

# Consultation

## Heat networks regulation: registration guidance

---

Publication date:	17 November 2025
-------------------	------------------

---

Response deadline:	15 December 2025
--------------------	------------------

---

Team:	Heat Networks
-------	---------------

---

Email:	<a href="mailto:HeatNetworksRegulation@ofgem.gov.uk">HeatNetworksRegulation@ofgem.gov.uk</a>
--------	----------------------------------------------------------------------------------------------

---

We are consulting on our draft guidance for heat networks registration. The guidance sets out the roles, responsibilities, and obligations for authorised persons that are operating or supplying a relevant heat network during the [first part of the initial period](#), as set out in regulation 26 of the [Heat Networks \(Market Framework\) Regulations 2025](#) (the regulations), and are therefore required to complete heat network registration.

This follows our consultations:

- [Heat networks regulation: authorisation and regulatory oversight](#) which set out our policy on this topic
- [Heat networks regulation: authorisation conditions for registration, nominated operator, and notification of changes](#), which covered the associated draft authorisation conditions

The draft guidance document is published alongside this consultation and should be considered in conjunction with our updated authorisation conditions included in the [Heat networks regulation: authorisation conditions consultation](#).

Our aim is to support regulated entities to understand the scope of the regulatory framework and their registration obligations. We welcome feedback from stakeholders to help refine this guidance and ensure it is clear and fit for purpose.

© Crown copyright 2025

The text of this document may be reproduced (excluding logos) under and in accordance with the terms of the Open Government Licence.

Without prejudice to the generality of the terms of the Open Government Licence, the material that is reproduced must be acknowledged as Crown copyright and the document title of this document must be specified in that acknowledgement.

This publication is available at [www.ofgem.gov.uk](http://www.ofgem.gov.uk). Any enquiries regarding the use and re-use of this information resource should be sent to [psi@nationalarchives.gsi.gov.uk](mailto:psi@nationalarchives.gsi.gov.uk).

## Contents

<b>1. Introduction.....</b>	<b>4</b>
Purpose of this consultation .....	4
Context and related publications .....	5
Overview .....	5
Consultation stages .....	6
How to respond .....	6
Your response, data, and confidentiality.....	6
How to track the progress of a consultation .....	7
<b>2. Scope of heat networks regulation .....</b>	<b>8</b>
Context .....	8
<b>3. Registration .....</b>	<b>9</b>
Context .....	9
<b>4. Heat networks with multiple operators .....</b>	<b>10</b>
Context .....	10
<b>Next steps .....</b>	<b>11</b>
<b>Send us your feedback .....</b>	<b>12</b>
<b>Appendix 1. Privacy policy .....</b>	<b>13</b>
Personal data .....	13

# 1. Introduction

This section explains the purpose of the consultation and how guidance for heat network registration fits in the context of our new regulatory responsibilities for heat networks. Links are provided to related documents that may be useful to stakeholders.

Under section 217 (1) of the [Energy Act 2023](#), the Gas and Electricity Markets Authority (GEMA), the governing body of Ofgem, is appointed as the regulator for heat networks in England, Scotland, and Wales (Great Britain).

Our [Forward Work Programme](#) outlines the work we are doing in 2025 and 2026, including preparations for our new regulatory responsibilities for heat networks and implementation of the new regulatory regime in January 2026. This consultation forms part of that preparation by seeking stakeholder views on guidance for registration. Registration is a key step in the transition to regulation of the heat networks market and will enable us to gather the information necessary to fulfil our role in securing positive outcomes for heat network consumers.

## Purpose of this consultation

From January 2026, heat network suppliers and operators will have to comply with the obligations set out in authorisation conditions, including Registration with the Authority.

We are seeking views on our draft guidance for heat networks registration to ensure it clearly informs authorised persons operating or supplying a relevant heat network during the first part of the initial period. Our aim is to support understanding of the registration obligations and the necessary steps to complete the process.

We would like views from people with an interest in heat networks and particularly welcome responses from:

- heat network operators
- heat network suppliers
- energy service companies
- housing providers
- consumer groups
- asset owners
- metering and billing agents
- trade associations

We also welcome responses from other stakeholders with an interest in heat network regulation, and the general public.

We are also seeking views from stakeholders involved in Shared Ground Loop (SGL) heat networks and heat networks with multiple operators about sections of the draft guidance that cover these specific issues.

## Context and related publications

The [Heat Networks \(Market Framework\) Regulations 2025](#) establish the regulatory regime for heat networks, overseen by us. The regulations set out timings relevant to this consultation such as authorisation conditions coming into effect from 27 January 2026, and the [first part of the initial period](#).

The draft guidance is based on policy already confirmed through:

- [Heat networks regulation: implementing consumer protections](#) (the 2024 government consultation), published jointly with the Department for Energy Security and Net Zero (DESNZ)
- [Heat networks regulation: authorisation and regulatory oversight](#) (the 2024 consultation), which set out the policy framework and process for heat network registration.

An initial set of authorisation conditions accompanied these consultations and were revised following stakeholder feedback before publication as updated draft versions alongside respective consultation decision documents.

Draft authorisation conditions related to the draft guidance for heat network registration have been consulted on as part of [Heat networks regulation: authorisation conditions for registration, nominated operator, and notification of changes](#). Updated draft authorisation conditions were also published in the consultation response.

The consultation, [Heat networks regulation: authorisation conditions](#), seeks feedback on the full suite of authorisation conditions that will come into effect from 27 January 2026, including those that have been consulted on separately over the last year.

We have recently published the following consultations on guidance for other heat networks policy areas:

- [Heat networks regulation: authorisation conditions and guidance on measures to mitigate the risk and impact of financial failure](#)
- [Heat networks regulation: consumer protection guidance](#)
- [Heat networks regulation: fair pricing protection guidance](#)

## Overview

The draft guidance for heat network registration explains the scope of the regulatory framework and the requirement to register, including the information that must be submitted as part of registration and the steps to be taken once registration is complete.

It covers the obligations for both operators and suppliers, clarifies the distinction between different types of heat networks, and outlines exemptions from regulation. The guidance also provides specific information for registering Shared Ground Loop (SGL) heat networks and details the responsibilities where multiple entities are involved in the operation of a network.

## **Consultation stages**

**Stage 1** Consultation open: 17 November 2025

**Stage 2** Consultation closes for responses (awaiting decision): 15 December 2025

**Stage 3** Responses reviewed and published: 23 January 2026

**Stage 4** Publication of guidance: 23 January 2026

## **How to respond**

We want to hear from anyone interested in this consultation.

We have asked for your feedback in each of the questions throughout. Please respond to each one as fully as you can.

We will publish non-confidential responses on our website.

## **Your response, data, and confidentiality**

You can ask us to keep your response, or parts of your response, confidential. We will respect this, subject to obligations to disclose information. For example, under the Freedom of Information Act 2000, the Environmental Information Regulations 2004, statutory directions, court orders, government regulations, or where you give us explicit permission to disclose. If you do want us to keep your response confidential, please clearly mark this on your response and explain why.

If you wish us to keep part of your response confidential, please clearly mark those parts of your response that you do wish to be kept confidential and those that you do not wish to be kept confidential. Please put the confidential material in a separate appendix to your response. If necessary, we will contact you to discuss which parts of the information in your response should be kept confidential and which can be published. We might ask for reasons why.

If the information you give in your response contains personal data under the General Data Protection Regulation (Regulation (EU) 2016/679) as retained in domestic law following the United Kingdom's withdrawal from the European Union ("UK GDPR"), the Gas and Electricity Markets Authority will be the data controller for the purposes of GDPR. Ofgem uses the information in responses in performing its statutory functions and in accordance with section 105 of the Utilities Act 2000. Please refer to our Privacy Notice on consultations, see Appendix 1.

If you wish to respond confidentially, we will keep your response confidential, but we will publish the number, but not the names, of confidential responses we receive. We will not link responses to respondents if we publish a summary of responses, and we will evaluate each response on its own merits without undermining your right to confidentiality.

## **How to track the progress of a consultation**

1. Find the web page for the call for input you would like to receive updates on.
2. Click 'Get emails about this page', enter your email address and click 'Submit'.
3. You will receive an email to notify you when it has changed status.

A consultation has three stages: 'Open', 'Closed (awaiting decision)', and 'Closed (with decision)'.

## 2. Scope of heat networks regulation

This section includes the consultation question and provides context for the section of the draft guidance that covers scope of heat networks regulation.

### Questions

- Q1. Do you agree with the proposed guidance for the scope of heat networks regulation? Please explain your answer, including any suggestions to improve clarity, scope or detail.

### Context

- 2.1 The guidance for the scope of heat networks regulation explains key definitions and parameters of the regulatory framework that are established in the relevant legislation and have been covered in previous consultations such as the [2024 consultation](#).
- 2.2 By clarifying the definitions of key terms and how regulatory responsibility applies in relation to physical network infrastructure, we intend that all parties involved with a heat network will understand their role and the principles underpinning the regulatory framework.
- 2.3 The guidance clarifies terms such as ‘regulated activity’, ‘authorised person’, and ‘relevant heat network’, to support entities in identifying whether their activities fall within the scope of regulation.



### 3. Registering a heat network

This section includes the consultation question and provides context for the section of the draft guidance that covers registering a heat network.

#### Questions

- Q2. Do you agree with the proposed guidance for registering a heat network? Please explain your answer, including any suggestions to improve clarity, scope or detail.

#### Context

- 3.1 Registration is part of the transitional provisions for implementing heat networks regulation. Entities carrying out regulated activities can continue operating as they are brought into the regulatory framework. We consulted on proposals for the registration process in [2024 consultation](#) and confirmed these policy positions in our [2025 decision](#).
- 3.2 Under the regulations, entities operating or supplying on a relevant heat network during the first part of the initial period are deemed authorised. They must register their heat networks and activities before the end of this period, in line with the draft Registration with the Authority authorisation condition, which we are consulting as part of the full suite of conditions currently. These conditions will come into effect from 27 January 2026.
- 3.3 Registration is not an authorisation assessment. Its purpose is to enable Ofgem to gather information about existing heat networks, operators, and suppliers. This will help us identify networks, understand current practices, and establish a baseline for monitoring and compliance.
- 3.4 Operators and suppliers must register each heat network and provide network-specific details. Some information, such as organisation contact details or suitability of senior personnel, does not need to be resubmitted for each network.
- 3.5 Registration will be completed through a digital service expected to launch in spring 2026. The draft guidance provides high-level information about this service, and we will develop detailed resources to assist navigation before launch.

## 4. Heat networks with multiple operators

This section includes the consultation question and provides context for the section of the draft guidance that covers heat networks with multiple operators.

### Questions

- Q3. Do you agree with the proposed guidance for heat networks with multiple operators? Please explain your answer, including any suggestions to improve clarity, scope or detail.

### Context

- 4.1 We outlined the advantages of being able to engage with a single party on regulatory matters related to the role of operator through:
- 4.2 [the 2024 consultation](#)
- 4.3 [Heat networks regulation: authorisation conditions for registration, nominated operator, and notification of changes](#)
- 4.4 We determined that requiring one operator to act as a single point contact is the most practical way of approaching regulatory engagement for heat networks with complex arrangements in the existing market.
- 4.5 We confirmed that where an operator is nominated as the single point of contact, they will not assume the regulatory responsibility of other operators but will be required to promptly share information and notifications between those operators and Ofgem. The other operators with deemed authorisation under the regulations will remain authorised persons and will need to comply with the general authorisation conditions from 27 January 2026.
- 4.6 The draft guidance explains these requirements that are set out in the Nominated operator authorisation condition.
- 4.7 The Nominated operator draft authorisation condition has been consulted on as part of [Heat networks regulation: authorisation conditions for registration, nominated operator, and notification of changes](#) and is included in the consultation, [Heat networks regulation: authorisation conditions](#), with the full suite of authorisation conditions that will come into effect from 27 January 2027.

## Next steps

Following this consultation, we will finalise the guidance for heat network registration, incorporating the feedback received from stakeholders. The guidance will be published along with our consultation decision in late January 2026.

## Send us your feedback

We believe that consultation is at the heart of good policy development. We are keen to receive your comments about this consultation. We would also like to get your answers to these questions:

- Do you have any comments about the quality of this document?
- Do you have any comments about its tone and content?
- Was it easy to read and understand? Or could it have been better written?
- Are its conclusions balanced?
- Did it make reasoned recommendations?
- Do you have any further comments?

Please send your feedback to [stakeholders@ofgem.gov.uk](mailto:stakeholders@ofgem.gov.uk).

## Appendix 1. Privacy policy

### Personal data

The following explains your rights and gives you the information you are entitled to under the General Data Protection Regulation (GDPR).

Note that this section only refers to your personal data (your name address and anything that could be used to identify you personally) not the content of your response to the consultation.

#### 1. The identity of the controller and contact details of our Data Protection Officer

The Gas and Electricity Markets Authority is the controller, (for ease of reference, “Ofgem”). The Data Protection Officer can be contacted at [dpo@ofgem.gov.uk](mailto:dpo@ofgem.gov.uk)

#### 2. Why we are collecting your personal data

Your personal data is being collected as an essential part of the consultation process, so that we can contact you regarding your response and for statistical purposes. We may also use it to contact you about related matters.

#### 3. Our legal basis for processing your personal data

As a public authority, the GDPR makes provision for Ofgem to process personal data as necessary for the effective performance of a task carried out in the public interest. i.e. a consultation.

#### 4. Your rights

The data we are collecting is your personal data, and you have considerable say over what happens to it. You have the right to:

- know how we use your personal data
- access your personal data
- have personal data corrected if it is inaccurate or incomplete
- ask us to delete personal data when we no longer need it
- ask us to restrict how we process your data
- get your data from us and re-use it across other services
- object to certain ways we use your data
- be safeguarded against risks where decisions based on your data are taken entirely automatically
- tell us if we can share your information with 3<sup>rd</sup> parties
- tell us your preferred frequency, content and format of our communications with you
- to lodge a complaint with the independent Information Commissioner (ICO) if you think we are not handling your data fairly or in accordance with the law. You can contact the ICO at <https://ico.org.uk/>, or telephone 0303 123 1113.

#### 5. Your personal data will not be sent overseas

**6. Your personal data will not be used for any automated decision making.**

**7. Your personal data will be stored in a secure government IT system.**

**8. More information** for more information on how Ofgem processes your data, click on the link to our “[ofgem privacy promise](#)”.