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Date : 6 March 2019

Who should know

Developers, architects, engineers, building owners and Qualified Persons

Effective date

With immediate effect

IMPLEMENTATION OF INFRASTRUCTURE PROTECTION ACT TO ENHANCE BUILDING SECURITY IN SINGAPORE

This circular informs developers, architects, engineers, building owners and Qualified Persons (QPs) (collectively “**Industry**”) of the legal obligations for buildings or developments with high footfall which are designated as ‘Special Infrastructure’ or ‘Special Developments’ under the Infrastructure Protection Act (IPA).

Objective

2. The objective of the IPA is to keep Singapore safe and secure, by protecting Singapore’s critical infrastructure, and buildings that are iconic and have high public footfall. Such buildings are attractive targets, especially since Singapore is facing the highest terrorist threat in recent years.
3. The Minister for Home Affairs will designate new developments¹ that will house essential services, or are expected to be iconic or have high public footfall as ‘Special Developments’ (SD). Existing buildings will be designated as ‘Special Infrastructures’ (SI).
4. SDs and SIs can be designated in two ways – either individually through a written order to the owner or occupier, or by class through an order published in the Singapore Government *Gazette*².
5. Once designated, SDs or SIs must undergo the Ministry of Home Affairs (MHA)’s Security-By-Design (SBD) review process and obtain approval for the resulting security plans from the Commissioner of Infrastructure Protection before commencing ‘specified works’ (defined in Annex A), which includes construction and other additions and alterations.
6. The SBD process involves an assessment of the building’s security risks, and requires suitable measures to be incorporated into the building’s design before it is built or when it is

¹ ‘New development’ means any new development that is proposed to be or is being constructed.

² An SD becomes an SI once the Commissioner for Infrastructure Protection approves the Certificate of Works Completion for the SD, which certifies security measures have been implemented in accordance with the approved Security Plan for the SD.

renovated. Such measures include the deployment of security technology like CCTVs, security personnel, vehicle barriers, and strengthening the building against blast effects; these are necessary to deter and deny attacks, and minimise the impact should an attack occur. More details can be found in the section “**SBD Process under IPA**” below.

New Developments or Existing Buildings with High Public Footfall

7. MHA will identify new developments or existing buildings with high public footfall based on its size (in terms of floor area³), its intended use (based on URA’s approved use) and its location (based on URA’s Planning Areas). These are indicators of the development’s or building’s potential to attract large crowds. **The following are the criteria when designating new developments and existing buildings as SDs or SIs respectively:**

- a. Gross floor area of at least 100,000 square meters approved for either or both of the following uses:
 - Commercial
 - Hotel
- b. Within Planning Areas (based on URA’s Master Plan⁴)
 - “Changi”
 - “Downtown Core”
 - “Jurong East”
 - “Marina East”
 - “Marina South”
 - “Museum”
 - “Orchard”
 - “Rochor”
 - “Singapore River”
 - “Southern Islands”
 - “Straits View”; or
 - “Tanglin”

Implementation Timeline

New Developments

8. Any new development that meets the criteria in para 7, and has a Provisional Permission (PP) or a Written Permission (WP) granted under the Planning Act on or after 1 January 2020 for that development, will be deemed to be designated as an SD⁵.

³ Floor area has the same meaning as in rule 2(1) of the Planning (Development Charges) Rules (Cap. 232, R 5)

⁴ Master Plan has the same meaning as in section 6 of the Planning Act (Cap. 232).

⁵ An order that designated this class of developments as “Special Developments” was published in the Singapore Government *Gazette* on 17 Dec 2018.

9. New Government Land Sales (GLS) sites that meet the criteria in para 7 will have the SBD requirement made known in the tender documents as a technical condition of sale, and the successful tenderer will need to comply with the SBD process when submitting their development application to URA for WP.

Existing Developments

10. MHA will engage owners of existing buildings that meet the criteria in para 7 on an appropriate timeline to designate them individually as SIs, taking into consideration the schedule of any planned additions and alterations to the building.

Other New Developments and Buildings

11. The Minister for Home Affairs may designate other new developments and buildings that do not meet the criteria in para 7 as SD or SI. This includes other large sports and recreational facilities or iconic buildings that have symbolic significance to Singapore. As far as possible, MHA will identify these developments during the building design stage, in consultation with the developer.

SBD Process under IPA

New Developments

12. The owner of the SD (“Responsible Person” (RP)) will need to (i) appoint a security and/or blast consultant, approved by the Commissioner of Infrastructure Protection as Competent Person(s), before making a submission to URA for WP, and (ii) obtain Commissioner of Infrastructure Protection’s approval of the Security Plan before starting specified works. Therefore, developers with any planned projects that meet this criteria are advised to contact SPF_CPS_SBD@spf.gov.sg as soon as possible for a consultation on the SBD process, so as to avoid any delay to project timelines.

Existing Developments

13. The owner or occupier of the SI (“Responsible Person” (RP)) will need to (i) appoint a security and/or blast consultant, approved by the Commissioner of Infrastructure Protection as Competent Person(s), and (ii) obtain Commissioner of Infrastructure Protection’s approval of the Security Plan before starting specified works. Developers with any planned works or if unsure of whether planned works fall under the scope of IPA, please contact SPF_CPS_SBD@spf.gov.sg as soon as possible.

Completion of Works

14. After the specified works are completed, the RP of the SD/SI must submit the Certificate of Works Completion (CWC) to the Commissioner of Infrastructure Protection for approval. The CWC certifies that required security measures in the approved Security Plan are implemented by the time specified works are completed. An approved CWC must be first obtained if the specified works require a Temporary Occupation Permit (TOP) or Certificate of Statutory

Completion (CSC) from the Building and Construction Authority (BCA). Every security measure in the approved Security Plan must then be maintained to ensure their operational effectiveness. The detailed workflow of the SBD process for new developments under the IPA can be found in Annex B, and that for existing developments undergoing specified works can be found in Annex C.

Centre for Protective Security

15. The Centre for Protective Security (CPS) is a department in the Singapore Police Force that will support the Commissioner of Infrastructure Protection in exercising his statutory powers and obligations. CPS will work with the RP throughout the course of the SBD to ensure that the risk mitigation measures in the security plan are adequate.

16. The application to CPS for approval of Security Plan can be carried out concurrently with an application to URA for WP, and the subsequent application to BCA for the Permit to Commence Structural Works. Kindly note that specified works cannot begin until CPS has approved the Security Plan. As far as possible, MHA recommends submitting the application for approval of Security Plan early. If changes to the Security Plan are necessary, it may affect and hence require re-submission of plans to URA or BCA. The risk of this can be minimised through consultations with CPS throughout the design phase of the project, as the SBD process is ongoing.

17. Detailed information on the obligations of RP and the SBD process as well as a set of Frequently Asked Questions (FAQs) for the IPA can be found on <https://www.police.gov.sg/resources/infrastructure-protection/special-development-special-infrastructure>.

Building Security Guidelines

18. All developers and building owners are encouraged to adopt reasonable and suitable security measures for their buildings which mitigate the risk of terrorism and crime. The Industry may refer to the Guidelines for Enhancing Building Security in Singapore, available at https://www.mha.gov.sg/docs/default-source/others/mha_guidelines_for_enhancing_building_security_in_singapore_2018.pdf

Clarification

16. For clarifications on the contents of this circular, please send your queries to the Centre for Protective Security, at SPF_CPS@spf.gov.sg.

ANDY TAN
COMMISSIONER OF INFRASTRUCTURE PROTECTION



I. Definition of Specified Works

The definition of ‘specified works’ is –

- a. in the case of a Special Development, any works for or affecting the foundation, retaining structure, substructure or superstructure of any building to be or being constructed under the Special Development;
 - b. in the case of a Special Infrastructure,
 - i. any extension of the Special Infrastructure;
 - ii. any major renovation to the Special Infrastructure; or
 - iii. any other type of works prescribed by the Minister
2. The definition of ‘major renovation’, for any premises, is –
- a. in the case of any part of a building that contains a critical asset, or is a public place or is otherwise accessible to vehicles or vessels, any alteration, extension, repair, dismantling or demolition works carried out to the structure or glazing of that part;
 - b. any installation or relocation of a critical asset in the premises; or
 - c. any alteration, extension, dismantling or demolition works affecting the perimeter of the premises
3. Minor or superficial works not affecting structural elements are generally not regarded as specified works, such as:
- a. Erection of internal office partitions; shelving units
 - b. Painting or landscaping works

II. Security By Design Review Process

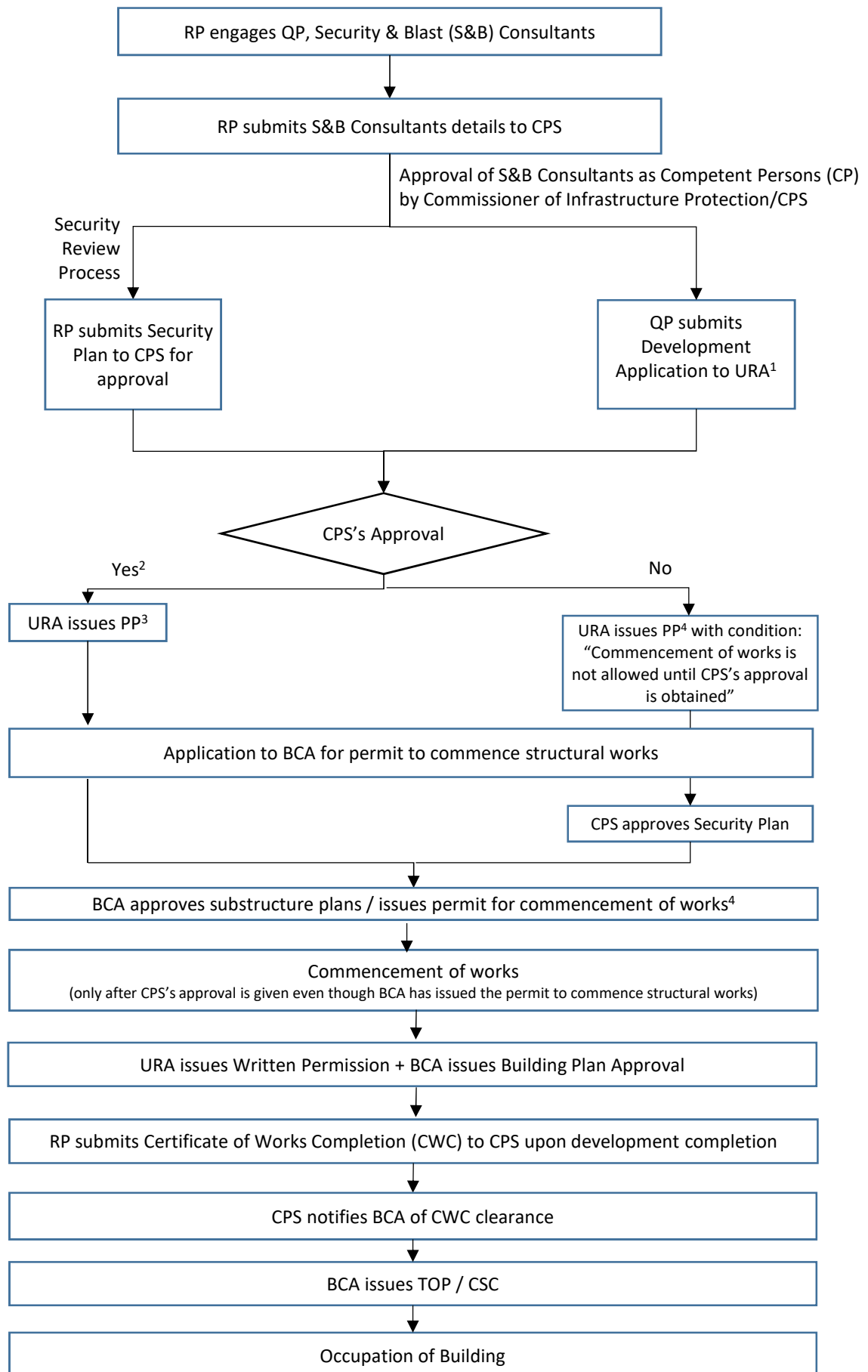
4. Generally, the SBD review shall cover the entire premises so that a holistic and comprehensive security review can be done to ensure its protection measures are adequate to mitigate the relevant threats. However, depending on the specific scope of renovation works and the standard of the premise’s existing security, the security review may only need to be conducted on specific parts of the facility. Before proceeding with the review, the Responsible Person will need to consult the Centre for Protective Security (CPS) to determine the scope of the review.
5. The full “Security-by-Design” Review Process requirements are:
- a. The Responsible Person will need to inform CPS of the planned scope of works when determining the scope, scale and general specifications of the facility. This

should be done before the conceptualisation of design and procuring of external consultancy services;

- b. The Responsible Person shall engage the services of security and blast (S&B) consultants approved by the Commissioner for Infrastructure Protection (“Commissioner”) to be Competent Persons, before the conceptual or preliminary design of the facility commences. Ideally, the S&B consultants should be engaged no later than the appointment of the architects tasked with developing the preliminary design of the facility so that smart and sensible security design practices can be incorporated upfront during the architects’ selection stage to minimise the risks to the facility;
- c. The Responsible Person should adopt a risk management approach, and engage the Competent Persons to propose cost-effective security solutions.
- d. The Competent Persons are to conduct a security review and assessment to incorporate comprehensive provisions for building security and protection for the facility. The assessment and findings are to be submitted to the Commissioner in the following reports, collectively termed, the “Security Plan”:
 - i. A Threat, Vulnerability and Risk Assessment (TVRA) Report, and Blast Effect Analysis (BEA) Report, collectively termed as Risk Assessment (RA) that assesses the risks faced by critical assets within the facility in terms of asset value, threats and hazards, and vulnerabilities and risks. It shall also be supported by an analysis on the potential blast effects from the specified explosive-related threats;
 - ii. A Structural Resiliency Study (SRS) that looks into the resilience of the structure vis-à-vis the threats and proposes structural hardening measures to address the vulnerabilities and risks identified in the RA; and
 - iii. A Security Protection Plan that provides all the necessary details for the implementation of the security measures.
- e. The Responsible Person shall review and vet each report for consistency.
- f. The Commissioner will then evaluate the reports and provide technical advice on the reports for the Responsible Person’s consideration.
- g. The final suite of security measures which the Responsible Person has decided to implement must be captured in the final version of the reports.

- h. After obtaining the Commissioner's approval of the Security Plan, the Responsible Person can proceed to start specified works. In exceptional circumstances where projects must be fast-tracked or constructed in phases, the Commissioner may, on a case-by-case basis, give provisional approval of the Security Plan. However, this is subject to a minimum requirement of the TVRA, BEA and SRS been cleared by the Commissioner.
 - i. The Responsible Person must update CPS and re-seek the Commissioner's approval if there are any changes to the previously-approved Security Plans.
 - j. The Responsible Person must ensure that the security measures are implemented according to plan, and facilitate an onsite audit on the constructed site by the Commissioner if requested.
6. Notwithstanding the above, the Commissioner may on a case-by-case basis, impose additional security measures/requirements as deemed fit.
7. Full details of the SBD review process can be found in the Guide for Responsible Persons available at <https://www.police.gov.sg/about-us/organisational-structure/specialist-staff-departments/centre-for-protective-security> .

Proposed New Developments

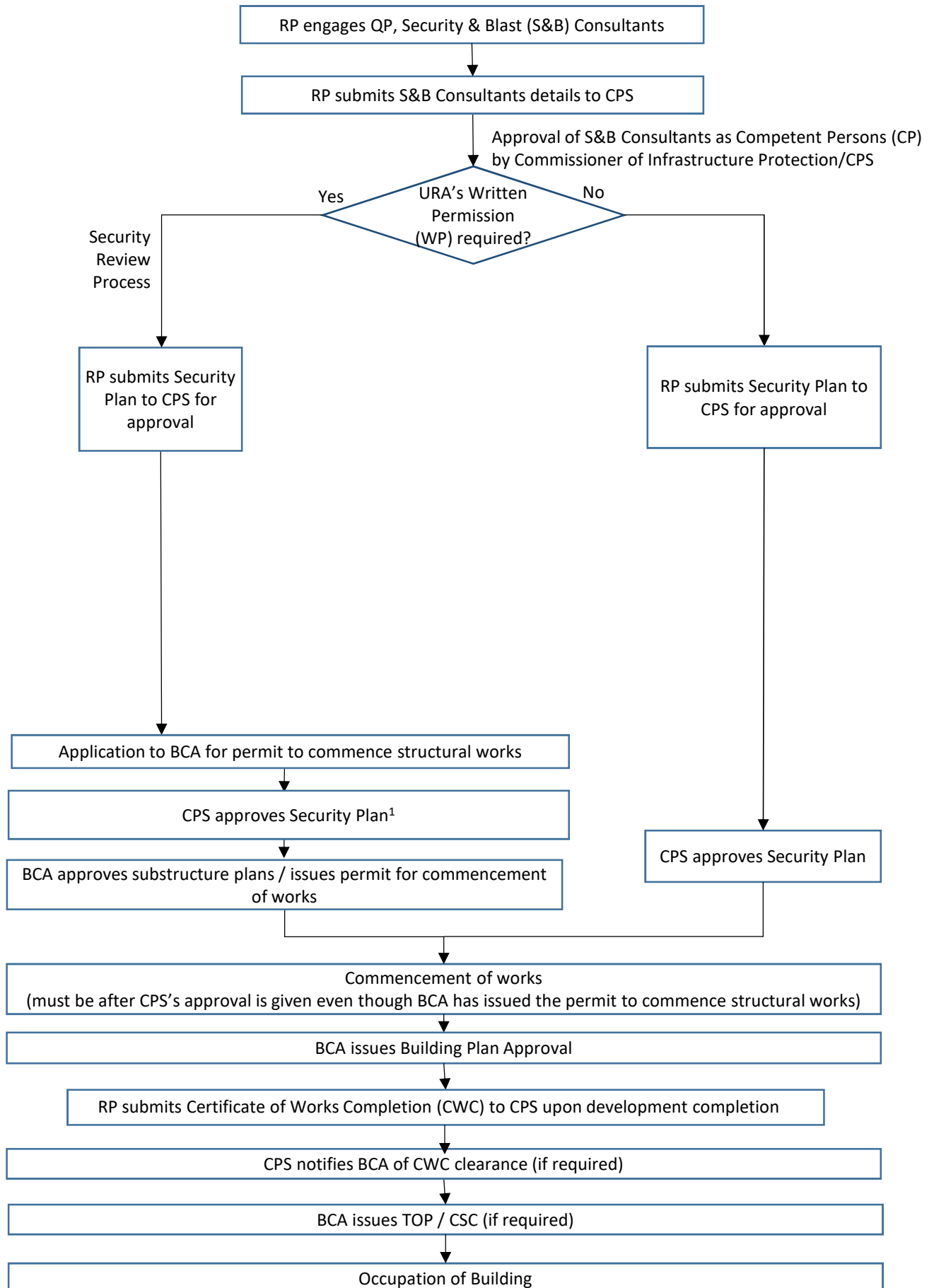


¹ URA will return the application if CPS's approval for CPs is not in the submission to URA.

² On an exceptional basis, MHA may give a provisional approval if the Structural Resilience Study (SRS) component of the Security Plan is approved, without the final Security Protection Plan (SPP) component. The final SPP component must be submitted for CPS's approval before the CWC is submitted to CPS.

³ URA's issuance of PP is still subject to compliance with all other prevailing planning & development control parameters.

⁴ From this point on, QP can concurrently resubmit to URA for compliance with any other PP conditions imposed, when ready. URA will only issue WP after all planning parameters have been complied with and payment of Development Charge (if any).



¹ On an exceptional basis, CPS may give a provisional approval if the Structural Resilience Study (SRS) component of the Security Plan is approved, without the final Security Protection Plan (SPP) component. The final SPP component must be submitted for CPS's approval before the CWC is submitted to CPS