

28 July 2021

**DIRECTIVE NO. 11 OF 2021 (COVID-19 MEASURES FOR AIR OPERATORS)**

Pursuant to section 4H(1)(a) of the Air Navigation Act, the Chief Executive of the Civil Aviation Authority of Singapore (also known by the designation “DGCA”), acting under power delegated to him by the Authority, considers it necessary to issue the Directive at the **Annex** in the interest of protecting public health in response to the global COVID-19 situation.

Margaret Tan  
Director (Airport Operations Regulation & Aviation Security)  
Civil Aviation Authority of Singapore

**AIR NAVIGATION ACT  
(CHAPTER 6, Section 4H(1)(a))**

**DIRECTIVE NO. 11/2021 (COVID-19 MEASURES FOR AIR OPERATORS)**

**Part 1**

**Citation and Commencement**

1. This Directive is the Directive No. 11/2021 and takes effect from 1559hrs GMT 31 July 2021.

**Part 2**

**Applicability**

2. Unless otherwise specified, this Directive applies to any air operator who intends to carry, or is approved under paragraph 3(d) to carry, a passenger who transits or transfers at Changi Airport (“a connecting passenger”) on a flight to or from Singapore.

**Part 3**

**Measures**

**Approval for the carriage of connecting passengers**

3.
  - (a) An air operator must not carry into or out of Singapore any connecting passenger on board its aircraft unless it is approved to do so by the Director-General of Civil Aviation (“DGCA”) for each specific transfer route on which it intends to carry connecting passengers.
  - (b) An application to carry connecting passengers into or out of Singapore must be made to the DGCA:
    - (i) by an air operator itself if it intends to operate the flight into and out of Singapore; or
    - (ii) by an air operator jointly with another air operator if there is an arrangement between the two operators that each operator will operate either the flight into, or the flight out of, Singapore, as the case may be.
  - (c) An application to carry connecting passengers must be accompanied by an operations plan specifying the measures to be taken by the air

operator, or each air operator if making a joint application with another air operator, to comply with paragraphs 4 to 8 of this Directive, including the maximum connection time at Changi Airport, for the acceptance of the DGCA.

- (d) The DGCA may approve an application made under sub-paragraph (a) subject to such conditions as he considers appropriate.
- (e) An air operator must not commence the carriage of connecting passengers until the DGCA has approved the application under sub-paragraph (d) and accepted the operations plan submitted under sub-paragraph (c).
- (f) An air operator that is approved to carry connecting passengers must —
  - (i) only carry every connecting passenger on the specific transfer route that is specified in the approval granted by the DGCA under sub-paragraph (d);
  - (ii) where full compliance with paragraphs 4 to 8 below cannot be assured, notify the DGCA and implement mitigation measures that achieve an equivalent level of public health protection;
  - (iii) state on its website the countries or regions from which its connecting passengers may originate; and
  - (iv) ensure compliance with any other measures applicable to connecting passengers as the DGCA may specify.
- (g) The DGCA may, if he considers necessary in respect of an overseas destination having an increased risk of COVID-19 transmission, and for such period if necessary —
  - (i) vary any approval in relation to a transfer route;
  - (ii) vary any condition or impose new conditions on the approval granted under sub-paragraph (d); or
  - (iii) require the air operator to amend its operations plan under sub-paragraph (c).

**Pre-flight measures to be taken by the air operator carrying connecting passengers into Singapore**

4. An air operator that is approved to carry connecting passengers on a flight into Singapore must, before operating a flight that is a connecting passenger's first flight in the approved transfer route to Singapore —

- (a) ensure that the connecting passenger is commencing his international journey as an Origin-Destination passenger when departing from the airport that is the first point of his or her transfer route;
- (b) ensure that the connecting passenger's connection time in Changi Airport does not exceed the maximum connection time specified in the operations plan submitted under paragraph 3(c);
- (c) ensure that the connecting passenger:
  - (i) has a valid connecting flight from Changi Airport to an immediate destination beyond Singapore on a transfer route that is specified in the approval granted to the respective air operator by the DGCA under paragraph 3(d);
  - (ii) meets all applicable entry or transit requirements, including any health-related requirements, of the destination beyond Singapore, including his final destination; and
  - (iii) checks in, including any baggage, at the first point of a transfer route that is specified in the approval granted to the respective air operator by the DGCA under paragraph 3(d), until the next point after Singapore.

**Measures to be taken at Changi Airport by the air operator carrying connecting passengers into Singapore**

5. An air operator that is approved to carry connecting passengers on a flight into Singapore must implement the following measures for the management of a connecting passenger who boarded its aircraft from a non-low risk country or region as determined by the DGCA ("non-low risk connecting passenger"):

- (a) ensure that every such passenger is physically segregated from other passengers during disembarkation from the aircraft at Changi Airport and throughout their movement within Changi Airport;
- (b) ensure that every such passenger who is not a child below 2 years of age<sup>1</sup> is tagged with a physical identifier to be visibly and distinctly identified as a non-low risk connecting passenger throughout the time that the passenger is in Changi Airport, from the point of disembarkation from the aircraft at Changi Airport;
- (c) if such a passenger is not able to board the aircraft for his or her connecting departure flight immediately upon arrival in Singapore, arrange for that passenger to be escorted to a designated transfer holding area ("THA"), and to wait at the THA until the connecting departure flight is ready for boarding;

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<sup>1</sup> To illustrate, the age is calculated based on calendar year. If passenger is transferring through Changi Airport in year of 2021, those born in or after 2020, are not required to be tagged.

- (d) if the passenger intends to use any airline lounge or transit hotel facilities:
  - (i) ensure that the airline lounge or transit hotel is approved to provide facilities for non-low risk connecting passengers under CAAS Direction No. 2/2021;
  - (ii) arrange for that passenger to be escorted upon disembarkation or from the THA, as the case may be, to that lounge or transit hotel; and
  - (iii) arrange for that passenger to be escorted from the lounge or transit hotel to the THA, or arrange with the air operator carrying that passenger out of Singapore to escort that passenger from the lounge or transit hotel to the gate for boarding the aircraft for the connecting departure flight;
- (e) take all practicable measures to ensure that every such passenger who is required to be escorted pursuant to sub-paragraphs (c) and (d):
  - (i) is escorted in a group, where the number of escorts assigned to the group is in accordance with the escorting ratio as specified by the DGCA;
  - (ii) does not leave the group throughout his or her journey, visit the transit shops, or interact with any other passenger or airport worker while being escorted, except in the circumstances specified in sub-paragraph (f); and
  - (iii) maintains a distance of at least 1m from another individual and wears a mask at all times while in Changi Airport, unless that passenger:
    - (A) is less than 6 years old;
    - (B) has breathing difficulties;
    - (C) is unconscious;
    - (D) is unable to remove a mask without assistance;
    - (E) is eating, drinking or taking oral medication; or
    - (F) is removing the mask under an airport staff's direction;
- (f) if such a passenger becomes unwell at any time while being escorted to, or is within, a THA, or while being escorted to or from an airline lounge or a transit hotel pursuant to sub-paragraph (d):

- (i) escort that passenger to the closest clinic in the transit area, and remain with the passenger at all times until he has undergone a medical assessment;
- (ii) where that passenger requires further attention at a hospital facility —
  - (A) provide a Letter of Guarantee to the Singapore Immigration & Checkpoint Authority (“ICA”) to guarantee that passenger’s carriage out of Singapore after medical treatment;
  - (B) arrange for that passenger to be conveyed via ambulance to the hospital facility; and
  - (C) arrange for that passenger to be escorted, via private transport, from the time he or she is discharged from the hospital to the time he or she boards the aircraft for his departure flight;
- (g) deploy resources to locate such a passenger who is unaccounted for while being escorted to, or is within, a THA, or while being escorted to or from an airline lounge or a transit hotel pursuant to sub-paragraph (d); and
- (h) establish handover procedures with the air operator carrying such passengers on a flight out of Singapore, the airport operator, and the lounge or transit hotel operator, where applicable.

6. An air operator that is approved to carry connecting passengers on a flight into Singapore must arrange for the repatriation of such a connecting passenger who is declined boarding for his or her connecting departure flight due to a travel restriction or not meeting all applicable entry or transit requirements, including any health-related requirements, of the destination beyond Singapore, including his final destination.

**Measures to be taken at Changi Airport by the air operator carrying connecting passengers out of Singapore**

7. An air operator that is approved to carry connecting passengers on a flight out of Singapore must implement the following measures for the management of a non-low risk connecting passenger:

- (a) arrange for every such passenger to be escorted from the THA, airline lounge or transit hotel, as the case may be, to the gate for boarding the aircraft for the connecting departure flight, or in the case of tight connections, arrange for every such passenger to be escorted from the arrival gate directly to the boarding gate for boarding the aircraft for the connecting departure flight;
- (b) take all practicable measures to ensure that every such passenger who is required to be escorted pursuant to sub-paragraph (a):

- (i) is escorted in a group, where the number of escorts assigned to the group is in accordance with the escorting ratio as specified by the DGCA;
- (ii) does not leave the group throughout his or her journey, visit the transit shops or interact with any other passenger, or airport worker while being escorted, except in the circumstances specified in paragraph 8(b); and
- (iii) maintains a distance of at least 1m from another individual and wears a mask at all times while in Changi Airport, unless that passenger:
  - (A) is less than 6 years old;
  - (B) has breathing difficulties;
  - (C) is unconscious;
  - (D) is unable to remove a mask without assistance;
  - (E) is eating, drinking or taking oral medication; or
  - (F) is removing the mask under an airport staff's direction;
- (c) ensure that every such passenger is physically segregated from other passengers:
  - (i) throughout his or her movement within Changi Airport;
  - (ii) during pre-boarding security screening, if the connecting flight is departing from Terminals 1, 2 or 3; and
  - (iii) while waiting to board the aircraft and during embarkation at Changi Airport;
- (d) deploy resources to locate such a passenger who is unaccounted for while being escorted to the boarding gate for boarding the aircraft for the connecting departure flight pursuant to sub-paragraph (a);
- (e) establish handover procedures with the air operator carrying the connecting passengers into Changi Airport, the airport operator, and the lounge or transit hotel operator, where applicable.

8. An air operator that is approved to carry connecting passengers on a flight out of Singapore must:

- (a) undertake responsibility for the safety, health and well-being of every connecting passenger who boarded its aircraft from a low risk country or region as determined by the DGCA ("low risk connecting passenger") from

the point of disembarkation from the aircraft in Changi Airport until disembarkation at the next point after Singapore; and

- (b) if a non-low risk connecting passenger, while being escorted to the boarding gate for boarding the aircraft for the connecting departure flight pursuant to paragraph 7(a), or a low risk connecting passenger becomes unwell:
  - (i) escort that passenger to the closest clinic in the transit area, and remain with that passenger at all times until he or she has undergone a medical assessment;
  - (ii) where that passenger requires further attention at a hospital facility —
    - (A) provide a Letter of Guarantee to the Singapore Immigration & Checkpoint Authority (“ICA”) to guarantee that passenger’s carriage out of Singapore after medical treatment;
    - (B) arrange for that passenger to be conveyed via ambulance to the hospital facility; and
    - (C) arrange for that passenger to be escorted, via private transport, from the time he or she is discharged from the hospital to the time he or she boards the aircraft for his departure flight.

## **Part 4**

### **Reporting**

9. An air operator that is approved to carry connecting passengers through Changi Airport must —

- (a) report to the DGCA any occurrence of non-adherence to the operations plan mentioned in paragraph 3(c) and incidents involving connecting passengers, that takes place at any time from embarkation at the first point of a transfer route that is specified in the approval granted to the respective air operator by the DGCA under paragraph 3(d) until disembarkation at the next point after Singapore (“a reportable incident”), briefly, as early as practicable, and in full, not later than 24 hours after occurrence, such as the following:
  - (i) a connecting passenger was unable to check in, or have his checked-in baggage tagged through, to the next point after Singapore;
  - (ii) a non-low risk connecting passenger left the group of such passengers on his or her own without being escorted by authorised personnel, or went missing while being escorted between locations at Changi Airport;



- (iii) a connecting passenger whose scheduled departure flight had been delayed for more than 12 hours;
  - (iv) a connecting passenger whose transit time at Changi Airport will exceed or has exceeded the maximum connection time as set in operations plan mentioned in paragraph 3(c), due to a flight delay or misconnection; or
  - (v) a connecting passenger is assessed to be unfit to fly, or is conveyed to any medical facility at or outside Changi Airport;
- (b) inform the DGCA as soon as reasonably practicable of a connecting passenger who is refused admission or entry into a country at any point after Singapore, and is transported back to Singapore;
- (c) provide information such as the number of connecting passengers (booked load and actual load), their transfer routes and flights, final seating arrangements, and any other information that may be necessary for situational awareness and monitoring of adherence to the operations plan mentioned in paragraph 3(c).

## **Part 5**

### **Compliance**

10. Every air operator to which this Directive applies is required by regulation 9A of the Air Navigation (119 – Air Operator Certification) Regulations 2018 (“ANR-119”) or regulation 20A of the Air Navigation (91 – General Operating Rules) Regulations 2018 (“ANR-91”), as the case may be, to comply with this Directive.

11. An air operator who contravenes regulation 9A of ANR-119 or regulation 20 of ANR-91 may —

- (a) be directed by the Authority under regulation 37 of ANR-119 or regulation 112 of ANR-91, as the case may be, to pay a financial penalty not exceeding the higher of:
  - (i) \$500,000; or
  - (ii) 5% of the air operator’s annual revenue derived from the regulated activity.

12. Without prejudice to paragraph 11, the DGCA may suspend or revoke an approval granted under paragraph 3(d) or impose restrictions on an approved transfer route.

13. The DGCA may require any air operator to which this Directive applies to demonstrate compliance with the arrangements, measures and requirements set out in this Directive.

## **Part 6**

### **Miscellaneous**

14. Every approval to carry connecting passengers through Changi Airport that is granted by the DGCA immediately before 31 July 2021 and is in force on that date is to continue in force as if the approval was granted under paragraph 3(d), unless it is suspended or revoked pursuant to paragraph 12 of this Directive.

15. Every operations plan that is accepted by the DGCA immediately before 31 July 2021 is to be treated as an operations plan accepted by the DGCA under paragraph 3(c).

16. In this Directive, unless otherwise specified:

“air operator” means the following aviation safety instrument holders:

- (a) a holder of an air operator certificate granted under Regulation 6 of the Air Navigation (119 – Air Operator Certification) Regulations 2018; and
- (b) a holder of an operations permit issued under paragraph 87A of the Air Navigation Order.

17. The DGCA considers that, due to the need for swift measures to prevent the spread of COVID-19, it is not practicable to give a notice under section 4H(5) of the Air Navigation Act.

Issued on 31 July 2021.

KEVIN SHUM JIN-CHYI  
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*Civil Aviation Authority of Singapore*