER is fully committed to integrating sustainability into its corporate strategies and operations, aligning with the EU's 2050 climate neutrality goal and the European Commission's 2030 target for its own operations. ACER's multi-year plan, initiated in 2021, guides our efforts across six key thematic domains:</p> <ul style="list-style-type: none"> • Sustainable Buildings & Workspaces: In 2023, ACER prioritized green and sustainable building features in new office tender specifications. A successful space reorganization also maximized office utilization, accommodating more staff without increasing leased space. • Optimized Energy Consumption: ACER annually procures 100% green energy. Staff are actively reminded via MS Teams to conserve energy. • Sustainable Travel Promotion: ACER promotes online training to reduce travel and incentivizes staff to use public transport. • Sustainable Purchasing & Consumption: ACER incorporates Green Public Procurement criteria into its public procurement for services and utilizes EC framework contracts. Electronic documentation is prioritized for publications, and reusable business cards are limited to staff with high attendance at in-person meetings. • Operational measures: Extensive use of IT tools, e-recruitment, and e-submission has significantly reduced paper consumption. ACER removed 70% of local printers, and IT equipment is being replaced with certified energy-saving models. 	<p>Ongoing</p>
<p>157. Notes with concern that, despite the general trend of progress, some agencies faced difficulties integrating sustainability into their corporate strategies due to procedural inefficiencies and insufficient resource allocation; stresses therefore the need for a more cohesive and actionable framework to ensure long-term sustainability in agency operations;</p>		

Observation of the Discharge Authority	Response and measures taken by the Agency	Status/Reference
	<ul style="list-style-type: none"> Environmental monitoring & EMAS preparations: ACER has continued preparations for the implementation of the Eco-Management and Audit Scheme (EMAS). In this context, the Agency conducted a carbon footprint assessment for the year 2023 and initiated preparatory work for subsequent reporting cycles. Environmental monitoring covers main indicators such as electricity consumption, heating, and water use. ACER also participates in the EU Agencies Greening Network, which supports the exchange of practices among EU bodies on environmental management and sustainability. ACER’s commitment to assessing and reporting on energy performance demonstrates our dedication to continuous improvement. Energy Performance: While ACER’s current building has limitations for energy efficiency due to its cultural heritage protection and indirect utility contracts, it offers inherent sustainable benefits like quality materials, natural sunlight, and a central, public-transport-friendly location with extended bicycle parking. <p><i>Despite these limitations, ACER is actively pursuing further energy efficiency measures with our landlord (including monitoring consumption of electricity usage, water and sewage and heating energy).</i></p>	
<p>163. Notes that ACER had been using interim workers performing long-term tasks to make up for a lack of directly employed staff members since 2019; calls on the Commission to provide additional statutory staff posts;</p>	<p>ACER developed a plan to gradually reduce the number of interim workers. To achieve this, ACER has requested additional staff positions to ensure that statutory roles and responsibilities are not carried out by interim workers, to the extent possible. The request has been accepted and granted under different legislative packages. ACER is currently implementing the recruitment of a number of AST/SC positions for the period 2024-2027, aimed at replacing interim workers. Following the implementation of this plan, interim workers will only be used to cover non-statutory tasks, peak periods or long leave replacements for limited periods.</p>	<p>Ongoing</p>
<p>11. Highlights the importance for the agencies to enhance their presence in the media, on the internet, and across social media to increase public awareness of their work;</p>	<p>ACER seeks continuous improvement in how we communicate via our website and social media channels (LinkedIn, X, Bluesky, Facebook, YouTube), to make its work more known. Since 2022, there has been a constant focus on improving the way ACER communicates, making its messaging more understandable to a wider set of stakeholders (i.e. by simplifying its messaging, through highlighting the broader context and meaningful next steps, as well as the implications/benefits of a specific decision on the relevant stakeholders, accompanying messages and data with compelling visualisations, etc.). In line with ACER’s Communications Strategy (2024-2026), we provide timely, impactful external communications on ACER’s work and how it fits into the wider EU energy and climate goals. We use a range of communication material and channels. Besides the ACER Latest News alerts which are delivered directly to the inbox of our subscribers (119 such alerts were issued in 2025), we publish a short news piece on the public website for every main activity (e.g. events, public consultations, papers and reports) as well as on</p>	<p>Closed.</p> <p>Work on improvements is continuous.</p>

Observation of the Discharge Authority	Response and measures taken by the Agency	Status/Reference
	<p>social media. Since 2023, major reports have also been accompanied by infographics which tell the story simply using data and visuals (see the data overview section). To further increase awareness of how interested parties can input to ACER work, the ACER Latest News has direct links to the rolling calendar of upcoming events and consultations. Greater attention has also been given to the means and tools used to multiply ACER’s messages:</p> <ul style="list-style-type: none"> • Press; • Website; • Social media; • National Regulatory Authorities (NRAs) <p>ACER has been reinforcing its relations with journalists (i.e. by meeting them regularly, organising media briefings before important publications, handling their queries etc.). ACER has set up an NRA press network to better exchange information with NRAs acting as multipliers across Europe of ACER messages. These investments resulted in having ACER mentioned about 5792 times in European media (in 2025), and featuring top journals (like Politico, Financial Times, Bloomberg, Argus, Montel)) on a regular basis. Continuous improvements to the website have been carried out to increase its user-friendliness, transparency, and accessibility. Since 2022, ACER has:</p> <ul style="list-style-type: none"> • Revamped the most relevant documents/publications and Market Monitoring Report web pages (as detailed in p. 9). • Revamped its Public Consultation webpage to create a “consultation hub” where not only open consultations are listed, but also upcoming ones. The page also provides a clear indication whenever a consultation is approaching its closure date and sends out notifications to registered stakeholders whenever a new upcoming consultation is created, or an existing consultation has changed its status. • Created new webpages to display the European electricity Terms and Conditions or Methodologies (TCMs) (example) in an easy and user-friendly way. These webpages in fact display all TCMs under a specific network code and highlight their implementation status. The web pages also provide a single-entry point to relevant information and documents related to the specific TCMs and the possibility of filtering them by implementation status and region. • Revamped the Data section of the website, providing stakeholders with a single-entry point for all infographics, interactive dashboards and datasets accompanying ACER publications. <p>The investment in improving ACER’s messaging as well as in experimenting with different social media formats has led to an increase of 24% in LinkedIn followers from Dec 2024</p>	

Observation of the Discharge Authority	Response and measures taken by the Agency	Status/Reference
	to Dec 2025, reaching nearly 32K followers. In July 2025, ACER has moved away from X, replacing it with Bluesky.	
<p><i>106. Notes that the EIT Director, speaking on behalf of the EU Agencies Network, agreed on 4 December 2024, during the Committee on Budgetary Control, to conduct research on the types of contracts for cleaning personnel working at the decentralised agencies; asks the EU Agencies Network to inform the discharge authority on the types of contracts of the cleaning personnel working at the decentralised agencies, including the proportion of long-term and short-term contracts;</i></p>	<p>ACER does not have a direct contractual relationship with the cleaning service provider. This service is procured and managed by the landlord as part of the broader utilities agreement (rental contract) for the premises. Consequently, ACER is unable to provide information on the types of contracts (long-term/short-term) for the cleaning personnel.</p>	<p>N/A</p>

2.10. Environment management

In 2021, the Agency embarked on a multi-year effort to reduce its environmental impact and contribute to the European Union's goal of climate neutrality by 2050. This commitment aligns with the European Commission's focus on achieving climate neutrality within its own operations by 2030. Throughout 2025, the Agency continued to make progress on this initiative.

The actions of the Agency fall into six thematic domains, inspired by the European Commission's Feasibility and Scoping Study for the Commission to Become Climate Neutral by 2030:

- Design sustainable buildings and working space.
- Optimise energy consumption and systems for buildings.
- Reconsider air travel and promote sustainable travel modes.
- Reduce commuting emissions for transport and mobility.
- Reduce greenhouse gas emissions from purchase and consumption.
- Manage and communicate for other sources of emissions.

These domains reflect the comprehensive approach the Agency is taking to become a greener and more sustainable organization. The Agency's actions are organised within these thematic domains to achieve reductions in its carbon footprint. These actions involve a collaborative effort across all departments and demonstrate the Agency's commitment to innovation and sustainable work practices.

The Agency completed its first carbon footprint assessment for the year 2023 in 2024, establishing a baseline for monitoring environmental performance. Preparatory work towards the implementation of the Eco-Management and Audit Scheme (EMAS) continued, including the procurement of external expertise to support the development of the environmental management system and offering a position of a graduate in the team to co-lead the EMAS certification process, including all of the internal projects regarding greening.

Further details are provided in [Annex VII](#).

2.11. Assessment by management

Based on the information provided in the previous subsections, the results achieved in 2025 were satisfactory.

The Agency continued to implement effective policies, management tools, and monitoring and control procedures, aiming to ensure the achievement of its objectives by employing its human and financial resources efficiently.

Overall, suitable controls are in place and working as intended, risks and opportunities are being appropriately monitored and mitigated, and necessary improvements are being implemented. ACER conducts its operations in compliance with relevant legal requirements.

Controls and supervisory checks performed in 2025 provided no evidence of significant or repetitive errors in reporting by Agency departments, budget execution, human resources management or KPI implementation. Monitoring reviews showed no instances of inadequate or ineffective controls that could expose the Agency to key risks.

The Agency is implementing the recommendations of the Court of Auditors and the Internal Audit Service to further upgrade its supervisory capabilities. Although progress in closing these recommendations has been slower than expected, the Agency continues to address them within the available resources. The Agency undertook substantial work to implement a range of new tasks entrusted to ACER by the three

major legislative packages adopted or amended in 2024: the Electricity Market Design reform, the EU Hydrogen and Gas Decarbonisation Package, and the revised REMIT framework. This was accompanied by a reorganisation of structures to accommodate new responsibilities and the onboarding of 35 new colleagues, ensuring effective integration and improved ways of working. In parallel, the Agency strengthened its cyber resilience through further development of policies, controls and the strengthening of our ability to detect, respond to, and recover from cyber threats, while also increasing organization-wide awareness to support a stronger security culture in an increasingly complex threat landscape.

The conclusion of the management assessment is that the control environment established by the Agency works as intended and provides reasonable assurance of achievement of objectives and the legality and regularity of activities and transactions.

2.12. The Board of Appeal

The Board of Appeal (BoA) is the body responsible for, upon appeal, reviewing decisions of the Agency adopted under Article 2(d) of Regulation (EU) 2019/942. The BoA is composed of 6 members and 6 alternates selected among current or former senior staff of the NRAs, competition authorities or other national or EU institutions with relevant experience in the energy sector, formally appointed by the Administrative Board. The BoA is an independent body of the Agency, acting in the public interest protecting the rights of the parties concerned affected by the Agency’s acts.

The BoA is assisted in the exercise of its duties by a Registry headed by the Registrar. The Registrar ensures that the BoA has all the necessary organisational, administrative, procedural and legal support needed.

In September 2025, the BoA met in Brussels for its annual meeting in order to discuss the organisation and functioning of the BoA. Over 2025, the BoA Chairperson and the Registrar actively contributed to the work of the IAAPN framework, including by taking the leadership of its working groups on artificial intelligence and on registries.

In accordance with Administrative Board Decision 02/2015 on the Conflict of Interest Policy, as complemented by Decision 16/2022, the BoA conducted its annual assessment of declarations of interests submitted by the members and alternates.

Decisions

In 2025, the BoA adopted the following decisions:

Case number	Case	Adoption
-	BoA Decision on the appointment of the Registrar	20 May
A-001-2021_R	TransnetBW v ACER - Case A-001-2021_R	31 July
A-001-2021_R	TenneT v ACER - Case A-001-2021_R	31 July
A-001-2021_R	RTE v ACER - Case A-001-2021_R	31 July
A-001-2021_R	PSE v ACER - Case A-001-2021_R	31 July
A-001-2021_R	CRE v ACER - Case A-001-2021_R	31 July
A-001-2021_R	BNetzA v ACER - Case A-001-2021_R	31 July
A-001-2024	Case A-001-2024 Order to close proceedings Uniper v ACER	23 September

PART II(b): EXTERNAL EVALUATIONS

Article 45 of the Agency's founding regulation states the following:

By 5 July 2024, and every five years thereafter, the Commission, with the assistance of an independent external expert, shall carry out an evaluation to assess ACER's performance in relation to its objectives, mandate and tasks. The evaluation shall in particular address the possible need to modify ACER's mandate, and the financial implications of any such modification.

Where the Commission considers that the continued existence of ACER is no longer justified with regard to its assigned objectives, mandate and tasks, it may propose that this Regulation be amended accordingly or repealed after carrying out an appropriate consultation of stakeholders and of the Board of Regulators.

The Commission shall submit the evaluation findings referred to in paragraph 1 together with its conclusions to the European Parliament, to the Council and to ACER's Board of Regulators. The findings of the evaluation should be made public.

By 31 October 2025, and at least every five years thereafter, the Commission shall submit to the European Parliament and the Council a report evaluating this Regulation and, in particular, ACER's tasks involving individual decisions. That report shall, as appropriate, take into account the results of the assessment pursuant to Article 69(1) of Regulation (EU) 2019/943. The Commission, where appropriate, shall submit a legislative proposal together with its report.

The evaluation has not yet been finalised.

PART III: ASSESSMENT OF EFFECTIVENESS OF INTERNAL CONTROL SYSTEMS

3.1. Effectiveness of internal control

3.1.1. Assessment of the Internal Control System

The internal control system designed provides reasonable assurance of achieving effectiveness, efficiency and economy of operations, reliability of reporting, safeguarding of assets and information and prevention, detection, correction and follow-up of fraud and irregularities.

The established internal control system is based on segregation of duties, the risk management and control strategy, avoidance of conflicts of interest, appropriate audit trails and data integrity in data systems, and established procedures for monitoring performance and for follow-up of identified internal control weaknesses and threats.

Financial management and control is rooted in such core processes as procurement (from the assessment of needs to the selection of suppliers to the award decision), financial operations (all processes establishing the financial commitment to payment, contract monitoring and recoveries with ad hoc procedures in place are 100% verified through ex ante verification) and supervisory measures (including ex ante and ex post controls and audits), which form the basis for achieving sound financial management.

Legality and regularity are audited independently by the ECA.

The Agency adopted its [Internal Control Framework](#) in December 2018¹⁸ and amended its Internal Control Indicators in 2022¹⁹. There are seventeen internal control principles that are structured in five components, which form the Agency's internal control system as of January 2019, namely:

1. Control Environment
2. Risk Assessment
3. Control Activities
4. Information and Communication
5. Monitoring Activities

The implementation of the principles is monitored via indicators that help to assess the level of compliance and effectiveness of the internal control measures. An owner has been assigned to the Internal Control Principle and to each Indicator.

Each year the Agency carries out an annual review and self-assessment of the compliance and effectiveness of internal control. This provides a global overview of the state of play of internal control and aims to provide reasonable assurance of the correct functioning and effectiveness of internal control in ACER.

¹⁸ Decision No. 17/2018 of the Administrative Board of the Agency for the Cooperation of Energy Regulators 13 December 2018 on the adoption of the Internal Control Framework of the Agency for the Cooperation of Energy Regulators

¹⁹ Decision No. 17/2022 of the Administrative Board of the European Union Agency for the Cooperation of Energy Regulators 14 December 2022 amending Decision No 17/2018 of the Administrative Board of the Agency for the Cooperation of Energy Regulators of 13 December 2018 on the Internal Control Framework of the Agency for the Cooperation of Energy Regulators

The assessment of the Internal Control System is carried out at three levels:

1. at the level of the principles (based on the analysis of the detected strengths and deficiencies)
2. at the level of the components (based on an analysis of the results at principle level)
3. at the level of the internal control system as a whole (based on an analysis of the results at component level).

The result of the assessment made in 2025 is the following:

Internal control Component	Principle	Assessment – category per principle	Assessment - category per component
CONTROL ENVIRONMENT	1. We demonstrate a commitment to integrity and ethical values.	CATEGORY 2 - The component is present and functioning but some improvements are needed.	CATEGORY 2 - The component is present and functioning but some improvements are needed.
	2. Management exercises oversight of the development and performance of internal control.	CATEGORY 2 - The component is present and functioning but some improvements are needed.	
	3. Management establishes structures, reporting lines and appropriate responsibilities in the pursuit of objectives.	CATEGORY 2 - The component is present and functioning but some improvements are needed.	
	4. We demonstrate a commitment to attracting, developing and retaining competent individuals in alignment with objectives.	CATEGORY 2 - The component is present and functioning but some improvements are needed.	
	5. We hold individuals accountable for their internal control responsibilities in the pursuit of objectives.	CATEGORY 1 - The component is present and functioning well.	
RISK ASSESSMENT	6. We define objectives with sufficient clarity to enable the identification and assessment of risks relating to the achievements of objectives.	CATEGORY 2 - The component is present and functioning but some improvements are needed.	CATEGORY 2 - The component is present and functioning but some improvements are needed.
	7. We identify risks related to the achievement of objectives across the organisation and assess risks as a basis for determining how the risks should be managed.	CATEGORY 1 - The component is present and functioning well.	
	8. We consider the potential for fraud in assessing risks related to the achievement of objectives.	CATEGORY 1 - The component is present and functioning well.	
	9. We identify and assess changes that could significantly impact the internal control system.	CATEGORY 1 - The component is present and functioning well.	
CONTROL ACTIVITIES	10. We select and develop control activities that contribute to the mitigation of risks to the achievement of objectives.	CATEGORY 2 - The component is present and functioning but some improvements are needed.	CATEGORY 2 - The component is present and functioning but some improvements are needed.
	11. We select and develop general control activities over technology to support the achievement of objectives.	CATEGORY 2 - The component is present and functioning but some improvements are needed.	
	12. We deploy control activities through corporate policies that establish what is expected and through procedures that put policies in action.	CATEGORY 1 - The component is present and functioning well.	

INFORMATION AND COMMUNICATION	13. We obtain or generate and use relevant quality information to support the functioning of internal control.	CATEGORY 1 - The component is present and functioning well.	CATEGORY 1 - The component is present and functioning well.
	14. We communicate information internally, including objectives and responsibilities for internal control, necessary to support the function of internal control.	CATEGORY 1 - The component is present and functioning well.	
	15. We communicate with external parties about matters affecting the functioning of internal control.	CATEGORY 1 - The component is present and functioning well.	
MONITORING ACTIVITIES	16. We select, develop and perform ongoing and/or separate assessments to ascertain whether the components of internal control are present and functioning.	CATEGORY 1 - The component is present and functioning well.	CATEGORY 1 - The component is present and functioning well.
	17. We assess and communicate internal control deficiencies in a timely manner to those parties responsible for corrective action, including senior management as appropriate.	CATEGORY 1 - The component is present and functioning well.	

3.1.2. Anti-fraud, conflicts of interests, transparency and post-employment

The Administrative Board adopted²⁰ the [Anti-Fraud Strategy](#) for the period 2025-2027 and an accompanying Action Plan containing a set of objectives and mitigating measures in order to address the risks identified.

The Agency has formulated four strategic objectives:

1. Strengthen and optimise existing fraud prevention measures to continuously mitigate risks and adapt to evolving fraud threats.
2. Enhance and refine existing detection systems for earlier and more accurate identification of fraudulent activities.
3. Strengthen investigation protocols to ensure thorough and timely resolution of fraud incidents
4. Optimize corrective actions to ensure swift recovery, systemic improvement, and a stronger anti-fraud framework.

There were no reported cases of fraud in 2025.

In 2025 the Agency continued to implement its comprehensive [policy for the prevention and management of conflicts of interest](#), including provisions related to staff (with stricter requirements for management), its boards, working groups and task forces. The Agency thus collected the annual declarations of interest of its management staff (Director and Heads of Department), of AB members and alternates, of BoR members and alternates, and of members and alternates of the Board of Appeal (BoA), as well as of the chairs and vice-chairs of the Agency’s working groups and of the convenors of the Agency’s task forces. The declarations were reviewed in accordance with the policy and published on the Agency’s website together with the CVs of the persons in question.

Within the Agency, 2 cases of potential conflict of interest were identified in 2025 and were managed in line with the AB 2015/02. Similarly, also the Review Panels of all three Boards (Administrative Board,

²⁰ [Decision AB 9-2024 ACER Anti-Fraud Strategy 2025-2027](#)

Board of Regulators and Board of Appeal) did not identify any declared conflicts that would warrant further action.

The Agency continues to implement the [Decision on outside activities and assignments and on occupational activities after leaving the Service](#).

No restrictions were imposed following the notifications received on occupational activities to be pursued by staff members leaving the Agency in 2025. The Administrative Board requested the previous Director to allocate sufficient time prior to his departure to ensure a proper and orderly handover to the ad interim Director.

3.1.3. Risk management

The Agency managed its risks at various levels, ranging from standard risks, addressed through the internal control principles mentioned above, to risks related to specific tasks, monitored at department level.

Critical risks, potentially affecting the Agency’s main objectives, were assessed at Agency level, through the annual risk assessment exercise performed immediately after the preparation of its Single programming document. Risks are assessed in relation to specific objectives at department level (some objectives being inter-departmental). A risk register is compiled on the basis of the assessment of the likelihood and potential impact of individual risks, including the Agency’s response to the risks.

As a result of the exercise, the management identified risks considered to be both likely and with a potentially significant impact on Agency activities.

A mid-year risk review was performed in July to re-assess the risks originally foreseen during the planning exercise. The most important / critical risks identified include:

1. Cybersecurity incidents
2. Insufficient financial resources
3. Inadequate IT systems
4. Physical and information security
5. New tasks and fast increase in staff

3.2. Conclusions of assessment of internal control systems

Given the control system in place, the information obtained from the building blocks of assurance (see below) and the lack of critical findings from the Court of Auditors and the Internal Audit Service at the time of the declaration, there is no reason to question the effectiveness of the internal control system in place. However, some improvements are needed regarding the implementation of the internal control framework.

<p>OVERALL ASSESSMENT</p> <p>Are all components operating together in an integrated manner?</p>	<p>CATEGORY 2 - The internal control system is present and functioning, but some improvements are needed.</p>
<p>Is the overall internal control system effective?</p> <p>Category 1. Minor- Yes Category 2. Moderate- Yes Category 3. Major- Partially Category 4. Critical- No</p>	<p style="text-align: center;">YES</p> <p>Based on the table on Overall Assessment of Internal Control System, presented in 3.1, the overall assessment is categorised into Category 2, where the internal control system is present and functioning well, but some improvements are needed. It has therefore been concluded that the overall internal control system of the Agency is effective.</p>

3.3. Statement of the manager in charge of risk management and internal control

I, the undersigned,

Manager in charge of risk management and internal control within the European Union Agency for the Cooperation of Energy Regulators (ACER),

In my capacity as Manager in charge of risk management and internal control, I declare that in accordance with ACER's Internal Control Framework, I have reported my advice and recommendations on the overall state of internal control in the Agency to the Director.

I hereby certify that the information provided in the present Consolidated annual activity report and in its annexes is, to the best of my knowledge, accurate, reliable and complete.

Ljubljana, 11 May 2026

Volker ZULEGER

Director ad interim; Head of Department – Coordination, Operations and Legal

PART IV: MANAGEMENT ASSURANCE

4.1. Review of the elements supporting assurance

The building blocks of assurance underpin the reasonable assurance provided by the authorising officer in his declaration of assurance in the CAAR. The reliability of the information contained in this report is supported by the following building blocks of assurance:

- the Director's own knowledge of the management and control system in place;
- the yearly achievements ([see 1](#));
- the findings of the Internal Audit Service (see [2.7](#) and [2.8](#));
- the observations of the European Court of Auditors (see [2.8.2](#));
- the observations of the Discharge authority (see [2.9](#));
- the absence of OLAF activities ([see 2.8\(b\)](#));
- the absence of vital observations from the European Parliament;
- the absence of observations of the European Ombudsman;
- the assessment by the Agency management (see [2.11](#));
- the results of the assessment of the effectiveness of the Internal Control Framework (see [3.1](#) and [3.2](#));
- the results of the risk assessment exercises (see [3.1](#)) and mitigating measures implemented;
- ex-ante and ex-post controls (see [3.1](#));
- the analysis of recorded exceptions and non-compliance events and their low impact (see [3.1](#));
- the implementation of ACER's Anti-Fraud Strategy and Conflict of Interests policy (see [3.1](#));
- the statement of the Internal Control Coordinator (see [3.3](#));
- the accounting officer's certification of the 2024 accounts; and
- Follow-up on reservations from previous years.

This approach provides sufficient guarantees as to the completeness and reliability of the information reported and results in a complete coverage of the budget delegated to the Director of the Agency.

Apart from corrective actions planned (based on various evaluations, exceptions, and non-compliance events), in 2025, [no significant weaknesses requiring special attention, resources or actions were found](#).

4.2. Reservations

The Agency analyses major weaknesses, if any, in achieving its objectives, the reputational risks, any significant weaknesses in the control system and recurrent errors. These weaknesses might involve the use of resources, sound financial management and the legality and regularity of transactions. The significance of a weakness is judged based on:

- the nature and scope of the weakness;
- the duration of the weakness;
- the existence of mitigating controls which reduce the impact of the weakness; and
- the existence of effective corrective measures (action plans and financial corrections).

Based on the facts presented in the preceding sections, and in the light of the opinion expressed by the European Court of Auditors on the reliability of the accounts and the legality and regularity of the transactions underlying the accounts, it is safe to say that the Agency has established a working

environment where risks are appropriately managed and where the internal control system works effectively and contributes to the achievement of the objectives. The Agency's management has reasonable assurance that the resources assigned to the activities described in the CAAR have been used for their intended purpose and in accordance with the principles of sound financial management, and that the [control procedures put in place provide the necessary guarantees concerning the legality and regularity of the underlying transactions](#).

This conclusion takes account of the Agency's concerted efforts to maintain a high level of effectiveness in its internal control environment, which entails constant assessment and strengthening of existing controls (considering cost-effectiveness and estimated added value against the additional cost incurred by the Agency) to maintain full compliance with the requirements of Internal Control Framework of the Agency and to ensure it will continue to achieve the objectives in its Work Programmes in years to come.

PART V: DECLARATION OF ASSURANCE

I, the undersigned, Director of the European Union Agency for the Cooperation of Energy Regulators (ACER),

In my capacity as authorising officer,

Declare that the information contained in this report gives a true and fair view.

State that I have reasonable assurance that the resources assigned to the activities described in this report have been used for their intended purpose and in accordance with the principles of sound financial management, and that the control procedures put in place give the necessary guarantees concerning the legality and regularity of the underlying transactions.

This reasonable assurance is based on my own judgement and on the information at my disposal, such as the results of the self-assessment, ex-post controls, the work of the Internal Audit Service and the lessons learnt from the reports of the Court of Auditors for years prior to the year of this declaration.

Confirm that I am not aware of anything not reported here which could harm the interests of the agency.

Ljubljana, 11 May 2026

Volker ZULEGER

Director ad interim; Head of Department – Coordination, Operations and Legal

ANNEXES

Annex I: Core business statistics

List of adopted Agency Acts

- [ACER Decision 01-2025 on the amendment to the harmonised cross-zonal capacity](#)
- [ACER Decision 02-2025 Risk Hedging Opportunities NL-NO2 bidding zones](#)
- [ACER Decision 03-2025 on amendments to products that can be taken into account in the single intraday coupling](#)
- [ACER Decision 04-2025 on Baltic NRAs extension request to agree on long-term cross-zonal capacity calculation methodology](#)
- [ACER Decision 05-2025 on the type and format of data and the methodology for TSOs' and DSOs' flexibility needs analysis](#)
- [ACER Decision 06/2025 on the request of the regulatory authorities of Lithuania and Sweden to extend the period for coordinated decisions on the proposed necessary arrangements on a cross-zonal hedging product for the Lithuanian-Swedish bidding zone border](#)
- [ACER Decision No 07-2025 on the European Resource Adequacy Assessment for 2024](#)
- [ACER Decision 08-2025 approving amendments to the harmonised allocation rules for long-term transmission rights](#)
- [ACER Decision 09-2025 on the first amendment to the Regional Coordination Centre Regional Procurement of Balancing Capacity Methodology](#)
- [ACER Decision 10-2025 on the amendment to the determination of capacity calculation regions](#)
- [ACER Decision 11-2025 on amendments to the intraday cross zonal gate opening and gate closure times](#)

- [ACER Opinion 01-2025 on the Polish national resource adequacy assessment](#)
- [ACER Opinion 02-2025 relating to the curtailment of financial transmission rights and interpretation of force majeure](#)
- [ACER Opinion 03-2025 on first amendment of the ENTSO-E monitoring plan](#)
- [ACER Opinion 04-2025 on ENTSO-E's TYNDP 2024 and Infrastructure Gaps report 2024](#)
- [ACER Opinion 05-2025 on ENTSOG's draft Hydrogen Infrastructure Gaps Identification report](#)
- [ACER Opinion 06-2025 on ENTSOG's Summer Supply Outlook 2025](#)
- [ACER Opinion 07-2025 on the electricity national development plans](#)
- [ACER Opinion 08-2025 on ENTSO-E's Transparency Platform manual](#)
- [ACER Opinion 09-2025 on the TSOs' proposal on the alternative bidding zone configurations](#)
- [ACER Opinion 10-2025 on the 2025 draft regional lists of proposed electricity and hydrogen projects of common interest and projects of mutual interest in trans-European energy infrastructure](#)
- [ACER Opinion 11-2025 on the Spanish National Resource Adequacy Assessment](#)
- [ACER Opinion 12-2025 French National Resource Adequacy Assessment](#)
- [ACER Opinion 13-2025 on ENTSOG draft TYNDP 2024](#)

- [ACER Recommendation 01/2025 - Demand Response Network Code](#)
- [ACER Recommendation 02-2025 on inter-temporal cost-allocation](#)

List of other policy and engagement outputs

- [ACER Paper on improving European Grids legal framework](#)
- [Position paper on output performance indicators to monitor the application of electricity transmission grid-enhancing technologies \(2026\)](#)
- [ACER Guidelines on information exchange mechanisms \(cyber\)](#)
- [Guidance on electricity distribution network planning](#)
- [ACER cybersecurity benchmarking guide](#)
- [ACER gas TSO cost efficiency comparison - Phase I](#)
- [AEC SUMICSID Report - Method and Process](#)

- [ACER Public consultation on the ACER gas TSO cost efficiency comparison draft methodology](#)
- [Targeted consultation on EU DSO Entity's draft statutory documents updated to include gas and hydrogen](#)
- [ACER Public consultation on inter-temporal cost allocation mechanisms for financing hydrogen infrastructure](#)
- Comments on ENTSO-G 2026 Annual Work Programme (not public)

List of ACER reporting outputs

Reports





- [Key developments in European electricity and gas markets - 2025 ACER Monitoring Report](#)
- [Progress of EU electricity wholesale market integration - Monitoring Report 2025](#)
- [ACER Monitoring Report Unlocking flexibility: No-regret actions to remove barriers to demand response](#)
- [ACER 2025 Monitoring Report: Transmission capacities for cross-zonal trade of electricity and congestion management in the EU](#)
- [ACER report on peak-shaving products 2025](#)
- [Capacity use and booking trends in European natural gas markets - 2025 Market Monitoring Report](#)
- [Key developments in European gas markets \(Winter 2024/25\) – 2025 Market Monitoring Report](#)
- [Key developments in European gas markets \(Q2\) – 2025 Market Monitoring Report](#)
- [Key developments in European gas wholesale markets \(Q3\) – 2025 Market Monitoring Report](#)
- [Rewarding flexibility: How retail contract choice can help unlock consumer flexibility - 2025 Retail Monitoring Report](#)
- [ACER 2025 European hydrogen markets - Monitoring Report](#)
- [Analysis of the European LNG market developments - 2025 Monitoring Report](#)
- [ACER 2025 Regional Coordination Centres' monitoring report for 2023](#)
- [ACER 2025 Regional Coordination Centres' \(RCC\) monitoring report for 2024](#)
- [2025-ACER-Report-Electricity-Network-Tariff-Practices](#)
- [ACER ITC report on 2023 implementation](#)
- [Report on the implementation of the inter-transmission system operators compensation mechanism in 2024](#)
- [ACER Report on cross-border cost allocation decisions](#)
- [ACER 2025 Security of EU electricity supply Monitoring Report](#)
- [2025 EU Gas Balancing Network Code Implementation Monitoring Report](#)
- [Reports on national tariff consultations](#)
 - [ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Romania](#)
 - [ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Sweden](#)
 - [ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Hungary](#)
 - [ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Germany](#)
 - [ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Lithuania](#)
 - [ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Czech Republic](#)
 - [ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Croatia](#)
 - [ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Finland](#)
 - [ACER Report on the analysis of the consultation document on the gas transmission tariff structure for Poland](#)
- [Implementation monitoring exercise](#) to evaluate how consistently RCCs apply the EU methodology for short-term and seasonal adequacy assessments
- ACER first Cybersecurity Network Code implementation report for the Electricity Coordination Group and the Network and Information Systems Cooperation Group (not public).












Digital Monitoring Resources

- [Dashboard: Market fundamentals - EU electricity market integration 2025](#) (dashboard)
- [Dashboard: Valuation of Long-Term Transmission Rights - EU electricity market integration 2025](#)
- [Dashboard: Balancing - EU electricity market integration 2025](#)
- [Dashboard: Transmission capacities for cross-zonal electricity trade and grid congestion management - 2025](#)
- [Dashboard: Terms and Conditions or Methodologies implementation map - EU electricity market integration 2025](#)
- [Dashboard: ACER Monitoring of the Implementation of the Tasks of the Regional Coordination Centres](#)
- [Dashboard: ACER implementation monitoring of electricity network codes](#)
- [Dashboard: EU Gas Balancing Network Code Implementation Monitoring](#)
- [Dashboard: Retail Electricity and Gas Markets Prices](#)
- [Data Dashboard: ACER projects overviews PCIs & PMIs monitoring 2025](#)
- [ACER's electricity virtual hub price simulator](#)
- [Electricity Retail Country Sheets](#)

KPI reporting

LEGEND

			
Not achieved	Partially achieved	Achieved	Not applicable

SAA	KPI	Target 2025	Result 2025	Visual	
Policy development and regulatory cooperation	1	Key achievements (e.g. key projects) as well as continued measurement of % planned vs. delivered projects	90%	100	
	2	Accuracy, Consistency, Completeness, Integrity and Timeliness (ACCIT) of information (measured by the yoy % change of composite indicator of data quality metrics)	95%	98.32	
	3	% of service availability, measured as an average availability of individual REMIT IT services	99%	99.60	
Issuing agency acts	4	% of outputs delivered on time	90%	96%	
Monitoring, modelling and transparency	5	% of outputs delivered on time	90%	100%	
Regulatory oversight	6	% of high priority alerts manually screened and transferred to NRAs	100%	79.19	
	7	Number of initial assessments sent to relevant authorities	>16	29	
	8	% of REMIT breach cases pro-actively followed by ACER	>25%	32.20%	
	9	% of market abuse enforcement Decisions by NRAs quoting the ACER Guidance	≥75%	89%	
	10	% of notifications triaged	≥90%	100%	
	11	ACER Reports on NRA and PPAET performance under Article 15 of REMIT	1	2	

	12	Number of alert enhancements implemented	>30	26 ²¹	
	13	Number of alerts developed and implemented	>4	2 ²²	
	14	Number of Notification Platform and CMT issues/bugs/improvements documented for solving	>15	35	
Strategy, governance and stakeholder management	15	% of growth of followers on LinkedIn	10%	24%	
	16	% of growth of followers on X (former Twitter)	5%	N.A. ²³	
Business capabilities	18	Non-qualified opinion received from ECA	yes	yes	
	19	% of ECA's recommendations implemented	75%	66.67% ²⁴	
Human capital	17	Number of participating staff satisfied or highly satisfied with the employment conditions at the Agency	75%	N.A. ²⁵	
Financial resources	20	% of commitment appropriations year N	≥95%	99.87%	
	21	% of payment appropriations carried forward from year N-1	≥95%	98.13%	
	22	Collection rate of fees	≥95%	99.75%	

²¹ Cause: delay in signature of ELA and delay in REMIT Fee decision.

²² ibid

²³ ACER dismissed X on 21 July 2025 and replaced it with Bluesky. Monitoring of Bluesky's followers have started, but ACER will report them from 2026 onwards for completeness.

²⁴ Out of the six observations open in 2024, there are two that will most probably remain open in ECA's report on 2025

²⁵ Survey not conducted in 2025.

Annex II: Financial management statistics

Budget implementation by fund source

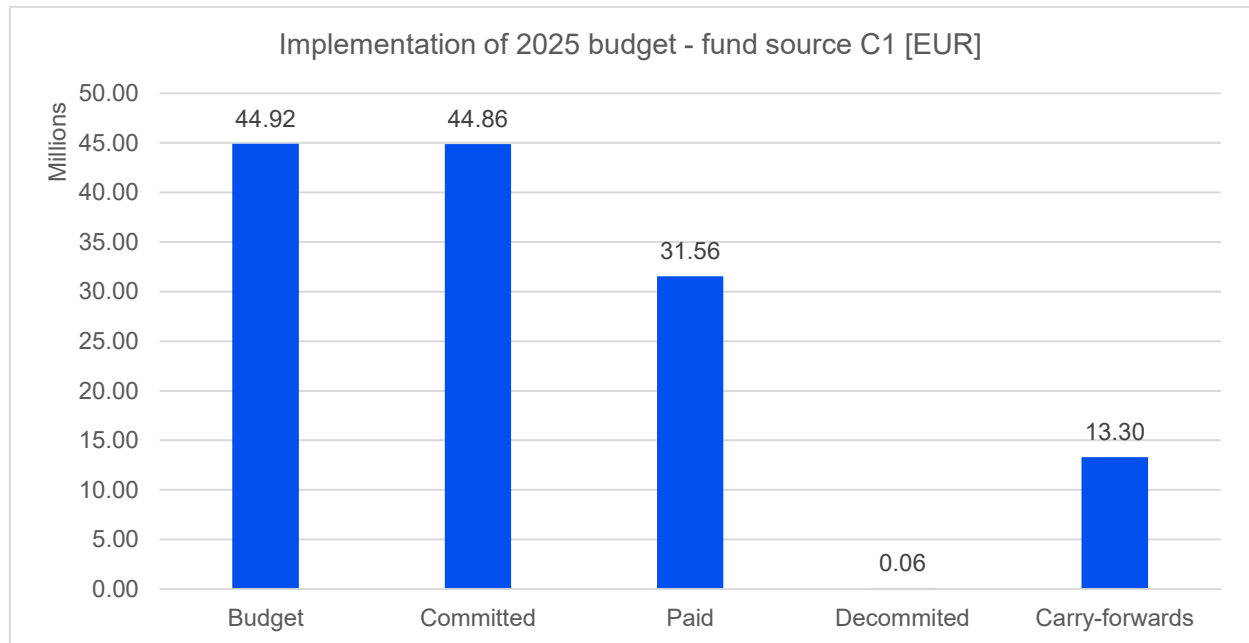


Figure 6: C1 budget implementation

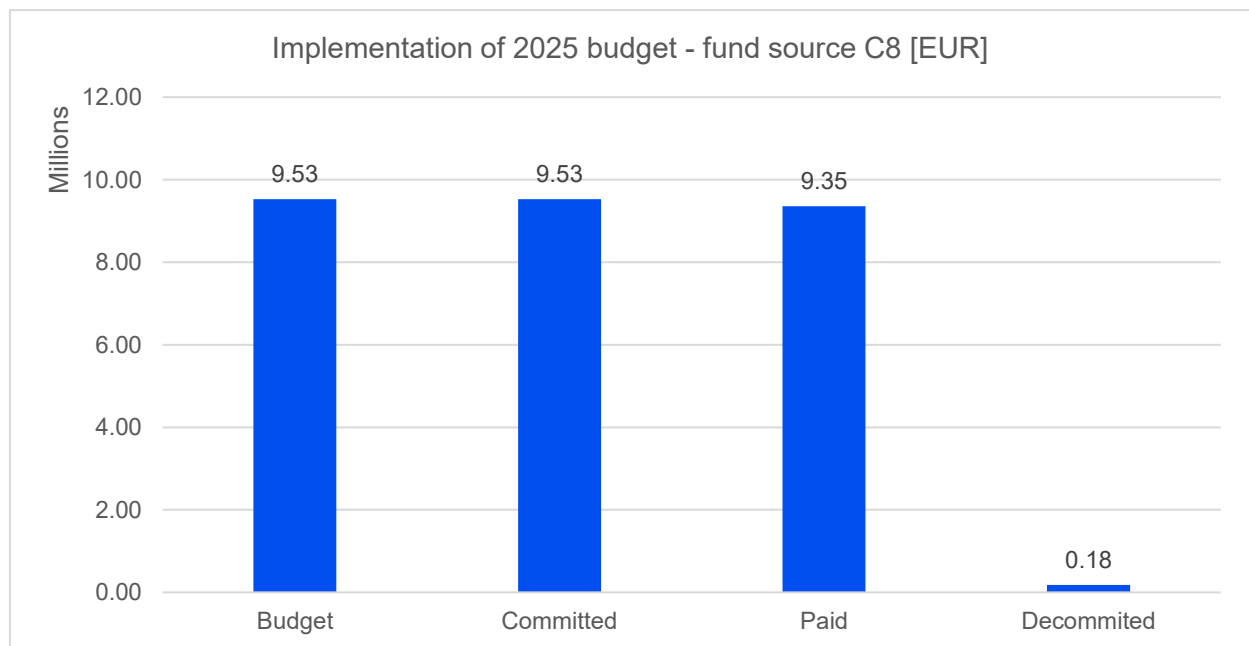


Figure 7: C8 budget implementation

Budget outturn and cancellation of appropriations

During 2025 the Agency received EU, EFTA contribution, and fees amounting to EUR 42,894,081 from which payments amounting to EUR 31,564,241 were made during 2025. At the end of 2025 the Agency carried forward payment appropriations amounting to EUR 13,303,213 to honour the open commitments. Unused appropriations carried forward from 2024 and amounting to EUR 177,955 were cancelled at the end of 2025. Exchange rate losses of EUR 8 were applied and resulted in a budget outturn of EUR -1,795,427.

Budget outturn	2023	2024	2025
Reserve from the previous years' surplus (+)			
Revenue actually received (+)	29 587 586	34,679,977	42,894,081
Payments made (-)	-20 916 513	-25,016,532	-31,564,241
Carryover of appropriations (-)	- 8 502 910	-9,531,980	-13,303,213
Cancellation of appropriations carried over (+)	180 403	315,244	177,955
Adjustment for carryover of assigned revenue appropriation from previous year (+)			
Exchange rate differences (+/-)	-4	-13	-8
Adjustment for negative balance from previous year (-)			
TOTAL	348 562	446,696	-1,795,427

In 2025, the Agency received fees in an amount of EUR 18,825,797, made payments of EUR 12,436,691 and carried over into 2026 an amount of EUR 8,434,923 to cover the obligations towards its suppliers left open at year end. Unused appropriations carried forward from 2024 and amounting to EUR 6,221 were cancelled at the end of 2025. The appropriation from fees were not totally committed, and the budget outturn from fees and charges amounts to EUR -2,039,596. By the time of this report, ACER has collected all the expected revenue from the REMIT fee recovery orders.

Budget outturn	2023	2024	2025
Reserve from the previous years' surplus (+)			
Revenue actually received (+)	10 168 868	11,677,700	18,825,797
Payments made (-)	-6 239 020	-9,511,660	-12,436,691
Carryover of appropriations (-)	-3 929 848	-2,163,159	-8,434,923
Cancellation of appropriations carried over (+)		110,308	6,221
Adjustment for carryover of assigned revenue appropriation from previous year (+)			
Exchange rate differences (+/-)			
Adjustment for negative balance from previous year (-)			
TOTAL	0	113,189	-2,039,596

Cancellation of appropriations

At the end of 2025, the following appropriations have been cancelled: Fund source C1, EUR 57,201; Fund source C8, EUR 177,955.

The cancelled appropriations on fund source C8 were mainly related to less than expected deliverables from contracted services (consultancy), less than estimated claims towards training costs, software implementation and maintenance, and less than expected payments for supplementary clerical and interim services.

In 2025, appropriations from fees in amount of EUR 1,533 were cancelled.

Budget appropriations and transfers

In the course of 2025, there were six lots of budget transfers approved, transferring appropriations amounting to EUR 4.5 million between several budget lines as shown in the table below. All transfers were within the 10% limit therefore none of them required the approval of the Administrative Board.

Budget Line	Description	Initial appropriations	Amendment	Transfers	Final appropriation
1100	Temporary agents	15,525,931.00		-883,068.54	14,642,862.46
1110	Contract agents	3,462,004.00		-128,828.25	3,333,175.75
1111	Seconded National Experts	609,938.00		-270,108.46	339,829.54
1120	Training and information for staff	513,000.00		-158,417.62	354,582.38
1133	Employer pension contribution	762,510.00		1,059,000.00	1,821,510.00
1142	Schooling fees	600,000.00		22,912.81	622,912.81
1160	Expenditure related to recruitment	38,000.00		-9,500.00	28,500.00
1170	Supplementary clerical and interim services	790,878.00		-334,372.88	456,505.12
1171	Administrative assistance	486,000.00		278,000.00	764,000.00
1172	Trainees	535,529.00		-10,563.01	524,965.99
1200	Administrative missions	167,200.00		600.00	167,800.00
1300	Medical services and equipment	89,800.00		8,895.00	98,695.00
1401	Social welfare of staff	42,000.00		-4,152.17	37,847.83
	Total Title 1	23,646,790.00	-	-429,603.12	23,217,186.88
2000	Rent	764,682.00		25,443.08	790,125.08
2010	Building operating costs	525,800.00		-115,800.00	410,000.00
2020	Insurance	23,500.00		0.00	23,500.00
2030	Security and surveillance of buildings	176,480.00		-59,480.00	117,000.00
2040	Other expenditure on buildings	273,500.00		-173,290.45	100,209.55
2104	Corporate IT and Telecommunications	2,202,200.00		1,266,426.06	3,468,626.06
2210	Purchase of furniture	38,000.00		-16,879.04	21,120.96
2220	Commuting to work	92,000.00		-20,000.00	72,000.00
2230	Library acquisitions	455,060.00		50,157.37	505,217.37
2300	Stationery and office supplies	40,800.00		-23,525.77	17,274.23
2310	Bank charges	100.00		0.00	100.00
2320	Legal expenses	387,000.00		-197,677.27	189,322.73
2325	External audit expenses	25,000.00		0.00	25,000.00
2326	Information security	1,355,800.00		258,000.00	1,613,800.00
2328	Data protection	60,000.00		-34,000.00	26,000.00
2330	Administrative Board	100,700.00		-40,000.00	60,700.00
2331	Board of Regulators	79,250.00		-54,829.41	24,420.59
2332	Board of Appeal	1,042,760.00		-73,441.45	969,318.55
2333	Networking and other meetings	17,500.00		2,000.00	19,500.00
2400	Postal charges	3,600.00		0.00	3,600.00
	Total Title 2	7,663,732.00	-	793,103.12	8,456,835.12
3000	Agency representation expenses	12,000.00		-2,948.68	9,051.32
3100	Operational missions	296,400.00		-6,000.00	290,400.00
3200	Communication	237,500.00		-74,750.00	162,750.00
3300	Translation at CDT	135,000.00		-122,500.00	12,500.00
3504	Specific data and information services	2,420,000.00	-147,527.25	43,381.66	2,315,854.41
3510	REMIT IT Services	4,180,000.00	-55,000.00	-128,481.99	3,996,518.01
3511	REMIT IT Operations	3,500,000.00		696,287.96	4,196,287.96
3512	Surveillance tools and services	1,225,000.00		1,268.69	1,226,268.69
3601	Studies and expert consultations	855,000.00		-674,875.00	180,125.00
3605	Data analytics	950,000.00		-94,882.64	855,117.36
	Total Title 3	13,810,900.00	-202,527.25	-363,500.00	13,244,872.75
	Total	45,121,422.00	-202,527.25	0.00	44,918,894.75

Annex III: Organisational chart

The organisation chart below reflects the situation as of December 2025:

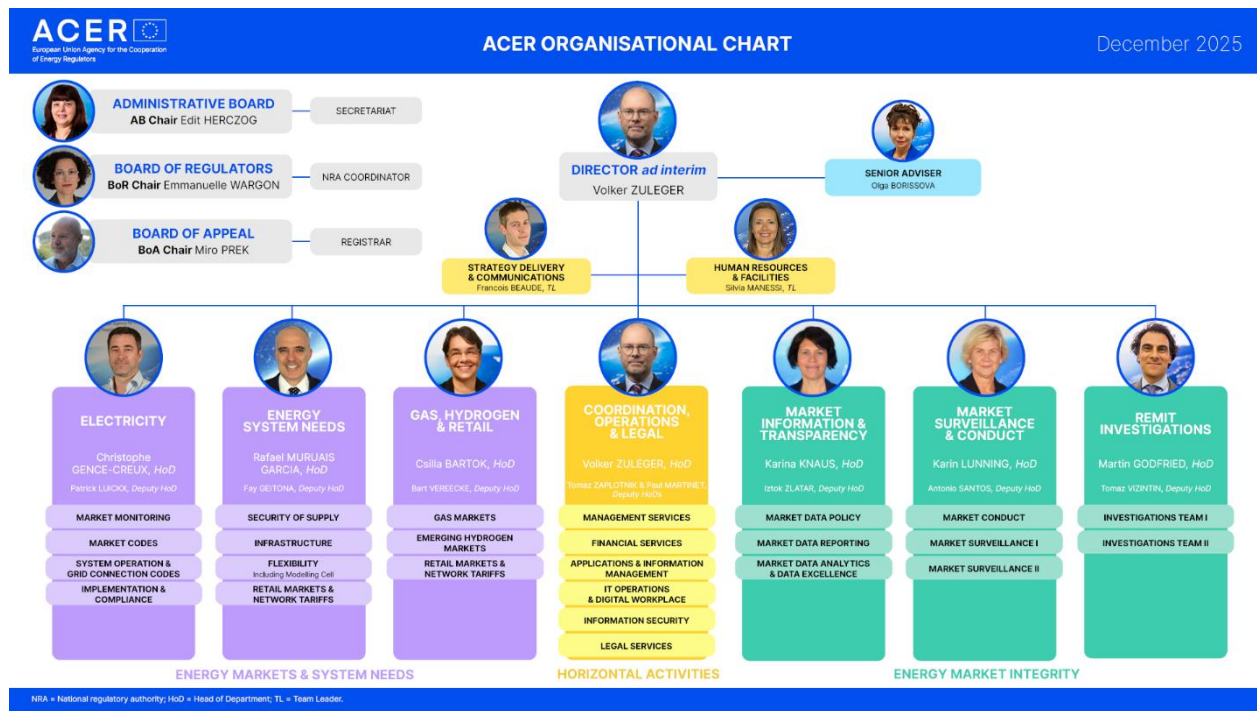


Figure 8: ACER's organisation chart

Number of staff in active service in the different departments as of December 2025

Contract type/ Department	COL	DO	ELE	ESN	GHR	MIT	MSC	RI	Total
AD	15	9	17	15	11	13	19	4	103
AST	9	6	1		1	1			18
AST-SC	1	1	1				1	1	5
CA	15	4	8	8	5	7	4		51
SNE	1		2		1	2			6
Statutory Staff, SNEs	41	20	29	23	18	23	24	5	183
Interim	1	3			1	2			7
Trainee	2	5	3	4	4	6	4	1	29
GRAND TOTAL	44	28	32	27	23	31	28	6	219

Annex IV: Establishment plan and additional information on human resources management

Establishment plan

Human Resources	Year 2025		
	Authorised Budget	Actually filled as of 31/12/2025	Occupancy Rate %
Administrators (AD)	105	103	98,1%
Assistants (AST)	19	18	94,74%
Assistants/Secretaries (AST/SC)	6	5	83,3%
ESTABLISHMENT PLAN POSTS	130	126	97,69%
Contract Agents (CA)	45	51	113,3%
Seconded National Experts (SNE)	10	6	60%
TOTAL EXTERNAL STAFF	55	57	103,63%
TOTAL STAFF	185	183	99,46%

Indicative table - Information on the entry level recruitment grade/function group for each type of post

Key functions (examples – terminology should be adjusted to each agency's job titles)	Type of contract (official, TA or CA)	Function group, grade of recruitment*	Indication whether the function is dedicated to administrative support or operations [subject to definitions used in screening methodology]
Director	TA	AD14	Operational
Head of Department	TA	AD11 – AD13	Administrative/ Operational
Team Leader	TA	AD7-AD11	Administrative/ Operational/Neutral
Administrator	TA	AD5-AD8	Administrative/ Operational/ Neutral
Assistant	TA	AST1-4	Administrative/ Operational/ Neutral
Administrative Assistant	TA	AST/SC 1	Administrative/ Operational/ Neutral
Administrator	CA	FG IV	Administrative/ Operational/Neutral
Assistant	CA	FG III	Administrative/ Operational/Neutral

Results of the 2025 job-screening exercise²⁶

Job type (sub) category	2024 (%)	2025 (%)
Administrative support and coordination	13.72%	13.11%
Administrative support	12.18%	10.83%
Coordination	1.54%	2.28%
Operational	81.06%	82.01%
Top level operational coordination	8.21%	6.57%
Programme management & implementation		
Evaluation & impact assessment		
General operation	72.85%	75.44%
Neutral	5.22%	4.89%
Finance/control	5.22%	4.89%
Linguistic		
TOTAL	100%	100%

²⁶ Table as per Methodology for Agencies job screening (2014)

Annex V: Human and financial resources by activity

2025 Full Time Equivalents and budget - Breakdown per Activity

	ACTIVITIES	FTEs	2025 SPD	2025 final budget
1	Regulatory cooperation and policy development	18.8	5,561,197	5,517,459
2	Issuing agency acts	33.2	6,622,903	6,621,952
3	Monitoring, modelling and transparency	37.5	7,823,922	7,815,047
4	Regulatory oversight	32.3	9,939,775	9,854,517
5	Horizontal SAAs	63.2	15,173,626	15,109,921
	TOTAL	185	45,121,422	44,918,896

Annex VI: Contribution, grant and service level agreements & financial framework partnership agreements

The Agency does not have relevant data to report under this specific heading.

However, the following section outlines follow-up information linked to Annex XIII (2025 indicative Procurement Plan for operational tasks) of the [ACER Programming Document 2025-2027](#).

The number of contracts resulting from procurement procedures, broken down by the type of procurement procedures, with the value of contracts concluded in 2025 are presented below.

1) Operational

Type of procurement procedure	Number of contracts resulting from procurement procedures	% of the type of procedure per the total number of procedures	Value of contracts in EUR	Total amount committed in EUR
Negotiated – value below €1,000	5	3.91%	2,406.00	2,406.00
Negotiated – very low value	12	9.38%	40,992.22	40,992.22
Negotiated – low value – direct contract	1	0.78%	60,000.00	60,000.00
Negotiated – low value – FWC	0	0.00%	0.00	0.00
Negotiated – middle value – direct contract	1	0.78%	90,125.00	90,125.00
Negotiated – middle value – FWC	0	0.00%	0.00	0.00
Negotiated – point 11.1 of Annex I FR	3	2.34%	1,003,950.00	91,950.00
Open – FWC (concluded in 2025)	2	1.56%	2,560,000.00	0.00
Specific contracts, following FWC	30	23.44%	9,183,011.28	9,183,011.28
Order forms, following FWC	74	57.81%	4,596,124.30	4,596,124.30
TOTAL	128	100.00%	17,536,608.80	14,064,608.80

2) Administrative

Type of procurement procedure	Number of contracts resulting from procurement procedures	% of the type of procedure per the total number of procedures	Value of contracts in EUR	Total amount committed in EUR
Negotiated – value below €1,000	6	3.00%	4,126.43	4,126.43
Negotiated – very low value	65	32.50%	320,674.74	320,674.74
Negotiated – low value – direct contract	1	0.50%	19,800.00	19,800.00
Negotiated – low value – FWC	0	0.00%	0.00	0.00
Negotiated – middle value – direct contract	1	0.50%	120,000.00	120,000.00
Negotiated – middle value – FWC	0	0.00%	0.00	0.00
Negotiated – point 11.1 of Annex I FR	3	1.50%	17,712,233.68	180,000.00
Open – FWC (concluded in 2025)	3	1.50%	151,000.00	0.00
Specific contracts, following FWC	28	14.00%	3,325,442.25	3,325,442.25
Order forms, following FWC	93	46.50%	1,785,656.56	1,785,656.56
TOTAL	200	100.00%	23,438,933.66	5,755,699.98

3) Total (operational and administrative)

Type of procurement procedure	Number of contracts resulting from procurement procedures	% of the type of procedure per the total number of procedures	Value of contracts in EUR	Total amount committed in EUR
Negotiated – value below €1,000	11	3.35%	6,532.43	6,532.43
Negotiated – very low value	77	23.48%	361,666.96	361,666.96
Negotiated – low value – direct contract	2	0.61%	79,800.00	79,800.00
Negotiated – low value – FWC	0	0.00%	0.00	0.00
Negotiated – middle value – direct contract	2	0.61%	210,125.00	210,125.00
Negotiated – middle value – FWC	0	0.00%	0.00	0.00
Negotiated – point 11.1 of Annex I FR	6	1.83%	18,716,183.68	271,950.00
Open – FWC (concluded in 2025)	5	1.52%	2,711,000.00	0.00
Specific contracts, following FWC	58	17.68%	12,508,453.53	12,508,453.53
Order forms, following FWC	167	50.91%	6,381,780.85	6,381,780.85
TOTAL	328	100.00%	40,975,542.45	19,820,308.77

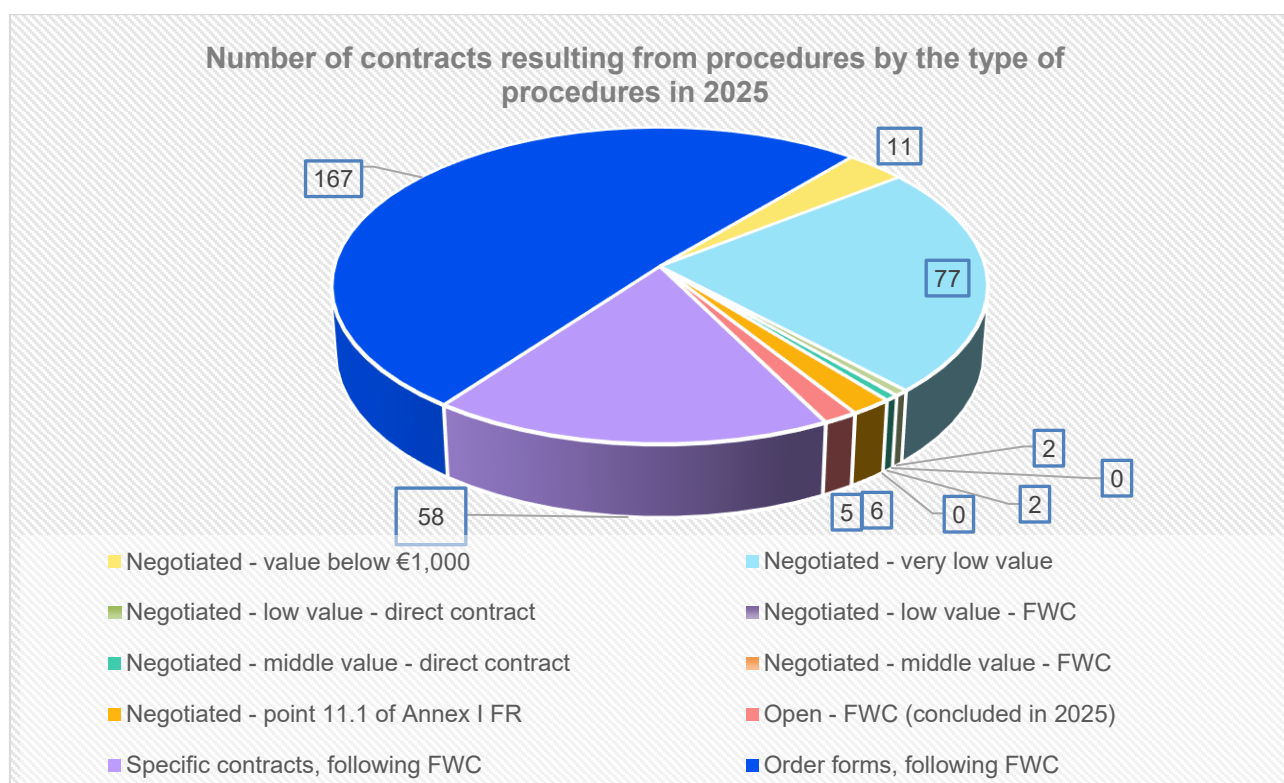


Figure 9: Number of contracts resulting from procedures

Negotiated procedures

In 2025 ACER did not carry out any negotiated procedure under Point 11.1 (a) to (f) Annex I of FR, as laid down in Article 74(10) FR.

In 2025 ACER carried out one (1) negotiated procedure under Point 11.1 (g) of Annex I of FR, as laid down in Article 74(10) FR.

The table below contains data related to the procurement procedure under Point 11.1(g) of Annex I FR:

Negotiated procedure under Point 11.1(g) of Annex I FR		
Contractor's name	Subject of the contract	Contract amount
Vilharia offices II d.o.o., address Dunajska cesta 155, 1000 Ljubljana, Slovenia	Renting business premises for the Agency for 10 years	17,532,233.68

Annex VII: Environment management

The Agency organises its greening actions into six thematic domains, inspired by the European Commission's [Feasibility and Scoping Study for the Commission to Become Climate Neutral by 2030](#):

1. Design sustainable buildings and working space.
2. Optimise energy consumption and systems for buildings.
3. Reconsider air travel and promote sustainable travel modes.
4. Reduce commuting emissions for transport and mobility.
5. Reduce Greenhouse Gas (GHG) emissions from purchase and consumption.
6. Manage and communicate for other sources of emissions.

Thematic domain 1: Sustainable buildings and working space

- Design sustainable buildings: In 2024, the Agency initiated the drafting of new tender specifications for future office space. These specifications are prioritising green and sustainable building features, aligning with the European Commission's guidance and the Agency's overall greening efforts.
- Design sustainable working space: In 2024, the Agency successfully implemented a space reorganization initiative to maximise its office space utilisation by increasing its office capacity from 182 to 240. This reconfiguration allows the Agency to accommodate additional staff without requiring additional leased space. This approach effectively reduces both costs and environmental impact associated with expanding the Agency's physical footprint.

Thematic domain 2: Energy consumption and systems

In this respect, the following actions were carried out:

- The Agency continuously procures 100 % share of green energy. As such, in the beginning of each year since 2021 the electricity provider provides a certificate of origin demonstrating the purchase of green energy.
- The Agency has been enhancing its communication efforts to promote energy conservation by sending MS Teams notifications reminding staff to lower heating and cooling temperatures after work hours and on weekends.
- The Agency is aligning its internal processes to good practices, such as EMAS standards, with a view to reduce the environmental impact of its operations. In this respect, the Agency is undertaking significant steps in managing its environmental impact: Continuously improving waste management and sorting, upgrade and maintenance of water faucets on sensors.
- The Agency is further developing IT tools and reducing the use of paper across the Agency.
- The adoption of e-recruitment additionally reduced the use of paper for recruitment procedures.
- The sole use of e-submission further reduced the use of paper in procurement procedures.
- Complying with all environmentally relevant legislation and regulations of Slovenia, our host country.
- The Agency has started to migrate some services to the cloud, thus reducing required on-premises power and cooling capacity.

Thematic domain 3: Sustainable travel

The Agency has been continuously improving its capabilities and facilities for telepresence and video conferencing.

Efforts have been made towards developing a culture of on-line trainings, which reduced the commuting emissions for transport for trainers and staff.

Thematic domain 4: Sustainable commuting

In 2025, the Agency continued to support staff in respect of commuting to work by incentivizing the use of public transport over private transport. This support was reiterated in a notice issued in 2023, which follows the adopted Director Decision in 2022 on the support granted to staff in respect of commuting to work.

The Agency also launched Mobility week challenges in both 2024 and 2025, which promotes and encourages sustainable urban mobility with a main aim to shift behaviours away from private car use towards more environmentally friendly modes of transport (bike, walking, etc.).

Thematic domain 5: Sustainable procurement and consumption

The following measures have been taken:

The Agency has committed to prioritizing electronic documentation whenever possible for its publications. As a result, the previously planned tendering procedure for printing has been cancelled in favour of incorporating environmental considerations. The Agency has committed to introducing secure, centralized and energy-saving printing services on the shared printers and managed reducing printing by removing approximately 80% of local printers from individual offices by the end of 2024. The Agency has also continued with its modernisation of IT equipment by replacing external displays and laptops with Blue Angel or Energy Star certified equipment reducing the average energy consumption and associated toner waste. Reusable business cards with QR code were introduced in 2022, and in 2023 and 2024 the printing of those was reduced just to those staff members that have showcased high attendance in high-level in-person meetings.

Thematic domain 6: Environmental governance and awareness

Due to its proactive approach to environmental challenges, the Agency is also committed to participating in the Greening Network initiative of the European agencies where environmental issues are discussed and experiences shared, including how to increase environmental awareness and responsibility, as well as present issues related to the implementation of EMAS.

The Agency participated in the Annual Greening Network event in October 2025. Following its participation in the Twinning program 2023 initiated by the Greening network in the form of regular monthly knowledge sharing sessions regarding obtaining EMAS the Agency has made significant steps in 2025 towards this direction regardless of the several variables or limitations that have an influence on why the Agency has not fully committed to EMAS standards in the previous years: For example, the Agency does not have a direct contractual relationship with the providers for electricity, heating, water and waste management, but it is continuously looking into the possibility to take further steps to better meet EMAS standards together with the Landlord.

The Agency launched its first Slovenian Breakfast session, which is a multi-faceted program that aims to improve health, support local agriculture, and promote environmental sustainability. Its core objectives are to raise awareness and increase consumption of locally produced Slovenian food (the Agency's host country) and to foster awareness of environmental protection and sustainable food practices.

Further limitations are imposed by the fact that the Agency's premises, the TR3 building, is under the protection of Cultural Heritage of Slovenia. Regardless of the contractual dependencies implied by the current building contract, the premises provide added benefits to the Agency in its pursuit of reducing its environmental impact by:

- being built with high quality, sustainable building materials;
- providing a high amount of natural sunlight due to the building's unique triangular prism shape and large windows, thus reducing the energy consumption for lighting;

- being located in the city centre where modified traffic flows give priority to pedestrians, cyclists and public transport, as well as being near the most important traffic junctions and connections making it easily reachable with eco-friendly alternatives by its staff members and guests; and
- having a space for private bicycle-parking which was further extended upon the Agency's initiative following increased interest, thus further promoting eco-friendly commuting to work.

In August 2024, a pivotal milestone was reached with the completion of our first Carbon Footprint Report for the operational year 2023. This comprehensive analysis of our Agency's premises provides a critical baseline for understanding our environmental impact and identifying key areas for improvement and underscores the Agency's proactive approach to environmental management.

Recognizing the importance of expert guidance in navigating the EMAS certification process, the Agency undertook extensive market research to identify qualified local consultancy services. This process ensured that we could secure a consultancy partner capable of providing tailored support, even within our limited budgetary framework. The selection of a local consultant reinforces our commitment to supporting regional expertise and fostering sustainable partnerships.

The culmination of these efforts will be the formal application for EMAS certification, targeted for Q4 2026 or Q1 2027. This timeline reflects a realistic and achievable pathway, allowing sufficient time for the implementation of necessary adjustments and the rigorous auditing process. Achieving EMAS certification will not only enhance our environmental credibility but also demonstrate our commitment to continuous improvement and transparency in our environmental performance. This certification will serve as a benchmark for excellence, reinforcing our role as a responsible and forward-thinking organization.

Annex VIII: Provisional Annual accounts

BALANCE SHEET

		<i>EUR '000</i>	
	Note	31.12. 2025	31.12. 2024
NON-CURRENT ASSETS			
<i>Intangible fixed assets</i>	2.1	2 707	2 086
<i>Property, plant and equipment</i>	2.2	941	1 344
TOTAL NON-CURRENT ASSETS		3 647	3 430
CURRENT ASSETS			
<i>Exchange receivables and non-exchange recoverable</i>	2.3	15 763	11 873
<i>Cash and cash equivalents</i>	2.4	-	-
TOTAL CURRENT ASSETS		15 763	11 873
TOTAL ASSETS		19 410	15 303
CURRENT LIABILITIES			
<i>Current Payables</i>	2.5	(9)	(832)
<i>Current Provisions</i>	2.6	(729)	(181)
<i>Accrued expenses and deferred income</i>	2.7	(5 374)	(3 141)
TOTAL CURRENT LIABILITIES		(6 112)	(4 154)
TOTAL LIABILITIES		(6 112)	(4 154)
NET ASSETS			
<i>Accumulated surplus/(deficit)</i>		(11 149)	(8 331)
<i>Economic result of the year</i>		(2 149)	(2 818)
NET ASSETS		(13 298)	(11 149)

STATEMENT OF FINANCIAL PERFORMANCE

EUR '000			
	Note	2025	2024
REVENUE			
Revenue from non-exchange revenue	3.1	24 157	22 780
Financial income		1	-
Revenue from exchange revenue	3.2	21 087	11 678
TOTAL REVENUE		45 245	34 457
EXPENSES			
Operational expenses	3.3	(9 996)	(7 291)
Staff expenses	3.4	(20 516)	(16 345)
Other expenses	3.5	(10 708)	(6 378)
Amortisation and depreciation	3.6	(1 875)	(1 626)
Financial expenses	3.7	-	-
TOTAL EXPENSES		(43 096)	(31 640)
ECONOMIC RESULT OF THE YEAR		2 149	2 818

EUR '000

CASHFLOW STATEMENT²⁷

EUR '000			
	2025	2024	
Economic result of the year	2 149	2 818	
Cash Flows from Operating Activities			
Depreciation and amortisation	1 880	1 626	
Increase/(decrease) in Provisions	548	(214)	
(Increase)/decrease in exchange receivables and non-exchange recoverables	(3 890)	(1 730)	
Increase/(decrease) in payables	(823)	484	
Increase/(decrease) in accrued charges & deferred income	2 233	(1 542)	
Net Cash Flow from Operating Activities	(52)	(1 377)	
Cash Flows from Investing Activities			
(Increase)/decrease in intangible assets and property, plant and equipment	(2 098)	(1 441)	
Net Cash Flow from Investing Activities	(2 098)	(1 441)	
Financing Activities			
Financial operations revenues/expenses	-	-	
Net Cash Flow from Financing Activities	-	-	
Net increase/(decrease) in cash and cash equivalents	-	-	
Cash and cash equivalents at the beginning of the period	-	-	
Cash and cash equivalents at the end of the period	-	-	

²⁷ The treasury of the Agency was integrated into the Commission's treasury system. Because of this, the Agency does not have any bank accounts of its own except for an imprest account. All payments and receipts are processed via the Commission's treasury system and registered on intercompany accounts which are presented under the heading short-term receivables from non-exchange transactions.

STATEMENT OF CHANGES IN NET ASSETS

EUR '000

	Accumulated Surplus / Deficit	Economic result of the year	Net Assets / Liabilities
Balance as at 31.12.2023	9 305	(974)	8 331
<i>Allocation of the 2023 economic result</i>	<i>(974)</i>	<i>974</i>	<i>-</i>
<i>Economic result of the year</i>	<i>-</i>	<i>2 818</i>	<i>2 818</i>
Balance as at 31.12.2024	8 331	2 818	11 149
<i>Allocation of the 2024 economic result</i>	<i>2 818</i>	<i>(2 818)</i>	<i>-</i>
<i>Economic result of the year</i>	<i>-</i>	<i>2 149</i>	<i>2 149</i>
Balance as at 31.12.2025	11 149	2 149	13 298

NOTES TO THE FINANCIAL STATEMENTS

1. SIGNIFICANT ACCOUNTING POLICIES

1.1. Accounting principles

The objective of financial statements is to provide information about the financial position, performance and cashflows of the ACER that is useful to a wide range of stakeholders.

The overall considerations (or accounting principles) to be followed when preparing the financial statements are laid down in EU Accounting Rule 1 'Financial Statements' and are the same as those described in IPSAS 1: fair presentation, accrual basis, going concern, consistency of presentation, materiality, aggregation, offsetting and comparative information. The qualitative characteristics of financial reporting are relevance, faithful representation (reliability), understandability, timeliness, comparability and verifiability.

1.2. Basis of preparation

1.2.1. Reporting period

Financial statements are presented annually. The accounting year begins on 1 January and ends on 31 December 2025.

1.2.2. Currency and basis for conversion

The annual accounts are presented in thousands of euros, the euro being the EU's functional currency. Foreign currency transactions are translated into euros using the exchange rates prevailing at the dates of the transactions. Foreign exchange gains and losses resulting from the settlement of foreign currency transactions and from the re-translation at year-end exchange rates of monetary assets and liabilities denominated in foreign currencies are recognised in the statement of financial performance. Different conversion methods apply to property, plant and equipment and intangible assets, which retain their value in euros at the date when they were purchased.

Year-end balances of monetary assets and liabilities denominated in foreign currencies are translated into euros on the basis of the European Central Bank (ECB) exchange rates applying on 31 December.

Euro exchange rates

Currency	31.12.2025	31.12.2024	Currency	31.12.2025	31.12.2024
BGN	1.9558	1.9558	SEK	10.8215	11.459
CZK	24.237	25.185	CHF	0.9314	0.9412
DKK	7.4689	7.4578	GBP	0.8726	0.82918
HUF	385.15	411.35	JPY	184.09	163.06
PLN	4.221	4.275	USD	1.175	1.0389
RON	5.0968	4.9743			

1.2.3. Use of estimates

In accordance with IPSAS and generally accepted accounting principles, the financial statements necessarily include amounts based on estimates and assumptions by management based on the most reliable information available. Significant estimates include, but are not limited to: amounts for employee benefit liabilities, financial

risk of accounts receivable and the amounts disclosed in the notes concerning financial instruments, impairment allowance for financial assets at amortised cost and for financial guarantee contract liabilities, accrued revenue and charges, provisions, degree of impairment of intangible assets and property, plant and equipment, net realisable value of inventories, contingent assets and liabilities. Actual results could differ from those estimates.

Reasonable estimates are an essential part of the preparation of financial statements and do not undermine their reliability. An estimate may need revision if changes occur in the circumstances on which the estimate was based or as a result of new information or more experience. By its nature, the revision of an estimate does not relate to prior periods and is not the correction of an error. The effect of a change in accounting estimate shall be recognised in the surplus or deficit in the periods in which it becomes known.

1.2.4. Application of new and amended European Union Accounting Rules (EAR)

New EAR which are effective for annual periods beginning on or after 1 January 2025

On 12 December 2025 the Accounting Officer of the European Commission adopted a targeted amendment of EAR 1 'Financial Statements'. The amendment, which is effective for reporting periods beginning on or after 1 January 2025, introduced changes to the guidance on the Segment Report. As the ACER is not obliged to, and does not prepare, a Segment Report, the amendment has no impact on these annual accounts.

New EAR adopted but not yet effective at 31 December 2025

EAR 8 (revised 2025)

On 15 April 2025 the Accounting Officer of the European Commission adopted the revised EAR 8 'Leases', which is effective for accounting periods beginning on or after 1 January 2027. The revised EAR 8 has been updated in line with IPSAS 43 'Leases' (including the amendment 'Concessionary Leases and Other Arrangements Conveying Rights over Assets'). The main change as compared to the current EAR 8 is the introduction of a right-of-use recognition and measurement model, which requires lessees to recognise all leases, including concessionary leases, on the balance sheet, unless the short-term or low-value exemption applies. The current distinction of leases as either operating leases or finance leases, with only the latter recognised on the balance sheet, will no longer be applicable. For lessors, the revised EAR 8 largely carries forward the existing accounting requirements, with additional guidance and clarifications. Consequently, the initial application of the revised EAR 8 is expected to result in more leases being recognised on the balance sheet, with a corresponding increase in right-of-use assets and lease liabilities. The impact of the revised EAR 8, including on concessionary leases and other relevant arrangements, will continue to be assessed over the 2026 calendar year prior to the 1 January 2027 effective date.

EAR 1 (revised 2025)

On 15 April 2025 the Accounting Officer of the European Commission adopted the amended EAR 1 'Financial Statements', which is effective for accounting periods beginning on or after 1 January 2027. The objective of the amendment is to ensure a consistent classification of all borrowings within financing activities. Under the current EAR 1 borrowings related to leases, the acquisition of property, plant and equipment, and back-to-back operations are classified within operating activities. Under the revised EAR 1, financing activities will include all activities that result in changes on the size and composition of borrowings, without the above exceptions. Consequently, the initial application of the revised EAR 1 is expected to result in cash flows relating to the principle portion of lease liabilities to be classified within financing activities rather than operating activities. The impact of the revised EAR 1 will continue to be assessed over the 2026 calendar year prior to the 1 January 2027 effective date.

1.3. Balance sheet

Tangible or intangible items acquired whose purchase price or production cost is € 420 or more, with a period of use greater than one year and which are not consumables, are recorded as fixed assets.

1.3.1. Intangible assets

An intangible asset is an identifiable non-monetary asset without physical substance. An asset is identifiable if it is either separable (i.e. it is capable of being separated or divided from the entity, e.g. by being sold, transferred, licensed, rented, or exchanged, either individually or together with a related contract, identifiable asset or liability, regardless of whether the entity intends to do so), or arises from binding arrangements (including rights from contracts or other legal rights), regardless of whether those rights are transferable or separable from the entity or from other rights and obligations).

Acquired intangible assets are stated at historical cost less accumulated amortisation and impairment losses. Internally developed intangible assets are capitalised when the relevant criteria of the EU Accounting Rules are met and the expenses relate solely to the development phase of the asset are € 100 000 or above. The capitalisable costs include all directly attributable costs necessary to create, produce, and prepare the asset to be capable of operating in the manner intended by management. Costs associated with research activities, non-capitalisable development costs and maintenance costs are recognised as expenses as incurred.

Intangible assets are amortised on a straight-line basis over their estimated useful lives (3 to 11 years). The estimated useful lives of intangible assets depend on their specific economic or legal lifetime determined by an agreement.

1.3.2. Property, plant and equipment

All property, plant and equipment are stated at historical cost less accumulated depreciation and impairment losses. Cost includes expenditure that is directly attributable to the acquisition, construction or transfer of the asset.

Subsequent costs are included in the asset's carrying amount or recognised as a separate asset, as appropriate, only when it is probable that future economic benefits or service potential associated with the item will flow to the entity and its cost can be measured reliably. Repairs and maintenance costs are charged to the statement of financial performance during the financial period in which they are incurred.

Land is not depreciated, as it is deemed to have an indefinite useful life. Assets under construction are not depreciated as these assets are not yet available for use. Depreciation on other assets is calculated using the straight-line method to allocate their cost less their residual values over their estimated useful lives, as follows:

Type of asset	Straight line depreciation rate
<i>Buildings</i>	4 % to 10 %
<i>Plant and equipment</i>	10 % to 25 %
<i>Furniture and vehicles</i>	10 % to 25 %
<i>Computer hardware</i>	25 % to 33 %
<i>Other</i>	10 % to 33 %

Gains or losses on disposals are determined by comparing proceeds less selling expenses with the carrying amount of the disposed asset and are included in the statement of financial performance.

1.3.3. Leases

A lease is an agreement whereby the lessor conveys to the lessee, in return for a payment or series of payments, the right to use an asset for an agreed period of time. Leases are classified as either finance leases or operating leases.

Finance leases are leases where substantially all the risks and rewards incidental to ownership are transferred to the lessee. When entering a finance lease as a lessee, the assets acquired under the finance lease are recognised as assets and the associated lease obligations as liabilities as from the commencement of the lease term. The assets and liabilities are recognised at amounts equal to the fair value of the leased property or, if lower, the present value of the minimum lease payments, each determined at the inception of the lease. Over the period of the lease term, the assets held under finance leases are depreciated over the shorter of the asset's useful life and the lease term. The minimum lease payments are apportioned between the finance charge (the interest element) and the reduction of the outstanding liability (the capital element). The finance charge is allocated to each period during the lease term so as to produce a constant periodic rate of interest on the remaining balance of the liability, which is presented as current/non-current, as applicable. Contingent rents are charged as expenses in the period in which they are incurred.

An operating lease is a lease other than a finance lease, i.e. a lease where the lessor retains substantially all the risks and rewards incidental to ownership of an asset. When entering an operating lease as a lessee, the operating lease payments are recognised as an expense in the statement of financial performance on a straight-line basis over the lease term with neither an asset nor a liability recognised in the balance sheet.

1.3.4. Impairment of non-financial assets

An impairment is a loss in the future economic benefits or service potential of an asset, over and above the systematic recognition of the loss of the asset's future economic benefits or service potential through amortisation or depreciation (as applicable). Assets that have an indefinite useful life are not subject to amortisation/depreciation and are tested annually for impairment. Assets that are subject to amortisation/depreciation are tested for impairment whenever there is an indication at the reporting date that an asset may be impaired. An impairment loss is recognised for the amount by which the asset's carrying amount exceeds its recoverable (service) amount. The recoverable (service) amount is the higher of an asset's fair value less costs to sell and its value in use.

Intangible assets and property, plant and equipment residual values and useful lives are reviewed, and adjusted if appropriate, at least once per year. If the reasons for impairments recognised in previous years no longer apply, the impairment losses are reversed accordingly.

1.3.5. Financial assets

The classification of the financial instruments is determined at initial recognition. Based on the management model and the asset contractual cash-flow characteristics the financial assets can be classified in three categories: Financial assets at amortised cost ('AC'), financial assets at fair value through net assets/equity ('FVNA') or financial assets at fair value through surplus or deficit ('FVSD'). Based on this classification, the entity has only 'financial assets at amortised cost', which are exchange receivables.

Financial assets at amortised cost are non-derivative financial assets that meet two conditions: 1) The entity holds them in order to collect the contractual cash flows. 2) On specified days, there are contractual cash flows that are solely payments of the principal and interest on the outstanding principal.

Financial assets at amortised cost are included in current assets, except for those with maturity of more than twelve months from the balance sheet reporting date.

Initial recognition and measurement

Financial assets at amortised cost are initially recognised at their fair value plus the transaction costs.

Subsequent measurement

Financial assets at amortised cost are carried at amortised cost, which is the amount initially recognised minus the principal repayments, plus or minus the cumulative amortisation of the interests using the effective interest

method. In addition, the entity recognises a loss allowance for expected credit losses over the lifetime of the financial assets. At each reporting date, the annual movement in the loss allowance adjusts the carrying amount of the financial asset. In the statement of financial performance, the entity recognises an impairment gain or loss for the adjustment of the loss allowance.

De-recognition

Financial assets at amortised cost are derecognised either when the rights to receive cash flows from the investments have expired or are waived, or when the entity has transferred substantially all risks and rewards of ownership to another party.

1.3.6. Pre-financing amounts

Pre-financing is a payment intended to provide the beneficiary with a cash advance, i.e. a float. It may be split into a number of payments over a period defined in the particular contract, decision, agreement or basic legal act. The float or advance is either used for the purpose for which it was provided during the period defined in the agreement or it is repaid. If the beneficiaries do not incur eligible expenditure, they have the obligation to return the pre-financing advance to the entity. Thus, as the entity retains control over the pre-financing and is entitled to a refund for the ineligible part, the amount is recognised as an asset.

Pre-financing is initially recognised on the balance sheet when cash is transferred to the recipient. It is measured at the amount of the consideration given. In subsequent periods pre-financing is measured at the amount initially recognised on the balance sheet less eligible expenses (including estimated amounts where necessary) incurred during the period.

1.3.7. Exchange receivables and non-exchange recoverables

The EU accounting rules require separate presentation of exchange and non-exchange transactions. To distinguish between the two categories, the term 'receivable' is reserved for exchange transactions, whereas for non-exchange transactions, i.e. when the EU receives value from another entity without directly giving approximately equal value in exchange, the term 'recoverables' is used (e.g. recoverables from Member States related to own resources).

Receivables from exchange transactions meet the definition of financial instruments. The entity classified them as financial assets at amortised cost and measured them accordingly.

Recoverables from non-exchange transactions are carried at fair value as at the date of acquisition less write-down for impairment. A write-down for impairment is established when there is objective evidence that the entity will not be able to collect all amounts due according to the original terms of the recoverables. The amount of the write-down is the difference between the asset's carrying amount and the recoverable amount. The amount of the write-down is recognised in the statement of financial performance.

1.3.8. Cash and cash equivalents

Cash and cash equivalents are financial assets at amortised cost and include cash at hand, deposits held at call or at short notice with banks, and other short-term highly liquid investments with original maturities of three months or less.

1.3.9. Provisions

Provisions are recognised when the ACER has a present legal or constructive obligation towards third parties as a result of past events, it is more likely than not that an outflow of resources will be required to settle the obligation, and the amount can be reliably estimated. Provisions are not recognised for future operating losses. The amount of the provision is the best estimate of the expenditure expected to be required to settle the present obligation at the reporting date. Where the provision involves a large number of items, the obligation is estimated by weighting all possible outcomes by their associated probabilities ('expected value' method).

Provisions for onerous contracts are measured at the present value of the lower of the expected cost of terminating the contract and the expected net cost of continuing with the contract.

1.3.10. Payables

Included under accounts payable are both amounts related to exchange transactions such as the purchase of goods and services, and to non-exchange transactions e.g. to cost claims from beneficiaries, grants or other EU funding, or pre-financing received.

Where grants or other funding are provided to the beneficiaries, the cost claims are recorded as payables for the requested amount, at the moment when the cost claim is received. Upon verification and acceptance of the eligible costs, the payables are valued at the accepted and eligible amount.

Payables arising from the purchase of goods and services are recognised at invoice reception for the original amount. The corresponding expenses are entered in the accounts when the supplies or services are delivered and accepted by the entity.

1.3.11. Accrued and deferred revenue and charges

Transactions and events are recognised in the financial statements in the period to which they relate. At year-end, if an invoice is not yet issued but the service has been rendered, or the supplies have been delivered by the entity or a contractual agreement exists (e.g. by reference to a contract), an accrued revenue will be recognised in the financial statements. In addition, at year-end, if an invoice is issued but the services have not yet been rendered or the goods supplied have not yet been delivered, the revenue will be deferred and recognised in the subsequent accounting period.

Expenses are also accounted for in the period to which they relate. At the end of the accounting period, accrued expenses are recognised based on an estimated amount of the transfer obligation of the period. The calculation of accrued expenses is done in accordance with detailed operational and practical guidelines issued by the Accounting Officer. These aim at ensuring that the financial statements provide a faithful representation of the economic and other phenomena they purport to represent. By analogy, if a payment has been made in advance for services or goods that have not yet been received, the expense will be deferred and recognised in the subsequent accounting period.

1.4. Statement of financial performance

1.4.1. Revenue

Revenue comprises gross inflows of economic benefits or service potential received and receivable by the entity, which represents an increase in net assets, other than increases relating to contributions from owners.

Depending on the nature of the underlying transactions in the statement of financial performance, revenue is distinguished between:

(i) Revenue from non-exchange transactions

Revenue from non-exchange transactions are taxes and transfers, because the transferor provides resources to the recipient entity, without the recipient entity providing approximately equal value directly in exchange. Transfers are inflows of future economic benefits or service potential from non-exchange transactions, other than taxes. For the EU entities, transfers mostly comprise funds received from the Commission (e.g. balancing subsidy to the traditional agencies, operating subsidy for the delegation agreements).

The entity shall recognise an asset in respect of transfers when the entity controls the resources as a result of a past event (the transfer) and expects to receive future economic benefits or service potential from those resources, and when the fair value can be reliably measured. An inflow of resources from a non-exchange transaction recognised as an asset (i.e. cash) is also recognised as revenue, except to the extent that the entity has a present obligation in respect of that transfer (condition), which needs to be satisfied before the revenue can be recognised. Until the condition is met the revenue is deferred and recognised as a liability.

(ii) Revenue from exchange transactions

Revenue from fees, the sale of goods and services is recognised when the significant risk and rewards of ownership of the goods are transferred to the purchaser. Revenue associated with a transaction involving the provision of services is recognised by reference to the stage of completion of the transaction at the reporting date.

1.4.2. Expenses

Expenses are decreases in economic benefits or service potential during the reporting period in the form of outflows or consumption of assets or the incurring of liabilities that result in decreases in net assets. They include both the expenses from exchange transactions and expenses from non-exchange transactions.

Expenses from exchange transactions arising from the purchase of goods and services are recognised when the supplies are delivered and accepted by the entity. They are valued at the original invoice amount. Furthermore, at the balance sheet date expenses related to the service delivered during the period for which an invoice has not yet been received or accepted are recognised in the statement of financial performance.

Expenses from non-exchange transactions relate to transfers to beneficiaries and can be of three types: entitlements, transfers under agreement and discretionary grants, contributions and donations. Transfers are recognised as expenses in the period during which the events giving rise to the transfer occurred, as long as the nature of the transfer is allowed by regulation, or an agreement has been signed authorising the transfer; any eligibility criteria have been met by the beneficiary; and a reasonable estimate of the amount can be made.

When a request for payment or cost claim is received and meets the recognition criteria, it is recognised as an expense for the eligible amount. At year-end, incurred eligible expenses due to the beneficiaries but not yet reported are estimated and recorded as accrued expense.

1.5. Contingent assets and liabilities

1.5.1. Contingent assets

A contingent asset is a possible asset that arises from past events and of which the existence will be confirmed only by the occurrence or non-occurrence of one or more uncertain future events not wholly within the control of the entity. A contingent asset is disclosed when an inflow of economic benefits or service potential is probable.

1.5.2. Contingent liabilities

A contingent liability is either a possible obligation of which the existence will be confirmed only by the occurrence or non-occurrence of one or more uncertain future events not wholly within the control of the entity; or a present obligation where it is not probable that an outflow of resources embodying economic benefits or service potential will be required to settle the obligation. A contingent liability also arises in the rare circumstances where a present obligation exists but cannot be measured with sufficient reliability.

Contingent liabilities are not recognised in the accounts. They are disclosed unless the possibility of an outflow of resources embodying economic benefits or service potential is remote.

1.6. Cashflow statement

The cashflow statement is prepared using the indirect method. This means that the economic result for the financial year is adjusted for the effects of transactions of a non-cash nature, any deferrals or accruals of past or future operating cash receipts or payments, and items of revenue or expense associated with investing cashflows.

Cashflows arising from transactions in a foreign currency are recorded in the entity's reporting currency (Euro), by applying to the foreign currency amount the exchange rate between the euro and the foreign currency at the date of the cashflow.

The cashflow statement reports cashflows during the period classified by operating, investing and financing activities.

Operating activities are the activities of the EU that are not investing or financing activities. These are the majority of the activities performed.

Investing activities are the acquisition and disposal of intangible assets and property, plant and equipment and of other investments which are not included in cash equivalents. Investing activities do not include loans granted to beneficiaries as they are part of the general objectives and thus daily operations of the entity. The objective is to show the real investments made by the entity.

Financing activities are activities that result in changes in the size and composition of borrowings other than those granted to beneficiaries on a back-to-back basis or for the acquisition of property, plant and equipment (which are included under operating activities).

1.7. Consolidation

The accounts of the ACER are fully consolidated in the consolidated annual accounts of the EU.

2. NOTES TO THE BALANCE SHEET

ASSETS

2.1. Intangible assets

	EUR '000
	Computer Software (Intangible)
<i>Gross carrying amount at 31.12.2024</i>	8 790
<i>Additions</i>	1 706
<i>Disposals</i>	(14)
<i>Transfer between asset categories</i>	-
<i>Other changes</i>	-
Gross carrying amount at 31.12.2025	10 482
<i>Accumulated amortisation at 31.12.2024</i>	(6 704)
<i>Amortisation charge for the year</i>	(1 081)
<i>Disposals</i>	14
<i>Transfer between asset categories</i>	-
<i>Other changes</i>	(5)
Accumulated amortisation at 31.12.2025	(7 776)
<i>Net carrying amount at 31.12.2024</i>	2 086
Net carrying amount at 31.12.2025	2 707

The amounts under this heading entirely comprise computer software and internally generated intangible assets with the annual amortisation rate 25 %. During the financial year, the Agency disposed obsolete IT intangible assets that had been fully depreciated. In addition, internally generated intangible assets amounting to 8 336 kEUR had been introduced in the inventory system, where due to system's issues these were managed manually. The difference between the previous years' depreciation calculated manually and the one calculated by the system is presented under other changes (i.e. 5 kEUR).

2.2. Property, plant and equipment

Property, plant and equipment are tangible assets that are held for use in the production or supply of goods or services, for rental to others, or for administrative purposes, and are expected to be used during more than one reporting period – see overleaf.

Property, plant and equipment

	<i>EUR '000</i>					
	Land and buildings	Plant, machinery and equipment	Furniture and vehicles	Computer hardware	Other fixture and fittings	Total
<i>Gross carrying amount at 31.12.2024</i>	-	4	240	5 094	466	5 805
<i>Additions</i>	-	-	17	196	178	391
<i>Disposals</i>	-	-	(7)	(1 315)	(197)	(1 519)
<i>Transfer between asset categories</i>	-	-	-	-	-	-
<i>Other changes</i>	-	-	-	-	-	-
<i>Gross carrying amount at 31.12.2025</i>	-	4	250	3 975	447	4 676
<i>Accumulated amortisation at 31.12.2024</i>	-	(4)	(165)	(3 902)	(389)	(4 461)
<i>Depreciation charge for the year</i>	-	-	(16)	(681)	(81)	(778)
<i>Disposals</i>	-	-	7	1 314	182	1 503
<i>Transfer between asset categories</i>	-	-	-	-	-	-
<i>Other changes</i>	-	-	-	-	-	-
<i>Accumulated depreciation at 31.12.2025</i>	-	(4)	(175)	(3 269)	(287)	(3 736)
<i>Net carrying amount at 31.12.2024</i>	-	-	75	1 192	77	1 344
<i>Net carrying amount at 31.12.2025</i>	-	-	76	706	160	941

During the financial year, the Agency disposed obsolete equipment. In particular, two lost phones, and obsolete furniture & IT items that were mostly depreciated leaving a residual value of 16 kEUR were retired.

2.3. Exchange receivables & non-exchange recoverables

Exchange transactions are transactions in which the entity receives assets or services, or has liabilities extinguished, and directly gives approximately equal value (primarily in the form of goods, services or use of assets) to the other party in exchange. Non-exchange transactions are transactions in which an entity either receives value from another entity without directly giving approximately equal value in exchange or gives value to another entity without directly receiving approximately equal value in exchange.

	EUR '000	
	31.12.2025	31.12.2024
Non-current		
<i>Recoverables from exchange transactions</i>	-	-
<i>Recoverables from non-exchange transactions</i>	-	-
	-	-
Current		
<i>Recoverables from exchange transactions</i>	15 616	11 764
<i>Recoverables from non-exchange transactions</i>	147	109
	15 763	11 873
Total	15 763	11 873

The current Receivables from exchange transactions are increased by 3 852 kEUR compared to 2024. As shown below under 2.4.1, this difference refers mainly to the higher amount maintained with the central treasury liaison accounts, the increased deferred charges and the amounts from customers that will be cashed in 2026.

2.3.1. Current recoverables and receivables

	EUR '000	
	31.12.2025	31.12.2024
Recoverables from non-exchange transactions		
<i>Member States</i>	147	109
	147	109
Receivables from exchange transactions		
<i>Central treasury liaison accounts</i>	11 342	10 231
<i>Deferred charges relating to exchange transactions</i>	2 180	1 473
<i>Customers</i>	2 082	43
<i>Other</i>	10	18
	15 616	11 764
Total	15 763	11 873

The heading *Recoverables from Member States* contains VAT amounts to be recovered from the Republic of Slovenia. The Agency benefits from a direct exemption for VAT from the Republic of Slovenia for purchases above the threshold of EUR 240 where the direct exemption is impracticable to obtain, the VAT is refunded by the Republic of Slovenia.

The treasury of ACER was integrated into the Commission's treasury system. Because of this, ACER does not have any bank accounts of its own. All payments and receipts are processed via the Commission's treasury and registered on intercompany accounts which are presented under this heading. The result of the incoming and outgoing payments represents the ending cash balance. The deferred charges consist of pre-payments made during the year for services that will be delivered in 2026.

2.4. Cash and cash equivalents

The treasury of ACER has been integrated into the Commission's treasury system. The majority of payments and receipts are processed via the Commission's treasury system and registered on liaison accounts, which are presented under heading 'receivables from exchange transactions'.

	EUR '000	
	31.12.2025	31.12.2024
<i>Imprest account</i>	-	-

The amount remaining under this heading, i.e. 173 EUR, relates to the imprest account that is managed by the Agency and reserved for small local payments where it would be impractical to process them through the central treasury system.

LIABILITIES

2.5. Payables

Payables are liabilities to pay for goods or services that have been received or supplied and - unlike accrued charges - have already been invoiced or formally agreed with the supplier. Payables can relate to both exchange transactions (such as the purchase of goods and services) and non-exchange transactions (e.g. cost claims from beneficiaries of grants, pre-financing or other EU funding).

	EUR '000	
	31.12.2025	31.12.2024
<i>Commission subsidy</i>	-	447
<i>Other payables with consolidated entities</i>	-	354
<i>Sundry payables</i>	9	32
Total	9	832

At the end of 2025 the agency had a total amount of 2 082 kEUR related to fees that were pending to be received. Since this amount is higher compared to the budget result, there is no outstanding amount that will be returned to the Commission. The sundry payables refer to assets that were received in 2025 and their invoice will be paid in 2026.

2.6. Provisions

Provisions are reliably estimated amounts, arising from past events, which will probably have to be paid by the ACER budget in the future.

Legal cases

This is the estimate of amounts that will probably have to be paid out after the year-end in relation to the two on-going legal cases (see note 4.6).

	EUR '000				
	Amount at 31.12.2024	Additional provisions	Unused amounts reversed	Amounts used	Amount at 31.12.2025
<i>Legal cases</i>	181	729	(104)	(77)	(729)
<i>Other provisions</i>	-	-	-	-	-
Total	181	729	(104)	(77)	(729)

A provision for 755 kEUR has been raised to cover the open liability the Agency has towards two ongoing legal cases. The settlements are expected to occur in 2026.

2.7. Accrued charges and deferred income

Accruals are liabilities to pay for goods or services that have been received or supplied but – unlike payables – have not yet been invoiced or formally agreed with the supplier. They include amounts due to employees (e.g. accruals for untaken holidays). The calculation of accruals is based on the open amount of budgetary commitments at year-end. The portion of the estimated accrued charges relating to prefinancing- paid has been recorded as a reduction of the pre-financing amounts.

	<i>EUR '000</i>	
	31.12.2025	31.12.2024
<i>Accrued charges with consolidated entities</i>	73	-
<i>Staff accruals</i>	528	445
<i>Other accruals</i>	4 773	2 696
Total	5 374	3 141

Accrued charges are primarily composed of operational procurement activities where no invoice or cost claim has been validated by 31 December 2025. The most material accrued expenses included under this heading are operating expenses (i.e. 2 962 kEUR), staff expenses for untaken leave, i.e. 498 kEUR, communication and publications, i.e. 928 kEUR, other external service provider (non-IT services), etc. The increase in accrued charges, compared to previous year, refers to the increase in the Agency’s revenue.

3. NOTES TO THE STATEMENT OF FINANCIAL PERFORMANCE

REVENUE

3.1. Non-exchange revenue

Revenue from non-exchange transactions relates to transactions where the transferor provides resources to the recipient entity without the recipient entity providing approximately equal value directly in exchange. The heading mainly includes amounts received from the Commission during the year and recoveries of operational expenses.

	<i>EUR '000</i>	
	31.12.2025	31.12.2024
<i>Funds from the Commission</i>	24 054	22 566
<i>Reversal of provisions</i>	104	214
Total	24 157	22 780

The heading European Union subsidy corresponds to the amounts of the Commission balancing subsidy used during 2025.

3.2. Exchange revenue

The revenue from exchange transactions and events relates to following types of transactions: fees, rendering of services; sale of goods; and the use by others of entity assets yielding interest, royalties and dividends.

	<i>EUR '000</i>	
	31.12.2025	31.12.2024
<i>Fees income</i>	20 865	11 678
<i>Other income – Fixed Assets</i>	212	-
<i>Miscellaneous income exchange</i>	11	-
Total	21 087	11 678

The fees income comprises Registered Reporting Mechanisms (RRMs) fees that the Agency charges for the collection, handling and analysing of data reported by the energy market participants through the RRM. 2025 was the fourth year in which these fees were collected. In addition, during 2025 the Agency posted capitalised assets and the residual value of these assets at the time the capitalisation took place is shown under 'Other income – Fixed Assets'.

EXPENSES

3.3. Operational expenses

Included under this heading are expenses incurred in relation to operational activities.

	<i>EUR '000</i>	
	31.12.2025	31.12.2024
<i>Operational expenses</i>	9 996	7 291

Included under operational expenses are amounts spent on operational missions, workshops, public hearings, REMIT project costs and other costs incurred so as to fulfil the mission of the Agency. Both the amounts incurred and the amounts estimated under accrued charges are included under this heading. The increase of the operational costs is the result of the increase in the Agency's revenue.

3.4. Staff costs

This heading includes the expenses for salaries, allowances and other employment-related benefits. Based on the service level agreement between the entity and the Commission, the calculations of staff-related costs are carried out by the Commission's Office for Administration and Payment of Individual Entitlements (also known as the Paymaster's Office - PMO).

The pensions of the entity staff members are covered by the Pension Scheme of European Officials. This pension scheme is a defined benefit plan, i.e. the amount of benefit an employee will receive on retirement depends on several factors, the most important of which is years of service. Both the entity staff and the EU budget contribute to the pension scheme, with the contribution percentage being revised annually in line with the changes in the Staff Regulation governing the scheme. The cost to the EU Budget is not reflected in the entity accounts.

Similarly, no provision related to the future pension payments is recognised in the annual accounts of the entity, as the obligation falls to the Commission. Consequently, both the annual cost to the EU budget, and the future benefits payable to the entity staff, are accounted for in the Commission's annual accounts as part of its provision for pensions and other post-employment benefits. The pension costs included in the Commission's Statement of Financial Performance represent current service cost (rights accrued during the year due to service) and interest cost (unwinding of the liability discounting) which have arisen following the year-end actuarial valuation of the employee benefits liabilities.

	<i>EUR '000</i>	
	31.12.2025	31.12.2024
<i>Staff costs</i>	20 516	16 345

The increase of staff costs in 2025 is a combined effect of the increase in the number of staff, the pension contributions that related to the higher fees received during the year, and the annual indexation of salaries granted in June and December 2025.

3.5. Other expenses

Included under this heading are expenses of administrative nature such as external non-IT services, operating leasing expenses, communications and publications, training costs etc.

	<i>EUR '000</i>	
	31.12.2025	31.12.2024
<i>Communications & publications</i>	3 381	904
<i>Other external service provider (non-IT services)</i>	2 886	2 485
<i>Expenses with other consolidated entities</i>	1 151	586
<i>Legal Expenses</i>	817	168
<i>Land & Building operating lease</i>	790	814
<i>Office Supplies & maintenance</i>	579	279
<i>Operating leasing expenses</i>	397	475
<i>Training costs</i>	271	242
<i>Maintenance & Security - Building</i>	229	241
<i>Missions</i>	172	88
<i>Insurance Building</i>	23	14
<i>Recruitment costs</i>	13	82
Total	10 708	6 378

The increase in legal expenses was due to the fact that additional provisions were recorded this year. The increase in the communications & publications relates to the investment made in the Agency's communication tools to maintain them to the level of the newest technology. Furthermore, the increase in

expenses with other consolidated entities refers mainly to the increase in the employer pension contribution given the increased number of staff working under the fees-related activities and the increase in the ratio of fees/subsidy applied in the calculation of the contribution.

The aggregate amount of research and development expenditure recognised as an expense during the financial year is as follows:

	<i>EUR '000</i>	
	31.12.2025	31.12.2024
<i>Research costs</i>	-	-
<i>Non-capitalised development costs</i>	-	-
Total	-	-

3.6. Depreciation/amortisation

Included under this heading are expenses related to depreciation/amortisation.

	<i>EUR '000</i>	
	31.12.2025	31.12.2024
<i>Amortisation of intangible fixed assets</i>	1 081	868
<i>Depreciation of tangible fixed assets</i>	778	758
<i>Amounts written off tangible fixed assets</i>	16	-
Total	1 875	1 626

The residual value of the assets that were disposed during the year is presented under the heading 'Amounts written off tangible fixed assets'.

3.7. Finance costs

The heading mainly comprises interest expense on late payments.

	<i>EUR '000</i>	
	31.12.2025	31.12.2024
<i>Interest expense on late payment of charges</i>	-	-
<i>Other financial expenses</i>	-	-
Total	-	-

4. OTHER SIGNIFICANT DISCLOSURES

4.1. Outstanding commitments not yet expensed

The outstanding commitments not yet expensed comprise the budgetary RAL ('Reste à Liquider') less related amounts that have been included as expenses in the current year's statement of financial performance. The RAL represents the open budgetary commitments for which payments and/or de-commitments have not yet been made. This is the normal consequence of the existence of multi-annual programmes.

	<i>EUR '000</i>	
	31.12.2025	31.12.2024
<i>Outstanding commitments not yet expensed</i>	8 458	5 074

The increased of the outstanding commitments not yet expensed is the result of the higher revenue that the Agency had at its disposal in 2025.

4.2. Significant legal commitments

The significant legal commitments refer to amounts which reflect the long-term legal commitments that were not covered by commitment appropriations in the budget at year-end. These binding obligations will be budgeted and paid in future years.

	<i>EUR '000</i>	
	31.12.2025	31.12.2024
<i>Operating lease commitments</i>	4 161	5 043
<i>Other contractual commitments</i>	203	-

Operating lease commitments

Minimum amounts committed to be paid according to the underlying lease contracts during the remaining term of these lease contracts are as follows:

	<i>EUR '000</i>			Total
	Future amounts to be paid			
	< 1 year	1- 5 years	> 5 years	
<i>Buildings</i>	1 322	2 840	-	4 161

The lease payments relate to the rental contract for the Agency's premises.

4.3. Services in kind

During 2025 the Agency received from the Council of the European Energy Regulators offices space and logistical and secretarial support for the agency's liaison office in Brussels free of charge. The offered office space and share of common areas totalling to 32 m² cost approximately EUR 5,150 per year.

4.4. Related parties

The related parties of the entity are the other EU consolidated entities and the key management personnel of these entities. Transactions between these entities take place as part of the normal operations of the

Agency and as this is the case, no specific disclosure requirements are necessary for these transactions in accordance with the EU accounting rules.

4.5. Key management entitlements

The Director is remunerated in accordance with the Staff Regulations of the European Union, which establish the rights and obligations of all officials of the EU. The Staff Regulations are published on the Europa website.

	31.12.2025	31.12.2024
<i>Director</i>	-	AD 15
<i>Director a.i.</i>	AD 13	-

4.6. Legal cases

At the end of the financial year 2025, the Agency had nine ongoing legal cases. At this stage, apart from the provisions recognised for two cases (see note 2.6), the timing and amount related to the other claims against the Agency remains uncertain.

	31.12.2025	31.12.2024
<i>Nr. of legal cases pending</i>	9	11

In 2026, during the preparation of the annual accounts, three cases were closed. Therefore, six cases remain open.

4.7. Contingent assets

A contingent asset is a possible asset that arises from past events and of which existence will be confirmed only by the occurrence or non-occurrence of one or more uncertain future events not wholly within the control of the Agency. At the end of the reported year the Agency had no valid performance guarantee letters.

4.8. Events after the balance sheet date

At the date of transmission of these annual accounts, no material issues were reported that would require separate disclosure under this section. The annual accounts and related notes were prepared using the most recently available information and this is reflected in the information presented.

4.9. Other events

There are no other events to be disclosed.