Bill No. /2016.

Read the first time on 2016.

VULNERABLE ADULTS ACT 2016

(No. of 2016)

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A BILL

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An Act to make provision for the safeguarding of vulnerable adults from abuse, neglect or self-neglect, and to make related amendments to certain other Acts.

Be it enacted by the President with the advice and consent of the Parliament of Singapore, as follows:

PART 1

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PRELIMINARY

Short title and commencement

1. This Act is the Vulnerable Adults Act 2016 and comes into operation on a date that the Minister appoints by notification in the *Gazette*.

Interpretation

2. In this Act, unless the context otherwise requires —

"abuse" means —

- (*a*) physical abuse;
 - (b) emotional or psychological abuse;
 - (c) conduct or behaviour by an individual that in any other way controls or dominates another individual and causes the other individual to fear for his or her safety or wellbeing; or
 - (*d*) conduct or behaviour by an individual that unreasonably deprives, or threatens to unreasonably deprive, another individual of that other individual's liberty of movement or wellbeing;

²⁰ "assessment" means an interview and examination;

"auxiliary police officer" means an auxiliary police officer appointed under Part IX of the Police Force Act (Cap. 235);

"coerce", in relation to an individual, means —

- (*a*) to compel or force the individual to do, or refrain from doing, something; or
- (b) to cause the individual to do something without the individual's consent;

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"court" means a Family Court, except in sections 9(4)(*a*), 22(2) and (3) and 27(7) where "court" means a court of competent jurisdiction;

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- "deputy" has the same meaning as in section 2 of the Mental Capacity Act (Cap. 177A);
- "Director" means the Director of Social Welfare appointed under section 3(1) of the Children and Young Persons Act (Cap. 38);
- "donee" has the same meaning as in section 2 of the Mental Capacity Act;

"emotional or psychological abuse" means conduct or behaviour by an individual towards another individual —

- (*a*) that torments, intimidates, harasses or is offensive to the other individual; or
- (b) that causes or may reasonably be expected to cause mental harm to the other individual, including selfharm or suicidal thoughts;

Illustrations

X, a vulnerable adult, experiences emotional or psychological abuse in the following situations:

- (*a*) X has Parkinson's disease and cannot walk without assistance. Her caregiver, Y, does not physically abuse X but regularly threatens to beat or harm X's grandchild (a baby) whom X is devoted to.
- (b) X has dementia and lives with her adult son, Y. When Y is drunk and does not get what he wants from X, Y shouts at X and destroys X's belongings in X's presence, causing fear and distress to X.

"family member", in relation to an individual, means —

- (a) a spouse or former spouse of the individual;
- (b) a child of the individual, whether or not an adopted child or a stepchild;
- (c) a parent of the individual;
- (d) a father-in-law or mother-in-law of the individual;

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- (e) a brother or sister of the individual: or
- (f) any other individual who, in the opinion of the court, should in the circumstances be regarded as a member of the individual's family;
- "fit person" means an individual whom or organisation which the court or the Director thinks is competent to provide care and protection to a vulnerable adult;
 - "manager", in relation to a place of temporary care and protection or a place of safety, includes a director, manager or superintendent of that place, or any other individual having the management or control of that place;
 - "mental capacity" means mental capacity within the meaning of section 4 of the Mental Capacity Act;
 - "neglect", in relation to an individual, means the lack of provision to the individual of essential care (such as but not limited to food, clothing, medical aid, lodging and other necessities of life), to the extent of causing or being reasonably likely to cause personal injury or physical pain to, or injury to the mental or physical health of, the individual;
- "physical abuse" includes conduct or behaviour 20
 - (a) that causes, or threatens to cause, personal injury or physical pain to an individual;
 - (b) that coerces, or attempts to coerce, an individual to engage in sexual activity; or
 - (c) that threatens an individual with the death or injury of the individual;
 - "place of safety" means any premises designated under section 18 to be a place of safety;
 - "place of temporary care and protection" means any premises designated under section 18 to be a place of temporary care and protection;
 - "premises" includes part of any premises;

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"protector" means a public officer appointed as protector under section 3(2);

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- "psychiatrist" means a medical practitioner who is registered as a psychiatrist in the Register of Specialists under the Medical Registration Act (Cap. 174);
- "registered medical practitioner" means a medical practitioner registered under the Medical Registration Act, and includes a dentist registered under the Dental Registration Act (Cap. 76);
- "registered nurse" has the same meaning as in section 2 of the Nurses and Midwives Act (Cap. 209);

"relevant support person" means any of the following persons:

- (*a*) an approved welfare officer appointed under section 3(3);
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- (b) an auxiliary police officer;
- (c) a registered medical practitioner;
- (d) a psychiatrist;
- (e) a registered nurse;
- (f) a paramedic;
- "self-neglect", in relation to an individual, means the failure of the individual to perform essential tasks of daily living (such as but not limited to eating, dressing and seeking medical aid) to care for himself or herself, resulting in the individual —
 - (*a*) living in grossly unsanitary or hazardous conditions;
 - (b) suffering from malnutrition or dehydration; or
 - (c) suffering from an untreated physical or mental illness or injury;

"vulnerable adult" means an individual who —

- (a) is 18 years of age or older; and

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- (*b*) is, by reason of mental or physical infirmity, disability or incapacity, incapable of protecting himself or herself from abuse, neglect or self-neglect;

"wellbeing", in relation to an individual, means the individual's wellbeing so far as relating to any of the following:

- (*a*) personal dignity;
- (b) physical, mental and emotional health;
- (c) control by the individual over his or her day-to-day life (including over the day-to-day care provided by another individual and the way in which it is provided);
- (d) social, domestic, family and personal relationships;

Illustrations

The wellbeing of X, a vulnerable adult, is unreasonably deprived in the following situations:

- (a) X is wheelchair-bound but has mental capacity. X is prescribed medication to prevent serious deterioration of his health. X's caregiver, Y, prevents X from taking the medication by hiding it in a cupboard beyond X's reach. Y's conduct has an adverse effect on X's physical health.
- (b) X is unable to dress herself. Y, her caregiver, does not dress X after bathing her. Despite X's protests, Y leaves her unclothed in a room with the windows open so that X is in full view of neighbours walking past the flat. The flat is situated along a common corridor to which members of the public have access. X is deprived of her personal dignity.
 - (c) X's family member, Y, controls all of X's daily living activities (including eating, drinking, bathing, toileting and the programmes X watches on the television or listens to on the radio) and refuses to allow X to have contact with any other person or to receive visitors. Y's control over X's day-to-day life and social relationships has an adverse effect on X's emotional health.

"working day" excludes any Sunday and public holiday.

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Administration of this Act

3.—(1) The Director of Social Welfare is responsible for the administration of this Act, subject to the general or special directions of the Minister.

5 (2) The Director may appoint as a protector any public officer with suitable qualifications and experience to properly exercise the powers of a protector under this Act.

(3) The Director may appoint, subject to such restrictions as are specified in the appointment, a suitably qualified individual who is
 not a public officer as an approved welfare officer to exercise the powers of an approved welfare officer under this Act or perform any function or duty as directed by the Director or a protector under or for the purposes of this Act.

- (4) Subject to subsection (5), the Director may delegate the
 exercise of all or any of the powers conferred or duties imposed on
 the Director by or under this Act to any public officer, except the
 power of appointment under this section and power of delegation
 under this subsection; and any reference in this Act to the Director
 includes a reference to such a public officer.
- (5) Any delegation under subsection (4) may be general or in a particular case and may be subject to such conditions or limitations as the Director may specify.

(6) The Director and every protector and approved welfare officer are deemed to be public servants within the meaning of the Penal Code (Cap. 224).

Principles

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4.—(1) In discharging any function or exercising any power under this Act in relation to a vulnerable adult, the Director and every protector and approved welfare officer must have regard to the following principles:

(*a*) the function is being discharged or the power is being exercised for the purpose of protecting the vulnerable adult from abuse, neglect and self-neglect;

(b) a vulnerable adult, where not lacking mental capacity, is best placed to decide how he or she wishes to live and whether or not to accept any assistance;

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- (c) if a vulnerable adult lacks mental capacity, the vulnerable adult's views (whether past or present), wishes, feelings, values and beliefs, where reasonably ascertainable, must be considered;
- (*d*) regard must be had to whether the purpose for which the function is being discharged or the power is being exercised can be achieved in a way that is less restrictive of the vulnerable adult's rights and freedom of action.

(2) Every relevant support person must have regard to the principles mentioned in subsection (1) when assisting the Director or a protector in the exercise of the Director or protector's functions or powers under this Act or in any other dealing with a vulnerable adult for the purposes of this Act.

(3) In deciding whether to make an order under this Act in relation to a vulnerable adult, the court must have regard to the principles mentioned in subsection (1), but the court may also have regard to such other matters as the court thinks fit.

PART 2

PROTECTION OF VULNERABLE ADULTS

Division 1 — Power to assess needs, enter premises and require information

25 Exercise of power under this Division

5. The Director or a protector may exercise any power under this Division in relation to an individual only if the Director or protector has reason to believe that —

- (a) the individual is a vulnerable adult; and
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- (*b*) the individual has experienced, or is experiencing or at risk of abuse, neglect or self-neglect.

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Power to assess

6.—(1) The Director or a protector may do all or any of the following:

(*a*) assess the individual;

(b) cause the individual to be assessed by an approved welfare officer, a registered medical practitioner, psychiatrist or registered nurse or any other person whom the Director or protector reasonably considers to be qualified to conduct an assessment;

- (c) direct any person to produce the individual before the Director, a protector, an approved welfare officer, a registered medical practitioner, psychiatrist or registered nurse or any other person whom the Director or protector reasonably considers to be qualified to conduct an assessment, to be assessed in the manner in paragraph (a) or (b);
 - (*d*) remove the individual from the place where the individual is residing or staying for the purpose of an assessment in the manner in paragraph (*a*) or (*b*), if
 - (i) the individual consents to the removal for that purpose despite that another person is preventing the individual's removal; or
 - (ii) the individual does not consent to the removal but is assessed by a registered medical practitioner to lack the mental capacity to consent.

(2) Where the individual is to be assessed at the place where the individual is residing or staying, the Director or a protector may direct any other person present to leave that place so that the individual can be assessed without that other person present.

- (3) The Director or protector may be accompanied by one or more relevant support persons to assist with the removal of the individual under subsection (1)(d) and may use such force as the Director or protector considers necessary.
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(4) The Director or protector who removed the individual under subsection (1)(d) must, as soon as practicable after the assessment of the individual, return the individual to the place where the individual was removed.

- 5 (5) An approved welfare officer, a registered medical practitioner, psychiatrist, registered nurse or any other person who assesses the individual under this section must submit a report of the assessment to the Director or a protector.
 - (6) A person —
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- (*a*) who fails, without reasonable excuse, to comply with a direction given under subsection (1)(*c*) or (2); or
- (b) who obstructs another person from complying with the direction given under subsection (1)(c) or (2) to that other person,
- 15 shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 or to imprisonment for a term not exceeding 12 months or to both.

(7) This section is subject to section 7.

Refusal of assessment

7.—(1) Where an individual refuses to be assessed under section 6, the Director or a protector is not required to exercise any power under that section.

(2) However, the Director or a protector may not rely on subsection (1) if the Director or protector has reason to believe that —

- (*a*) the individual concerned lacks the mental capacity to refuse the assessment and the Director or protector is satisfied that carrying out the assessment would be in the individual's best interests; and
- (b) the individual concerned has experienced, or is experiencing or at risk of abuse, neglect or self-neglect.

Power to enter premises

8.—(1) The Director or a protector may, without notice, enter at any time of the day or night any premises where an individual is residing or staying for the purpose of exercising a power under section 6(1)(a), (b), (d) or 10.

(2) In exercising the power of entry under subsection (1), the Director or protector may be accompanied by —

- (a) one or more relevant support persons; and
- (b) any other person whom the Director or protector reasonably considers necessary to assist the Director or protector in exercising the power.

(3) In exercising the power of entry under subsection (1), the Director or a protector may, with such assistance as the Director or protector considers necessary, break open any door, window, lock, fastener or any other thing.

Power to obtain information and examine records, etc.

9.—(1) This section applies to any person whom the Director or a protector has reason to believe has information about —

- (a) whether an individual is a vulnerable adult; or
- (b) whether an individual has experienced, or is experiencing or at risk of abuse, neglect or self-neglect.

(2) The Director or a protector may direct any person in subsection (1) —

- (*a*) to give to the Director or protector the information in subsection (1) in writing within the time specified in the direction; or
- (b) to appear before and give the information in subsection (1) to the Director or protector at the time and place specified in the direction.
- 30 (3) The Director or a protector may, at all reasonable times, examine and take copies of
 - (a) any health record kept by any person in subsection (1); or

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(*b*) any record kept by any person in subsection (1) and compiled in connection with a social services function,

so far as the record relates to an individual whom the Director or protector has reason to believe is a vulnerable adult and has experienced, or is experiencing or at risk of abuse, neglect or selfneglect.

(4) A person who gives information to the Director or a protector under subsection (2) or gives the Director or a protector access to a record under subsection (3) —

- (*a*) is not, by virtue of doing so, to be regarded in any proceedings before a court or tribunal or in any other respect to have breached any code of professional etiquette or ethics, or to have departed from any accepted form of professional conduct; and
- (b) to the extent the person has acted in good faith, incurs no civil or criminal liability in relation to the giving of the information or access to the record.
- (5) If a person
 - (a) fails, without reasonable excuse, to comply with a direction given to the person under subsection (2) or to give the Director or a protector access to a record under subsection (3); or
 - (b) obstructs another person from complying with a direction given under subsection (2) to that other person,
- the person shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 or to imprisonment for a term not exceeding 12 months or to both.
 - (6) A person
 - (*a*) who in compliance or purported compliance with a direction given under subsection (2) gives information to the Director or a protector; and
 - (b) who knows that the information given is false or incorrect,

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shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 or to imprisonment for a term not exceeding 12 months or to both.

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Division 2 — Power to remove

5 **Power to remove vulnerable adult**

10.—(1) The Director or a protector may remove a vulnerable adult from the place where the vulnerable adult is residing or staying if —

- (*a*) the Director or protector is satisfied on reasonable grounds that the vulnerable adult has experienced, or is experiencing or at risk of abuse, neglect or self-neglect; and
- (b) either of the following conditions is satisfied:
 - (i) the vulnerable adult consents to the removal despite that another person is preventing the vulnerable adult's removal;
 - (ii) the vulnerable adult does not consent to the removal but is assessed by a registered medical practitioner to lack the mental capacity to consent.

(2) In exercising the power under subsection (1), the Director or a
 protector may be accompanied by one or more relevant support persons to assist with the removal of a vulnerable adult and may use such force as the Director or protector considers necessary.

Committing vulnerable adult to place of temporary care and protection or to care of fit person

- ²⁵ **11.**—(1) If a vulnerable adult is removed under section 10 from the place where the vulnerable adult is residing or staying, the Director or a protector must
 - (*a*) commit the vulnerable adult to a place of temporary care and protection or to the care of a fit person; and
 - (b) within 3 working days after the day of the removal, apply to a court under section 12 for an order under section 14 or 15,

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or apply for an order under subsection (5), unless the Director or protector permits the vulnerable adult —

- (i) to return to the place from where the vulnerable adult was removed; or
- (ii) to voluntarily submit himself or herself to the care of the fit person mentioned in paragraph (*a*) or another person.

(2) The Director or protector may, before committing a vulnerable adult to a place of temporary care and protection or to the care of a
 fit person under subsection (1)(*a*), require the vulnerable adult to be produced before a registered medical practitioner for any necessary medical treatment.

(3) Any medical treatment referred to in subsection (2) may be administered to the vulnerable adult concerned only with the vulnerable adult's consent unless —

- (*a*) the vulnerable adult is assessed by a registered medical practitioner to lack the mental capacity to consent and the registered medical practitioner reasonably believes that it is in the vulnerable adult's best interests to receive the medical treatment; or
- (*b*) a registered medical practitioner reasonably believes that a medical emergency exists and it is in the vulnerable adult's best interests to receive the medical treatment.
- (4) If a donee or deputy has been appointed for the vulnerable adult in subsection (3)(a), the registered medical practitioner may administer the medical treatment to the vulnerable adult under that subsection without first obtaining the consent of the vulnerable adult's donee or deputy (as the case may be).

(5) If an application to a court cannot be made under section 12
 for an order under section 14 or 15 within the time specified in subsection (1)(b), the Director or a protector must, within that specified time —

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- (*a*) apply to a court for the custody, charge and care of the vulnerable adult during the period before an application under section 12 is made and determined; and
- (b) in that application, inform the court the reason for not making an application under section 12 within that specified time.

(6) The court, on an application made under subsection (5), may make an order for the custody, charge and care of the vulnerable adult during the period before an application under section 12 is made and determined.

(7) If the Director or a protector reasonably believes that contact between the vulnerable adult removed under section 10 and another person (Z) is not in the best interests of the vulnerable adult, the Director or protector may give any of the following directions to Z:

- (a) Z must not contact (by any means) the vulnerable adult during the period before a court makes an order under section 14;
 - (b) Z may only contact the vulnerable adult under conditions or circumstances specified by the Director or protector.
- 20 (8) A person who
 - (*a*) fails, without reasonable excuse, to comply with a direction given to the person under subsection (7); or
 - (b) obstructs Z from complying with a direction given to Z under subsection (7),
- shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 or to imprisonment for a term not exceeding 12 months or to both.

Division 3 — Court orders for protection of vulnerable adult

Application to court

³⁰ **12.**—(1) A person in subsection (2) or (3) may apply to the court for one or more orders under section 14 or 15, in relation to a vulnerable adult, if the person has reason to believe that —

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- (*a*) the vulnerable adult has experienced, or is experiencing or at risk of abuse, neglect or self-neglect; and
- (*b*) the order or orders are necessary for the protection and safety of the vulnerable adult.
- (2) The following persons may apply to the court for an order under section 14 or 15 in relation to a vulnerable adult:
 - (a) where the vulnerable adult is assessed by a registered medical practitioner to lack the mental capacity to consent
 - (i) the Director or a protector may apply for any order under section 14(1) or 15;
 - (ii) an approved welfare officer or the vulnerable adult's donee or deputy if appointed may apply for any order under section 14(1)(e), (f), (g) or (h) or 15; or
 - (iii) subject to subsection (5), a family member of the vulnerable adult may apply for any order under section 14(1)(e), (f), (g) or (h) or 15;
 - (*b*) in any other case
 - (i) the Director or a protector may, with the vulnerable adult's consent, apply for any order under section 14(1) or 15;
 - (ii) an approved welfare officer may, with the vulnerable adult's consent, apply for any order under section 14(1)(e), (f), (g) or (h) or 15;
 - (iii) subject to subsections (3) and (4), the vulnerable adult may, on his or her own, apply for any order under section 14(1)(e), (f), (g) or (h) or 15; or
 - (iv) subject to subsection (5), a family member of the vulnerable adult may, with the vulnerable adult's consent, apply for any order under section 14(1)(e), (f), (g) or (h) or 15.

(3) A vulnerable adult may apply for any order under section 14(1)(e), (f), (g) or (h) or 15 if the vulnerable adult —

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- (a) is 21 years of age or older; or
- (b) is younger than 21 years of age and who is married or has been previously married.
- (4) If a vulnerable adult is younger than 21 years of age and has
 never been married, an application mentioned in subsection (3) may be made by a guardian or relative responsible for the care of the vulnerable adult.

(5) A family member of the vulnerable adult may apply for any order under section 14(1)(e), (f), (g) or (h) or 15 if the family member does not lack mental capacity and —

- (a) is 21 years of age or older; or
- (b) is younger than 21 years of age and who is married or has been previously married.

Procedure

- 15 **13.**—(1) Unless the Family Justice Rules provide otherwise, an application to a court under section 12
 - (*a*) must be made in the same manner as an application for a summons made to a District Court or Magistrate's Court under the Criminal Procedure Code (Cap. 68); and
- (b) is to be dealt with
 - (i) as if the application is a complaint for the purposes of that Code; but
 - (ii) in accordance with only such provisions of that Code, and with such provisions of any other written law, as may be prescribed by the Family Justice Rules.

(2) To avoid doubt, proceedings under section 12 are not to be treated as criminal proceedings.

(3) The court may not make any order under section 14 without³⁰ giving the vulnerable adult an opportunity to be heard.

(4) However, no opportunity to be heard needs to be given if the vulnerable adult is assessed by a registered medical practitioner to

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lack the mental capacity to make decisions in relation to any application for an order under section 14 concerning the vulnerable adult.

(5) The court before which an application under section 12 is heard may make such order as to costs as it thinks fit.

(6) A judge of the court, when determining whether to make an order under section 14(1)(b) or (*j*), must sit with 2 advisers from a panel of advisers nominated by the Minister.

(7) However, if the court cannot without adjournment be fully
 constituted under subsection (6) and an adjournment would be inexpedient in the interests of justice, the judge may sit with one adviser or sit alone.

(8) The functions of the advisers are to inform and advise the court in relation to —

- (*a*) a matter or consideration that may affect the treatment of a vulnerable adult; or
 - (*b*) the appropriateness of making an order in respect of a vulnerable adult under section 14(1)(*b*) or (*j*).

Court orders

- ²⁰ **14.**—(1) If the court is satisfied, on a balance of probabilities, that the circumstances mentioned in section 12(1)(a) and (b) exist for a vulnerable adult, the court may, in relation to the vulnerable adult, make one or more of the following orders:
 - (*a*) an order committing the vulnerable adult to a place of temporary care and protection, or the care of a fit person, for a period not exceeding 6 months;
 - (*b*) an order committing the vulnerable adult to a place of safety or the care of a fit person for a specified period
 - (i) where the vulnerable adult remains at risk of abuse, neglect or self-neglect after the end of the period of committal to a place of temporary care and protection or the care of a fit person (whether the

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same or another fit person) as ordered under paragraph (*a*); or

- (ii) where the court is satisfied that it is in the best interests of the vulnerable adult to be so committed, without first having to be committed to a place of temporary care and protection or the care of a fit person pursuant to an order under paragraph (*a*);
- (c) an order requiring a person to produce the vulnerable adult at a specified medical facility for medical treatment that is necessary to enable committal of the vulnerable adult to a place of temporary care and protection, the care of a fit person or a place of safety;
- (*d*) an order placing the vulnerable adult under the supervision of a protector, an approved welfare officer or another person appointed by the court, for a specified period;
- (e) where the vulnerable adult has experienced or is experiencing abuse or likely to be abused by any person (called in this section the abuser), an order restraining the abuser from abusing or further abusing the vulnerable adult;
- (*f*) an order granting the vulnerable adult the right of exclusive occupation of the premises or a specified part of the premises in which the vulnerable adult ordinarily resides, to the exclusion of the abuser or any other person;
- (g) an order prohibiting a person from entering and remaining in, for a specified period, an area outside the vulnerable adult's place of residence or any other place frequented by the vulnerable adult;
- (*h*) an order prohibiting a person from visiting or communicating with the vulnerable adult;
- (*i*) an order requiring one or more persons, including the vulnerable adult, to attend counselling provided by a body as directed by the court;

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- (*j*) subject to subsection (2), where the condition of the vulnerable adult's residence poses a risk to the safety and health of the vulnerable adult, an order
 - (i) requiring the Director, a protector or another person to make, with such assistance as the Director, protector or other person may reasonably require, the residence a safe living environment;
 - (ii) requiring the vulnerable adult to be removed from the residence to a place of temporary care and protection or the care of a fit person for a specified period necessary for the Director, protector or other person to make the residence a safe living environment; and
 - (iii) authorising the disposal by the Director, protector or other person of any article or thing in the residence, with or without the consent of the owner of that article or thing, to make the residence a safe living environment.
- (2) The court may only make an order under subsection (1)(j)
 - (*a*) with the consent of every owner of the residence and of the vulnerable adult if the vulnerable adult has the mental capacity to consent; or
 - (b) where the owner or owners (if there is more than one owner) of the residence cannot be located after reasonable attempts to locate the owner or owners (as the case may be) have been made by the Director or a protector —
 - (i) with the consent of the vulnerable adult if the vulnerable adult has the mental capacity to consent; and
 - (ii) after a notice by advertisement of the proposed order has been published in one English, Chinese, Malay and Tamil newspaper circulating in Singapore and the prescribed period after such publication has

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lapsed without any owner objecting to the proposed order.

(3) For the purposes of deciding whether the circumstances mentioned in section 12(1)(a) and (b) exist in relation to a vulnerable adult, the court may —

- (*a*) require a person to produce the vulnerable adult before the court;
- (b) require a person to give information, or any other necessary assistance, to the court about the vulnerable adult's family background, general conduct, home environment, school or educational record, medical history and state of physical and mental health and wellbeing, to enable the court to deal with the case in the best interests of the vulnerable adult;
- (c) require an assessment or investigation by the Director, a protector, an approved welfare officer, a registered medical practitioner, psychiatrist or registered nurse of all or any of the following:
 - (i) the vulnerable adult;
 - (ii) any person who provides care for or lives with the vulnerable adult;
- (d) require the person who carries out an assessment or investigation under paragraph (c) to submit a written report to the court stating the results of the assessment or the findings of the investigation (as the case may be); and
- (e) adjourn the matter from time to time, and make any interim order the court considers appropriate, including but not limited to an order about a matter mentioned in subsection (1).
- (4) The court may disclose to the Director or a protector any ³⁰ information obtained under subsection (3)(b) and any report submitted under subsection (3)(d), if the court is satisfied that such disclosure is necessary for the protection and safety of the vulnerable adult who is the subject of the information or report.

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(5) The court may order the report submitted under subsection (3)(d) or a redacted version of that report be given to a person against whom an order under subsection (1) is to be made.

(6) The court may, in making an order under subsection (1),
⁵ impose conditions or give directions as the court thinks fit for the purpose of ensuring the protection and safety of the vulnerable adult who is the subject of the order.

(7) An order made under subsection (1)(f) does not affect any title or interest that the person against whom the order is made or any other person might have in the residence other than to the extent provided for in the order.

(8) If a person against whom an order has been made fails to comply with the order, the court may, in addition to any penalty provided for under subsection (9), make, as the case may be, any one or more of the orders under subsection (1) to commence from such date as is specified in such new order or orders.

(9) A person who, without reasonable excuse, fails to comply with an order made under subsection (1)(e), (f), (g) or (h) shall be guilty of an offence and shall be liable —

- (a) on the first conviction in relation to an order under subsection (1)(e), (f), (g) or (h), to a fine not exceeding \$5,000 or to imprisonment for a term not exceeding 12 months or to both; and
 - (b) on a second or subsequent conviction for failing to comply with another order made under subsection (1)(e), (f), (g) or (h) (as the case may be), to a fine not exceeding \$8,000 or to imprisonment for a term not exceeding 18 months or to both.

(10) An offence under subsection (9) is an arrestable offencewithin the meaning of the Criminal Procedure Code (Cap. 68).

(11) A person who obstructs —

(*a*) the compliance by a person with an order made under subsection (1)(*a*), (*b*), (*c*), (*d*) or (*i*); or

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(b) any person assisting the Director, a protector or another person in the compliance with an order made under subsection (1)(*a*), (*b*), (*c*), (*d*) or (*i*),

shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 or to imprisonment not exceeding 12 months or to both.

(12) A person who —

- (a) without reasonable excuse, fails to comply with an order made by the court under subsection (3)(a), (b) or (e); or
- (b) obstructs the carrying out of an assessment or investigation ordered by the court under subsection (3)(c),

shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 or to imprisonment for a term not exceeding 12 months or to both.

15 **Expedited order**

15.—(1) This section applies if an application is made in relation to a vulnerable adult for an order mentioned in section 14(1)(e), (f), (g) or (h), and the court is satisfied, on a balance of probabilities, that the vulnerable adult is experiencing, or is in imminent danger of, abuse, neglect or self-neglect.

(2) The court may make the order (called in this section an expedited order) even if -

- (a) the application is not served on the person against whom an order mentioned in section 14(1)(e), (f), (g) or (h) is to be made (called in this section the respondent) or is not served on the respondent within a reasonable time before the hearing of the application; or
- (b) where the application has been served on the respondent, the respondent does not appear at the hearing of the application.

(3) An expedited order takes effect in respect of the person to whom such order applies —

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- (*a*) from the date on which such order is served on that person; or
- (b) if the court specifies a later date on which the order is to take effect, the later date.
- 5 (4) An expedited order ceases to have effect on the earlier of the following dates:

(a) the date that is 28 days after the date the order is made; or

(b) the date the court decides the application under section 12.

(5) Despite subsection (4), the court may extend the duration of the expedited order.

(6) Section 14(6) and (7) applies, with the necessary modifications, in relation to an expedited order and to the making of an expedited order under this section.

(7) A person who, without reasonable excuse, fails to comply with
an expedited order made under subsection (2) shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 or to imprisonment for a term not exceeding 12 months or to both.

(8) An offence under subsection (7) is an arrestable offence withinthe meaning of the Criminal Procedure Code (Cap. 68).

Contempt of court

16.—(1) Subject to subsection (2), sections 14(9) and (12)(a) and 15(7) do not affect the powers of the court in relation to the punishment for contempt of court.

25 (2) Where a person is convicted of an offence under section 14(9) or (12)(a) or 15(7) in respect of any non-compliance with an order or expedited order, that non-compliance is not punishable as a contempt of court.

(3) A person cannot be convicted of an offence under section 14(9) or (12)(a) or 15(7) in respect of any non-compliance with an order or expedited order which has been punished as a contempt of court. (4) Subject to subsection (6), an application under this section for contempt of court in respect of any non-compliance with an order or expedited order may be made by the Director or a protector, whether or not the Director or protector had earlier applied for the order or expedited order.

(5) Subsection (4) does not preclude any other person from making an application under this section for contempt of court in respect of any non-compliance with an order or expedited order.

(6) An application for contempt of court in respect of any non compliance with an order or expedited order must be made with the consent of the vulnerable adult, who is the subject of the order or expedited order, if the vulnerable adult —

- (a) is not the person making the application; but
- (b) has the mental capacity to consent to the making of the application at the time the application is made.

Supplementary provisions with respect to orders under sections 14 and 15

17.—(1) On an application by a person mentioned in subsection (2), the court may, at any time before the expiry of an order made under section 14(1) or 15, vary, suspend or revoke the order if the court is satisfied it would be in the best interests of the vulnerable adult in relation to whom the order is made.

(2) Subject to subsections (3), (4) and (5), the following persons may apply to the court for a variation, suspension or revocation of any of the following orders, whether or not those persons had earlier applied for that order:

- (*a*) for an order under section 14(1)(*a*) or (*b*), the Director or a protector;
- (b) for an order under section 14(1)(c)
 - (i) the Director or a protector;
 - (ii) the person against whom the order is made;
- (c) for an order under section 14(1)(d) —

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- (i) the Director or a protector;
- (ii) an approved welfare officer;
- (d) for an order under section 14(1)(e), (f), (g), (h), (i) or (j) or 15
 - (i) the Director or a protector;
 - (ii) an approved welfare officer;
 - (iii) the vulnerable adult to whom the order relates, or the vulnerable adult's donee or deputy (as the case may be) if the vulnerable adult lacks mental capacity;
 - (iv) a family member of the vulnerable adult;
 - (v) the person against whom the order is made.

(3) If the variation relates to the extension of the period specified in an order made under section 14(1)(a) or (b), only the Director or a protector may apply to the court for the variation.

(4) If the variation relates to the extension of the period specified in an order made under section 14(1)(d), only the Director, a protector or an approved welfare officer may apply to the court for the variation.

(5) An approved welfare officer or a family member of the vulnerable adult may apply to the court for a variation, suspension or revocation of an order mentioned in subsection (2)(c) or (d) (as the case may be) if —

- (a) the vulnerable adult consents to the application; or
- (b) the vulnerable adult does not consent to the application but is assessed by a registered medical practitioner to lack the mental capacity to consent.

(6) The expiry by virtue of section 15 of an expedited order does not prejudice the making of a further expedited order under that section.

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PART 3

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PLACES OF TEMPORARY CARE AND PROTECTION, PLACES OF SAFETY, FIT PERSONS AND **REVIEW BOARD**

Places of temporary care and protection and places of safety 5

18. For the purposes of this Act, the Minister may, by notification in the Gazette, designate any premises in Singapore as —

- (a) a place of temporary care and protection for the protection of vulnerable adults from abuse, neglect or self-neglect for an interim period during which investigations under this Act are carried out and longer-term care arrangements for the safety of the vulnerable adults are planned; or
- (b) a place of safety for the care and protection of vulnerable adults over the longer term.

Review Board 15

19.—(1) The Minister may appoint such persons to be the members of the Review Board for such period as the Minister thinks fit.

(2) The functions of the Review Board are as follows:

- (a) for the purposes of ensuring that a proper care plan is in place for a vulnerable adult, review cases of vulnerable adults committed to ----
 - (i) a place of temporary care and protection or place of safety; or
 - (ii) the care of a fit person, but only if the fit person is an organisation and the vulnerable adult was committed to the care of the organisation under an order of the court under section 14;
- (b) advise the Director on whether a vulnerable adult who has been committed to a place of temporary care and protection or place of safety or to the care of a fit person that is an
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organisation may be discharged from such place or care at any time before the completion of the period of committal.

(3) For the purposes of carrying out the Review Board's functions under subsection (2) —

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- (*a*) every member of the Review Board may at any time enter any place of temporary care and protection, place of safety or the premises of a fit person that is an organisation, and make such inquiry or examination as is necessary; and
- (b) the Review Board must submit such reports as may be required by the Minister.

(4) Any person who refuses to allow a member of the Review Board entry to any place of temporary care and protection or place of safety, or hinders or obstructs the member from entering the place, after the member's identity is reasonably established shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$2,000 or to imprisonment for a term not exceeding 12 months or to both.

(5) For the purposes of this section, a proper care plan must meet such requirements as may be specified by the Director.

20 Unlawful removal, etc., of vulnerable adult from place of temporary care and protection or place of safety, etc.

20. A person who —

- (*a*) without lawful authority removes a vulnerable adult from a place of temporary care and protection or place of safety to which, or the custody of the fit person to whose care, the vulnerable adult has been committed under this Act;
- (b) knowingly assists or induces, directly or indirectly, a vulnerable adult to leave or be removed from a place of temporary care and protection or place of safety to which, or the fit person to whose care, the vulnerable adult has been committed under this Act;
- (c) knowingly —

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 (i) harbours or conceals a vulnerable adult who has escaped from a place of temporary care and protection or place of safety to which, or the fit person to whose care, the vulnerable adult has been committed under this Act;

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- (ii) prevents the vulnerable adult from returning to a place of temporary care and protection or place of safety to which, or the fit person to whose care, the vulnerable adult has been committed under this Act; or
- (iii) assists any other person in doing any of the acts referred to in sub-paragraphs (i) and (ii); or
- (*d*) obstructs the removal or committal of a vulnerable adult to a place of temporary care and protection, place of safety or the care of a fit person carried out under this Act,

shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 or to imprisonment for a term not exceeding 12 months or to both.

PART 4

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CONFIDENTIAL INFORMATION

Restriction on publication of information leading to identification of vulnerable adult, etc.

21.—(1) A person must not, without the Director's approval, publish or broadcast any information or picture that identifies, or is likely to lead to the identification of —

- (a) a person who has been or is the subject of any investigation, examination, assessment or treatment under this Act relating to whether the person is a vulnerable adult experiencing or at risk of abuse, neglect or self-neglect;
- (b) a vulnerable adult who has been committed to a place of temporary care and protection or place of safety or to the care of a fit person under this Act; or

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(c) a vulnerable adult who is the subject of an order made by a court under this Act.

(2) Also, a person must not, without the Director's approval, publish or broadcast any information or picture that identifies, or is
⁵ likely to lead to the identification of the location of a place of temporary care and protection, a place of safety or the premises of a fit person.

(3) Nothing in subsection (2) prevents a place of temporary care and protection, place of safety or fit person from publishing its, his or her address in any publication, or on the Internet website, of the place of temporary care and protection, place of safety or fit person (as the case may be).

(4) If any information or picture is published or broadcast in contravention of subsection (1) or (2) —

- (a) in the case of the publication of any information or picture as part of a newspaper or periodical publication, every proprietor, editor, publisher and distributor of the newspaper or periodical publication;
 - (b) in the case of the publication of any information or picture otherwise than as part of a newspaper or periodical publication, the person who publishes or distributes it; or
 - (c) in the case of the broadcast of any information or picture, every person who transmits or provides the programme in which the information or picture is broadcast and every person having functions in relation to the programme corresponding to those of the editor of a newspaper or periodical publication,

shall jointly be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 and, in the case of a second or subsequent conviction, to a fine not exceeding \$10,000.

(5) In this section —

"broadcast" means sounds or visual images —

(*a*) broadcast by wireless telegraphy, or by means of a high frequency distribution system over wire or other paths

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provided by a material substance, and intended for general reception;

- (*b*) broadcast through the Internet or any website, web service or Internet application, whether or not intended for general reception; or
- (c) broadcast through any messaging system;
- "messaging system" means any system that enables the transmission of short text messages, or of any visual communication, voice communication or electronic mail —
 - (*a*) from a digital mobile telephone to another digital mobile telephone; or
 - (b) from an electronic mail address to a digital mobile telephone, and the other way around;

"publish", in relation to any information or picture, means to bring the information or picture to the notice of the public or a section of the public by any means, including (to avoid doubt) through —

- (a) the Internet or any website, web service or Internet application; or
- (b) any messaging system.

Notification of information relating to vulnerable adult or person suspected to be vulnerable adult

22.—(1) Any person who knows or has reason to suspect that a vulnerable adult has experienced, is experiencing or is at risk of abuse, neglect or self-neglect may notify the Director or a protector of the facts and circumstances on which the person's knowledge or suspicion is based.

(2) A person who makes a notification under subsection (1) —

(*a*) must not, by virtue of doing so, be regarded in any proceedings before any court or tribunal or in any other respect to have breached any code of professional etiquette or ethics, or to have departed from any accepted form of professional conduct; and

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(*b*) insofar as the person has acted with reasonable care and in good faith, incurs no civil or criminal liability in respect of the notification or the provision of any information contained in the notification.

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- 5 (3) Any person appearing as a witness in any proceedings in any court or tribunal or before a person authorised by law to hear evidence must not be compelled
 - (*a*) to disclose the identity of any person who has made a notification under subsection (1), or any information likely to lead to the disclosure of the identity of such a person; or
 - (*b*) to produce any report or document which identifies, or is likely to identify, any person who has made a notification under subsection (1).

Disclosure of information to and by Director

15 23.—(1) Subject to subsection (2) and any express restriction imposed by or under any other written law, a body or person to whom this section applies may disclose to the Director any information received by that body or person under or for the purposes of any written law, where the disclosure is made by the
20 body or person for the purpose of enabling or assisting the Director to discharge any of the Director's functions or performance of any of the Director's duties under this Act.

(2) Subject to subsection (3), the Director may disclose to a body or person to whom this section applies any information received by the Director under or for the purposes of this Act, where the disclosure is made by the Director —

- (*a*) for any purpose connected with the discharge of any of the Director's functions or performance of any of the Director's duties under this Act; and
- (b) for the purpose of enabling or assisting that body or person to discharge any of that body's or person's functions or perform any of that body's or person's duties.
- (3) This section applies to the following bodies and persons:

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- (*a*) any Government department;
- (*b*) any statutory body;
- (c) any police officer;
- (d) such other body or person as may be prescribed.

5 (4) Nothing in this section is to be construed as affecting any power of disclosure exercisable apart from this section.

Report of approved welfare officer, etc., to be admissible in evidence

24. A copy of the report under section 6(5) of an approved welfare
officer, a registered medical practitioner, psychiatrist or registered nurse or any other person who assesses an individual is admissible in any proceedings under this Act as evidence of the opinion of the approved welfare officer, medical practitioner, psychiatrist, registered nurse or other person (as the case may be) and of the facts
upon which his or her opinion is based in relation to any matter about the individual contained in the report.

PART 5

MISCELLANEOUS

Obstruction

- 20 25. Any person who obstructs the Director, a protector or a relevant support person in the discharge of his or her duties, or the exercise of his or her powers, under this Act shall be guilty of an offence and shall be liable on conviction to a fine not exceeding \$5,000 or to imprisonment for a term not exceeding 12 months or to both.
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Protection from personal liability

26.—(1) No liability shall lie personally against the Director, any protector, relevant support person or other person acting under the direction of the Director or a protector who, acting in good faith and with reasonable care, does or omits to do anything —

(a) in the execution or purported execution of this Act; or

- (b) in the discharge or purported discharge of
 - (i) any function or duty of the Director or a protector under this Act:
 - (ii) any direction of the Director or a protector under this Act: or
 - (iii) any order made by a court under this Act.

(2) No liability shall lie personally against any member of the Review Board who, acting in good faith and with reasonable care, does or omits to do anything in the execution or purported execution of this Act.

(3) No liability shall lie personally against any person appointed by a court or pursuant to an order of a court, who, acting in good faith and with reasonable care, does or omits to do anything in the discharge or purported discharge of any order made by a court under this Act.

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(4) No liability shall lie personally against any person who, acting in good faith and with reasonable care, does or omits to do anything in a place of temporary care and protection, place of safety or the premises of a fit person in the discharge or purported discharge of —

- (a) any direction given by the Director under this Act; or
- (b) any order made by a court under this Act.

Service of documents

27.—(1) A document that is permitted or required to be served on a person under this Act may be served as described in this section. 25

(2) A document may be served on an individual —

- (a) by giving it to the individual personally;
- (b) by sending it by prepaid registered post to the address specified by the individual for the service of documents under this Act or, if no address is so specified, the individual's residential or business address:

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(c) by leaving it at the individual's residential address with an adult person apparently residing there, or at the individual's business address with an adult person apparently employed there;

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- (d) by affixing a copy of the document in a conspicuous place at the individual's residential or business address;
 - (e) by sending it by fax to the fax number given by the individual as the fax number for the service of documents under this Act; or
- (f) by sending it by email to the individual's email address.

(3) A document may be served on a partnership (other than a limited liability partnership) —

- (*a*) by giving it to any partner or other like officer of the partnership;
- (b) by leaving it at, or by sending it by prepaid registered post to, the partnership's business address;
 - (c) by sending it by fax to the fax number used at the partnership's business address; or
 - (d) by sending it by email to the partnership's email address.
- 20 (4) A document may be served on a body corporate (including a limited liability partnership) or an unincorporated association
 - (a) by giving it to the secretary or other like officer of the body corporate or unincorporated association or the limited liability partnership's manager;
 - (b) by leaving it at, or by sending it by prepaid registered post to, the body corporate's or unincorporated association's registered office or principal office in Singapore;
 - (c) by sending it by fax to the fax number used at the body corporate's or unincorporated association's registered office or principal office in Singapore; or
 - (d) by sending it by email to the body corporate's or unincorporated association's email address.

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(5) Service of a document on a person under this section takes effect ----

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- (a) if the document is sent by fax and a notification of successful transmission is received, on the day of the transmission;
- (b) if the document is sent by email, at the time that the email becomes capable of being retrieved by the person; and
- (c) if the document is sent by prepaid registered post, 2 days after the day the document was posted (even if it is returned undelivered).

(6) A document may be served on a person under this Act by email only with that person's prior written consent.

(7) This section does not apply to documents to be served in proceedings in court.

(8) In this section — 15

"business address" means —

- (a) in the case of an individual, the individual's usual or last known place of business in Singapore; and
- (b) in the case of a partnership (other than a limited liability partnership), the partnership's principal or last known place of business in Singapore;
- "email address" means the last email address given by the addressee concerned as the email address for the service of documents under this Act:
- "residential address" means an individual's usual or last known 25 place of residence in Singapore.

Regulations

28.—(1) The Minister may make regulations prescribing matters required or permitted by this Act to be prescribed, or necessary or convenient to be prescribed for carrying out or giving effect to this Act.

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(2) The regulations made under subsection (1) may, in particular -

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- (a) prescribe the duties and powers of the managers of places of temporary care and protection and places of safety;
- (b) prescribe the records that are to be kept by the managers of places of temporary care and protection and places of safety, and the returns and other information to be provided to the Director with respect to such places;
- (c) prescribe the reports and information to be submitted to the Director relating to vulnerable adults residing in places of temporary care and protection and places of safety; and
- (d) prescribe the constitution and procedures of the Review Board.

Related amendment to Family Justice Act 2014

- 29. Section 2(1) of the Family Justice Act 2014 (Act 27 of 2014) is 15 amended by inserting, immediately after paragraph (o) of the definition of "family proceedings", the following paragraph:
 - *"(oa)* any civil or quasi-criminal proceedings under the Vulnerable Adults Act 2016;".

Related amendment to Maintenance of Parents Act 20

30. The Maintenance of Parents Act (Cap. 167B, 1996 Ed.) is amended by renumbering section 11 as subsection (1) of that section, and by inserting immediately thereafter the following subsections:

- "(2) Without prejudice to subsection (1), if an applicant 25 mentioned in that subsection is a vulnerable adult in respect of whom
 - there is an order made by a court under section 14 or *(a)* 15 of the Vulnerable Adults Act 2016: or
 - the Director of Social Welfare or a protector has *(b)* exercised any power under Division 1 or 2 of Part 2 of that Act.

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the application may be made on the applicant's behalf by the Director of Social Welfare or a protector.

- (3) In this section
 - "Director of Social Welfare" means the Director of Social Welfare appointed under section 3(1) of the Children and Young Persons Act (Cap. 38);
 - "protector" means a protector appointed under section 3(2) of the Vulnerable Adults Act 2016;
 - "vulnerable adult" has the same meaning as in section 2 of the Vulnerable Adults Act 2016.".

Related amendments to Penal Code

31. The Penal Code (Cap. 224, 2008 Ed.) is amended —

(*a*) by inserting, immediately after section 74, the following section:

"Enhanced penalties for offences against vulnerable adults

74A.—(1) This section applies where a person is convicted on or after the date of commencement of the Vulnerable Adults Act 2016 of an offence specified in subsection (3) (called in this section the offender) against a vulnerable adult.

(2) The court may sentence the offender to one and a half times the amount of punishment to which the offender would otherwise have been liable for that offence, where at the time of committing the offence the offender knew or ought reasonably to have known that the victim was a vulnerable adult.

(3) The offence referred to in subsection (1) is any of the following offences:

(*a*) an offence under section 304A, 323, 324, 325, 334, 335, 336, 337, 338, 341, 342, 343, 344, 346, 347, 352, 354, 355, 357, 358, 376G, 508 or 509;

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(b) an offence of criminal intimidation which is punishable with imprisonment for a term which may extend to 2 years, or with fine, or with both, under section 506.

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- (4) Despite anything to the contrary in the Criminal Procedure Code (Cap. 68)
 - (a) a Magistrate's Court has jurisdiction to try the offences punishable under sections 304A, 338(a) and 376G, and power to impose the full punishment provided under subsection (2) in respect of those offences; and
 - (b) a District Court has jurisdiction to try the offences punishable under sections 324 and 325, and power to impose the full punishment provided under subsection (2) in respect of those offences.

(5) In this section, "vulnerable adult" has the same meaning as in section 2 of the Vulnerable Adults Act 2016.";

- (*b*) by deleting the words "2 years, or with fine, or with both" in section 376F(2) and substituting the words "5 years, or with fine, or with caning, or with any combination of such punishments"; and
- (c) by deleting the words "10 years, or with fine, or with both" in section 376F(3) and substituting the words "20 years, and shall also be liable to a fine or to caning".

Related amendment to Protection from Harassment Act

32. The Protection from Harassment Act (Cap. 256A, 2015 Ed.) is amended by inserting, immediately after section 8, the following section:

"Enhanced penalty for offence against vulnerable adult

8A.—(1) This section applies where a person is convicted on or after the date of commencement of the Vulnerable Adults

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Act 2016 of an offence under section 3, 5 or 7 (called in this section the offender) against a vulnerable adult.

(2) The court may sentence the offender to one and a half times the amount of punishment to which the offender would otherwise have been liable for that offence, where at the time of committing the offence the offender knew or ought reasonably to have known that the victim was a vulnerable adult.

(3) In this section, "vulnerable adult" has the same meaning as in section 2 of the Vulnerable Adults Act 2016.".

EXPLANATORY STATEMENT

This Bill seeks to make provision for the safeguarding of vulnerable adults from abuse, neglect or self-neglect, and to make related amendments to certain other Acts.

Clause 1 relates to the short title and commencement.

[The remainder of the Explanatory Statement will be inserted when the text of the Bill has been finalised.]

EXPENDITURE OF PUBLIC MONEY

This Bill will involve the Government in extra financial expenditure, the exact amount of which cannot at present be ascertained.

10 Note 1: Vulnerable Adults Bill (v17.86_Clean)