



Overview of the Fire Safety (Residential Evacuation Plans) (England) Regulations 2025

Introduction

The Fire Safety (Residential Evacuation Plans) (England) Regulations 2025 (hereafter referred to as 'the Regulations') aim to improve the fire safety and evacuation of residents in specified residential buildings in England who would have difficulties evacuating a building by themselves in the event of a fire (relevant residents).

This may be due to a physical mobility issue, some other disability such as having a sight or hearing impairment, or a cognitive condition. The Regulations also mandate building emergency evacuation plans in these buildings.

The Residential Personal Emergency Evacuation Plans (PEEPs) process includes a suite of measures:

- the Responsible Person (RP) identifies residents who require Residential PEEPs
- a person centred fire risk assessment (PCFRA) is carried out (when requested) to understand individual risks and needed evacuation support
- a simple emergency evacuation statement is agreed, outlining what the resident should do in a fire
- key information is shared with the Fire & Rescue Authority only with the resident's explicit consent
- the RP must regularly review the PCFRA, evacuation statement, and building evacuation plan.

These measures are set out as duties in these Regulations that the RP under fire safety legislation is legally required to meet.

Background

The Grenfell Tower Phase 1 Inquiry Report made two recommendations concerning PEEPs and one recommendation concerning evacuation plans which were to be actioned through legislation. The Grenfell Tower Inquiry recommended that owners and managers of all high rise residential buildings must:

- prepare PEEPs for residents who cannot self evacuate, and
- keep up to date information on these residents and their PEEPs in the premises information box.

It also required that evacuation plans be created, regularly reviewed, and provided (in both digital and paper form) to the local Fire and Rescue Service and stored in the information box.

Following consultations and evidence gathering, the government developed the Residential PEEPs policy—implemented through these Regulations—to meet these recommendations in a practical and proportionate way.

Where and when these Regulations apply

The Regulations will come into force on 6th April 2026, and apply in England only.

Within England, the Regulations apply to all buildings that contain two or more sets of domestic premises, and which is either:

- at least 18 metres above ground level or have at least seven storeys; or
- is more than 11 metres in height above ground level that has simultaneous evacuation strategies in place.

A “simultaneous evacuation strategy” is an evacuation strategy that applies to certain buildings deemed to be at a higher risk of fire, where the RP has determined that all residents should leave the building in the event of a fire, rather than staying put if they do not feel threatened by the fire.

Who has responsibilities under these Regulations?

The RP, typically the building owner or manager, has responsibilities under these Regulations. The RP is the person who is responsible for the fire safety of themselves and others who use a regulated premises and on whom most of the duties set out in the Regulatory Reform (Fire Safety Order) 2005 (“the Fire Safety Order”) are imposed.

What residents are impacted by these Regulations?

These Regulations are designed to improve the fire safety and evacuation of relevant residents who would have difficulties evacuating a building by themselves in the event of a fire.

A resident is a ‘relevant resident’ for the purposes of these Regulations if the domestic premises in which they reside (which must be in scope of the Regulations) is their only or principal residence; and their ability to evacuate the building without assistance in the event of a fire is compromised as a result of a cognitive or physical impairment or condition.

Resident consent

Resident consent is needed throughout every stage of Residential PEEPs. For instance:

- the decision as to whether to participate in Residential PEEPs lies with the resident and they cannot be compelled to participate
- the decision as to whether to agree an emergency evacuation statement lies with the resident
- the decision as to whether the prescribed information can be shared with the local Fire and Rescue Authority lies with the resident; sharing requires the resident’s explicit consent.

Enforcement of Residential PEEPs

Enforcing authorities under the Fire Safety Order, such as Fire and Rescue Authorities, have the power to enforce RPs' compliance with their duties, such as RPs' duty to follow the Residential PEEPs process.

There is no expectation that a local Fire and Rescue Authority arbitrate in any disagreement between the RP and a resident. Residents in 18m+ buildings (which are also covered by the Building Safety Regulator's (BSR's) 'higher risk' regime) will be able to raise building safety concerns and complaints with the building's 'Accountable Person' and if they do not address the issue adequately, with the BSR under the 'Resident's Voice' complaints procedure.

The RP Toolkit

The RP Toolkit provides practical, real life examples of how Responsible Persons have improved fire safety and evacuation for residents with disabilities. Drawn from public consultations and established local initiatives, it showcases approaches to resident engagement, PCFRA, flat level and building wide measures, and information sharing with Fire & Rescue Services. RPs are encouraged to use the Toolkit, which will expand as new practices develop once the Regulations take effect.

Summary of Regulations:

Regulations 1-4

Regulations 1-4 make provision relating to the coming into force date, territorial extent and application, and scope of the Regulations. They provide definitions of key terms used in the Regulations, detail the buildings that are within scope of the Regulations and define what a 'relevant resident' is for the purposes of the Regulations.

Regulation 5: Identification of relevant residents

The Regulations make it a legal requirement from 6th April 2026 for the RP to use reasonable endeavours to identify their relevant residents.

The decision as to whether to participate in the Residential PEEPs process lies with the resident; a resident cannot be compelled to engage with Residential PEEPs.

Regulation 6: Person-centred fire risk assessment (PCFRA)

The RP must offer a PCFRA to each relevant resident they identify and, where the resident requests one, ensure the PCFRA is undertaken.

The PCFRA must include:

- an assessment of the risks relating to the relevant resident and the premises, in light of that resident's cognitive or physical impairment or condition, and
- consideration of the resident's ability to evacuate the building (without assistance) in the event of a fire.

Will the resident need to share medical information or NHS medical records with the RP?

The RP will need to gain a sufficient understanding to assess the risks relating to the premises in light of the resident's impairment or condition. However, there is no explicit requirement in the regulations for the resident to share any medical records or specific information with the RP.

How does a PCFRA differ to the building fire risk assessment?

The PCFRA does not duplicate the building's fire risk assessment. It focuses on the individual resident, identifying risks and evacuation barriers specific to their impairment, and determining appropriate mitigating measures. Its purpose is to assess whether the resident faces particular fire safety challenges, such as being unable to follow building Instructions to Residents, taking into account both the resident's condition and relevant building factors.

What if, as the Responsible Person, I already have a PCFRA process in place?

Many RPs already carry out PCFRA as part of broader resident engagement or risk assessment processes. The assessment required by the Regulations can be built into existing arrangements, provided it meets Regulation 6. It typically involves a conversation between an RP staff member and the resident, and does not require a specialist assessor.

Can a resident support their fire safety and evacuation through the use of volunteers (e.g. family, friends, neighbours or carers)?

This may be an option where the relevant resident can source such volunteers and get their agreement to help. There is no specific duty on the RP to facilitate this, although they are able to do so if they choose to.

Future primary legislation on PCFRA

Government intends, through future primary legislation, to introduce a requirement on RPs, as part of the PCFRA in Residential PEEPs, to consider the fire safety risks within the relevant resident's domestic premises.

While there is no current requirement to do this, the consultations found that some RPs when conducting the PCFRA, include consideration of fire safety risks within relevant residents' domestic premises. Examples of such measures are included within the RP Toolkit.

Regulation 7: Mitigation of risks

The RP must then discuss with the resident, with a view to identifying reasonable and proportionate measures for the RP to take to mitigate the risks identified through the PCFRA.

The assessment as to whether a measure is reasonable and proportionate may differ depending on who is to bear the costs. For instance, a measure may not be considered reasonable and proportionate if all residents were to bear its costs, but may be considered to satisfy these criteria on the basis that the relevant resident is to pay for it.

It falls for consideration whether or not a measure will be reasonable and proportionate if costs in implementing potential measures were to fall to:

- the RP
- the relevant resident
- or, where the measure benefits the majority, to all residents for the time being of the building.

The RP must implement reasonable and proportionate measures, with the exception of measures where costs would fall to the resident and the resident declines to pay costs: in that case, the resident may decline to have the measures or equipment provided.

Where a measure is assessed to be reasonable and proportionate on the basis that costs should be shared by all residents of the building (e.g., costs which can be appropriately charged through the service charge or the reserve fund), in order for costs to be shared the mitigating measure is also required to benefit the majority of the building's residents who are resident at that time.

Future primary legislation on PCFRA

As noted under Regulation 6, the government plans to require RPs, through future primary legislation, to consider fire safety risks inside the resident's own home as part of the PCFRA. This will also include identifying reasonable, proportionate measures that the RP and the resident could take within the domestic premises to mitigate those risks.

Could measures to implement Residential PEEPs potentially impinge on leaseholders' rights?

Residential PEEPs do not override leaseholder rights. A mitigation is not reasonable or proportionate if it affects another leaseholder's rights without their agreement. Where a measure requires a lease variation, it can only proceed with that leaseholder's consent, e.g., if a proposed change would encroach on another leaseholder's allocated parking space.

Who is responsible for deciding which measures should be implemented?

While the RP should discuss with the relevant resident what measures identified through their PCFRA could be implemented, it is the RP's decision as to which measures are reasonable and proportionate and therefore will be implemented.

Further details on costs

Some measures may also be eligible for the means-tested disabled facilities grant, if they meet the conditions.

Residents have the right to challenge any costs that are charged to them through a variable service charge, and deem unreasonable, through existing leaseholder law mechanisms.

Where the relevant resident is to pay the costs for implementing a reasonable and proportionate measure, the resident may decline to pay the costs and the measure does not have to be implemented. The Regulations do not contain any provision that the resident is obliged to pay costs if they choose not to have the mitigating measures implemented.

In cases where potential mitigating measures have been identified for a subletting tenant who has undergone the Residential PEEPs process, and the costs do not fall to either the RP or to all residents, then the RP may reasonably determine that costs are a matter for the leaseholder and subletting tenant to resolve.

Regulation 8: Emergency evacuation statements

The PCFRA discussion should lead naturally to the resident being able to decide what they should do in the event of a fire. The RP must use reasonable endeavours to agree with the relevant resident, at the end of the PCFRA, what the resident should do in the event of a fire.

The RP also has the responsibility under the Regulations to ensure this is written down as a statement, referred to as the 'emergency evacuation statement'.

How should the emergency evacuation statement be recorded and what should it include?

There is no prescribed format to the emergency evacuation statement, except for that it must be in writing. A clear and brief statement will aid the resident's ability to readily recall and follow it in the event of an emergency. The RP must provide the resident with a copy of the statement.

Regulation 9: Review of PCFRA, mitigating measures and emergency evacuation statement

What this regulation requires

The RP must review the Residential PEEPs process, including the PCFRA, mitigation measures, and emergency evacuation statement:

- every 12 months, starting from when the evacuation statement is recorded (or when the assessment is completed if no statement is agreed)
- whenever there is reason to update it, such as major building changes. In these cases, the 12 month cycle resets after the review
- at the reasonable request of the resident, for example if their condition changes.

Regulation 10: Provision of information to local fire and rescue authority

The RP must share, with each resident's explicit consent, the following information with the local Fire and Rescue Authority:

- resident's flat number
- resident's floor number
- basic details on the level of evacuation assistance required
- whether the resident has an emergency evacuation statement.

This applies to all relevant residents involved in the PEEPs process, as their arrangements may not work on the day and Fire and Rescue Services need to know where they live.

Why is such minimal information to be shared with the Fire and Rescue Authority?

Fire and Rescue Services must act quickly during incidents. With each resident's explicit consent, the RP must provide a short, clear set of essential information so crews can quickly understand who may need help and support effective evacuation and rescue.

Should the information be shared digitally or physically with the Fire and Rescue Authority?

It is for the local Fire and Rescue Authority to determine if the information should be shared digitally or via physical information in a secure information box on-site. If a secure information box is not installed and the local Fire and Rescue Authority requires access to the information in hard copy format, then the RP must install and maintain a secure information box for this purpose.

Data protection legislation

Information must be shared in compliance with the Data Protection Act 1998, and General Data Protection Regulations. Both the RP and Fire and Rescue Authority must protect the data.

If the Fire and Rescue Authority requires information to be stored in a secure information box, the RP must ensure the box meets the standards in the Fire Safety (England) Regulations 2022, as amended, including being able to hold all required documents.

Resident consent

Sharing of information collected for the purposes of these Regulations must be done with the explicit informed consent of the resident, and the resident is free to withdraw their consent to sharing information with the local Fire and Rescue Authority.

Regulation 11: Relevant Resident's Representative

This Regulation enables the RP to act on the instructions of a person authorised to act on behalf of the relevant resident (their 'representative').

These instructions can only relate to the prescribed aspects of Residential PEEPs.

What are the prescribed aspects of Residential PEEPs that an authorised person can provide instructions on?

An authorised person can provide instructions on:

- requesting a PCFRA (under Regulation 6)
- discussing mitigating measures (under Regulation 7)
- agreeing an approach to evacuation (under Regulation 8)
- requesting a review (under Regulation 9)
- consenting to the provision of information to Fire and Rescue Authorities (under Regulation 10).

Regulation 12: Data protection

This Regulation clarifies that the Residential Evacuation Plans Regulations do not permit any data processing that breaches data protection law. All processing must comply with existing legislation, although the Regulations may provide a lawful basis where one would not otherwise exist.

Regulation 13: Building emergency evacuation plans

The RP must prepare a building emergency evacuation plan, share it with the local Fire and Rescue Authority, and place a copy in the secure information box where one exists.

The plan must be reviewed within 12 months of first being prepared, and every 12 months thereafter, or sooner if updates are needed. When the plan is amended, the RP must promptly share the updated version with the Fire and Rescue Authority and place a revised copy in the secure information box (if installed).

What information is required in the building emergency evacuation plan?

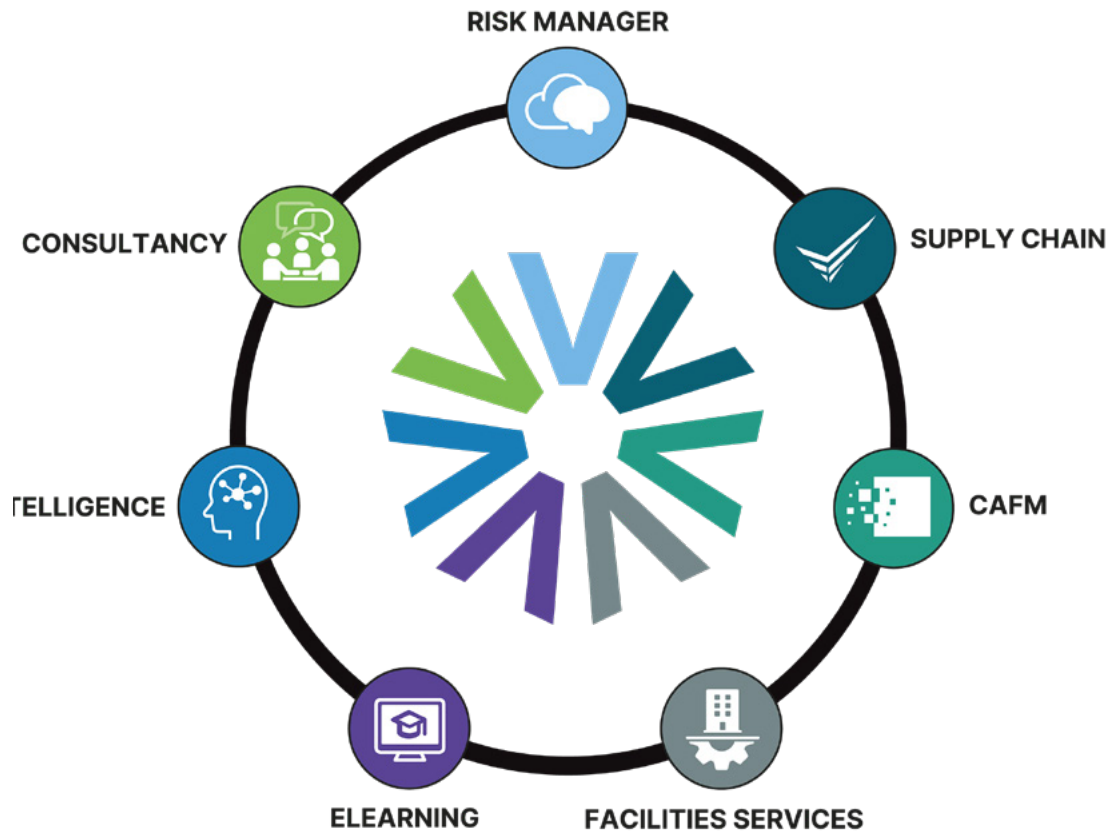
This plan must include:

- a copy of the instructions to residents as required under Regulation 9(2)(b)(i) of the Fire Safety (England) Regulations 2022
- confirmation of whether there are relevant residents in the building
- information relating to any other arrangements for that building, for example if an Evacuation Alert System has been included, as recommended for new 18m+ buildings under guidance to the Building Regulations 2010 within Approved Document B.

The RP may combine the building emergency evacuation plan with the floor plans and/or building plan required under Regulation 6 of the Fire Safety (England) Regulations 2022, so long as the information required above is included.



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