

Short title and commencement

1. This Act is the Food Safety and Security Act 2025 and comes into operation on a date that the Minister appoints by notification in the *Gazette*.

Purposes of Act

2. The purposes of this Act are —

- (a) to improve food security in Singapore through maintaining in Singapore a minimum quantity of stocks of certain foods and agri-food production inputs, and measures to mitigate the impact of agri-food supply chain disruptions on Singapore;
- (b) to increase production of primary produce on a sustainable basis in Singapore so as to contribute to food security in Singapore;
- (c) to ensure that food in Singapore is safe and suitable for human consumption and that non-packaged drinking water in Singapore is not unwholesome;
- (d) to improve traceability systems to enable food to be more efficiently and effectively recalled due to food safety concerns;
- (e) to ensure provision of adequate information relating to food to enable consumers to make informed choices and to prevent misleading conduct in connection with the supply of food;
- (f) to provide for the compliance of imported food and other import-controlled items with Singapore's standards and requirements of public health and safety;
- (g) to ensure that any export-controlled item that is exported meets relevant importing country requirements to enable and maintain overseas market access for export-controlled items exported from Singapore;
- (h) to minimise and manage the risks to human health from plant pesticides and animal feed in primary production activities; and
- (i) to support national nutritional standards or national dietary recommendations directed at preventing diet-related non-communicable diseases among the general public or at promoting health and wellbeing at all ages.

Meaning of “food”

4.—(1) In this Act, “food” includes the following:

- (a) any substance or thing of a kind used, capable of being used, or represented as being for use, for human consumption (whether it is live, raw, prepared or partly prepared);
- (b) any substance or thing of a kind used, capable of being used, or represented as being for use, as an ingredient or food additive in a substance or thing referred to in paragraph (a);
- (c) any substance used in preparing a substance or thing referred to in paragraph (a) (other than a substance used in preparing a living thing);
- (d) chewing gum or an ingredient or food additive in chewing gum, or any substance used in preparing chewing gum;
- (e) any substance or thing declared by the Minister, by order in the *Gazette*, to be a food.

(2) Without limiting subsection (1), “food” includes —

- (a) fresh fruits and vegetables;
- (b) other plants intended for human consumption (including seeds that are intended to be sprouted and consumed as sprouts) but not plants intended for propagation or from which further plants may be propagated;
- (c) packaged drinking water;
- (d) any thing that is or is intended to be mixed with or added to any food or drink;
- (e) meat and meat products;
- (f) fish and fish products; and
- (g) eggs and egg products.

(3) Despite subsection (1), this Act does not apply to any of the following:

- (a) any health product within the meaning of section 2(1) of the Health Products Act 2007;
- (b) any substance that is a medicinal product within the meaning of section 3 of the Medicines Act 1975;
- (c) any thing that is or contains any controlled drug, psychoactive substance, controlled material or controlled substance within the meaning of section 2 of the Misuse of Drugs Act 1973;
- (d) any poison within the meaning of section 2 of the Poisons Act 1938, and which is represented for use in a manner not ordinarily associated with

food for human consumption or with supplementing human dietary intake;

- (e) any cosmetics;
- (f) any thing that is or contains any tobacco product or tobacco substitute within the meaning of section 2(1) of the Tobacco (Control of Advertisements and Sale) Act 1993;
- (g) any packaging (except edible packaging);
- (h) any thing that is or contains any animal feed;
- (i) any thing that is or contains any substance or thing declared by the Minister, by order in the *Gazette*, not to be food for the purposes of this Act.

(4) A substance, thing or chewing gum described in subsection (1) is food regardless of whether or not it is in a condition fit for human consumption.

(5) To avoid doubt, “food” may include live animals and plants.

Meaning of “food business”

5.—(1) In this Act, “food business” means a business or an undertaking or activity that involves —

- (a) the production of primary produce;
- (b) the handling of food intended for supply or for export; or
- (c) the supply of food,

regardless of whether the business, undertaking or activity concerned is of a commercial, charitable or community nature or whether it involves the handling or the supply of food on one occasion only.

(2) To avoid doubt, a “food business” includes a food business carried on as a home business or that is an occupation carried on by an individual within the individual’s private residence.

(3) However, a “food business” does not include a business or an undertaking or activity —

- (a) that carries on any other business besides trading in food and, in the course of which doing so, acts as an intermediary between persons who trade in food by providing, for reward, premises or a place (including mobile premises) or services (such as an internet service provider or an online auction location);

- (b) that provides, for reward, services in connection with or for the purpose of trading in food (such as an event organiser or an organiser of a market at which food is sold);
 - (c) that consists of producing and providing non-packaged drinking water as a drinking water producer; or
 - (d) that is declared by the Minister, by order in the *Gazette*, not to be a food business for the purposes of this Act.
- (4) A reference in this Act to the proprietor of any food business is a reference to —
 - (a) in the case of a licensable food business at any premises — the holder of a food business licence to carry on the licensable food business at those premises; and
 - (b) in the case of any other food business at any premises — the occupier of those premises at, on or from which that food business is carried on.

Meaning of “licensable food business”

6.—(1) In this Act, a “licensable food business” means a food business in Singapore that falls within a class of retail food business or non-retail food business that is specified in the First Schedule.

- (2) The Minister may, by order in the *Gazette*, amend the First Schedule —
 - (a) by deleting a class of food business in the First Schedule;
 - (b) by varying the description of a class of food business or replacing a class of food business in the First Schedule; or
 - (c) by adding a class of food business to the First Schedule.
- (3) Before amending the First Schedule with respect to any class of food business, the Minister must take into account the following factors:
 - (a) the risk to public health and the need to prevent or reduce the possibility of a serious danger to public health if the class of food business is not specified in the First Schedule;
 - (b) whether there are other sufficient safeguards under this Act or any other written law, or by other means, to minimise any risk to public health if the class of food business is not specified in the First Schedule;
 - (c) the kind of food handled or likely to be handled, and the manner and scale of food handling, when carrying on the class of food business;

- (d) the components ordinarily operated as part of that class of food business;
- (e) the type and number of ultimate consumers ordinarily sold or supplied food by or from the class of food business;
- (f) any other matter or evidence as may be relevant for the purposes of section 2(c).

Meanings of “publish in Singapore”, “advertise” and associated terms

7.—(1) In this Act, “publish in Singapore”, in relation to any content, means communicating, distributing, or making available or making known, the content to the general public, in whatever form and by whatever means, such as (but not limited to) —

- (a) including the content in a newspaper, magazine, leaflet, brochure, ticket or other document that is available, or distributed, to the general public;
- (b) including in a film, video, television programme or radio programme that is, or is intended to be, seen or heard by the general public;
- (c) publicly displaying the content, or something that contains the content, in Singapore;

Examples

A blimp, a gas-inflated balloon or other like object which is attached or anchored to the ground and upon which content is displayed.

An animated billboard.

A computer monitor, screen or digital display panel or similar appliance designed to be used primarily for the reception and display of any content capable of being received, or received and displayed, as visual images (whether moving or still) with or without sound, from a broadcasting service, where the monitor, screen, panel or appliance is situated on common property.

- (d) leaving the content, or something containing the content, in such a position in a public place and in such circumstances as to indicate that it is intended to be available for collection by members of the general public who are in a public place;
- (e) selling, hiring out or supplying the content, or something containing the content, to the general public, or offering the content, or something containing the content, for sale or supply to, or hire by, the general public;
- (f) posting the content as online material, to which any person physically

present in Singapore is capable of having access through the internet;

(g) providing the content on or by any service that —

(i) is a social media service, a relevant electronic service or a telecommunication service (such as but not limited to SMS and MMS); and

(ii) is —

(A) between a point in Singapore and one or more other points in Singapore; or

(B) between a point and one or more other points, where the firstmentioned point is outside Singapore and at least one of the other points is inside Singapore,

so that the content is accessible to or delivered to, one or more users of the service who are physically present in Singapore;

(h) direct marketing of the content to any individuals physically present in Singapore; or

(i) publishing the content on an app to which any person physically present in Singapore is capable of having access through the internet.

(2) In this Act, “advertise” or “advertising” as a verb, means to publish, or to cause or authorise to be published, any advertisement in Singapore.

(3) For the purposes of this Act and without limiting the generality of the definition of “advertise” or “advertising” in subsection (2), a person is to be treated as causing or authorising to be published, content in Singapore if the person —

(a) pays for, commissions, or authorises the content, or something that contains the content, to be published in Singapore; or

(b) receives consideration for the display, placement or location of the content, or something that contains the content, in a manner described in subsection (1), where the display, placement or location of the advertisement is determined by systems or processes that are agreed between the parties entering into the contract relating to the advertisement.

(4) However, none of the following, of itself, amounts to advertising by an individual or a person concerned:

(a) an individual communicating —

(i) to the general public his or her personal opinion in relation to

any goods or services or any person who provides goods or services; and

- (ii) without the individual receiving or agreeing to receive, and without the individual contracting for, any money or money's worth, for or in connection with his or her communication;
- (b) an individual communicating any content, or something that contains content, that is online material produced entirely by another person in either of the following ways, without the individual receiving or agreeing to receive, and without the individual contracting for, any money or money's worth, for or in connection with his or her communication:
- (i) by using —
 - (A) a social media service;
 - (B) a relevant electronic service; or
 - (C) a telecommunication service (such as but not limited to SMS and MMS);
 - (ii) by —
 - (A) forwarding the content, or the something that contains the content, to; or
 - (B) sharing the content or the something that contains the content with,
other users of the service without altering the content;
- (c) an individual expressing through a functionality of a social media service or a relevant electronic service, his or her view about any content, or something that contains any content, that is content produced entirely by another person, being a functionality which enables an end-user of the service to do anything as follows:
- (i) apply a “like” or “dislike” button or other similar button;
 - (ii) apply an emoji or symbol of any kind;
 - (iii) engage in yes/no voting;
 - (iv) rate or score the content in any way;
- (d) a person providing a service (such as a search engine service) that enables

end-users of a social media service, a relevant electronic service or a telecommunication service to search online locations or online material, index search results or otherwise retrieve information or material from the search results;

- (e) a proprietor of any food business displaying or exhibiting, or causing or allowing to be displayed or exhibited, any words or symbols that appear in or on any premises occupied by the proprietor and that relate to the food business, including a menu relating to that food business;
- (f) 2 or more persons communicating content between themselves that is of a private or domestic nature, by using —
 - (i) a social media service;
 - (ii) a relevant electronic service; or
 - (iii) a telecommunication service (such as but not limited to SMS and MMS);
- (g) engaging in any other conduct specified or described by the Minister, by order in the *Gazette*.

(5) In this section —

“a point” includes a mobile or potentially mobile point, whether on land, underground, in the atmosphere, underwater or anywhere else;

“access”, in relation to any content that is online material or an online location, means to read, view, hear or otherwise experience the content, and includes —

- (a) access that is subject to a precondition, such as the use of a password;
- (b) access by way of push technology;
- (c) access by way of a standing request; and
- (d) access for a limited period of time only;

“advertisement” means any content that can reasonably be regarded as intended to promote, directly or indirectly —

- (a) the sale of any goods or services; or
- (b) the sale of any brand of goods or services,

but excludes a label unless included as an “advertisement” by regulations made under this Act;

“app” means an application software package that includes content accessible by end-users, or allows end-users to access content on the internet through the installed application software;

“direct marketing” means the sending of direct marketing material directly to an individual by direct means (such as an email, SMS or MMS) other than by an excluded electronic service;

“direct marketing material” means any content where, having regard to the nature of the content, the way in which the content is presented, and the content that can be located using the URLs, telephone numbers or contact information (if any) set out in the content, it would be concluded that the purpose, or one of the purposes, of the content is to advertise or promote —

- (a) the sale of any goods or services; or
- (b) the sale of any brand of goods or services;

“excluded electronic service” means —

- (a) an electronic service where the only user-generated content enabled by that service is one-to-one live aural communications;
- (b) an electronic service where the only user-generated content enabled by that service is communication between 2 or more persons that is of a private or domestic nature; or
- (c) an electronic service where the user-generated content enabled by that service is accessible substantially or only to a closed group of persons employed or engaged in a business (whether or not carried on for profit) and solely for their use as a tool in the conduct of that business;

“MMS” means a service that enables the transmission of multimedia messages (such as visual or voice communication) from an end-user on a mobile phone to another mobile phone through a telecommunication service;

“point-to-multipoint service” means an electronic service which allows a person to transmit material to more than one end-user simultaneously;

“posting”, by a person of any content as online material, means the person causing the content to be accessible to, or delivered to, one or more other persons who can access the content through the internet;

“publicly display”, for any content, means to display, exhibit, screen or project the content —

- (a) in a public place in order that another person may see the content;
- (b) in or on a conveyance (whether mobile or stationary) which is used to provide a public passenger transport service and is in a public place, in order that another person may see the content; or
- (c) in any place in a way so that anyone in a public place can see the content from inside or outside the firstmentioned place;

“public passenger transport service” means a service involving the transport of passengers within, or partly within, Singapore for hire or reward, by —

- (a) a motor vehicle;
- (b) a train (including rolling stock); or
- (c) a vessel,

but does not include a service that provides transport by a motor vehicle that is generally conducted on land that is not a road;

“relevant electronic service” means any of the following electronic services that is supplied to the general public, and is not an excluded electronic service:

- (a) an electronic service that enables end-users to communicate, by means of email, with other end-users;
- (b) an online instant messaging service that enables end-users to communicate with other end-users;
- (c) a service that specialises in providing links or facilitating access to, or information about, online locations, such as (but not limited to) a search engine, directory service or web browser;
- (d) a point-to-multipoint service;

“SMS” means a service that enables the transmission of short text messages from an end-user on a mobile phone to another mobile phone through a telecommunication service;

“social media service” has the meaning given by section 45T(1) of the Broadcasting Act 1994;

“telecommunication service” has the meaning given by section 2 of the Telecommunications Act 1999.

(6) For the purposes of this section, whether any communication of content on or by a service is or is not of a private or domestic nature must be determined by having regard

to all or any one of the following factors:

- (a) the number of individuals in Singapore who are able to access the content by means of the service;
- (b) any restrictions on who may access the content by means of the service (such as a requirement for approval or permission from a user, or the provider, of the service);
- (c) the relationship between the persons that the content is being or has been communicated;
- (d) any other relevant factor.

Meanings of “sell” and “supply”

8.—(1) In this Act, “sell”, in relation to food, means to do, cause or permit the doing of, offer to do, or attempt to do, any of the following (or a combination thereof) in Singapore in relation to food for handling or for human consumption:

- (a) sell or re-sell;
- (b) barter;
- (c) receive, or having in possession, for sale;
- (d) display for sale;
- (e) send, forward or deliver for sale;
- (f) dispose of by any method for valuable consideration;
- (g) dispose of to an agent for sale on consignment;
- (h) provide as a refreshment or a meal or part of a meal to an employee or other individual in accordance with an employment agreement or an agreement for services under a contract of service for consumption by the employee or individual at the employee’s or individual’s place of work;
- (i) offer or give away for the purpose of advertising or in furtherance of any trade or business;
- (j) provide under a contract (whether or not the contract is made with the consumer of the food), together with any accommodation, service or entertainment, in consideration of an inclusive charge for the food provided and the accommodation, service or entertainment;
- (k) provide food (whether or not for consideration) in the course of providing services —

- (i) to patients in hospitals, hospices and other residential care facilities like nursing homes;
 - (ii) to children or other individuals in the care or custody of the provider by virtue of any Act; or
 - (iii) to prisoners or inmates in prisons or other places for the detention of individuals under any Act;
- (l) dispose of by way of raffle, lottery or other game of chance;
- (m) offer as a prize or reward.

(2) In this Act, “sell”, in relation to any other object or thing which is not food, means to do, cause or permit the doing of, offer to do, or attempt to do, any of the following (or a combination thereof) in Singapore in relation to the object or thing:

- (a) sell or re-sell;
- (b) barter;
- (c) receive, or having in possession, for sale;
- (d) display for sale;
- (e) send, forward or deliver for sale;
- (f) dispose of by any method for valuable consideration;
- (g) dispose of to an agent for sale on consignment;
- (h) offer or give away for the purpose of advertising or in furtherance of any trade or business;
- (i) dispose of by way of raffle, lottery or other game of chance;
- (j) offer as a prize or reward.

(3) In this Act, “supply” —

- (a) in relation to food, includes to do, cause or permit the doing of, offer to do, or attempt to do, any of the following in Singapore in relation to food for handling or for human consumption:
 - (i) sell;
 - (ii) donate, or give to another without receiving any money or money’s worth;

(b) in relation to non-packaged drinking water, has the meaning given by

section 114(1); and

- (c) in relation to an object or a thing not in paragraphs (a) and (b), includes to do, cause or permit the doing of, offer to do, or attempt to do, any of the following in Singapore in relation to the object or thing:
 - (i) sell;
 - (ii) donate, or give to another without receiving any money or money's worth.

(4) For the purposes of this Act —

- (a) food, an object or a thing that is displayed for the purpose of being offered as a prize or reward or given away for the purpose of advertising or in the furtherance of trade or business is taken to have been displayed for sale by the owner of the food, object or thing;
- (b) food, an object or a thing that is donated to a person who distributes food, objects or things for a charitable, benevolent or philanthropic purpose is not to be taken to be food, an object or a thing that was given away for the purpose of advertising or in furtherance of trade or business;
- (c) food, an object or a thing that is exposed or deposited in any premises for the purpose of being so offered as a prize or reward or given away is taken to have been exposed for sale by the occupier of the premises;
- (d) food that is sold for the purpose of being mixed with any other food is to be treated, unless the contrary is proved, as food for sale if the bulk or product produced by the mixing, or any part of the bulk or product, is intended to be sold; and
- (e) food that is sold, offered for sale, or displayed for sale is to be treated, unless the contrary is proved, as food sold, offered for sale, or displayed for sale, for human consumption.

(5) Despite subsections (1), (2) and (3), this Act does not extend to the following:

- (a) exchanging food for food or other goods or services as part of a personal relationship between individuals that is not commercial in nature;
- (b) giving food, an object, or a thing to another individual as part of a personal relationship between individuals that is not commercial in nature;
- (c) providing food together with accommodation to an individual residing at another individual's private residence in exchange for services or labour by the firstmentioned individual.

Meaning of “handling” food

9. In this Act, “handling”, in relation to food, includes any one or more of the following activities:

- (a) preparing or manufacturing the food;
- (b) processing the food;
- (c) storing, packing or labelling the food;
- (d) transporting or delivering the food;
- (e) displaying the food;
- (f) dishing up or plating the food;
- (g) serving the food;
- (h) supervising the performance of any activity in paragraph (a), (b), (c), (d), (e), (f) or (g) by another individual;
- (i) any other activity that is prescribed by the Minister, by order in the *Gazette*, for the purposes of this section.

Meanings of “manufacturing” and “preparing” food

10.—(1) In this Act, “manufacture”, in relation to food, includes any one or more of the following:

- (a) making food by combining ingredients;
- (b) significantly changing the condition or nature of food by any process;

Illustrations

Preserving or pickling vegetables.

Milling flour.

Peeling, cutting or freezing fruits.

Extracting oil from seeds.

Baking.

Extracting protein from cells.

- (c) bottling or canning food, including bottling water;