

Work Program 2013

Nordic Energy Regulators
(NordREG)

Report 1/2013

NordREG

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Preface

The cooperation between Nordic Energy regulators go 12 years back in time. In 2002 the cooperation was formalized with a memorandum of understanding. This memorandum states that NordREG shall promote the development of efficient electricity markets in the Nordic area, consistent with the developments within the European Union.

The strategic priorities for the NordREG work as stated in this work program for 2013 are a common Nordic retail market, a competitive and well functioning Nordic wholesale market and efficient regulation of TSOs and DSOs.

The task to develop a common Nordic retail market was initiated by NordREG in 2005 and has since 2009 been the priority task in the NordREG work. A long term project plan has been set up including a broad involvement from stakeholders. The project has produced several reports and recommendations on the target model and a detailed implementation plan.

NordREG has made a clear recommendation on the target retail market model which should be a supplier centric model with mandatory billing performed by the supplier. It is our clear belief that this model when implemented will create a more competitive and efficient market which will create benefits for the consumers.

The Nordic Energy ministers in their yearly meetings have given their continued support for the work towards a Nordic retail market. In the declaration from their meeting in October last year they stated that “the work towards a common Nordic end user market must go ahead with full strength.”

The time has now come to ensure that the first steps towards a common retail market can be achieved. Harmonisation of key processes should as far as possible be realised by 2015. This is possible only if there is a strong commitment from governments and stakeholders, and sufficient resources to adapt national legislation, rules and processes according to the common Nordic recommendations.

In addition to the Retail market issues NordREG also in 2013 will work on Wholesale issues, Network regulation issues and the yearly Nordic Market Report. The work on each of these issues is done by dedicated working groups and deliverables in 2013 are described in the work plan.

Oslo, February 2013

Tore Langset

Acting chair of NordREG

Introduction

NordREG is a cooperation between the Nordic energy regulators. The cooperation was established through a Memorandum of Understanding (MoU), signed in 2002. The MoU lays down objectives and modes of the cooperation. Prior to a formal agreement on cooperation, the tradition of bi-annual meetings and rotating chairmanship started in 1999.

The following authorities are members of NordREG:

- Denmark:** The Danish Energy Regulatory Authority, (Energitilsynet, DERA)
- Finland:** The Energy Market Authority, (Energiamarkkinavirasto, EMV)
- Iceland:** The National Energy Authority, (Orkustofnun, OS)
- Norway:** The Norwegian Water Resources and Energy Directorate, (Norges vassdrags- og energidirektorat, NVE)
- Sweden:** The Energy Markets Inspectorate, (Energimarknadsinspektionen, EI)

NordREG's work is, on the one hand tightly linked to assignments from the Electricity Market Group (EMG), which is subordinate to a Committee of Senior Officials for Energy of the Nordic Council of Ministers. EMG is responsible for following up and coordinating concrete measures agreed by the Nordic Energy Ministers. On the other hand, Nordic regulators at their own initiative and by inputs from market participants can undertake joint Nordic initiatives to improve the functioning of the Nordic electricity market. A third stream of work is the work that originates from European energy regulators' cooperation, in CEER and ACER. Coordination with CEER and ACER is a horizontal issue that goes through all NordREG projects. The aim is seamless coordination with adjacent regions and European cooperation. On some issues, NordREG will have a coordinating role for the Nordic regulators.

NordREG work takes the form of discussions, exchange of ideas, and of writing reports. The cooperation is based on a tradition of consensus and a strong political commitment to developing the common Nordic electricity market.

NordREG aims at a high level of openness and transparency.

Mission and vision

The Nordic regulators' cooperation through NordREG is based on a strong consensus and common understanding of the Nordic market. Through mutual efforts and contributions NordREG members identify areas of work that can create added value for the Nordic electricity market. NordREG works by exchanging information and views, mapping and analyzing energy market issues and by delivering statements and reports for harmonization and improvement. In this, the regulators aim at identifying areas where NordREG can take joint action to influence Nordic or European electricity market development.

In 2013 NordREG continues to have a strong focus on the on the work towards the common Nordic retail market.

NordREG's mission:

In cooperation, we actively promote legal and institutional framework and conditions necessary for developing the Nordic and European electricity markets

NordREG's vision:

All Nordic electricity customers will enjoy free choice of supplier, efficient and competitive prices and reliable supply through the internal Nordic and European electricity market

Strategic priorities and projects

NordREG will work along the whole value chain of the electricity market to promote a framework that supports a smooth integration of the Nordic markets.

One of the main priorities for NordREG has for several years been the work to achieve a common Nordic retail market. During 2013 NordREG will continue work on the main elements of the future common Nordic retail market. It is NordREG's view that the analysis and recommendations provided in the project now are feasible and of use for national implementation in the short term.

The project for a common Nordic retail market is driven by strong political backing. The Nordic Council of Ministers and the EMG are providing a project coordinator to the project. This is a full time employee who coordinates the work towards the common retail market.

In addition to the work on a common retail market NordREG will continue the work on developing and improving the functioning of the wholesale market. The topics of this working group will in 2013 be mainly be influenced by European developments and the move towards the European target model. Furthermore Nordic developments and market functioning will be looked into.

In 2012 the Network Regulation Working Group produced a report comparing the economic regulation of TSO in Nordic countries. The WG also produced a note containing Nordic TSOs views on calculating costs and benefits of cross-border network investments. In 2013 the WG will continue work with the subject of Nordic cross-border network investments. Additionally, the WG will analyze from the Nordic point of view the proceedings of ongoing Pan-European TSO efficiency benchmarking organized by CEER EFB TF.

All NordREG work aims at ensuring seamless interaction with European markets and European cooperation. NordREG's work will in 2013 be divided into four main working groups.

- Retail Market WG
- Wholesale and Transmission WG
- Network Regulation WG
- Nordic Market Report WG

Table 1. Strategic Priorities 2013

Strategic Priorities	Topics / Deliverables	Working Groups
A Common Nordic Retail Market	- Market rules	Retail Market WG
	- Customer empowerment	
	- Business processes	
	- Metering	
A competitive and well-functioning Nordic wholesale market	- Nordic Market Report 2013	Nordic Market Report WG
	- Nordic Balance Settlement	Wholesale and Transmission WG
	- Market functioning - Regulatory aspects of implementation of Network Codes (NC) in the Nordic system	
Efficient regulation of TSOs and DSOs	- Nordic TSO regulation	Network Regulation WG

Coordination with CEER and ACER

Coordination with CEER and ACER is a horizontal issue that goes through all NordREG projects. The aim is seamless coordination with adjacent regions and European cooperation. On some issues, NordREG will have a coordinating role for the Nordic regulators.

Cooperation with other Nordic authorities

NordREG will seek close cooperation with Nordic competition and financial supervisory authorities. Taking account of issues concerning transparency, the financial market and competition arising from EU initiatives will be important.

Retail Market WG

NordREG has stated that the objective for the end-user market integration is to minimize the regulatory and technical obstacles for the suppliers willing to operate in the different Nordic countries. The market design is the key issue for the integration of national electricity markets. It defines the concept of the electricity market. In the Nordic countries the end-user market models are today quite similar. There are, however, some issues that are resolved in different ways between Denmark, Finland, Norway and Sweden. These incompatibilities in the electricity retail market designs are one of the most critical impediments to the development of a common Nordic retail market.

In 2009, NordREG published the report “Market Design - Common Nordic end-user market” in which the present situation in the Nordic countries was analysed and the issues that should be harmonized in order to establish a common Nordic end-user market were identified. In that report NordREG also proposed an indicative road map for the implementation process and suggested that the harmonized framework for a common Nordic end-user market could be achieved by 2015.

At their meeting in Stockholm in October 2009 the Nordic energy ministers decided to strengthen their support for NordREG’s proposal on the creating a common Nordic end-user market for electricity. The ministers asked NordREG for a detailed implementation plan of the required actions that must be taken to achieve this goal.

During 2010 NordREG, in cooperation with Nordenergi, the Nordic TSOs and individual companies produced an implementation plan for a common Nordic retail market. In the plan NordREG presents a high level description of the target market model, furthermore the plan describes which issues that must be investigated deeper and also harmonized before a Nordic retail market can be achieved. The plan also contains a timetable for the deliverables. The implementation plan was presented before the 2010 annual meeting between the Nordic energy ministers. After the ministerial meeting a declaration was issued in which the ministers expressed a continued support for the process and for the implementation plan.

The work on creating a harmonised Nordic retail market moved into an even more concrete and work intensive phase during 2011 and 2012 as the actual work on designing the future market started.

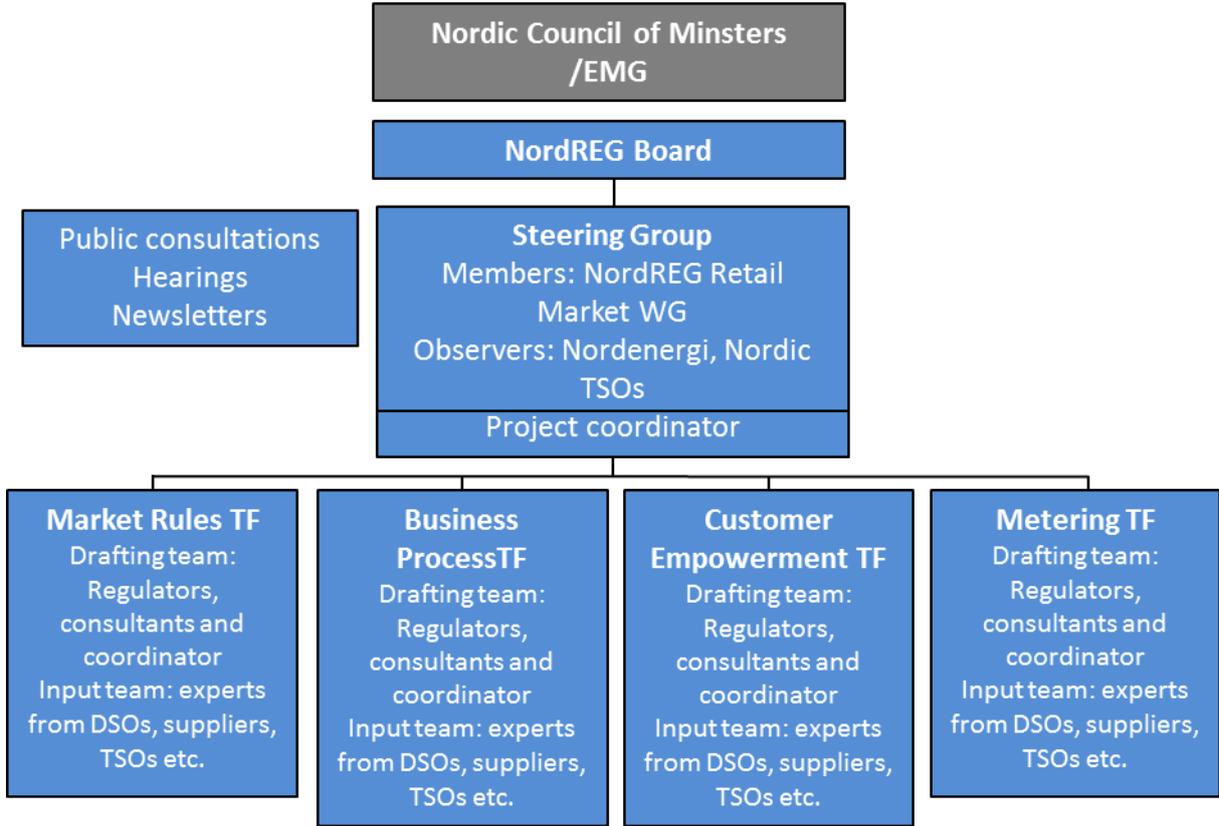
NordREG has published two documents setting out major recommendations for the future market model; on the customer interface in the supplier centric model and the combined billing. In those reports it was stated that the supplier centric market model with mandatory combined billing is the target for the harmonised Nordic market.

In the declaration from the annual meeting in October 2012 the energy ministers stated that “the work towards a common Nordic end user market must go ahead with full strength.”

It will be a challenging task to achieve a common Nordic retail market by 2015. Now the time has come to take the first steps. NordREG finds that the suggested tasks for 2013 are feasible and of use for national implementation in the short term (2015).

The year 2013 will be focused on finishing what has been started 2012, and on monitoring what is being done in Nordic countries concerning the already decided NordREG recommendations (on the customer interface in the supplier centric model and the combined billing), as well as the recommendations that possibly soon will be decided on.

Furthermore the Nordic regulators participate actively in CEER working groups and task forces on retail market issues. Close coordination with Europe is important for NordREG and in 2012 NordREG will promote Nordic solutions when discussing retail market design in the European context.



Organisation chart of the project *Nordic end-user market*

Task 1 Work on a common Nordic retail market

Retail Market WG

Task 1.1 Status report about the retail projects to EMG

This task is a response to an annual request from the Electricity Market Group¹ (EMG). The status report describes how the harmonization of the Nordic retail markets is progressing and highlights any major steps that has been taken during the last year at the same time as the plans for the future work is described.

Project manager: WG chair

Deliverable: Status report to EMG

Deadline: August 2013

Task 1.2 National implementation monitoring overview

According to the roadmap for the common harmonized Nordic end user market published in 2012, each NRA will present the current state of the implementation process. NordREG will present a table with the purpose of communicating the state of play in each country, regarding the process for each recommendation.

NordREG will monitor and regularly gather the four overviews (Norway, Finland, Denmark, Sweden), and publish the state of play on the website.

Project manager: Project coordinator.

Deliverable: Complete the monitoring table in the roadmap and publish it on the NordREG website.

Deadline: August 2013, and shall be repeated yearly.

Task 1.3 Roadmap update

The purpose of the road map is to describe the overall process to harmonise the Nordic electricity end-user markets. The roadmap was published for the first time in 2012 and will be updated annually. It describes the recommendations already made by NordREG, as well as indicating upcoming recommendations. The road map also highlights the importance of national commitment in order to successfully harmonise the Nordic end-user markets.

Project manager: WG Chair

Deliverable: Update the roadmap document

Deadline: August 2013

¹ Consists of representatives from the Nordic ministries for energy. The EMG prepares the annual meeting between the Nordic ministers for energy.

Market Rules TF

Task 1.4 Payment requirements with combined billing

This task continues the work of the consultant report on risk management from Ernst & Young and shall analyse how combined billing should be performed. The main issue will be to compare the wholesale model where suppliers hold all responsibility of billing and debt collection against a solution with dual claims towards the customer. Appropriate means of risk management should also be explored. The study shall recommend which solutions is best based on NordREG's objectives for the common harmonised Nordic retail market.

This is a on-going project, and was started in 2012

Project manager: Norway

Deliverable: Make NordREG recommendations on payment requirements regarding combined billing

Deadline: May 2013

Business process TF

Task 1.5 Recommend harmonised rules for switching, including content of messages, timeframes and responsibilities.

The task of this work is to recommend harmonised rules for supplier switching, including content of messages, timeframes and responsibilities. This is a on-going project, and was started in 2012. The work is conducted by NordREG drafting team in the business process task force.

Project manager: Co-ordinator

Deliverable: A report on a harmonised model for supplier switch.

Deadline: March 2013

Task 1.6 Recommend harmonised rules for moving, including content of messages, timeframes and responsibilities.

The task of this work is to recommend harmonised rules for business processes regarding moving, including content of messages, timeframes and responsibilities. The work will be conducted by NordREG drafting team in the business process task force.

Project manager: Co-ordinator

Deliverable: A report on a harmonised model for moving. Final result to be sent to Nordic Ediel Group.

Deadline: July 2013

Task 1.7 Harmonised rules for information exchange (technical level)

The task of this work is to recommend harmonized technical requirements for the information exchange between the Nordic countries. This task is conducted in cooperation with Nordic Ediel Group (NEG), a group organized within the Nordic TSOs. NEG shall propose a common harmonized data exchange format, including content, communication platform and data security measures to be used for data exchange in a common harmonized Nordic end-user market.

The proposal of NEG shall follow the requirements and specifications given from NordREG as far as such exist. A project organization with working groups and a project plan will be established. Representatives of the four national industries as well as the national regulators are requested to participate in the work. A technical consultant shall be connected to the project.

Project manager: Denmark

Deliverable: An overall business information model for the common business processes in the Nordic area.

Deadline: December 2013

Metering TF

Task 1.8 Universal service

The purpose of the Universal service report is to contribute to a lowering of the barriers for establishing a common Nordic end-user market by focusing on the customers default supply situation, and more specifically on the moving in and out situation, expired contracts and vulnerable customers.

This is an on-going project, and was started in 2012. A report will be finalized in Q1. There are currently no plans for further tasks in this TF.

Project manager: Sweden

Deliverable: Report with status review of current regulation and recommendations for Nordic harmonisation of universal service regulations.

Deadline: February 2013

Task 1.9 Further elaborate on the introduction of smart metering in the Nordic countries, and national smart metering requirements and their impacts on a common Nordic end-user market.

This task will review the current and planned regulation of smart metering in the Nordic area. The study will look at different scenarios of smart metering regulation, and discuss the potential effects of these scenarios on the common harmonised Nordic market. The study will also provide recommendations for harmonisation of metering requirements.

This is an on-going project, and was started in 2011.

Project manager: Finland

Deliverable: Report with status review of current and planned regulation and recommendations for Nordic harmonisation of metering requirements.

Deadline: February 2013

Table 2. Retail Market WG

Task #	Projects	Deadline
1.1	Status report about the retail projects to EMG	August 2013
1.2	National implementation monitoring overview	August 2013 (updated yearly)
1.3	Roadmap update	August 2013
1.4	Payment requirements with combined billing	May 2013
1.5	Recommend harmonized rules for switching, including content of messages, timeframes and responsibilities	March 2013
1.6	Recommend harmonized rules for moving, including content of messages, timeframes and responsibilities	July 2013
1.7	Harmonized rules for information exchange (technical level)	December 2013
1.8	Universal service	February 2013
1.9	Further elaborate on the introduction of smart metering in the Nordic countries, and national smart metering requirements and their impacts on a common Nordic end-user market	February 2013

Wholesale and transmission WG

Task 2 Wholesale market functioning and framework

Task 2.1 Regulatory aspects of implementation of Network Codes (NC) in the Nordic system

Several European Network Codes are in different stages of processing. On several issues the NCs will require TSOs to develop common regional arrangements. The NordREG Wholesale and Transmission WG will identify the need for common assessment by Nordic regulators of Nordic regional arrangements proposed by TSOs. When necessary the assessment will be done by dedicated expert teams.

A meeting on ongoing projects (especially on system operation issues) with Nordic TSOs (ENTSO-E, Regional Group Nordic) is planned to be organized in May/June 2013.

Deliverable: Reports to NordREG Board

Deadline: Ongoing 2013

Task 2.2 Nordic implementation of the CACM network code, chapter on capacity calculation

The NordREG expert group on Capacity Calculation will continue the work on Nordic implementation of the NC CACM, chapter on capacity calculation. A report to be finalized spring 2013 should include:

1. Short summary of choices in capacity calculation methods:
 - a. Coordinated ATC method
 - i. Description of method
 - ii. Changes for TSO
 - iii. Changes for stakeholders
 - iv. Regulatory aspects
 - b. Flow Based
 - i. Description of method
 - ii. Changes for TSO
 - iii. Changes for stakeholders
 - iv. Regulatory aspects
 - c. Possibility to stay with coordinated ATC in Nordic area
2. Discussion on options and timing from information in 1.
3. NordREG initial position on capacity calculation method in the Nordic Area

Deliverable: Report to ACER with recommendations

Deadline: September 2013

Task 2.3 Capacity Remuneration Mechanisms

Capacity Remuneration Mechanisms (CRM) is a widely discussed issue in Europe at this time, and several studies are expected to provide understanding on the possible consequences of the implementation of such mechanisms. Nordic regulators are in different ways participating or following some of these studies. The objective of this task is to summarize the proposals coming out of these studies and look into possible consequences if adapted into the Nordic market. As the preliminary results of the studies will be available towards the end of early autumn 2013, the W&T should prepare for the NordREG board a memo on the aspects. This memo should be prepared for the November/December 2013 Board meeting.

Deliverable: Note to NordREG Board

Deadline: November 2013

Task 2.4 Developments and challenges in the Nordic wholesale electricity market

The objective of this task is, based on both empirical and theoretical evidence in available reports, to shortly describe and discuss challenges in the Nordic wholesale electricity market, both with regard to the European market development as well as the Nordic market performance and organization as such. The note/report should make basis for identifying and prioritize NordREG wholesale and transmission objectives and deliverables in 2014.

Deliverable: NordREG note/report

Deadline: November 2013

Task 2.5 Nordic Balance Settlement

The TSO started the implementation project in January 2012 (after approval from the regulators) and this will run until NBS is established and has gone live.

The NBS NordREG reference group shall monitor and follow-up the TSO project and deal with up-coming issues raised by the TSO project from the regulator side as well as coordination between the regulators.

It is important to note that all formal decisions will have to be taken at national level, but coordination on a Nordic level is necessary and will be handled through NordREG and the NBS reference group.

During 2013 the legal changes in each country will be the main task of the regulators. Legal changes needs to be prepared, made and implemented during 2013 in order to be able to meet the deadlines for the establishment of the NBS project. To ensure consistency towards the agreed NBS Model, proper coordination between the change processes in the three involved countries is needed.

Deliverables:

- Coordinate the work towards the TSO Project – status reports.
- Coordinate the work between regulators.
- Follow up on implementation of legal changes and ensure consistency towards the agreed NBS model.

Deadline: Ongoing 2013

Deliverable: Status report to EMG

Deadline: August 1st 2013

Table 3. Wholesale and transmission WG

Task #	Projects	Deadline
2.1	Regulatory aspects of implementation of Network Codes (NC) in the Nordic system.	Ongoing 2013
2.2	Nordic implementation of the CACM network code, chapter on capacity calculation	September 2013
2.3	Capacity Remuneration Mechanisms	November 2013
2.4	Developments and challenges in the Nordic wholesale electricity market	November 2013
2.5	Nordic Balance Settlement	Ongoing through 2013 Status report to EMG August 2013

Network regulation WG

During 2012, the group has produced a report describing each country's TSOs regulation methods, which identified similarities and differences of the different methods. The part 1. of the network regulation report is focused on TSOs regulation methods. As Part 2 of the report, the WG produced a memorandum containing Nordic TSOs' views on calculating costs and benefits of cross-border network investments (*Mapping of TSO procedures for calculating costs and benefits for cross-border network investments*).

In 2011 the group produced a memorandum on common Nordic investments, looking into the possibilities of handling costs related to such investment in the regulated income for the TSO.

Task 3 Network regulation

Task 3.1 Workshop and memorandum on issues related to common Nordic investments

In 2013 the WG will continue work on the issues related to network regulation and Nordic cross border investments. The above mentioned memorandums will form a basis for the work. The WG will arrange a workshop with the TSO representatives in September 2013 discussing common Nordic investments.

The workshop will include for example the following topics:

- Analysis of principles for sharing of costs and benefits of common Nordic investments
- Analysis of possible differences how the ENTSO-E principles are applied in cost and benefit calculations in each Nordic country and possible effects of these differences
- Analysis of implications for economic regulation of TSO of EUs energy infrastructure package (EIP)

The WG will write a short memorandum of the proceedings of the workshop

Task 3.2 Workshop on Nordic TSO's results in the Pan-European TSO-efficiency benchmarking

The WG will analyze the proceedings of ongoing Pan-European TSO efficiency benchmarking organized by CEER EFB TF. All Nordic countries are participating in the benchmarking and WG will analyze the results of Nordic TSOs. The focus will be on the causes of possible differences in the benchmarking scores of Nordic TSOs. The results from the benchmarking are expected in summer 2013 and the internal workshop will be arranged end of the year. The WG will write a short memorandum of the proceedings of workshop.

Task 3.3 Training Course on Economic Regulation of Electricity Network

The planned training course will be about economic regulation of electricity network operators. It will cover the historical background of regulation and the most relevant regulatory theories. A brief introduction to the specifics of distribution networks will be given, such as network installations and the tasks of the distribution network operator. Further it will cover the regulatory tools required for a successful regulation, e.g. a solid legal framework, the powers of the regulatory authorities, regulatory models and data access. Basic regulatory models will be discussed, and examples from around the world will be presented.

Regulatory models are often based on the same set of model components, which may be designed and applied in different manners. The course will describe these components and discuss the pros and cons of different designs and applications. Further, the role of benchmarking in regulation will be outlined, and the basics of different benchmarking methods and their advantages and disadvantages will be discussed. The trends in electricity distribution and the impact on the economic regulation will also be covered. Practical exercises will be included in the training.

Table 4. Network Regulation WG

Task #	Projects	Deadline
3.1	Workshop on common Nordic investments	October 2013
3.2	Workshop on Nordic TSO's results in the Pan-European TSO-efficiency benchmarking	To be decided
3.3	Training Course on Economic Regulation of Electricity Network	To be decided

Nordic market report WG

Background and Objectives

The Nordic electricity market is a regional market covering four countries and is still in many aspects a unique market in an international perspective.

The Nordic Market Report provides information and evaluations of the Nordic electricity wholesale market for the national benchmarking reports required according to the Electricity Directive. The report has a specific regulatory view point thus being supplementary to other annual reports on the Nordic energy market.

Market monitoring of the electricity retail market covers issues like the supplier switching activity, monitoring of retail prices and contract forms and estimations of margins in the retail supply for instance. To enable a better comparison of the retail markets in the Nordic countries, comparable indicators for market monitoring has been developed through 2009 and used in the Nordic market report 2010, 2011 and 2012.

Task 4 Nordic Market Report 2013

The report will provide statistical information about the Nordic electricity market, including:

- market monitoring indicators
- generation (production mix, capacity, cross-border power flow)
- transmission system (congestions)
- wholesale market (market structure, main players)
- retail market (players, retail prices, supplier switching)
- balancing markets and system operation
- the Nordic Financial electricity market

The report will also comprise an evaluation of the functioning of the Nordic wholesale and retail markets as far as comparable statistics allow this.

Deliverable: Nordic market report

Deadline: 30 August 2013

Table 5. Nordic Market Report WG

Task #	Projects	Deadline
5	Nordic Market Report 2013 – development in the Nordic electricity market during 2012.	June 2013



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