



Infrastructure Protection Act – Guide on Protected Areas and Places (For Authority of PA/PP)

As of 1 June 2020

Every care has been taken to ensure the accuracy of the information contained in this guide at the time of publication. Please refer to the Infrastructure Protection Act and the related Subsidiary Legislations for the most up-to-date information on the Act.

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Introduction

- 1 Under the Infrastructure Protection Act (IPA), premises are declared as a Protected Area (PA) or Protected Place (PP) by the Minister for Home Affairs where it is necessary or expedient to take special measures to control the movement and conduct of persons in the premises, in the interest of public safety, security or the national interest.
- 2 The difference between a PA and a PP is that public entry into PP is restricted and controlled. Authority must put in necessary measures to prevent unauthorised entry into such premises. PAs, however, may be accessible to the public. A person must not enter a PP unless he has either
 - a. a permit or pass issued by the Authority of the PP; or
 - b. permission to enter the PP by an AO of the PP, who is on duty at the PP at that time.

Examples of PA/PP

PA **May be accessible to public**
e.g. Border checkpoints

PP **Restricted access to public**
e.g. Military camps

Infrastructure Protection Act

- 3 The IPA was passed by Parliament on 2 Oct 2017 and assented to by the President on 23 Oct 2017. With the IPA taking effect, the Protected Areas and Protected Places Act (PAPPA) was repealed and the relevant provisions incorporated into the IPA on 18 December 2018. Premises previously declared as a PA/PP under PAPPA will be retained under the IPA. Under the IPA, the Authority of the PA/PP can exercise enhanced powers to better protect their premises.

Objectives

- 4 This document sets out to provide the Authority of PA/PP with the following information:
 - a. Roles and responsibilities in the management and protection of a PA/PP
 - b. Enhanced powers for the protection of a PA/PP
 - c. Administrative and application processes

Definitions

Terms	Definition
Owner	a. for common property of a building erected on land comprised in a strata title plan, the owner is the management corporation having control of the building

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	<p>b. for limited common property of a building erected on land comprised in a strata title plan, the owner is the subsidiary management corporation having control of that limited common property;</p> <p>c. for the common property of a building comprising flats sold under Part IV of the Housing and Development Act (Cap. 129), means –</p> <ul style="list-style-type: none"> (i) in the case where a Town Council (established under the Town Councils Act (Cap. 329A)) is liable for the management of that common property, the Town Council; and (ii) in any other case, the Housing and Development Board (established under the Housing and Development Act); and <p>d. for any other premises, includes any mortgagee in possession and any person for the time being receiving the rent for the premises whether on the person's own account or as agent or trustee or as receiver, or who would receive the same if the premises were let to a tenant, and any person whose name is entered in the Valuation List prepared under section 10 of the Property Tax Act (Cap. 254) as the owner of the premises.</p>
Authority	The person who is designated by the Minister as the Authority of the PA/PP. As an Authority, he/she is conferred certain powers and responsibilities to ensure the protection of the PA/PP.
Authorised Officer (AO)	<p>Security personnel deployed to guard the PA/PP are known as "Authorised Officers", and are authorised to exercise security powers provided for under the IPA. These include:</p> <ul style="list-style-type: none"> a. Police officers b. SAF officers and Senior Military Experts c. SAF soldiers deployed to guard that PA/PP d. Prisons and ICA officers deployed to guard that PA/PP e. Auxiliary police officers deployed to guard that PA/PP f. Security officers deployed to guard that PA/PP, and who are authorised by the Commissioner of Police
Designated Authorised Officers	These are authorised officers who are specially designated by Commissioner of Police to manage incidents involving unmanned aircrafts or unmanned aerial vehicles
Security Measure	Includes any installation, equipment, works, action or procedure used or designed for the purpose of reducing security risk
Specified surrounding areas	Any surrounding area of that protected area or protected place that is specified in the protected area order or the protected place order
Commissioner of Police	Appointed by Minister for Home Affairs and is in charge of all the Police divisions and departments.

Terms	Definition
Commissioner of Infrastructure Protection	Appointed by Minister for Home Affairs. The Commissioner is supported by the Centre for Protective Security (CPS), which is a Police department.
Minister	Refers to the Minister for Home Affairs

Measures & powers for protection of a PA/PP

- 5 A premises is typically declared as a PA/PP on the application of the owner/occupier of that premises. Once a premises is declared as a PA/PP, Minister will designate one or more owner/occupier to be the Authority for that premises. Where Minister designates more than one owner, or more than one occupier, to be the Authority of that PA/PP, each of those persons is jointly and severally responsible for discharging the duties of, and imposed on, the Authority under the IPA. Each of those persons may also jointly and separately exercise the powers of the Authority under the IPA.
- 6 Minister may authorise the Authority of a PA/PP to implement necessary security measures (including defensive measures that may involve danger to the life of person entering or attempting to enter the PA/PP) as the Minister considers necessary for the protection of that PA/PP. The implementation of such measures (e.g. the deployment of armed guards) should be proportionate to the security risk assessed by the Authority to the PA/PP.
- 7 For premises declared as a PP, the Authority may subject persons entering the premises to possess a permit or pass issued by the Authority. Alternatively, persons may enter the premises once they obtained permission from the Authority or authorised officer (AO) of the PP.
- 8 In order to control the entry, movement and conduct of persons inside the PA/PP, the Authority or the AO may give necessary directions to regulate conduct, restrict movement or prohibit entry to the PA/PP. Such directions may generally be given to a particular person or group of persons and may be in writing or verbally.
- 9 It is an offence not to comply with the direction by the Authority or the AO. If convicted, the penalty is a fine not exceeding \$20,000 or imprisonment for a term not exceeding 2 years, or both.
- 10 In the event that the Authority or the AO assess that a person does not have good and lawful reason to enter or be in a PA/PP, the AO may use necessary force to remove him/her.
- 11 A person may also be arrested if he/she is caught attempting to enter a PA/PP illegally. Where an AO (who is not the Police) makes an arrest, the AO must, without unnecessary delay, hand over the arrested person to the Police.

- 12 The IPA provides a legal framework for the prohibition of unauthorised photography of a PA/PP. Images of a PA/PP can threaten public safety and security, if used for unlawful purposes. They can reveal details of security measures, the flow of people and the movement of guards. This is why terrorists routinely carry out pre-attack surveillance of their targets. However, the Authority may decide if they wish to grant permission to any person to take photography of the PA/PP (whether from inside, outside or above).
- 13 Unauthorised photography of the whole or part of a PA/PP is an offence under the IPA. This means that images of the PA/PP can only be taken if the Authority in charge of the PA/PP has granted permission to a person to do so. This applies to photography from the land or from the air, whether from inside, outside or above the PA/PP.
- 14 For premises that do not intend to grant permission to any persons to take photography of the PA/PP from the outside, the Authority must also provide a point-of-contact (POC) for members of public who may wish to appeal to the Authority to take photographs of the PA/PP from the outside. Please click [here](#) for a consolidated register of PAs/PPs that do not grant such broad-based permission and the relevant contact details.

Enforcement powers against unauthorised photography of a PA/PP

- 15 Where AO of a PA/PP has any reason to suspect that a person is going to take, is taking or has taken any photograph of that PA/PP, the AO may be able to stop persons from taking photographs and videos, and take follow-up actions, such as examining and requiring deletion of the images.
- 16 Where photography of a PA/PP is incidental or accidental in nature, AO can take a calibrated enforcement approach by conducting enquiries and making a preliminary assessment. Examples of incidental or accidental photography can include images/video of PA/PP:
 - a. in the background, or are blurred out (e.g. in selfies or scenery shots); or
 - b. captured from CCTVs of nearby buildings
- 17 When unauthorised photography of a PA/PP is reported, Police will exercise judgement and assess if there is malicious intent involved. If the photography is assessed by Police to be incidental or accidental in nature, no further enforcement action will be taken.
- 18 Photography of a PA/PP without the permission of its Authority, or failing to comply with any of the above directions of an AO is an offence under the IPA. Upon conviction, the penalty for contravention is a fine not exceeding \$20,000 or imprisonment for a term not exceeding 2 years, or both.

- 19 Some photography activities are exempted from the requirement to seek permission from Authorities of PAs/PPs. This is because these photography activities are already approved under existing permit/licence regimes which provide the means for relevant security conditions to be imposed. More details and the list of exemptions can be found [here](#).
- 20 These exemptions do not affect the powers of AO under the IPA, or the duties of the Authority of PAs/PPs. In other words, an AO is still permitted to direct a person to stop photography until a permit/licence is produced. AOs have been trained to verify the permit/licence from the relevant Government authorities.

Enforcement against unauthorised photography using unmanned aircraft

- 21 Only designated AOs will be empowered with the following enforcement powers where they reasonably suspect that an unmanned aircraft is being operated to take any photograph of that PA/PP without the permission of its Authority:
 - a. Direct the operator of the unmanned aircraft to end the flight of the unmanned aircraft, or land it, safely in the fastest practicable way; or to fly the unmanned aircraft in the manner specified by the designated AO; or
 - b. Use reasonable force to seize the unmanned aircraft, any component of the unmanned aircraft system for that aircraft, or any other thing, that the designated AO believes on reasonable grounds to be evidential material relevant to an offence; or needs to be seized to prevent its concealment, loss or destruction, or its use in committing, continuing or repeating an offence.
- 22 These powers are limited to AOs that are specially designated by the Commissioner of Police to do so, and subject to such conditions as determined by the Commissioner of Police. Some designated AOs, if permitted to, may also assume control of the unmanned aircraft and fly it, or end the flight of the unmanned aircraft in the fastest and safest practicable way. If such powers are assessed to be necessary for the protection of a PA/PP, Authorities may make an application to SPF_CPS_IPA@spf.gov.sg for selected AOs in their PA/PP to be designated by Commissioner of Police.

Duties and responsibilities of the Authority

- 23 As the Authority of a PA/PP, you are required to ensure the following:

Display notice

- 24 The Authority must display adequate notices prominently at the perimeter of the PA/PP. All the PA/PP notices should be installed on or by the date that the PA/PP Order for that PA/PP takes effect. PA/PP Authorities should also ensure that all PA/PP notices are properly maintained.
- 25 If the Authority decides not to grant permission to any persons to take photography (whether in part or in whole) of the PA/PP, the Authority must give reasonable notice to the public in order to exercise security powers against

unauthorised photography. This may be achieved, for example through signs on the perimeter of the PA/PP, circulars, or information posted on the company website or printed on access passes.

- 26 We recommend that the Authority adopt the standard templates and dimensions for the PA/PP notices. This ensures notices are easily recognised by the public. PA/PP notices should be installed not more than 50m apart, and clearly visible to persons in the area. Please click [here](#) for information on the specifications of PA/PP signs, including the 'Surrounding Area Sign' and 'No Photography Sign'.

Security officers are authorised and trained

- 27 The Authority has to ensure that the security officers deployed at the PA/PP have been authorised by the Commissioner of Police and are adequately trained in order to exercise security powers at the PA/PP.

- a. Authorisation. An application for the authorisation of Security Officers (SOs) can be made using the form found [here](#). It will be submitted by the Authority. All Auxiliary Police Officers (APOs) are deemed to be AOs.

Police will inform the Authority on the result of the authorisation. Thereafter, Police will provide a proof of the authorisation in writing to the AOs.

- b. Training. All unarmed security personnel deployed at PA/PP will need to be trained and attain WSQ certification in the "Handle Counter Terrorism Activities" or "Recognise Terrorist Threats", and "Perform Security Duties at Protected Areas and Protected Places" training modules.

- 28 The Authority must inform Police when the AO ceases to work at the designated PA/PP.

Provide information about the security personnel

- 29 Upon request by Minister or Commissioner of Police, the Authority must provide the necessary information about the security personnel (armed and unarmed) deployed at the PA/PP.

- 30 Audit and enforcement will be conducted to ensure compliance. Any person who fails to comply may be liable a fine not exceeding \$20,000 or imprisonment for a term not exceeding 2 years, or both.

MHA	Authority	Authorised Officer
<ul style="list-style-type: none">• Approves premises to be PAs/PPs to protect them against security risks.	<ul style="list-style-type: none">• Responsible for the security and management of the PA/PP	<ul style="list-style-type: none">• Authorised to exercise security powers under the IPA

Optional Powers for Surrounding Areas

- 31 Under the IPA, the Authority may seek Minister's approval to enforce security at the surrounding areas of PAs/PPs. The specified surrounding area must be clearly demarcated and indicated in the PA/PP gazette order.
- 32 Where approval from the Minister is obtained, AOs may exercise a limited set of security powers to deter and detect persons in the specified surrounding area of a PA/PP who may pose a security threat:
 - a. AOs may investigate and determine whether a person poses a security threat by asking for the person's name and residential address, evidence of the person's identity or the person's reason for being in the specified surrounding area.
 - b. AOs may require a person, by written direction, to leave the specified surrounding area and not return for a period specified in the written direction, if that person does not have a good and lawful reason to be in the surrounding area or fails to comply with directions. A sample of a Move-On Order can be found [here](#).
 - c. AOs may remove, from the specified surrounding area, any vehicle or personal property of that person.
 - d. AOs may inspect a person's personal property or vehicle, if reasonably suspected to contain any dangerous item.
- 33 Failure to comply with the directions given by an AO in a specified surrounding area of a PA/PP is an offence under the IPA. Upon conviction, the penalty for contravention is a fine not exceeding \$20,000 or imprisonment for a term not exceeding 2 years, or both.

- 34 The exercise of security powers by AOs in the specified surrounding area do not apply to all PAs/PPs by default. The Authority of a PA/PP must first determine that such powers are necessary for the protection of that PA/PP, and then apply to CPS for approval to do so. Details on the application for security powers to be exercised in the surrounding area of a PA/PP can be found [here](#).
- 35 The surrounding area in which an AO may exercise security powers must be defined and submitted to CPS to seek Minister's approval. The proposed boundaries of the surrounding area must be reasonably defined, publicly defensible and practically enforceable.
- 36 In determining the boundaries of a surrounding area of a PA/PP where an AO may exercise security powers, the Authority must satisfy CPS that the proposed surrounding area:
- Falls within the immediate vicinity of the PA/PP boundary.** The boundary of the surrounding area of the PA/PP should generally not exceed 50m from the boundary of the PA/PP. The extent of the boundaries should also take into account the terrain and security risks. The boundaries of the surrounding area of the PA/PP should also be within clear line-of-sight from the PA/PP warning signs and/or fence-line.
 - Be limited to publicly accessible areas**, to which the public ordinarily has access. Publicly accessible areas may include pedestrian paths, parklands and public roads. If any part of the proposed surrounding area falls within private property, permission must be sought from the owner of that private property.
 - Be clearly communicated and understood by members of the public.** The public should be able to easily understand and clearly identify where the boundaries of the surrounding area of a PA/PP are. The specified surrounding area should be demarcated in the relevant PA/PP Order and published in the Singapore Government Gazette. Appropriate warning signs must also be put up at the perimeter of the PA/PP to give adequate notice to members of public that they may be subject to directions issued by AOs.
 - Does not unreasonably inconvenience the public or adversely affect traffic flow.** In determining the boundaries of the specified surrounding area, due consideration must be given to any impact on public access and traffic safety.
- 37 The Authority will need to develop a Standard Operating Procedure (SOP) for the issuance of move-on orders. This SOP should include:
- Scenarios to issue move-on orders;
 - Processes to issue move-on orders, including what due diligence must be done before issuance and the level of AO who is allowed to issue the move-on orders;

- c. Processes to track move-on orders that have been issued (e.g. filing of move-on orders, recording of the name of AO who issued the orders, serial number of the move-on orders); and
- d. Extend copy of move-on order issued to the Police without delay upon request.

38 The Authority will need to ensure the following:

- a. Appropriate warning signs must be put up to give adequate notice to members of public that powers will be exercised in the specified surrounding area.
- b. All AOs patrolling the surrounding area must have the map of the surrounding area with them.
- c. All AOs must complete the required training modules stated in paragraph 27b before they can exercise powers in the specified surrounding area.

Directives issued by the Commissioner of Infrastructure Protection

39 Where an Authority fails to discharge their duties described in the IPA, the Commissioner of Infrastructure Protection may issue a security directive to secure compliance with any of the duties of the Authority stated in sections 12(1), 12(2), 12(3)(a), 18(1), 18(2), 18(3)(a) and 55 of the IPA.

40 In addition, where there is a need to mitigate the risk of an act of terrorism against any PA/PP, the Commissioner of Infrastructure Protection may issue a security directive to the Authority to implement or maintain any security measure specified in the security directive, in response to that risk. Such measures could include installing vehicle security barriers, or improving CCTV coverage and allowing the Police to view the feeds in order to protect the building against a terrorist attack.

41 Security directives issued by the Commissioner of Infrastructure Protection are intended as a last resort measure. Where a PA/PP is assessed to be at risk, CPS will first engage the Authority to develop practical security measures and encourage them to undertake those measures voluntarily.

Administrative Instructions

Application to declare premises as a PA/PP

42 Owners/occupiers who intend to apply for their premises to be declared as a PA/PP may do so by filling in an application form [here](#).

43 The PA/PP application form must be accompanied with the following required documents and sent to SPF_CPS_IPA@spf.gov.sg. Samples of relevant documents can be found [here](#).

- a. Draft PA/PP Order for publication in the Singapore Government Gazette in Word (*.doc) format;

- b. Survey plan referenced in the Draft PA/PP Order demarcating the proposed PA/PP site boundary using Survey 21 (SVY21) datum and coordinates under the Coordinated Cadastral System¹ in JPEG (*.jpg) and PDF (*.pdf) format;
 - c. (where relevant) Map of the surrounding area indicating the boundaries of the surrounding area of the PA/PP where powers are intended to be exercised by AOs, in JPEG (*.jpg)/PNG (*.png) format (minimum 300 dpi);
 - d. (where relevant) Letter of support from relevant public agency, if the premises are owned / occupied by a private sector entity.
 - e. Certificate of Allocation (COA) or an email confirmation from the Singapore Land Authority (SLA) on the validity of the PA/PP mukim/TS lots. (Required for all PA/PP applications except for cessation applications)
- 44 Applicants should submit PA/PP applications **early** to ensure that premises are declared as PA/PP on the intended date of operationalisation. Upon receipt of the complete set of application documents, CPS will assess the application together with other security agencies, and work with the Attorney-General's Chambers (AGC) to vet the draft PA/PP Order. This process is expected to take around 1 – 2 months, depending on the complexity of the PA/PP application and completeness of information submitted for the application.
- 45 Once the Minister for Home Affairs has approved the application, CPS will inform the applicant of the outcome in writing. The approved PA/PP Order will also be published in the *Singapore Government Gazette* at least one day before the PA/PP comes into effect.

Application to make amendments to existing PAs/PPs

- 46 An application must be made by the Authority of the PA/PP when there are proposed amendments to any of the following:
- a. The Authority of the PA/PP;
 - b. Description or name of the PA/PP;
 - c. Location or boundaries of the PA/PP; or
 - d. Location or boundaries of the surrounding area of the PA/PP (where relevant).
- 47 The procedures and processes for amendments to PAs/PPs are the same as the application for a PA/PP detailed in paragraphs 42 to 45. The application form for amendments to existing PAs/PPs can be found [here](#).

¹ Please refer to <https://www.sla.gov.sg/sirent/CoordinateSystems.aspx> for more information.

Application for specified surrounding areas of PAs/PPs

- 48 Owners/occupiers who intend to exercise powers for their surrounding areas of a PA/PP may do so by filling in an application form [here](#).
- 49 The PA/PP application form must be accompanied with the following required documents and sent to [SPF CPS IPA@spf.gov.sg](mailto:SPF_CPS_IPA@spf.gov.sg). Please refer to this [link](#) for samples of the documents:
- a. Existing PA/PP Gazette (for premises that have been declared as PA/PP);
 - b. Draft PA/PP Order for publication in the Singapore Government Gazette in Word (*.doc) format;
 - c. Image of survey plan of the PA/PP (either existing, revised or new) (minimum 300 dpi);
 - d. Map of surrounding area (different from survey plan of the PA/PP) in JPEG (*.jpg)/PNG (*.png) format (minimum 300 dpi); and
 - e. Description of surrounding area (e.g. using road names and distances) to indicate clearly (a) the location of the surrounding area, and (b) the boundary of the surrounding area.

Application for cessation of existing PAs/PPs

- 50 Where a PA/PP is planned to be decommissioned or if the Authority has determined that there is no security need for a premises to be a PA/PP (e.g. due to changes in functions), the Authority of that PA/PP should make an application to CPS to revoke the PA/PP Order for that PA/PP by sending an email to [SPF CPS IPA@spf.gov.sg](mailto:SPF_CPS_IPA@spf.gov.sg), stating the reasons for the cessation.