

Building System Legislative Reform

Submission to Ministry of Business, Innovation and Employment

14th June 2019

Executive Summary

SESOC is generally supportive of the MBIE consultation document and endorse the broad objective to improve quality outcomes in the Building Sector. SESOC believes that improved quality standards will only be achieved by having a regulatory framework that supports a holistic view of quality – supported by evidence-based data.

With reference to the specifics of our proposal;

- SESOC supports the regulation of Structural Engineers through licensing. SESOC has put forward a
 proposal of how we think Licencing could work and is keen to work collaboratively with MBIE,
 Engineering New Zealand and other Technical Societies to further develop the detail of such a licensing
 system.
- SESOC does not support Government regulation of general competence through a voluntary certification scheme.
- SESOC does not support using factors such as building size, building use and ground conditions as outlined in section 3.2 figure 1 of the discussion paper, for defining a threshold for Restricted Engineering Design Work for Structural Engineering. SESOC has proposed an alternate threshold that is consistent with current industry (unregulated) practice.
- SESOC does not support lowering of the Building Levy.

SESOC would like to be actively involved in helping MBIE shape the detail of the proposals and believe we have an important role to play in any subsequent implementation phases.

Introduction

The New Zealand Structural Engineering Society (SESOC) is a collaborating technical society of Engineering New Zealand, with a membership of approximately 2300, most of whom are practising structural engineers. The majority of our members will be directly affected by this proposed reform. We also work collaboratively with other disciplines in associated areas such as Geotechnical and Fire Engineering. SESOC employs a part time Executive Officer and we work closely with Engineering New Zealand who manage many of our operational needs. SESOC otherwise runs on the good will and volunteer efforts of our Management Committee and Membership.

SESOC has close links with overseas Structural Engineering Professional bodies such as IStructE (UK), SEAOC (California) and Engineers Australia.

SESOC's objectives are:

- To promote the science, art and practice of structural engineering;
- To ensure the advancement and dissemination of knowledge relating to structural engineering; and
- To provide a forum for structural engineering practitioners to communicate amongst themselves and to



the public at large

This submission has been prepared by a SESOC Working Group made up of members of the SESOC Management Committee. It is intended to reflect the views of the wider membership of SESOC and member feedback has been sought in relation to our views, through a membership consultation on our initial outline position paper (SESOC Paper, 8 May 2019). Numerous responses to our member consultation have been received, with general endorsement of the views held by the SESOC Working Group.

Background

In preparing this submission the SESOC Working Group has drawn heavily on work previously undertaken by SESOC in relation to occupational regulation, higher qualifications and improved practice. SESOC has been a proactive contributor to these topics over a number of years and believe much of that previous insight and documentation is of significance to this current MBIE reform process. In particular, we reference the following work previously undertaken by SESOC;

- SESOC Higher Qualification and Improved Practice (HQ&IP) discussion paper and report September 2013
- SESOC Membership Consultation on HQ&IP (late 2013) and summary feedback paper January 2014
- SESOC Presidents Roadshow mid 2014
- SESOC submission to MBIE on the proposal to change the occupational regulation of engineers in New Zealand – October 2014
- SESOC collaboration with Engineering New Zealand in relation to a Technical Auditing proposal 2015-2017.
- SESOC letter to Standards NZ dated June 2018.
- SESOC development of the Structural Engineering body of knowledge and skills (SE BOKS, v1 2018) and ongoing work with Engineering New Zealand to implement these into the CPEng assessment process.

SESOC Submission

Overview

SESOC supports legislative change that aims to improve quality standards across the building sector to ensure buildings are safe, healthy and durable. We are generally supportive of the MBIE discussion paper and we welcome many of the changes proposed.

SESOC believes that any changed legislative system needs to ensure the following;

- Simplicity the system needs to be understood within the profession, the wider construction industry, and the public.
- Pitched at the right level and to solve the known and anecdotal issues.
- Work within the Building Sector including existing regulations, guidelines and frameworks (e.g. Producer Statement system – or equivalent).

SESOC is aware that there is a lot of Structural Engineering undertaken in New Zealand that is of high quality and in many instances, world leading in the context of structural design for earthquakes. However, SESOC does have concerns about the range of quality within Building Sector, including the quality of structural engineering design. Anecdotal evidence suggests that quality outcomes at the lower end of the spectrum may not always meet acceptable minimum standards. However, a real impediment to understanding the state of Engineering Design in the Building Sector is a lack of meaningful quantitative data.

Holistic Quality Approach

SESOC believes that improved quality standards will only be achieved by having a regulatory framework that supports a holistic view of quality – whilst understanding the full lifecycle of building and construction projects. The need for a holistic/systems view of the industry and the need for quality improvements to achieve a high-performing, transparent and trusted sector are also consistent with the aim of the Construction Industry Accord.

Whilst the MBIE discussion paper seeks to make improvements to some aspects of our profession, we do not believe that it addresses all those elements needed to ensure standards are raised to a suitable level. As outlined in SESOCs previous submissions on this subject (as referenced above) we believe it important to address a broad range of areas in order to address quality issues within our profession including;

- Appropriate education, training and professional qualifications/registration.
- High quality professional practice documentation, including technical guidance and Standards.
- Checks and balances including the role of independent Peer Review, consistent Building Consent processes, Technical Auditing of Building Consent submissions and collation of data in relation to insurance claims and failures.
- Improved quality of construction, including the important role of construction observation.
- A profession that is underpinned by a strong self-regulating professional body including a suitable Code of Ethics and appropriate disciplinary process.

These areas form part of a broader Building Design Quality Lifecycle that is represented in the diagram below. SESOC believes that attention to and investment in all aspects of this life-cycle is necessary, in order to improve quality outcomes.



SESOC has previously stated that the imposition of an increasingly complex and demanding compliance burden on designers (i.e. occupational regulation) is likely to do little to improve quality, without a broader systems approach including all the aspects outlined above. To improve quality, we need to adopt a "fence at the top" approach in order to address poor design outcomes before they happen.

Quality Systems and Technical Audits

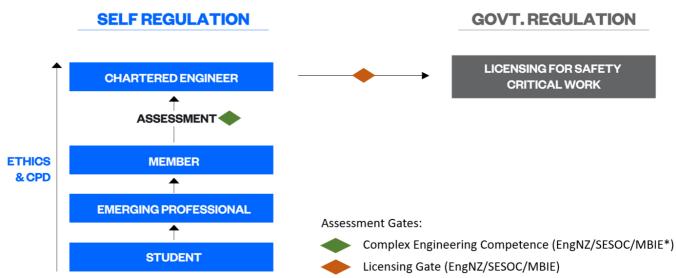
One consistent area of Member feedback is around the need for Technical Auditing of Structural Engineering designs – design outcome audits (not process audits). SESOC strongly supports this view and believes an independent national auditing body is crucial if quality is to be assessed and enhanced over time. Currently there is no consistent means by which quality of designs are assessed against their ability to meet the requirements of the Building Code. Until such time that we have evidence-based data to assess quality outcomes, it will be impossible to ensure quality improvements are being targeted at the right place. We also believe that the knowledge of Technical Audits happening may also lead to improvements in quality.

Section 3.2 of the MBIE discussion paper on occupational regulation of Engineers forms the main part of our submission and is therefore discussed first. Other parts of the MBIE discussion paper, that we wish to comment on, are outlined towards the end of this document.

Part 3.2 Occupation Regulation - Engineers

Licencing

SESOC supports the regulation of Structural Engineers through licensing. SESOC also believes that our professional bodies (Engineering New Zealand, SESOC and other Technical Societies) play a crucial role in supporting collaboration, the sharing of ideas and ultimately professionalism. SESOC believe that Government regulation will only work if the system recognises the crucial role that a self-regulating profession plays maintaining quality. As such we believe that the system framework promoted by Engineering New Zealand provides the ideal platform for a system that combines the best components of self-regulation and Government licencing. We have added the two assessment gates to the diagram as outlined below – and note that these two gates will need to work together in order to achieve appropriate outcomes for the licencing of safety critical work.



* Engineering New Zealand, SESOC and MBIE working collaboratively to determine criteria and methodology for assessment of complex engineering competence.

SESOC has been working with Engineering New Zealand to improve the current assessment for CPEng, including the development of the Body of Knowledge and Skills (Structural BOKS). However, we believe that further resources, processes and training are needed in order to strengthen the assessment process for Complex Engineering Competence (Structural). Areas for improvement and/or to be addressed include;

• The selection criteria, training and remuneration of Practice Area Assessors.

- Availability of appropriate Practice Area Assessors.
- Consistent assessment criteria and processes (based on the Structural BOKS) including consideration of the need for examination (noting very mixed views on the merits of an exam as part of previous SESOC member consultation).
- The definition and publication of Practice Areas/Fields.
- Candidate pass rates.

SESOC supports the notion of a technical assessment gate for complex engineering competence as a requirement to achieve Chartered Engineer status – subject to addressing the deficiencies within the current CPEng assessment process as outlined above.

SESOC also believes ensuring appropriate technical competence, coupled with sound judgement, experience and behavioural competence (as required for the supervisory and sign-off requirements for Licencing) is necessary for Licencing assessment gases. SESOC believes that the skills required for this Licensed role are often broader to the range of technical skills and expertise required to undertake the actual design. For medium to larger scale projects, the Licenced Engineer (or Engineer of Record) might do little if any of the actual design. Their role is to apply judgement, based on experience and technical competence to ensure that the design team has appropriate skills, expertise, resources and timeframes to undertake the design work and that an appropriate review and checking process (quality assurance, QA) has been adopted. This may often include the need for the project to be independently Peer Reviewed. Ensuring collaboration and cross discipline coordination is undertaken to ensure that Structural Design is effectively integrated into the overall building system is also crucial.

It seems clear that many decisions are yet to be made in terms of the system is structured and the way in which the assessment processes for Chartered Engineer (professional body self-regulation) and Licencing works. SESOC believes that it will be important for all stakeholders, including MBIE, Engineering New Zealand and SESOC (along with other Technical Societies) to work together collaboratively to ensure successful outcomes. It will be important to ensure that the system addresses key technical competence and behavioural needs, without duplication of assessment requirements for Chartership and Licencing. SESOC also believes that the current CPEng requirement for regular re-assessment is a strong benefit of that system and SESOC strongly recommends that a regular re-assessment component is part of the future system.

Certification

SESOC does not support Government regulation of general competence through a voluntary certification scheme. SESOC does not see the need for such a scheme and believes it presence would lead to duplication and confusion in the Building Sector. SESOC supports the Chartered Engineer, within the self-regulating professional body as proposed by Engineering New Zealand. SESOC strongly supports the notion that Chartered Engineer (Structural) is the appropriate pathway to Licenced Engineer.

Restricted Engineering (Design) Work

In practice, the current regulatory system already has a definition for "restricted engineering (structural design) work" in the form of "specific structural engineering design" to the verification methods cited under B1/VM1 in the New Zealand Building Code. Typically, when undertaking design work to B1/VM1 a designer would provide certification of their design in the form of the Producer Statement Design, which would accompany design drawings, specifications and calculations. Alternate Solutions, beyond B1/VM1 would also be considered "restricted" under the current regime.

SESOC believes this existing definition of "restricted engineering (structural design) work" would provide a suitable threshold for safety critical structural design under the proposed new Licencing scheme.

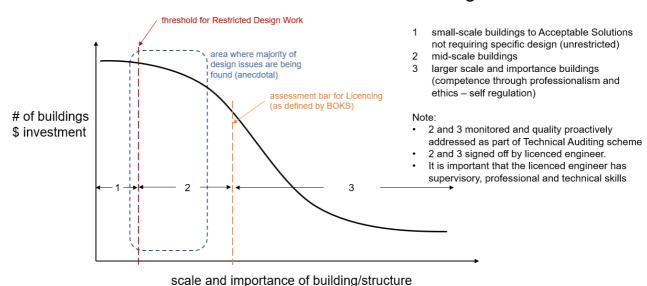
SESOC also recommends that Seismic Assessments of existing buildings are also deemed "restricted engineering work" and consideration be given to the restriction of other Safety Critical design activities such as Contractor Temporary Works.

Under this scenario, work that complies with the Acceptable Solutions cited in B1 would not be deemed restricted. Again, SESOC believe this sets an appropriate threshold for defining work that is less critical in a life safety sense, noting that this work encapsulates all light timber framed buildings to NZS3604, masonry buildings to NZS4229 and earth buildings to NZS4299. We understand that MBIE proposes to cite a new Acceptable Solution for steel framed buildings soon as well.

SESOC does not support using factors such as building size, building use and ground conditions as outlined in section 3.2 figure 1 of the discussion paper. There are numerous reasons for this view including;

- Such criteria ignore many other types of structure that should be restricted such as tanks, tunnels, bridges, wharves, masts and other Safety Critical components such as Contractor Temporary Works.
- Such definitions are difficult to define and manage for example building height, (does this include basements), what about buildings that step up a slope.
- Building size, scale and use regularly change through the course of a design project. Floors get added, buildings get bigger and tenant mix changes (e.g. adding a day-care centre to a commercial building).
 Under such a definition, buildings that start life under a given "threshold" could easily morph to ones that exceed the "restricted" threshold during design potentially leading to the need to change designer along the way, if the original designer wasn't Licenced.
- Such definitions can be gamed e.g. keeping a building scale within the definition to avoid needing to engage a Licenced Engineer.
- Building scale and importance is not a good proxy for building complexity. Small buildings can be very structurally complex especially when the design isn't "managed" by a suitably experienced and qualified Engineer, that knows how to keep things simple. Problems often arise when an inexperience Engineer doesn't keep control of the structural design, and it becomes more complex than it needs to be.
- Many of the quality issues and failures (including life safety issues) that are seem in the industry are for buildings of smaller scale (Masterton Buildings, Six60 balcony – Dunedin, Cave Creek Collapse, Couch Building Barbadoes Street – Christchurch, Canterbury snow failures 2006 etc; also refer SESOC presentation to MBIE dated 16th May 2019).

SESOC - Restricted Work Threshold vs Licensing Bar



Resource Availability

SESOC believes that the system outlines above meets the needs identified in that it's simple and easy to understand, it's pitched at the right level (and to help address the known issues) and that it will work within the existing regulations and frameworks of the Building Sector.

We believe that the role of the profession (Engineering New Zealand and associated technical societies) in

assessing and maintaining professional standards and technical competence is crucial, and so we believe there is a strong place for Chartered Engineer within the system. We also recognise the role that Licencing can play in fostering great behavioural outcomes and promoting improved quality, review, oversight and accountability for Restricted Design Work.

The role that good Design Office Practice plays within this is critically important, including the ability to critique, query, review and challenge. In many medium to large practices the oversight and sign-off responsibility is often restricted to a small number of Senior Principals/Directors, even though many others within an office may have CPEng. As such we see the Licencing system reflecting what already happens within many larger firms, with the possibility that only those in an oversight and sign-off role need to become Licenced.

For smaller practices, these roles and responsibilities are often merged. In this context SESOC recognises the role that ongoing training and development, independent review, professionalism and ethics and a collegial professional approach plays to ensure Engineers remain up to date and can combine the roles of designer, oversight and sign-off.

Obviously, any attempt to raise the bar in terms of professional standards and quality will have consequences with respect to resource availability of suitably qualified Engineers. However, we believe those consequences can be managed by careful consideration of transitional arrangements, combined with adequate resources and training to assist those seeking to become Chartered and Licenced. If we recognise that change is required, the consequence of that change needs to be balanced in the context of the system improvements that we are trying to achieve. Ultimately, system changes will only impact on resources and outcomes to the extent to which those changes are policed – hence the need for ongoing Technical Audits and competence re-assessment.

SESOC supports strong governance, independence and leadership of the licensing regime, provided that appropriate technical input is available within that governance regime.

Part 2 – Building Products and Methods

SESOC supports the introduction of requirements to strengthen the way in which building products and methods are managed within the Building Sector and regulatory framework.

Part 3.1 – the Licensed Building Practitioner (LBP) scheme

SESOC supports the proposed changes to the LBP scheme to broaden its scope and strengthen its requirements. However, SESOC questions the appropriateness of the proposed definition of restricted building work.

Part 4 – Risk and Liability

This section falls outside of the technical aspects of the Structural Engineering profession and as such SESOC defers to Engineering New Zealand, ACENZ and CEAS regarding this part of the discussion paper.

Part 5 – Building Levy

As outlined in the overview, SESOC believes that improved quality standards will only be achieved by having a regulatory framework that supports a holistic view of quality. As such we believe there are numerous opportunities for greater investment within the Building Sector to support this holistic approach. Examples could include;

- Greater support and training for Practice Assessors within the licensing framework (or current CPEng process).
- Greater investment in technical guidance and Standards.

- The introduction of a Technical Auditing scheme for Building Consent submissions and the collection of data from that and other sources (e.g. the insurance industry and Engineering New Zealand complaints processes) in order to enable practice improvements to be better targeted.
- An independent review commission/body advising on good practice measures and processes

Until such investment in the Building Sector is undertaken and the cost of such programmes are understood, SESOC believes it is premature to lower the Building Levy.

Part 6 – Offences, Penalties and Public Notification

This section falls outside of the technical aspects of the Structural Engineering profession and as such SESOC defers to Engineering New Zealand, ACENZ and CEAS regarding this part of the discussion paper.

Conclusion

SESOC endorse and support the purpose of the consultation document, and in principal agree with most of the proposals. We are pleased to provide this submission to MBIE and would be happy to provide further information if required. We are also keen to provide input into the final legislation and to work with the regulator, MBIE, in its implementation.

In the meantime please feel free to contact the following people in relation to this submission:

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Appendix A: MBIE Submission Questions – SESOC Response



A little bit about you

Your contact details

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Company:	Company: Holmes Consulting and SESOC President						
Email address:	Email address: hamish.mckenzie@holmesconsulting.co.nz						
I would like to be anonymous in MBIE's published consultation results. ☐ Yes ☑ No							
 Are you representing No, just my self 	g others?						
☑ Yes, I represent a com	pany or an organisation						
Company/Organisation	on title: Structural Engineering Soc	ciety New Zealand (SESOC)					
The best way to describe to the second control of the second	cribe your role is:						
☐ Architect	☐ Builder	☐ Building Control Officer					
☐ Building owner	☐ Designer	□ Developer					
☐ Electrician	☐ Engineer – Fire	☐ Engineer – Geotechnical					
☑ Engineer – Structural	☑ Engineer – Structural ☐ Engineer – other ☐ Homeowner						
☐ Manufacturer/supplier/off-site manufacturer							
☐ Plumber/gasfitter/drainlayer							
☑ Other (please specify) President, Structural Engineering Society New Zealand (SESOC)							



Part 2: Building products and methods

MBIE wants stakeholders' feedback on seven proposed changes:

1.	Widen the purpose of the Building Act to include the regulation of building products and methods.
2.	Provide clear definitions for 'building product' and 'building method'.
3.	Require product manufacturers and suppliers to supply information about their building products. Set minimum standards for that information. This would not apply to building methods.
4	Clarify responsibilities of manufacturers, suppliers, designers and builders for building products and building methods.
5.	Give MBIE the power to compel information to support an investigation into a building product or method.
6.	Strengthen the framework for product certification for building products and methods.
7.	Enable a regulatory framework for modern methods of construction, including off-site manufacture.

Proposal 1 -Widen the purpose of the Building Act to include the regulation of building products and building methods.

2.1	Do you agree with expanding the purpose of the Building Act to include the regulation of building products and methods and their use?				
	⊠ Yes □ No				
	SESOC supports the introduction of requirements to strengthen the way in which building products and methods are managed within the Building Sector and regulatory framework.				

Proposal 2 - Clearly define 'building product' and 'building method'.

Include the following definitions in the Building Act:

- A 'building product' is any component or system that could be reasonably expected to be incorporated into building work. A system is a set of at least two components supplied and intended to be used together to be incorporated into building work.
- A 'building method' is a specific way of using a product or system in building work.

	and the same of th					
2.2	Do you agree with the proposed definition of 'building product'?					
	⊠ Yes	□ No				
2.3	Do you agree with the proposed definition of 'building method'?					
	⊠ Yes	□ No				

2.4	Do these definitions provide sufficient scope to account for new and emerging technologies?					
	□ Yes	□ No				
	SESOC has no comment.					

Proposal 3 - Set minimum standards for information about building products and require manufacturers and suppliers to supply that information.

Product manufacturers and suppliers (including importers) would need to provide publicly accessible information about building products.

Set minimum information requirements for building products (through regulations).

	man mornation require		manily products (time		<i>5</i>	
2.5	Do you support the proposal to require manufacturers and suppliers to supply information about building products?					
	⊠ Yes		□ No			
	SESOC supports the intro products and methods a		•	~		
2.6	2.6 (For designers, builders and building consent authorities) Would the proposed min information requirements for building products help you make good decisions about products?					
	□ Yes		□ No			
	It would help us make better decisions but is unlikely to provide sufficient information on it's own to enable good decision making.					
2.7	(For designers, builders and building consent authorities) Do you need any other information to help you decide whether a building product will result in building work that complies with the building code?					
	⊠ Yes		□ No			
	Information will be product specific.					
2.8	2.8 (For manufacturers and suppliers) How closely do the proposed minimum information requirements reflect what you already provide?					
	Much less than what is already provided		Similar to what is already provided		Much more than what is already provided	
	□ I don't know					

2.9	(For manufacturers and suppliers) Would there be a financial impact on your business to provide the proposed minimum product information for your products?						
	Strong negative impact	Negative impact	No impact	Positive impact	Strong positive impact		
2.10	(For manufacturers and include any relevant in produce or supply).	• •					
	SESOC has no commen	t.					
-	sal 4 - Clarify the respong ng products and buildin		anufacture	rs, suppliers, d	lesigners and builders fo		
•	fit for its intended purp Clarify that builders can method specified in the	ose. not use a differe building consen es of builders an	nt building p t without an d designers	roduct or buildi appropriate var to ensure that th	ne building products and		
2.11	Do you support the pro suppliers, designers an	•	roles and re	sponsibilities for	manufacturers,		
	⊠ Yes		□No				
	This will lead to greate	r accountability f	or product s	upply.			
2.12	Is the current threshold circumstances?	d and process for	variations t	o consent appro	priate for all		
	□ Yes		□No				
	SESOC has no commen the current process is a				bout the way in which		
Propos	sal 5 - Give MBIE the p	ower to compe	l informati	on to support	an investigation.		
2.13	Do you support the proinvestigations?	pposal to give ME	BIE the powe	r to compel info	rmation to support		
	⊠ Yes		□No				
	Investigations are an in any initiative that will e				and so SESOC supports		

2.14	Would MBIE's ability to compel information about building products or methods and share this with other regulators have unintended consequences? If so, what might these unintended consequences be?					
	☐ Yes		□ No			
	SESOC have no commer	nt.				
Potent	ial impacts of the prop	osed changes				
2.15	Do you think the impact building methods (propimpact might be?		_	_	~ .	
	Strong negative impact	Negative impact	No impact	Positive impact	Strong positive impa	ct
				\boxtimes		
	Improved certainty on performance objectives		ountability	when products o	don't meet their ex	pected
2.16	How do you think the pomethods would change					ilding
	Strong negative impact	Negative impact	No impact	Positive impact	Strong positive impa	ct
	It would hopefully lead ensuring quality produc			en for SESOC me	mbers in relation t	0
-	proposes a two-year tra sed changes (proposal :	-	for produc	ct information,	, six months for c	other
2.17	How long do you think t manufacturers and supp	· · · · · · · · · · · · · · · · · · ·	· ·		n needs to be to er	sure
	☐ Less than two years	☐ Two yea	ars	☐ More t	han two years	
	SESOC has no comment					
2.18	How long do you think t that people are prepare	•		changes to resp	onsibilities needs t	o be so
	☐ Six months		□ More	than six month	s	
	SESOC has no comment					

2.19	If the clarified roles and responsibilities came into force before the minimum requirements for product information, what would be the impact?				
	SESOC has no comment.				

Proposal 6 - Strengthen MBIE's role as the product certification owner and regulator.

Allow for regulations to set requirements on product certification bodies and for the accreditation and registration of product certification bodies.

Allow for regulations to set out the process and requirements for registering a product certificate.

Allow MBIE to set rules for the interactions between participants in the product certification schemes.

Provide MBIE with the powers needed to administer the registers of product certification bodies and product certificates.

2.20	(For product manufacturers and suppliers) Would the changes proposed to the framework for product certification make product certification a more attractive compliance pathway for your products?						
	□ Yes □ No						
	SESOC has no comment.						
2.21	(For designers) How would the proposed settings to the framework for product certification impact your product specification in building designs?						
	☑ No change ☐ I'd specify fewer certified products ☐ I'd specify more certified products						
	SESOC expect minimal change for Structural Engineering product specification based on the proposed changes.						
2.22	(For building consent authorities) Would the changes to the product certification scheme's settings increase your confidence that a product or method with a product certificate will perform as intended?						
	□ Yes □ No						
	SESOC has no comment.						

Proposal 7 - Enable a regulatory framework for modern methods of construction (MMC), including off-site manufacture.

Amend the Building Act to enable a regulatory framework that would future-proof the building regulatory system for MMC. Features of this framework include:

- enabling a manufacturer certification scheme for repeatable manufacture processes used to produce building work
- clarifying what roles and responsibilities for MMC will be when the new framework is in place

	considering whether to require BCAs to accept each other's consents and Code Compliance Certificates.					
2.23	Are these the correct fe	atures for a futu	re-proofed	regulatory frame	ework for MMC?	
	☐ Yes		□No			
	SESOC has not consider efforts to enhance the provided suitable qualit	use of modern m	ethods of co			
2.24	What would be the impact of such a regulatory framework for MMC?					
	Strong negative impact	Negative impact	No impact	Positive impact	Strong positive impact	
	SESOC has not consider efforts to enhance the provided suitable qualit	use of modern m	ethods of co	the state of the s		
2.25	(For manufacturers of MMC, including off-site manufacture) How would the proposed framework impact your business?					
	Strong negative impact	Negative impact	No impact	Positive impact	Strong positive impact	
	SESOC has no comment					
2.26	(For manufacturers of Manufacturer certificat	•	off-site manu	ıfacture) Would	you use the	
	□ Yes		□No			
	SESOC has no comment					
2.27	(For building consent as accept one another's co	•		•	quirement for BCAs to	
	Strong negative impact	Negative impact	No impact	Positive impact	Strong positive impact	
	SESOC has no comment					
Final th	houghts					
2.28	If you have any other cotell us.	omments on the	proposals fo	or building produ	ucts and methods, please	

minimising duplication of effort by: not requiring two consents for the same building work, and

Part 3.1: Occupational regulation of the Licensed Building Practitioner (LBP) scheme

MBIE wants stakeholders' feedback on two proposals:

- Broaden the definition of restricted building work (RBW) to include more complex nonresidential building work.
- 2. Raise the competence standard for LBPs to enter and remain in the LBP scheme. This includes proposals to:
 - Introduce a tiered licensing system for LBPs to establish a progression pathway, including a specific licence for supervision.
 - Simplify the licence class categories.
 - Introduce behavioural competence requirements for LBPs.

Proposal 1 - Broaden the definition of restricted building work (RBW) to include more complex non-residential building work

3.1.1	How effective do you think expanding the scope of RBW would be in managing risks to public safety in the building sector?							
	Not effective	Sor	mewhat effectiv	/e	Very effective			
			\boxtimes					
3.1.2	Do you agree with the proposed threshold for the definition of RBW?							
	□ Yes ⊠ No							
	The discussion paper comments that 'High numbers of vulnerable occupants such as older persons, children and people who are disabled or have poor health face a higher risk to their safety if a building failsMBIE wants to expand the definition of RBW to capture higher risks.' (Part 3 pg 16).							
	The proposed definition of RBW limits its application to commercial structures that are greater than 12m high, have occupancy of more than 200 people, or are IL3 or greater.							
	Apart from the main cer and built in New Zealan Certainly, most schools, likely considered IL2. The definition.	d are IL2 low rise day-cares, gene	e with an occ ral medical fa	upancy of less t acilities and rest	homes are low rise and			
	If the aim is to capture he definition does not app			•				
3.1.3	(For builders) What impacts do you think the proposals for RBW would have on you and your business (including type of work, recruitment, training and costs)?							
	Strong negative impact	Negative impact	No impact	Positive impact	Strong positive impact			
	SESOC has no comment							

3.1.4	What impacts do you th owners and building oc		ls for RBW w	ould have on ho	omeowners, building
	Strong negative impact	Negative impact	No impact	Positive impact	Strong positive impact
				\boxtimes	
	SESOC supports moves Zealand.	increase the qua	lity and acco	ountability of co	nstruction work in New
3.1.5	How do you think the p LBPs?	roposed changes	s to the LBP	scheme would a	ffect the behaviour of
	SESOC would hope that	these changes v	vould lead to	o more accounta	ability.
3.1.6	What impact do you thi sector skill shortage	nk expanding th	e scope of R	BW would have	on the construction
	Strong negative impact	Negative impact	No impact	Positive impact	Strong positive impact
					0
	SESOC has no comment	:. :.			
-	ll 2 - Higher competend	•			
3.1.7	How effective do you t be in increasing confid			standards for th	ne LBP scheme would
	Not effective	So	mewhat effect	ive	Very effective
	The proposed changes	are a small part	of the overa	ll quality system	1.
3.1.8	What impact would ch builders, building comp				
	SESOC has no commer	t.			
3.1.9	(For builders) Would in become an LBP?	ntroducing tiered	l licence clas	ses make you m	ore likely to apply to
	□ Yes		□ No		
	SESOC has no commer	t.			
3.1.10	(For builders) If you're under a new supervision		would you b	e likely to apply	to become licensed
	□ Yes		□No		

	SESOC has no comment.				
3.1.11	(For builders) Do you still see potential value in having a site licence for residential and commercial building projects?				
	□ Yes □ No				
	SESOC has no comment.				
3.1.11a	How can a site license contribute to the coordination	n of building work?			
	SESOC has no comment.				
3.1.12	(For builders) Who do you think should be responsible for coordinating building work on a site and what skills are required for this type of role?				
	SESOC has no comment.				
3.1.13	Do you think that the introduction of a fit and proper person test and a code of ethics for LBPs would help to ensure that building professionals are held accountable and improve the public's confidence in the LBP scheme?				
		Yes	No		
	Fit and proper person test				
	Code of the ethics for LBPs				
	SESOC believes these changes are a positive improv	ement to the syster	n.		

MBIE proposes a transition period to implement the changes.

- reassess every existing LBP under the new competency standards after two years (November 2022); reassessment would be done when each licence comes up for renewal.
- assess new LBP applicants under the new competency standards; assessment would start in November 2022.

3.1.14	Do you agree the proposed timeframe for the changes to the LBP scheme is sufficient?			
	□ Yes	☐ No, it's too long	☐ No, it's too short	
	SESOC has no comment.			
3.1.15	What should we consider in	n setting the transition timefr	ame?	
	SESOC has no comment.			

Final thoughts

3.1.16	If you have any other comments on the proposals for LBPs, please tell us?		
	SESOC has no further comment.		

Part 3.2 Occupational regulation of Engineers

MBIE wants stakeholders' feedback on the three proposals:

1	Establish a new voluntary certification scheme that provides assurance of an engineer's professionalism and general competency and phase out Chartered Professional Engineer (CPEng).
2	Restrict who can carry out or supervise safety-critical structural, geotechnical and fire-safety engineering work within the building sector. This would cover all medium to high complexity work and be triggered by factors such as building size, use and location.
3	Establish a new licensing scheme to regulate who can carry out or supervise engineering work that has been restricted.

Proposal 1 - Establish a new voluntary certification scheme that provides assurance of an engineer's professionalism and general competence and phase out CPEng.

3.2.1	Do you agree that there is a need for a statutory mark for engineers of professionalism and general competence to solve complex engineering problems?		
	⊠ Yes □ No		
	SESOC supports the introduction of a systems that combines the benefits of a self-regulating profession and Government Licencing as outlined in our written submission.		
3.2.2	How well do you think CPEng currently provides this assurance? What do you think needs to change?		
	SESOC do not believe the current CPEng system is meeting the needs of the profession. SESOCs view is that the current system needs to be strengthened and improved to meet the needs of the profession as outlined in our written submission.		
3.2.3	Do you agree that a new title is needed for engineers that have been certified? If so, do you have a view on what that title should be?		
	☐ Certified engineer		
	SESOC supports Engineering New Zealand's proposed titles and structure using Chartered Engineer and Licencing as outlined in our written submission.		
3.2.4	For engineering work on buildings that does not require specialised skills, do you think certification would provide sufficient assurance of general competence and reduce the risks of substandard work?		
	□ Yes ⊠ No		
	SESOC does not support the introduction of a Government run certification scheme as outlined in our written submission.		

Proposal 2 - Restrict who can carry out or supervise safety-critical structural, geotechnical and fire safety engineering work within the building sector. This would cover all medium-to-high complexity work and be triggered by factors such as building size, use and location.

3.2.5	Do you agree that life safety should be the priority focus determining what engineering work is restricted?		
	⊠ Yes □ No		
	SESOC believe that Life Safety or Safety Critical focus should be the priority. This has in some cases been referred to as "high risk" which in SESOCs view should be viewed to be equivalent to Life Safety.		
3.2.6	What combination of the following factors should be used to determine what engineering work is restricted: building size, building use, ground conditions, other?		
	\square Building size \square Building use \square Ground conditions \boxtimes Other (please specify below)		
	SESOC does not support using factors such as building size, building use and ground conditions for determining restricted engineering work.		
	As outlined in our written submission SESOC recommends the use of the current practical restriction of "specific structural engineering design to B1/VM1" as an appropriate restriction.		
	SESOC believe that using Alternate Solutions and undertaking Seismic Assessments should also be considered restricted.		

Proposal 3 - Establish a new licensing scheme to regulate who can carry out or supervise engineering work that has been restricted.

3.2.7	In your opinion, does geotechnical, structural and fire safety engineering work pose the greatest life safety risk in the building sector?			
		Yes	No	
	Geotechnical work			
	Structural work	×		
	Fire safety engineering work			
3.2.7a	a Do you think there are any other engineering specialities that pose greater life-safety risks in the building sector that are not included here?			risks
	⊠ Yes	□ No		
	SESOC has no strong views on this but reco this question. Water supply, electrical sup pose significant Life Safety risk.		· · · · · · · · · · · · · · · · · · ·	

3.2.8	3.2.8 Do you agree that engineers should satisfy the requirements for certification before they could be assessed for licensing?				
	⊠ Yes		□ No		
	Yes and no (as SESOC d	oesn't support C	ertification).		
	However, SESOC does a professional body is the	~		•	The second se
3.2.9	What impact do you think the restrictions and licensing would have on the number of engineers who can carry out or supervise engineering work on buildings that require technical competence in a specialised field?				
	Strong negative impact	Negative impact	No impact	Positive impact	Strong positive impact
	SESOC believes that a s positive impact on outcome the medium to longer t	comes, whilst not			
	The impact will inevitable policed.	oly be proportion	nate to the e	xtent to which o	juality outcomes are
	That said, SESOC believ quality system.	e that such syste	em changes a	are on one small	part of the overall
3.2.9a	Do you feel that there a meet any new demand		neers with th	e necessary tec	hnical competence to
	□ Yes		□ No		
	SESOC does not have do	ata to support th	is statemen	t.	
	SESOC does however be planned, communicate Engineers, in order for	d and managed,	including the		· · · · · · · · · · · · · · · · · · ·
3.2.10	3.2.10 What impact do engaging an engineer?	you think the re	strictions an	d licensing woul	d have on the cost of
	Strong negative impact	Negative impact	No impact	Positive impact	Strong positive impact
	SESOC believes that the cost due to restrictions cost to society brought	on Licencing wo	uld need to	be balanced aga	inst the significant
3.2.11	How effective do you the risks to public safet				would be in reducing
	Not effective	Sor	newhat effectiv	ve	Very effective
			\boxtimes		

	SESOC believes that Licencing forms one part of any holistic system improvements that would be needed to improve quality as outlined in our written submission.		
3.2.12	If you engage a licensed engineer, would you feel confident that the engineer has the necessary technical competence to do the work?		
	□ Yes □ No		
	SESOC believes that this would depend entirely on the Licencing framework and the quality of the proceed developed to obtain Licencing.		
3.2.13	Do you agree with the proposed grounds for discipline of licensed and certified engineers?		
	⊠ Yes □ No		
	SESOC supports strong accountability within the Engineering Profession.		
3.2.14	Is there anything else that you think should be grounds for discipline? Are there any proposed grounds for discipline that you think should be modified or removed?		
	SESOC has no further comment.		

It will take time to establish a new regime and transition to it.

3.2.15	What things should we consider when we develop transitional arrangements? What supports would you need to help you during this transition?		
	Comprehensive planning, communications and management will be required through the transitional period.		
	This will include the need for significant resources to manage this transition.		
3.2.16	(For engineers who currently do not have CPEng or higher) Would you be likely to apply for a licence (fire safety, geotechnical, structural)?		
	□ Yes □ No		
	This will depend entirely on the career stage and aspirations of individual Engineers.		
	SESOC believes that within our proposed structure, as outlined in our written submission, there will be plenty of opportunity to have a productive and fulfilling career as a		

Final thoughts

3.2.17 If you have any other comments on the proposals for engineers, please tell us. SESOC has no further comment at this stage, other than that outlined in our written submission.

Part 3.3 Occupational regulation of Plumbers, Gasfitters and Drainlayers

MBIE wants stakeholders' feedback on the three proposals:

1	Repeal specific sanitary plumbing exemptions for householders in specified areas and for rural districts.
2	Repeal exemptions for restricted sanitary plumbing, gasfitting and drainlaying work under supervision.

Proposal 1 - Repeal the current sanitary plumbing exemptions for householders in specified areas and for rural districts, including the current Gazette notices for districts made under the Plumbers, Gasfitters and Drainlayers Act 1976.

3.3.1	Have you encountered instances of hazards or health issues from sanitary plumb completed by unlicensed people?				
	□ Yes		□No		
		e or provide an example		Jered	
3.3.2	How often do you that does not com	find work undertaken uply with the requireme	under a foli pt or relege	seholders or a rural	areas exemption lards?
	Never	Occasionall By the	Regularly	Often	Always
	Please tell us why.	find work undertaken oply with the requiremend occasional of the this part of the paper			
3.3.3		a person should be qua			
	□ Yes		□No		
	Please tell us why				

Proposal 2 - Repeal the exemptions for restricted sanitary plumbing, gasfitting and drainlaying work under supervision.

3.3.4	How often do you find substandard work carried out under a supervision exemption?				
	Never	Occasionally	Regularly	Often	Always

	Please tell us more.
3.3.5	What benefits (if any) do you see from regulating people who are currently exempted if they work under supervision?
3.3.6	What potential issues (if any) do you see from removing the exemptions for doing restricted work under supervision?
3.3.7	What impacts (such as business impacts) would removing the supervision exemptions have on how your business is managed?
	t considered
3.3.8	Do you support allowing people currently working under supervision exemptions to continue working as a regulated person under a new registration and licence?
	What impacts (such as business impacts) would removing the supervision exemptions have on how your business is managed? Do you support allowing people current working under supervision exemptions to continue working as a regulated person under a new registration and licence? Yes No Please tell us why. Is anything else required to support the transition of exempted tradespeople to a new
3.3.9	Is anything else required to support the transition of exempted tradespeople to a new registration and licence?
	□ Yes □ No
	Please tell us more.
Final tho	ughts
3.3.10	If you have any other comments on the proposals for plumbers, drainlayers and gasfitters, please tell us.

Part 4 Risk and liability

MBIE wants stakeholders' feedback on the three proposals:

1	Require guarantee and insurance products for residential new builds and significant alterations, and allow homeowners to actively opt out.
2	Leave the liability settings for building consent authorities unchanged.

Proposal 1 - Require a guarantee and insurance product to be in place for all residential new builds and significant alterations. Homeowners would have the choice to actively opt out of having a guarantee and insurance product.

4.1	Do you support the proposal to require guarantee and insurance products for residential new builds and significant alterations?			
	□ Yes □ No			
	Please tell us why.			
4.2	Do you think homeowners should be able to actively of having a guarantee and insurance product?			
	□ Yes Chave hours			
	Please tell us why. Do you think homeowners should be able to actively by out of having a guarantee and insurance product? Yes Please tell us why. Should there be conditions on when homeowners are able to opt out? What should these conditions he?			
	1, 3be,			
4.3	Should there be condition when homeowners are able to opt out? What should thes conditions be?			
	□ Yes □ No			
	Please tell us why and what the conditions should be.			
				
4.4	What types of buildings do you think should be required to have a guarantee and insurance product? (Please tick all that should apply.)			
	☐ Standalone residential dwellings			
	☐ Medium density housing (up to six storeys)			
	☐ High density housing (over six storeys)			
	☐ Mixed-used developments (i.e. where a part of the building is used as commercial premises, for example shops or offices.)			
	Please tell us why.			

4.5	What threshold do you think the requirement for a guarantee and insurance product should be set at?					
	☐ Residential building work over \$30,000					
	☐ Residential building work over \$100,000					
	☐ Residential building work that would impact the structure or weathertightness of the building.					
	\square Other (please tell us more in the comment box below)					
	Please tell us why or any other comments.					
4.6	Do you have any views on the minimum standards that should be set for a guarantee and insurance product?					
	For example: the type of product, the types of events that processed, the minimum level of cover, the period of cover, the nature of redress, the maximum claim value, dispute resolution processes, the ability to transfer to new winers.					
	resolution processes, the ability to transfer to new owners.					
4.7	What financial and prutential requirements do you think should be placed on providers, to ensure there is a continuity supply of guarantee and insurance products?					
	For example: reinsurance or other insurance backing, solvency, auditing requirements, security and prudentia pequirements.					
4.8	If residential new builds and significant alterations are required to have a guarantee and insurance product, what do you think the impacts will be?					
4.9	(For builders) How difficult will it be for you to gain eligibility to offer a guarantee and insurance product?					
	Impossible Very difficult Somewhat difficult Not very difficult I already offer one					
	Please tell us why.					

MBIE proposes a two-year transition period.

4.10	How long do you think the transition period for guarantee and insurance products needs to be to ensure providers, builders and BCAs are prepared for the changes?						
	☐ Less than two years ☐ Please tell us why.	l Two years	☐ More than two years				
	, 						
4.11	Is anything else needed to support the implementation of guarantee and insurance products?						
	□ Yes	□No					
	Please tell us why.						
Proposal	2 – Leave the liability settings	_	b_{9}				
4.12	If the government decides to ma agree that that the liability setting	ke all the other change in ngs for BCAs will the heed	this discussion paper, do you be changed?				
	If the government decides to ma agree that that the liability setting Yes Please tell us why. What area of work do you think the behaviour?	have not the discus					
	St. pa						
4.12a	What area of work do you think behaviour?	will have the biggest impac	ct on BCA consenting				
	☐ Products						
	☐ Occupational regulation						
	☐ Risk and liability						
	☐ Building levy						
	☐ Offences and penalties						
	Please tell us why.						
4.13	If the government decides to lim on BCA liability?	it BCA liability, do you sup	port the proposal to place a cap				
	□ Yes	□No					
	Please tell us why.						

	
4.14	If there is a cap on BCA liability, do you agree that the cap should be set at 20 per cent?
	□ Yes □ No
	Please tell us why.
4.15	If there is a cap on BCA liability, do you think BCAs to liability, do you think BCAs to liability have to pay more than 20 per cent of the losses?
	□ Yes Chave notification
	If there is a cap on BCA liability, do you think BCAs skelled have to pay more than 20 per cent if they have contributed to more than 20 per cent of the losses? Yes Please tell us why. FS part of the impacts of placing a cap on BCA liability?
4.16	What do you think work be the impacts of placing a cap on BCA liability?

Final thoughts

4.17	If you have any other comments on the proposals for risk and liability, please tell us.				

Part 5 Building levy

MBIE wants stakeholders' feedback on the three proposals:

1	Reduce the rate of the levy from \$2.01 to \$1.50 including GST (per \$1,000).
2	Standardise the threshold at \$20,444 including GST.
3	Amend the Building Act to enable MBIE's chief executive to spend the levy for purposes related to broader stewardship responsibilities in the building sector.

Proposal 1 - Reduce the rate of the building levy from \$2.01 to \$1.50.

5.1	Do you agree that the levy rate should be reduced from \$2.01 to \$1.50?				
	☐ Yes		⊠ No		
	As outlined in our written submission SESOC believes that significant additional investment in the Building Sector is required. Until such time such investment is planned and the cost of such programmes understood, SESOC believes that it is premature to lower the Building Levy.				
5.2	(For building consent authorities) What impact, if any, would a reduced levy rate have building consent authorities?				iced levy rate have on
	Strong negative impact	Negative impact	No impact	Positive impact	Strong positive impact
	SESOC has no comment				
5.3	Other than reduced buil current levy rate?	ding consent co	sts, what are	e the other impa	acts from reducing the
	A reduction in available in the Building Sector.	resources to inv	est back into	o much needed	quality improvements
5.4	(For building consent authorities) How long would you need to implement the proposed changes to the building levy rate and threshold?				
	□ 0-3 months				
	☐ 3-6 months				
	☐ 6-12 months				
	☐ 12 months or longer				
	\square other (please tell us i	more)			

Proposal 2 - Standardise the threshold for the building levy at \$20,444 including GST (per \$1,000).

5.5	Do you have any comments on standardising the threshold at \$20,444?			
	SESOC has no comment.			

Proposal 3 - Amend the Building Act's provisions to enable the chief executive to spend the levy on activities related to stewardship responsibilities in the building sector.

5.6	Do you agree that the Building Act should be amended so MBIE's chief executive may spend the levy for purposes relating to building sector stewardship?	
	⊠ Yes	□No
		r has wide ranging powers within which to rther changes deemed necessary in order to atives as outlined in our written submission.

We propose that the levy rate and threshold changes take effect on 1 July 2020.

5.7	Do you agree with the proposed start date of 1 July 2020 for the changes to the building levy rate and threshold?	
	□ Yes	□ No
	SESOC has no comment.	

Final thoughts

5.8 If you have any other comments on the proposals for building levy, please tell us. SESOC has no further comment other than those outlined in our written submission.

Part 6 Offences, penalties and public notification

MBIE wants stakeholders' feedback on four proposals:

1	Increase the maximum financial penalties for all persons.
2	Set the maximum penalty levels differently for individuals and organisations.
3	Extend the time relevant enforcement agencies have to lay a charge under the Building Act, from six months to 12 months (section 378 of the Building Act).
4	Modify the definition of 'publicly notify' in section 7 of the Building Act.

Proposal 1 - Increase the maximum financial penalties.

Are the current maximum penalty amounts in the Building Act appropriate?
□ Yes □ No
Please tell us why.
Do you agree with the proposed ocreases to maximum penalties?
Please tell us why. Do you agree with the proposed acreases to maximum penalties? Yes No Please tell us why and what they should be if you disagree.
Please tell us whit and what they should be if you disagree.

Proposal 2 - Set the maximum penalties differently for individuals and organisations.

6.3	Do you agree with introducing higher penalties for organisations?				
	☐ Yes		□No		
	Please tell us why.				
6.4	What impacts on the bu	uilding industry o	ould arise fr	om this proposa	al if it is implemented?
	Strong negative impact	Negative impact	No impact	Positive impact	Strong positive impact
	Please tell us what the	impact might be			

Proposal 3 - Extend the time parties have to lay a charge under the Building Act, from six months to 12 months (section 378 of the Building Act)

10 12 1110	onthis (section 578 of the Building Act).
6.5	Do you think 12 months is an appropriate time period for relevant enforcement agencies to lay a charge?
	□ Yes □ No
	Please tell us why or what you think is an appropriate.
the requ Hamiltor	l 4 - Modify the definition of 'publicly notify' in section 7 of the Building Act to removing a section 7 of the Building Act to removing a section of the cities of Auckland, and Dunedin. Public notification will still be required in a section that is future proofed and publicly accessible.
6.6	Do you agree that public notification under the Building Archould no longer be required in newspapers?
	Do you agree that public notification under the Building Archould no longer be required in newspapers? Yes Please tell us why. Do you agree that publication on the internet and in the New Zealand Gazette is
6.7	Do you agree that publication on the internet and in the New Zealand Gazette is sufficient?
	□ Yes □ No
	Please tell us why.
Final thou	ughts
6.8	If you have any other comments on the proposals for offences, penalties and public notification, please tell us.

Overall feedback

Thinking about this consultation, do you have any comments or suggestions to help us improve future consultations?

1	What worked for you?
	sidered
	at consion
2	What would we do better?
	What would we do better? What would we do better? SESOC have not considered SESOC have not discussion This part of the discussion Any other comments or final thoughts?
	baha
3	Any other comments or final thoughts?