



Business Case

# Code Manager Evolution 2026-27

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## Executive Summary

The Code Manager service plays a crucial role in supporting the daily operations of the Retail Energy Code (REC) and helps the energy sector meet its regulatory obligations. This service is currently delivered by three Code Manager Service Providers (CMSPs). With the contracts for these providers set to expire in August 2026, a comprehensive review is being conducted to assess the service model's effectiveness and its ability to meet the evolving needs of the energy market.

This review comes at a critical juncture, as several transformation initiatives are underway within the energy sector. These include Ofgem's Code Reform, the Digital Services implementation, and Ofgem's Market-wide Half-Hourly Settlement (MHHS) programme. Together, these initiatives are reshaping the market landscape, and the expiration of the current CMSP contracts presents an ideal opportunity to reassess the service model in light of these changes.

An additional development is the anticipated award of the Code Manager licence to RECCo, the organisation responsible for managing the REC. This would provide RECCo with increased decision-making powers, including greater control over budget setting, code modifications, and delivery planning, in line with Ofgem's Strategic Direction Statement. As a result, RECCo will assume a more active role in service delivery, particularly in areas currently outsourced to CMSPs.

This shift introduces new dynamics into the Code Manager service and could reshape the structure of the CMSP contracts. Therefore, the review will not only determine what changes are necessary but also establish the optimal timeline for implementing these changes to maximise benefits and minimise disruption.

In the short term, contract extensions have been agreed with RPS and RTS, ensuring continuity of market design and technical delivery services while RECCo evaluates the future model needed post-Code Reform.

### Background

RECCo's service delivery model blends specialist expertise, competitively procured, with strong in-house oversight. This approach has enabled the organisation to ensure delivery quality, contractual compliance, and alignment with REC objectives. In addition, it has fostered collaboration with the industry to enhance market reporting, improve visibility of market behaviour, and strengthen consumer protections.

Over the past four years, Deloitte has partnered with RECCo and industry stakeholders to design, implement, and continuously refine the REC Performance Assurance Framework. Their expertise has been instrumental in ensuring that the regime reflects market practices, supports REC objectives, and places consumer interests at the forefront. We're grateful for their partnership and the robust foundations they have helped to establish.

As Deloitte's contract nears its conclusion, RECCo has taken the opportunity to reassess the future evolution of Performance Assurance. The focus is now on delivering a more proportionate and effective assurance framework that provides greater clarity on compliance and market behaviours, while leveraging the capabilities of the Digital Services partner to enhance efficiency, responsiveness, and value for money.

**The project has been structured into two key phases:**

#### Phase 1 – Performance Assurance Solution

This phase focuses on the mobilisation and implementation of a revised Performance Assurance (PA) model, which will replace the current single-provider arrangement. This disaggregated model will come into effect in September 2026, when the current contract expires. It will remain in place for approximately two years, allowing RECCo to stabilise assurance delivery while also testing and refining the delivery models in preparation for a long-term solution.

## Phase 2 – Developing the Enduring Code Manager Service

The second phase centres on the design of the long-term Code Manager model, which will align with the expiration of the extended contracts for the RTS and RPS providers. It will also coincide with the post-implementation review of the interim Performance Assurance solution and contracts with the Qualification Service Providers and Performance Assurance Service Providers.

Together, these two phases will deliver a transformation of the REC Code Manager service, ensuring that it remains fit-for-purpose, delivers value for money, and is well-positioned to support a dynamic, digitally enabled energy market.

### High-Level Objectives

The project will aim to:

- **Identify & Plan Necessary Changes:** Assess both the “what” and the “when” of required changes to the service. While some improvements can be implemented immediately, more substantial transformational changes may need to be phased in at a later stage, once the broader regulatory landscape has stabilised.
- **Ensure Operational Continuity Beyond August 2028:** Explore options for securing continuity beyond the current contract term, including contract extensions, closed pool arrangements, phased procurement for new providers, or a full-service model transformation. The chosen approach will depend on which option best supports the long-term vision for the service. Any approach involving contract changes with incumbent service providers will be subject to successful negotiations.
- **Align the Service with RECCo’s Evolving Responsibilities:** Ensure the service model evolves in line with RECCo’s expanding role and responsibilities, including any potential changes arising from enhanced regulatory oversight. This will ensure the service is fully equipped to manage these shifts.
- **Deliver Ongoing Value for Money:** Focus on ensuring the service continues to deliver value for money, while targeting the right outcomes to enhance market compliance, performance, and consumer outcomes.

### High-Level Outcomes

- **Prioritise Stability in the Short Term:** While immediate changes may be necessary, the review will prioritise maintaining stability, particularly during key ongoing initiatives such as the Digital Services rollout and Code Reform. Major changes will be carefully considered and potentially delayed to ensure they’re implemented effectively once the broader regulatory environment is stable.
- **Enhance Efficiency & Deliver Value for Money:** The aim is to establish a Code Manager service that is more efficient, focused on achieving the right outcomes, and delivers value for money to REC Parties.
- **Ensure Timely & Effective Transformational Changes:** By evaluating both the “what” and the “when” of changes, the project will ensure that any transformational shifts are introduced at the right time—when both the market and RECCo are best positioned to support them. This approach will minimise disruption and optimise the benefits of these changes.
- **Ensure Responsiveness & Adaptability:** The service will be designed to be responsive to REC Parties and stakeholders, aligned with regulatory requirements, and adaptable to evolving market needs, including broader regulatory shifts.
- **Improve Performance Assurance:** The review will drive improved outcomes in Performance Assurance, ensuring it better focuses on compliance, performance monitoring, and delivering the right outcomes for the market.

## Description

The project will proceed with an approach that balances immediate improvements with the need for stability. It has determined the right approach to ensure the Code Manager service can continue to deliver value for money, drive the right outcomes, and support the evolving needs of industry. The Interim Performance Assurance Service (IPAS) solution will assure and validate the approach taken to ensure it is right for the future of Performance Assurance.

### Phase 1a – PA Solution

- **Transition:** From the current single-provider assurance model to a disaggregated model.
- **Approach:** Led by RECCo for strategy and oversight and supported by service providers for delivery. This interim model will operate from 2026 to 2028, focusing on maintaining continuity while embedding RECCo's assurance role.

### Phase 1b – PA Post Implementation Review

A Post-Implementation Review (PIR) will be conducted to evaluate whether the transition to the IPAS has delivered the expected outcomes and benefits, identify any immediate concerns or changes required, and ensure any post-implementation planning activities or action plans are put in place, monitored, and maintained to ensure service delivery. Reviews will be carried out as key points within the first year, and these will be **evidence-based**, **collaborative**, and **forward-looking**, involving project sponsors, delivery teams, end-users, and key stakeholders.

- **Three-month PIR (Stability of Service):** Ensure the service is working as intended and key risks are being managed, i.e., revision to requirements (CRs), not working as expected, establishing post-implementation planning activities, or action plans to ensure service delivery.
- **Six-month PIR (Performance of Service):** Expansion on the three-month review, comparison of service, ensuring progress is made on PIR activities and action plans, and identification of any optimisation and sustained improvement required.
- **Nine-month PIR (Strategic Alignment or Continuity of Service):** Ensure the interim solution continues to deliver value and inform future planning for the long-term, enduring model, as well as the continuity of service and the activities required ahead of any contract extensions or procurement activities.

### Phase 1c – Service & Contract Changes

- **Contract Changes:** This option allows for continuity in services as we implement the IPAS. This model requires contract changes based on the disaggregated model, as well as removal or services changes due to transformation initiatives, i.e., Digital Services, Code Reform, and Design Authority.
- **Contract Extensions:** This option allows for continuity in service delivery while addressing immediate areas of concern through targeted improvements progressed as part of this project or through the BAU service improvement activity. This approach will provide stability during a period of significant change and allow RECCo to plan for the transformation of the Code Manager service at the appropriate time.

## Phase 2 – Development of Enduring Code Manager Service

- **Contract Extensions:** This option allows for continuity in service delivery while addressing immediate areas of concern through targeted improvements progressed as part of this project or through the BAU service improvement activity. This approach will provide stability for the Performance Assurance services and allow RECCo to plan for the transformation of the Performance Assurance service at the appropriate time.
- **Closed Pool & Phased Procurement:** This option introduces new service providers in a staged manner, ensuring operational stability for August 2028 and allowing for the gradual rollout of transformational changes. Closed pool or phased procurement offers flexibility for improvement while ensuring that key service areas remain stable. If required, the approach to procurement will be set out in a procurement strategy.

At least a two-year extension will be agreed with the RTS and RPS CMSPs and contract awards to the IPAS Service Providers until 2028. These extensions will ensure continuity in service delivery while RECCo evaluates the transformation needed for the enduring Code Manager service.

## Benefits & Outcomes

### Strategic Benefits

#### Future-Proofing the Code Manager Service

- The review and evolution of the service model ensures that the Code Manager service remains agile and aligned with future regulatory changes, such as Ofgem's Code Reform and the MHHS. This adaptability ensures the service can meet the dynamic needs of the energy market in the long term.

#### Alignment with Evolving Regulatory Landscape

- By reassessing the current model and considering new approaches, the project aligns the Code Manager service with RECCo's expanding responsibilities, ensuring it is equipped to handle new regulatory expectations and frameworks. This strengthens RECCo's role in the sector, positioning it as a leader in managing the REC.

#### Enhanced Performance Assurance

- The introduction of a disaggregated Performance Assurance model provides greater flexibility and a more targeted approach to performance monitoring. This helps ensure that market compliance is met more efficiently, improving overall market performance and consumer outcomes.
- The PIRs at key stages allow for continuous monitoring and adjustments, ensuring that the Performance Assurance service evolves in line with emerging market conditions and that any inefficiencies are addressed promptly.

#### Stability Amid Change

- By prioritising short-term stability (e.g., through contract extensions and the interim Performance Assurance Solution), the project mitigates risks associated with ongoing changes in the energy sector, allowing the service to continue uninterrupted while preparing for long-term transformation. This ensures that the energy market remains stable, even as significant reforms take place.

#### Increased Efficiency & Cost-Effectiveness

- The transition to a more efficient and focused service model will streamline operations and ensure the service delivers value for money. By involving Digital Services in the delivery model, there is an opportunity to improve efficiency, responsiveness, and service delivery to meet the evolving needs of REC Parties and stakeholders.
- The phased procurement approach and the closed pool option provide flexibility to integrate new service providers gradually, allowing for the continued evolution of the service without compromising operational stability.

### Reduced Disruption & Risk

- By carefully evaluating both the “what” and the “when” of changes, the project reduces the risk of introducing disruptive changes too quickly. The incremental approach ensures that transformational changes are introduced at the optimal time, minimising any potential disruption and ensuring that both RECCo and the wider market are prepared for the changes.

### Improved Stakeholder Engagement & Collaboration

- The project emphasises collaborative reviews (via PIRs) with key stakeholders, including service providers and end users. This enhances communication and ensures the service is responsive to the needs of all parties involved. By fostering collaboration, the project helps build a shared vision for the future of the Code Manager service, strengthening relationships across the industry.

### Support for Strategic Long-Term Planning

- The focus on developing an enduring Code Manager service allows RECCo to set a clear vision for the future, ensuring the service evolves in a way that aligns with both strategic goals and regulatory requirements. This long-term planning allows RECCo to stay ahead of changes, positioning it to manage the REC effectively as the energy market continues to evolve.

## Operational Benefits

### Future-Proofing the Code Manager Service

- The review and evolution of the service model ensure the Code Manager service remains agile and aligned with future regulatory changes, such as Ofgem’s Code Reform, Digital Services, and MHHS. This adaptability ensures the service can meet the dynamic needs of the energy market in the long term.

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## Consumer Benefits

### Improved Consumer Protection

- The enhanced Performance Assurance model will focus more effectively on monitoring compliance and ensuring market participants adhere to the required standards. This ensures that consumers are protected from non-compliance or poor service, leading to a more reliable and fair energy market.

### Increased Market Transparency

- The evolution of the Performance Assurance Framework and the improved market reporting will lead to better visibility of market behaviours and performance. Consumers will benefit from a clearer understanding of how energy providers are performing, enabling them to make informed decisions and ensuring the market remains competitive and consumer-focused.

### Greater Reliability & Service Quality

- By introducing a disaggregated Performance Assurance model and refining the approach to performance monitoring, the project ensures that service providers are held accountable for their specific responsibilities. This results in improved reliability and higher-quality services for consumers, as any inefficiencies or issues are addressed more swiftly.

### Better Responsiveness to Consumer Needs

- The Code Manager service will become more responsive to consumer and market needs. With the increased involvement of RECCo in decision-making, consumers will benefit from a service that is more adaptable to

regulatory changes, new technologies, and evolving market dynamics, ensuring their interests are considered in the ongoing transformation of the energy market.

#### Enhanced Consumer Outcomes from Regulatory Alignment

- The project ensures that the Code Manager service remains aligned with regulatory reforms, like Ofgem's Code Reform and Digital Services. This ensures that the energy market operates within a framework that is fair, transparent, and focused on driving positive outcomes for consumers, such as fair pricing, better services, and greater protection against potential market failures.

#### Sustainability Benefits

##### Support for a Sustainable Energy Transition

- The evolution of the Code Manager service will ensure the energy market is better positioned to accommodate future regulatory changes and innovations in energy management. By aligning with Ofgem's Code Reform and Digital Services, the project enables the adoption of sustainable practices and technologies in the energy sector, supporting the transition to a low-carbon and digitally enabled energy system.

##### Reduced Environmental Impact through Operational Efficiency

- The transition to a disaggregated model and the implementation of Digital Services will lead to more efficient operations, reducing the need for paper-based processes and manual interventions. This, in turn, contributes to a reduction in operational waste and carbon emissions associated with energy market management, making the service more environmentally sustainable.

##### Long-Term Sustainability of the Code Manager Service

- The introduction of a more resilient, adaptable service model ensures the Code Manager service remains sustainable in the long term. By carefully planning transformational changes and ensuring the service is aligned with evolving market needs, the project strengthens the ability of the Code Manager service to support ongoing sustainability goals, from improving energy efficiency to enhancing market resilience in the face of future challenges such as energy demand fluctuations and climate change.

#### Key Success Criteria

##### Successful Transition to New Service Model

- Disaggregation of the Performance Assurance model: The project's success will be measured by the effective transition from the current single-provider model to the disaggregated service model by 2026. This includes ensuring that all new service providers are onboarded smoothly and that RECCo's oversight role is successfully embedded without disrupting ongoing operations.

##### Continuity of Service Delivery

- Minimising Disruption: The project should ensure operational continuity throughout the transition, especially during the Digital Services rollout, Code Reform, and other ongoing industry transformations. This includes maintaining key services and performance metrics during the review and evolution process, particularly from 2026 to 2028.

##### Alignment with Regulatory Requirements

- Adherence to Ofgem's Strategic Direction: A key success criterion will be the degree to which the service model aligns with Ofgem's Strategic Direction Statement and new regulatory requirements, including Code Reform, Digital Services, and MHHS. Success is also dependent on how well the evolving service model can adapt to future regulatory changes and challenges.

### Achievement of Performance Assurance Goals

- **Effective Performance Assurance:** The Performance Assurance framework should be more efficient, responsive, and capable of delivering greater compliance monitoring and market transparency. Success will be gauged by how well the interim solution delivers improved service performance and meets the expectations set in the PIRs.

### Stakeholder & Consumer Satisfaction

- **Engagement & Transparency:** The satisfaction of both internal stakeholders (e.g., RECCo and service providers) and external stakeholders (e.g., REC Parties and consumers) will be critical. Success will be measured by the level of collaboration and feedback incorporation throughout the project, as well as the positive impact on consumers, including improved protection and increased market transparency.

### Long-Term Sustainability & Scalability

- **Enduring Code Manager Model:** The success of the project will also be measured by how well the enduring Code Manager service is designed to be sustainable and scalable. This includes the ability of the service model to evolve with market dynamics and accommodate future regulatory shifts while maintaining efficiency, value for money, and reliability.

### Effective Contract & Procurement Strategy

- **Successful Negotiations & Procurement:** The project's success will depend on how effectively contract extensions and negotiations with CMSPs are handled, as well as the successful execution of any procurement activities for new service providers. This includes ensuring a smooth transition with minimal disruption during procurement and contract changes.

### Risk Management & Issue Resolution

- **Proactive Risk Mitigation:** The project will be deemed successful if it can identify and mitigate risks early, particularly those that could impact service delivery, regulatory alignment, and market stability. Effective issue resolution through regular PIRs and adaptive planning will be critical in ensuring the project stays on track.

### Delivery of Strategic & Operational Benefits

- **Achievement of Strategic Goals:** The project's success will also be measured by how well it delivers on both strategic and operational benefits, such as improved service delivery, better performance monitoring, reduced operational inefficiencies, and enhanced consumer outcomes.

### Timely Implementation & Completion

- **On-Time Delivery:** The project must meet its key milestones, particularly the 2026 transition to the disaggregated model and the 2028 long-term service model. The timely implementation of the new service model and the successful completion of the interim Performance Assurance solution will be key indicators of success.

## Stakeholder Engagement

Stakeholder engagement has been central to the development and progression of the Code Manager evolution project. A series of targeted activities was undertaken to ensure that the views, concerns, and priorities of key stakeholders, including REC Parties and service users, were actively sought and incorporated into the decision-making process.

1. **Industry Engagement Events (June–July 2023):** Three events were held with REC Parties and service users to gather comprehensive feedback on the current Code Manager service. These events provided an opportunity for stakeholders to share their experiences with the service, identify areas of concern, and suggest improvements. These events were repeated in October 2024 and again in 2025.

2. **Annual Surveys:** REC Parties and service users have participated in annual surveys over the past three years. These surveys gathered valuable data on satisfaction levels, pain points, and priorities within the existing service model.
3. **Bilateral Meetings:** Bilateral meetings between RECCo and service users allowed for more in-depth discussions about specific challenges and requirements.
4. **Operational Account Managers (OAMs) & REC Service Desk Feedback:** Continuous feedback received through OAMs and the REC Service Desk helped identify recurring issues. This real-time feedback was instrumental in shaping the focus areas for targeted improvements.
5. **Stakeholder Advisory Group (SAG) April 2024 – June 2025:** This group provided informal but structured advice to the project team as RECCo restructured the Code Manager service and procured a new Digital Services solution. The SAG allowed RECCo to validate its approach and thinking, interpret stakeholder needs correctly, and respond directly to feedback on pain points and service expectations. Their input was instrumental in progressing the Digital Services from concept to near-contract signature, redefining the model for Performance Assurance services, and early engagement and input on Code Reform.

The insights gained through this extensive stakeholder engagement process have ensured that the proposed service improvements, investment plans, and strategic priorities are fully aligned with the needs and expectations of REC Parties and Service Users. By embedding stakeholder feedback into every stage of the project, RECCo remains committed to delivering a Code Manager service that is responsive, efficient, and future-proofed.

This stakeholder engagement process has ensured that the Code Manager Evolution Project is aligned with the needs and priorities of REC Parties and service users, reflecting a balanced, responsive approach that delivers value while maintaining stability during a period of significant regulatory change.

## Expenditure Plan

|                                                                                                                                                                 |                                                                                     |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|
| <b>Resources to deliver stakeholder engagement, business analysis, commercial analysis, regulatory expertise, transition management, and project management</b> | Delivered through a hybrid model of RECCo internal staff and fixed-term contractors |
| <b>Legal Support</b>                                                                                                                                            | External service provider                                                           |
| <b>Service Providers: Mobilisation and implementation activities</b>                                                                                            | External service providers                                                          |
| <b>Total Project Investment Value</b>                                                                                                                           | £1.2m                                                                               |
| The value of service provider mobilisation and implementation costs have been redacted to preserve contractual confidentiality.                                 |                                                                                     |

## Risk Analysis

| Risk Description                                         | Raw Risk | Mitigation                                                                                                                                                                                                                                                    | Residual Risk                                                                                                                     |
|----------------------------------------------------------|----------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------|
| <b>Disruption during transition to new service model</b> | High     | <ul style="list-style-type: none"> <li>Maintain continuity through contract extensions and interim Performance Assurance Solutions.</li> <li>Regular monitoring via PIRs.</li> <li>Clear transition and communication plans with all stakeholders.</li> </ul> | Low – Effective mitigation through careful planning and continuous stakeholder engagement will minimise operational disruptions.  |
| <b>Regulatory misalignment</b>                           | Medium   | <ul style="list-style-type: none"> <li>Ensure regular consultation with Ofgem and other regulatory bodies.</li> <li>Adapt service model based on evolving regulations.</li> <li>Legal and regulatory oversight on updates.</li> </ul>                         | Medium – While proactive measures are in place, changes in regulations can create challenges during implementation phases.        |
| <b>Resistance to change from stakeholders</b>            | Medium   | <ul style="list-style-type: none"> <li>Conduct regular workshops and meetings to involve stakeholders early.</li> <li>Address concerns through transparent communication.</li> <li>Develop change management plans tailored to stakeholder needs.</li> </ul>  | Medium – Resistance is likely but will be reduced with strong collaboration and early engagement with stakeholders.               |
| <b>Failure to meet post-implementation objectives</b>    | Medium   | <ul style="list-style-type: none"> <li>Establish clear performance metrics and KPIs for the interim solution.</li> <li>Conduct PIRs at 3, 6, and 9 months to ensure progress and adjust as needed.</li> <li>Continuous improvement feedback loop.</li> </ul>  | Medium – Timely adjustments through regular reviews will reduce the risk of failure, but unforeseen challenges may still arise.   |
| <b>Procurement delays</b>                                | Low      | <ul style="list-style-type: none"> <li>Develop a clear procurement strategy early in the process.</li> <li>Use phased procurement approaches to mitigate gaps.</li> <li>Begin procurement activities ahead of deadlines.</li> </ul>                           | Low – Proactive planning and early procurement activities will mitigate risks of delay and ensure continuity of service delivery. |

## Conclusion

It is recommended that the Business Case be reviewed and approved to ensure the successful delivery of the next phase of the Code Manager Evolution Project. Approval will support the maintenance of service continuity and the delivery of incremental improvements, with the flexibility to introduce more transformational changes during a more stable period. The Business Case has been prepared on the assumption that the necessary resources will be allocated and that the project scope remains consistent with the current objectives.

The allocation of resources set out in this Business Case will enable RECCo to maintain service continuity, deliver incremental improvements, and plan for future transformational changes. The resource and risk management plan assumes the necessary resources will be allocated and that any changes to the project scope will be minimal.

Mitigations are in place to manage potential risks associated with service continuity, stakeholder engagement, and the timing of future changes. Review and approval will provide stakeholders with assurance that the project is appropriately resourced and governed, ensuring successful implementation of the Code Manager Evolution Project.



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