

Before the Building Practitioners Board

Appeal No. A1424

Between: [OMITTED] (the Appellant)

And: The Registrar

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

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

Hearing Location Wellington

Hearing Type: In Person

Hearing and Decision Date: 14 August 2024

Board Members Present:

Mr M Orange, Deputy Chair, Barrister Chair (Presiding)

Mrs F Pearson-Green, LBP, Design AoP 2, Deputy Chair

Mr P Thompson, LBP, Carpentry and Site AoP 3, Quantity Surveyor (Attend by Zoom)

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 confirm the Registrar's decision.

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Summary of the Board’s Appeal Decision

- [1] The Board has decided that it will confirm the decision or action appealed against. The Appellant will not be granted a Carpentry Licence.

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:

¹ Section 341 of the Act.

² Refer rule 9(1)(a) of the Rules

4 MINIMUM STANDARD OF COMPETENCE FOR EACH CLASS OF LICENCE

- (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 24 May 2024, 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 11 June 2024, the Appellant filed an appeal with the Board against the Registrar's decision.

[8] The Board was provided with the original licensing application and the Assessor's report and recommendation, which noted the Appellant had failed to demonstrate any of the competencies for the class of license applied.

[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.

The Hearing

[12] Prior to the hearing, the Appellant provided further evidence, by way of photos and referee details to support the appeal.

[13] At the hearing, the Appellant made an opening submission in which he summarised his building background. He advised of working in a 10-person team that carried out building work, and after 3 years of employment, the Appellant decided to move to Australia to further his career.

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.

- [14] The Board questioned the Appellant on his intentions for this license application and if he would return to Australia once he had been issued with a Carpentry licence. The Appellant advised that it was hard to obtain a licence in Australia and that having his Carpentry LBP may help with the process.
- [15] The Appellant advised he started a BCITO⁵ course but did not finish it. The Board asked which unit standards were completed. The Appellant was unable to recall. The Board further asked if the Appellant may have a record of learning from NZQA⁶, the Appellant confirmed that he did not and had not sought one.
- [16] The Board proceeded to question the Appellant on his knowledge of Competency 1: Demonstrate knowledge of the regulatory environment of the building construction industry. Competency 1 is fundamental to the licensing regime. If an LBP cannot meet the performance indicators for Competency 1, they cannot be licensed.
- [17] The Appellant struggled to answer the questions put to him. He did not display a depth of knowledge and did not display an understanding of elementary regulatory terms and concepts, such as, the Building Act, Building Code, LBP Scheme, restricted building work, or the process for work requiring building consent.

The Purposes of the Licensing Regime

- [18] 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 on applies to work that is carried out or supervised under a building consent⁷.
- [19] 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.*
- [20] 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.
- [21] 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 legislation⁸:

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

⁵ Building Construction Industry Training Organisation

⁶ New Zealand Qualifications Authority

⁷ Refer section 401B of the Act.

⁸ Hansard volume 669: Page 16053

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.

- [22] And, as was noted by the responsible Minister during the first reading of the legislative provisions that established it:⁹

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.

- [23] 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

- [24] 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 Appellant will not be granted a Carpentry Licence.

- [25] In making its decision, the Board noted that whilst the Appellant may have gained some skills and experience in building, he did not have a depth of knowledge of the regulatory environment within which he works. The Board recommends that the Appellant consider the continuation of his formal training, or works closely with a licensed person before he reappplies.

Costs and Publication

Costs

- [26] 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.
- [27] The Board has adopted the approach taken by the District Court to costs on appeal.
- [28] The Registrar did not appear or take any action with regard to the appeal. As such, there is no question regarding costs.

Publication

- [29] 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.*

⁹ Hansard volume 669: Page 16053

- (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.*

[30] Based on the above, the Board will not prohibit publication.

Right of Appeal

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

Signed and dated this 10th day of September 2024.



Mr M Orange
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.*