

Before the Building Practitioners Board

Appeal No. A1408

Between: [OMITTED] (the Appellant)
BP[OMITTED]
Carpentry & Site AoP 2

And: The Registrar

In the matter of: An appeal against a decision of the Registrar of Licensed Building Practitioners to decline a Design AoP1 Licence.

Decision of the Board under section 330(1)(a) of the Building Act 2004

Hearing Location: Auckland

Hearing Type: In Person

Hearing and Decision Date: 8 December 2023

Board Members Present:

Mrs F Pearson-Green, Deputy Chair, LBP Design AoP 2 (Presiding)
Ms J Clark, Barrister and Solicitor, Legal Member
Mr P Thompson, LBP, Carpentry and Site AoP 3

Procedure:

The matter was considered by the Building Practitioners Board (the Board) under the provisions of Part 4 of the Building Act 2004 (the Act), the Licensed Building Practitioners Rules 2007 (the Rules) and the Board's Procedures for the Management of Appeals (the Appeal Procedures).

Decision:

The Board has decided, under section 335 of the Act, to uphold the Registrar's decision. The Appellant will not be granted a Design AoP 1 Licence.

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Summary of the Board’s Appeal Decision

- [1] The Appellant sought a Design Area of Practice 1 Licence. The Appellant did not meet sufficient performance indicators in the Design AoP 1 licence competencies to be grant that licence, and the Registrar’s decision is upheld.

The Board

- [2] The Board is a statutory body established under the Building Act.¹ Its functions include hearing appeals against certain decisions of the Registrar in accordance with subpart 2 of Part 4 of the Act.

Procedure on Appeal

- [3] Under section 335 of the Act, an appeal proceeds by way of rehearing. On hearing an appeal, the Board may confirm, reverse, or modify the decision or action appealed against. The Board may also make any other decision or take any other action that the decision maker (the Registrar) could have made. The Board cannot review any part of a decision or action not appealed against.

The Registrar’s Decision

- [4] To become licensed, an applicant person must satisfy the Registrar that they meet the applicable minimum standard for the class or classes of licence applied for. ²The minimum standard is prescribed by rule 4 of the Rules. It states:

**4 MINIMUM STANDARD OF COMPETENCE FOR EACH CLASS OF
LICENCE**

¹ Section 341 of the Act.

² Refer rule 9(1)(a) of the Rules

- (1) *The minimum standard of competence for a class of licence is meeting all of the competencies set out for that class of licence in Schedule 1.*
- (2) *In determining whether a person meets a competency, regard must be had to the extent to which the person meets the performance indicators set out for that competency in Schedule 1.*

[5] Under rule 12 of the Rules, the Registrar must make a decision on the application. The Registrar's decision to grant or decline a licence must be informed by an assessor's recommendation.³

[6] On 20 October 2023, the Registrar informed the Appellant that his application had been declined. The Appellant was informed of his right to appeal the decision.

The Appeal

[7] On 21 November 2023, the Appellant filed an appeal with the Board against the Registrar's decision.

[8] The Board's Appeals Procedures stipulate that the Registrar is to provide a report that includes all evidence used to reach the decision, including the assessors' recommendation (the Report). The Report noted the Appellant had failed to demonstrate the following competencies for the class of license applied for:

- (a) *Competency 1: Comprehend and apply knowledge of the regulatory environment of the building construction industry.*
- (b) *Competency 2: Manage the building design process.*
- (c) *Competency 3: Establish design briefs and scope of work and prepare preliminary design.*
- (d) *Competency 4: Develop design and produce construction drawings and documentation.*

[9] Under section 335(4) of the Act, the Board must not review any part of a decision or action not appealed against. On that basis, and on the basis of the Report, the matters under Appeal were those noted above.

[10] The burden of proof lies with the Appellant. It is for the Appellant to provide sufficient evidence to establish, on the balance of probabilities, that he meets sufficient of the performance indicators for those competencies that are being appealed to be granted a licence. If the Registrar appears at an appeal hearing,⁴ the matter proceeds using an adversarial process.

[11] The Registrar did not seek leave to appear.

³ Rules 10 and 11 of the Rules

⁴ The Registrar may seek leave to appear and be heard under clause 2.9.16(a) of the appeal procedures either in person or by legal counsel.

The Hearing

- [12] Prior to the hearing, the Appellant provided further evidence to support the Appeal. This included copies of certificates of completion of courses undertaken and memberships to associations. The Appellant provided no architectural documentation in the form of designs, plans or specifications prior to the Design AoP 1 Appeal.
- [13] At the hearing, the Appellant was assisted by a Mandarin Interpreter.
- [14] At the hearing, the Appellant made an opening submission in which he summarised his past and current roles and experience within the construction industry, his qualifications from both New Zealand and Australia and the reasons for wanting to obtain a Design AoP1 licence.
- [15] At the commencement of the hearing, the Appellant submitted documentation regarding the study that he is currently undertaking as support of Competency 1. He also submitted two sets of Architectural Documents. The first, a single-story dwelling in Queensland that he had completed in March 2021 when employed by [OMITTED] in Australia. The second, a set of Building Consent documents for a relocation of an existing dwelling in Whangarei, completed in May 2023. The documents were noted with *'No change to existing building envelope'*. The Engineer's drawings included in the Building Consent documents included all the plans and details relating to site retaining walls, new sub-floor piles and braced sub-floor structure for the relocated house and new timber deck, including the timber balustrade details and external stair.
- [16] The Board questioned the Respondent as regards the performance indicators in Schedule 1 of the Rules for those competencies that were appealed.
- [17] The Board took time to review the documents provided at the commencement of the hearing and clarified with the Appellant his role in completing the documents.
- [18] The Appellant explained that he has not yet completed a project from design through to approved building consent documents. The Whangarei dwelling relocation was the only building consent project he had been involved in.
- [19] The Board questioned the Appellant on his regulatory knowledge and knowledge of Building Code compliance.

The Purposes of the Licensing Regime

- [20] The Building (Definition of Restricted Building Work) Order 2011 (New Zealand) stipulates that design work and building work on the primary structure and external moisture-management system of a house or a small-to-medium apartment building is restricted building work. Restricted building work applies to work that is carried out or supervised under a building consent⁵.

⁵ Refer section 401B of the Act.

[21] Under section 84 of the Act:

All restricted building work must be carried out or supervised by a licensed building practitioner [who is licensed] to carry out or supervise the work.

[22] Given the above provisions, a person who wishes to carry out or supervise restricted building work, other than as an owner builder, must be licensed.

[23] The introduction of the licensed building practitioner regime was aimed at improving the skills and knowledge of those involved in residential construction. The following was stated as the intention to the enabling legislation⁶:

The Government's goal is a more efficient and productive sector that stands behind the quality of its work; a sector with the necessary skills and capability to build it right first time and that takes prides in its work; a sector that delivers good-quality, affordable homes and buildings and contributes to a prosperous economy; a well-informed sector that shares information and quickly identifies and corrects problems; and a sector where everyone involved in building work knows what they are accountable for and what they rely on others for.

[24] And, as was noted by the responsible Minister during the first reading of the legislative provisions that established it:⁷

A robust licensing scheme with a critical mass of licensed builders means consumers can have confidence that their homes will be built right first time.

[25] Within that context, it is important that the competence of those who seek to be licensed is thoroughly assessed so as to ensure that the legislative purposes of licensing are advanced, consumers are protected, and buildings are designed and constructed in a manner that makes them safe and healthy.

Board's Conclusion and Reasoning

[26] On the basis of the evidence received and having taken into consideration the purposes of the licensing regime, the Board has decided that it will confirm the decision appealed against. The Registrar's decision stands. The Appellant will not be granted a licence.

[27] In making its decision, the Board noted that the Appellant did have a basic level of knowledge across the competencies, but his knowledge lacked the depth required to meet the performance indicators for four competencies for a Design AoP 1 licence.

[28] The Board was concerned that the Appellant did not have an adequate understanding of the definition of Restricted Building Work.

[29] The Board noted that the Appellant did not have an adequate understanding of many aspects of the Building Code. For example, he did not have an adequate

⁶ Hansard volume 669: Page 16053

⁷ Hansard volume 669: Page 16053

understanding of Acceptable Solutions, Alternative Solutions and the Risk Matrix with regard to cladding materials required to be fixed over a cavity system.

- [30] The additional architectural documentation the Appellant supplied at the commencement of the hearing in support of his Appeal did not demonstrate the level of compliance knowledge and technical detail required to meet the Design AoP 1 competencies.
- [31] The Appellant was unable to explain the Code of Ethics.
- [32] The Board recommends that the Appellant focus on obtaining more industry experience under supervision of other licensed practitioners working towards gaining a greater depth of knowledge across all competencies of a Design AoP1 licence before reapplying.

Costs and Publication

Costs

- [33] Under section 338(4) of the Act the Board may order any party to the Appeal to pay to any other party to the Appeal any or all of the costs incurred by the other party in respect of the Appeal.
- [34] The Board has adopted the approach taken by the District Court to costs on Appeal.
- [35] Based on the above, the Board's costs order is that neither party is to pay costs to the other party.

Publication

- [36] Section 339 of the Act provides:

339 Orders as to publication of names

- (1) *On an appeal under this subpart, the appeal authority may, if in its opinion it is proper to do so, prohibit the publication of the name or particulars of the affairs of a licensed building practitioner or any other person.*
- (2) *In deciding whether to make an order under subsection (1), the appeal authority must have regard to—*
 - (a) *the interests of any person (including, without limitation, the privacy of any complainant); and*
 - (b) *the public interest.*
- (3) *If the appeal authority prohibits the publication of the name or particulars of the affairs of a licensed building practitioner, the Registrar must remove the name or particulars of the affairs of that licensed building practitioner from the register in relation to the matter under Appeal to the extent necessary to reflect the appeal authority's prohibition on publication.*

[37] Based on the above, the Board **will not** order further publication.

Right of Appeal

[38] The right to appeal a Board decision of this type is provided for in section 330(2) of the Actⁱ.

Signed and dated this 21st day of December 2023



Mrs F Pearson-Green
Presiding Member

ⁱ **Section 330 Right of appeal**

- (2) *A person may appeal to a District Court against any decision of the Board—*
(a) *made by it on an appeal brought under subsection (1)*

Section 331 Time in which appeal must be brought

An appeal must be lodged—

- (a) *within 20 working days after notice of the decision or action is communicated to the appellant; or*
(b) *within any further time that the appeal authority allows on application made before or after the period expires.*