

Building and Construction Sector (Self-certification by Plumbers and Drainlayers) Amendment Bill

Government Bill

As reported from the Transport and Infrastructure Committee

Commentary

Recommendation

The Transport and Infrastructure Committee has examined the Building and Construction Sector (Self-certification by Plumbers and Drainlayers) Amendment Bill and recommends by majority that it be passed. We recommend all amendments unanimously.

About the bill as introduced

This bill aims to speed up the consenting process for, and building of, housing in New Zealand by reducing the number of inspections that must be completed for plumbing and drainlaying work. It would do so by introducing an opt-in scheme to allow qualified plumbers and drainlayers to self-certify that their work complies with the terms of a building consent. This would remove the need for a building consent authority inspection where the work is relatively simple and low-risk. Regulations would set out what work could be self-certified.

The bill is an omnibus bill that would amend the Building Act 2004 and the Plumbers, Gasfitters, and Drainlayers Act 2006.

Proposed amendments

This commentary covers the main amendments we recommend to the bill as introduced. We do not discuss minor or technical amendments.

Declaration of self-certifiable work when applying for a building consent

Section 45 of the Building Act sets out the requirements for applying for a building consent. Clause 5 of the bill would insert new section 45(1)(bd) into the Act, setting out the conditions that an applicant for a building consent would have to meet if the building work included self-certifiable plumbing or drainlaying work. The proposed conditions include stating the name of each approved “self-certification endorsed plumber or drainlayer” who would be involved in the work, accompanied by a statutory declaration from each that the work is self-certifiable.

We support the intention that building consent authorities should be satisfied that proposed work is self-certifiable before they grant a building consent. However, we note that in practice it is uncommon for a plumber or drainlayer to be involved as early as the building consent stage. We therefore propose a slightly different approach that would have the same effect of shifting responsibility from building consent authorities to the practitioners. We propose expanding the professions that may sign a declaration to include designers in regulated professions. This would allow a declaration to be lodged, regardless of whether plumbers or drainlayers have been engaged at the time the consent is lodged.

We recommend inserting new sections 45(1)(bd)(ii)(A) and (B), through clause 5, to expand the requirements to include Registered Architects, Chartered Professional Engineers, and Licensed Building Practitioners (Design).

Self-certifiable and non-self-certifiable work in the same consent

We consider that it is unclear in the bill whether non-self-certified work could be carried out under the same building consent as self-certified work. Under the bill as introduced, if a consent includes any work that is not self-certifiable, then none of the work under that consent can be self-certified. In these instances, all work would be subject of standard Building Consent Authority assurances, even if some work would otherwise be self-certifiable.

We understand that this approach was intended to make the proposed system easy to understand, and make liabilities clear by having a single person responsible for the entire plumbing or drainlaying work. However, we heard from submitters that this could make the proposed scheme unworkable as systems or features that cannot be self-certified become more common.

We therefore recommend amending section 45(1)(bd), through clause 5, to explicitly state that a building consent may include both self-certified and non-self-certified plumbing and drainlaying work. Self-certifiable work would be done by the endorsed self-certifier, while remaining work would still be subject to approval from the Building Consent Authority.

Board powers to audit self-certifiers

Clause 18 would insert new Part 2AA (sections 87AA to 87AJ) into the Plumbers, Gasfitters, and Drainlayers Act, setting out the conditions for self-certifiable plumbing and drainlaying.

New section 87AF would require an approved self-certifying plumber or drainlayer to lodge with the Plumbers, Gasfitters, and Drainlayers Board every certificate of compliance the self-certifier issues. New section 87AJ states that the Board may conduct an audit of any certificate of compliance and supporting documents lodged with the Board.

We consider that the auditing powers allowed for in section 87AJ could be expanded. We suggest the Board should have explicit authority to audit an endorsed plumber or drainlayer against the eligibility criteria throughout the life of the endorsement, not just at the application stage. This would give the Board the power to audit endorsed plumbers or drainlayers at any stage during the project, and would mean that corrective action could be taken.

We understand that the Ministry of Business, Innovation and Employment has been engaging with the Plumbers, Gasfitters, and Drainlayers Board on the development of the scheme since initial Cabinet decisions were made in September 2024. The Board is well aware of the proposed changes and would have the capacity to carry out additional audits.

We therefore recommend inserting new clause 17A, which would insert new section 56A, allowing the Board to conduct audits throughout the valid period of a self-certifier's endorsement.

Other matter considered: definition of self-certifiable plumbing and drainlaying work

Clause 44 of the bill would amend section 172 of the Plumbers, Gasfitters, and Drainlayers Act to allow regulations to be made that define the terms “self-certifiable drainlaying” and “self-certifiable plumbing”. In setting these definitions, the Minister must be satisfied that any work being defined as self-certified must:

- be routine work for an experienced drainlayer or plumber
- not be complex drainlaying or plumbing
- pose a low risk to the health and safety of the public.

We heard concerns from submitters, particularly from the Plumbers, Gasfitters, and Drainlayers Board and Master Plumbers, Gasfitters and Drainlayers NZ Inc, that the scope of self-certifiable work as set out in the bill is far too limiting for the scheme to work effectively. They told us that requirements for work to be routine, not complex, and low risk could mean that practitioners do not view the scheme as practical or commercially viable. We agree with these submitters.

We want the scheme set to be established through this bill to be as effective as possible. We discussed this issue at length with these submitters, as well as with our advisers and with the Minister.

We considered whether the definitions of self-certifiable work would be better defined through the bill itself, rather than set through regulations. This could give more certainty to the building sector and allow greater parliamentary scrutiny of how this regime would work in practice. We understand that the original intention was for the scope of self-certifiable to be expanded after the scheme is in place and has been tested and reviewed. Defining these terms through regulations would mean they could be updated as soon as reviews have been completed. It also means that the definitions could be updated to adapt to the development of new technologies and building methods.

Following our discussions, we heard from the Minister for Building and Construction that he intends to seek Cabinet approval to expand the scope of the scheme. This would allow regulations to be set defining self-certified work, provided the Minister is satisfied that the work is:

1. within or related to a building of no more than 3 storeys that does not contain any apartments
2. designed to an acceptable solution (AS) or verification method (VM)
3. not within a shared tenancy wall, including in a wall space between two shared tenancy walls or penetrate a firewall.

Despite requirements in bullet point 2, an on-site system is not required to be designed to an AS/VM where an AS/VM is not available. These requirements would expand the scope of the scheme, and could make it much clearer to tell whether building work would be covered by the bill. We understand that, pending Cabinet approval, these changes may be considered during the committee of the whole House stage of the bill. Some of us remain concerned about the level of risk, and note that expanding the scheme to make it more effective may also expand the risk.

We thank the Minister for his consideration of this matter, and look forward to seeing the outcome of Cabinet decisions. We still wish to emphasise the importance of putting regulations in place as soon as possible, to allow certainty for the building and construction sector and make the proposed self-certification scheme more workable.

Other matter considered: potential civil liabilities

We have been advised by MBIE that it expects an insurance product to be available for self-certified work. We wish to ensure that there is a regime to make sure that if something goes wrong it is set right. As per clause 16 of the bill, the Board is required to set minimum standards that self-certifiers must meet, which must include the ability to meet potential civil liabilities.

We encourage the Board to be clear about what the minimum requirements for a standardised insurance product are. We encourage the Board to consider ongoing

liabilities as part of this. We expect a suitable product to be available. The availability of this insurance product will be an important factor for cross-partisan support.

Green Party of Aotearoa New Zealand differing view

The Green Party wants to see reduced building costs, more healthy homes built, and fair treatment for homeowners, renters, and tradespeople. However, we are not convinced that the benefits of expanding self-certification outweigh potential risks of errors in plumbing or drainlaying, given most work is not visible after construction.

Risks of incorrect plumbing are not limited to the individual property but can result in cross-connections between stormwater and sewage, causing pollution to rivers and sea and increasing health risks. Overflows can also impact neighbouring properties.

According to the RIS, MBIE has commissioned Sapere to complete a more detailed cost-benefit analysis of both options which is due in late March. We received the Sapere report on the morning of deliberation and were unable to consider it.

Plumbers and drainlayers can already self-certify certain work in relation to existing buildings. We respect the oversight of the PGD Board, but note concerns from some submitters. The Board having explicit authority to audit an endorsed plumber or drainlayer against the eligibility criteria throughout the life of the endorsement, rather than just at application time, is an improvement to the original bill. The Board may prescribe minimum standard that plumbers and drainlayers must meet in order to be endorsed to self-certify work, including minimum standards relating to their ability to meet any potential civil liability. However, as legislators we do not know what the minimum standard will be.

We note that the Minister will be bringing amendments at the committee of the whole House stage of this bill to significantly expand the scope of this bill and are sceptical about expansion to commercial buildings.

A recurring concern was the degree to which critical details were being left to future regulations rather than the bill itself. We are not satisfied that it is secondary legislation that would set out exactly what work could be self-certified. We are also concerned that if solar water heating and more sustainable water-use such as rainwater for toilet flushing require building inspections, but simpler but less sustainable mechanisms can be self-certified, fewer sustainable options will be chosen. We do not want to streamline the most energy and water-intensive forms of construction. The recommendation that a consent can include both certified and non-certified work may be less discouraging for sustainable work.

We also note that while the number of inspections by Building Consent Authorities (most BCAs are Councils but there are some private BCAs and some Councils are not BCAs) will decrease, there will be a significant data management role for keeping photographs and other records for work that is self-certified, potentially unfunded. We wish to ensure the accessibility of this information for house buyers.

We support the exclusion of home heating such as wood burners from self-certification, due to the risk of fires. This matter was raised by the Home Heating Association, and we agree with their submission.

We note that BCAs will still be required to issue nominal building consents for self-certified work, but it is not clear what the fee structure might be.

In conclusion, the Green Party does not consider the balance between cost reduction, enabling activity, and quality assurance has been met and opposes this bill.

Appendix

Committee process

The Building and Construction Sector (Self-certification by Plumbers and Drainlayers) Amendment Bill was referred to this committee on 18 November 2025. The House instructed us to report the bill back no later than 19 March 2026.

We called for submissions on the bill with a closing date of 8 January 2026. We received and considered submissions from 22 interested groups and individuals. We heard oral evidence from 4 submitters at hearings in Wellington.

As part of our consideration of the bill, we have examined its consistency with principles of legislative quality. We have no issues regarding the legislation's design to bring to the attention of the House.

Advice on the bill was provided by the Ministry of Business, Innovation and Employment. The Office of the Clerk provided advice on the bill's legislative quality. The Parliamentary Counsel Office assisted with legal drafting.

Committee membership

Andy Foster (Chairperson)

Dan Bidois

Dr Carlos Cheung

Simon Court (from 19 November 2025)

Hon Julie Anne Genter (until 11 February 2026)

Mariameno Kapa-Kingi

Cameron Luxton (until 19 November 2025)

Dr Tracey McLellan

Tangi Utikere

Celia Wade-Brown (from 11 February 2026)

Arena Williams participated in our consideration.

Related resources

The documents we received as advice and evidence are available on the Parliament website.

**Building and Construction Sector (Self-certification by
Plumbers and Drainlayers) Amendment Bill**

Key to symbols used in reprinted bill

As reported from a select committee

text inserted unanimously

~~text deleted unanimously~~

Hon Chris Penk

Building and Construction Sector (Self-certification by Plumbers and Drainlayers) Amendment Bill

Government Bill

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The Parliament of New Zealand enacts as follows:

1 Title

This Act is the Building and Construction Sector (Self-certification by Plumbers and Drainlayers) Amendment Act **2025**.

2 Commencement

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- (1) This Act comes into force on 30 June 2026.
- (2) However, **sections 16, 38(1) and (2) and (2), 39 to 41 to 41, 44, and 45; and 45 and section 18**, as it relates to **section 87A1** of the Plumbers, Gasfitters, and Drainlayers Act 2006, come into force on the day after Royal assent.

Part 1

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Amendments to Building Act 2004

3 Principal Act

This Part amends the Building Act 2004.

4 Section 7 amended (Interpretation)

In section 7(1), insert in their appropriate ~~alphabetic~~ alphabetical order:

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~~approved self-certifying plumber or drainlayer~~ has the meaning given in section 4 of the Plumbers, Gasfitters, and Drainlayers Act 2006

certificate of compliance means a certificate of compliance issued under **section 87AD** of the Plumbers, Gasfitters, and Drainlayers Act 2006

self-certifiable drainlaying has the meaning given in regulations made under section 172 of the Plumbers, Gasfitters, and Drainlayers Act 2006

self-certifiable plumbing has the meaning given in regulations made under section 172 of the Plumbers, Gasfitters, and Drainlayers Act 2006 5

self-certification endorsed plumber or drainlayer has the meaning given in section 4 of the Plumbers, Gasfitters, and Drainlayers Act 2006

5 Section 45 amended (How to apply for building consent)

(1) After section 45(1)(bc), insert: 10

(bd) if the building work includes self-certifiable plumbing or self-certifiable drainlaying work (whether or not the building work includes other sanitary plumbing or drainlaying) and the applicant wishes to rely on **section 94(2)(aa)**,—

(i) state the name of each ~~approved self-certifying self-certification endorsed~~ plumber or drainlayer who will do, assist in doing, or supervise the self-certifiable plumbing or self-certifiable drainlaying work that is the subject of the application if they are engaged at the time of the application; and 15

(ii) be accompanied by a ~~statutory declaration from each of those approved self-certifying plumbers or drainlayers in the form approved by the chief executive (if any) stating that the plumbing or drainlaying work is self-certifiable plumbing or self-certifiable drainlaying work~~; and— 20

(A) in the form approved by the chief executive (if any) stating that the plumbing or drainlaying work is self-certifiable plumbing or self-certifiable drainlaying work; and 25

(B) given by a self-certification endorsed plumber or drainlayer, registered architect, or chartered professional engineer, or by a licensed building practitioner who is licensed in a class designated in regulations made under section 285 to carry out or supervise design work; and 30

(2) After section 45(1), insert:

(1A) A declaration provided under **subsection (1)(bd)(ii)** does not, in itself,—

(a) create any liability in relation to any matter to which the declaration relates; or 35

(b) give rise to any civil liability to the owner that would not otherwise exist if the person giving the declaration were not required to give the declaration.

6 Section 49 amended (Grant of building consent)

After section 49(1), insert:

(1A) A building consent authority may only grant a building consent in relation to plumbing or drainlaying work for which the application is made in reliance on **section 94(2)(aa)** if—

- (a) ~~an approved self-certifying a self-certification endorsed~~ plumber or drainlayer will do, assist in doing, or supervise the work; and
- (b) the building consent authority is satisfied on reasonable grounds that the work is self-certifiable plumbing or self-certifiable drainlaying work.

7 New section 89A inserted (Owner must notify names of ~~approved self-certifying self-certification endorsed~~ plumbers or drainlayers engaged in building work)

After section 89, insert:

89A Owner must notify names of ~~approved self-certifying self-certification endorsed~~ plumbers or drainlayers engaged in building work

(1) The owner must, as soon as practicable, give the building consent authority written notice of the name of every ~~approved self-certifying self-certification endorsed~~ plumber or drainlayer who—

- (a) will issue a certificate of compliance in relation to the plumbing or drainlaying work; and
- (b) was not stated in the application for the building consent under **section 45(1)(bd)**.

(2) After any self-certifiable plumbing or self-certifiable drainlaying work commences under a building consent, the owner must give the building consent authority a written notice if—

- (a) ~~an approved self-certifying a self-certification endorsed~~ plumber or drainlayer who was included in the application for a building consent under **section 45(1)(bd)** ceases to be engaged in relation to the self-certifiable plumbing or self-certifiable drainlaying work under the building consent; or
- (b) another ~~approved self-certifying self-certification endorsed~~ plumber or drainlayer is engaged to do, assist in doing, or supervise the self-certifiable plumbing or self-certifiable drainlaying work and will issue a certificate of compliance in relation to that building work.

(3) The notice under **subsection (2)** must—

- (a) ~~state that~~ whether either or both of the circumstances specified in **subsection (2)(a) and (b)** apply; and
- (b) be given as soon as practicable; and

(c) name the other ~~approved self-certifying~~ self-certification endorsed plumbers ~~and or~~ drainlayers concerned (if any).

8 Section 92 amended (Application for code compliance certificate)

After section 92(3A), insert:

(3B) The application under subsection (1) must be accompanied by a certificate of compliance issued by ~~an approved self-certifying~~ a self-certification endorsed plumber or drainlayer, and any prescribed supporting documents, if the application for the applicable building consent relied ~~upon~~ on **section 45(1)(bd)**.

9 Section 94 amended (Matters for consideration by building consent authority in deciding issue of code compliance certificate)

(1) After section 94(2)(a), insert:

(aa) must accept a certificate of compliance issued by ~~an approved self-certifying~~ a self-certification endorsed plumber or drainlayer in relation to self-certifiable plumbing or self-certifiable drainlaying work as establishing that the work to which the certificate applies complies with the building consent; and

(2) After section 94(3), insert:

(3A) If the owner fails to provide a building consent authority with a certificate of compliance in relation to self-certifiable plumbing or self-certifiable drainlaying work for which a building consent has been granted under **section 49(1A)**, the failure is a sufficient reason for the building consent authority to refuse to issue a code compliance certificate in respect of the self-certifiable plumbing or self-certifiable drainlaying work.

(3B) If a building consent application under section 45 did not rely upon **subsection (2)(aa)**, the building consent authority may not rely on **subsection (2)(aa)** when deciding whether to issue a code compliance certificate.

10 ~~New section 169B inserted (Chief executive must monitor application and effectiveness of Part 2AA of Plumbers, Gasfitters, and Drainlayers Act 2006)~~

~~After section 169A, insert:~~

169B ~~Chief executive must monitor application and effectiveness of Part 2AA of Plumbers, Gasfitters, and Drainlayers Act 2006~~

~~The chief executive must monitor the application of **Part 2AA** of the Plumbers, Gasfitters, and Drainlayers Act 2006 and its impact on the performance of the building sector.~~

11 Section 216 amended (Territorial authority must keep information about buildings)

After section 216(2)(b)(ivb), insert:

(ivc) certificates of compliance:

12 Section 392 amended (Building consent authority not liable)

After section 392(1)(ca), insert:

- (cb) a certificate of compliance issued by ~~an approved self-certifying a self-~~
certification endorsed plumber or drainlayer under **section 87AD** of the 5
Plumbers, Gasfitters, and Drainlayers Act 2006:

13 Schedule 1AA amended

In Schedule 1AA,—

- (a) insert the Part set out in **Schedule 1** of this Act as the last Part; and
(b) make all necessary consequential amendments. 10

Part 2

Amendments to Plumbers, Gasfitters, and Drainlayers Act 2006

14 Principal Act

This Part amends the Plumbers, Gasfitters, and Drainlayers Act 2006.

Subpart 1—~~Establishing approved self-certifying self-certification~~ 15
endorsed plumbers and drainlayers

15 Section 4 amended (Interpretation)

- (1) In section 4, insert in their appropriate alphabetical order:
~~approved self-certifying plumber or drainlayer~~ means a person endorsed as
an ~~approved self-certifying plumber or drainlayer under **section 51D**~~ 20
~~endorsement~~ means an endorsement that a person is ~~an approved self-certify-~~
ing a self-certification endorsed plumber or drainlayer under **section 51D**
~~self-certification endorsed plumber or drainlayer~~ means a person endorsed
as a self-certification endorsed plumber or drainlayer under **section 51D**
(2) In section 4, definition of **register**, after “requires, the register kept under”, 25
insert “**Part 2AA** or”.

16 Section 30 amended (Board may prescribe other registration and licensing matters)

- (1) After section 30(1)(c), insert:
(ca) prescribe the terms and conditions subject to which endorsements are 30
granted; and
(2) After section 30(1)(d), insert:
(da) prescribe the minimum standards that persons must meet in order to
obtain an endorsement as ~~an approved self-certifying a self-certification~~

endorsed plumber or drainlayer, which must include standards relating to technical competency, experience, ability to meet potential civil liability, and business and administrative practices; and

17 New sections 51A to 51H and cross-heading inserted

After section 51, insert:

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Obtaining endorsement for self-certification

51A Requirements for self-certification endorsement

A registered person may be endorsed as ~~an approved self-certifying a self-certification~~ endorsed plumber or drainlayer if the ~~individual~~ person satisfies the Board that they—

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- (a) hold a current practising licence as required by the Board; and
- (b) have complied with the application requirements in **section 51B**; and
- (c) meet the minimum standards for endorsement (*see* **section 30(1)(da)**); and
- (d) are not precluded from holding an endorsement because of any action taken by the Board under section 106; and
- (e) have paid the prescribed fee (if any).

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51B Applications for self-certification endorsement

(1) An application for an endorsement must—

- (a) be sent or delivered to the Registrar; and
- (b) be in the form required by the Board; and
- (c) contain, or be accompanied by, the information and documentation required by the Board; and
- (d) be accompanied by the prescribed fee (if any).

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(2) The Registrar must refer any application received by the Registrar under this section to the Board for consideration under **section 51C**.

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51C Board to consider application

(1) The Board must consider each application for an endorsement as soon as practicable after receiving it.

(2) In considering an application for an endorsement, the Board must,—

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- (a) if the applicant has previously had their endorsement cancelled or suspended, have regard to the reasons for that cancellation or suspension; and
- (b) observe the rules of natural justice; and
- (c) without limiting those rules, give the applicant—

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(i)	notice of any matter that might result in the application being declined; and	
(ii)	a reasonable opportunity to make submissions to the Board on the matter.	
51D	Board may endorse practising licence or decline application	5
(1)	If the Board is satisfied that the applicant may be endorsed under section 51A , the Board may endorse the applicant's practising licence and must then—	
(a)	notify the applicant in writing of the endorsement; and	
(b)	notify the applicant in writing of any terms and conditions of the endorsement under section 51E ; and	10
(c)	direct the Registrar to enter details of the endorsement on the applicant's practising licence in the register.	
(2)	If the Board declines to grant an endorsement to the applicant, the Board must notify the applicant in writing of—	
(a)	the Board's decision; and	15
(b)	the Board's reasons for declining the application; and	
(c)	the applicant's right of appeal to the District Court against the decision.	
(3)	As soon as practicable after receiving the Board's direction under subsection (1) , the Registrar must enter details of the applicant's endorsement in the register.	20
(4)	Despite subsection (1) , if any fee or other money payable to the Board under this Act by the applicant has not been paid, the Board may refuse to grant their endorsement until that fee or other money is paid.	
51E	Endorsement subject to terms and conditions	
(1)	An endorsement is subject to any terms and conditions that the Board thinks fit.	25
(2)	The terms and conditions may include, for example,—	
(a)	terms and conditions of the kind referred to in section 30:	
(b)	a condition that imposes limits on the circumstances in which the <u>a particular approved self-certifying self-certification endorsed</u> plumber or drainlayer may do, assist in doing, or supervise work:	30
(c)	a condition that imposes limits on the work that the <u>a particular approved self-certifying self-certification endorsed</u> plumber or drainlayer may do, or assist in doing, or supervise under the endorsement.	
(3)	The conditions referred to in subsection (2)(b) and (c) may be in addition to, or instead of, any other limits that would apply in respect of an endorsement.	35

- (4) The Board may, by written notice to ~~an approved self-certifying~~ a self-certification endorsed plumber or drainlayer, revoke, amend, or add to any term or condition imposed under **subsection (1)**.

Duration and renewal of self-certification endorsement

51F Duration of self-certification endorsement 5

- (1) An endorsement must specify the date on which it expires.
- (2) The date of expiry must not be later than 3 years after the date on which an endorsement was granted or renewed.
- (3) An endorsement continues in force until the date of its expiry unless sooner suspended or cancelled. 10

51G Applications for renewal of self-certification endorsement

- (1) An application for the renewal of an endorsement—
- (a) must not be made earlier than 3 months before the endorsement expires; and
- (b) must be sent or delivered to the Registrar; and 15
- (c) must be in the form required by the Board; and
- (d) must contain, or be accompanied by, the information and documentation required by the Board; and
- (e) must be accompanied by the prescribed fee (if any).
- (2) The Registrar must refer the application to the Board for consideration under **section 51H**. 20
- (3) If the application is made before the endorsement's date of expiry but the endorsement has not been renewed before that date of expiry, the endorsement continues in force until the application is determined.

51H Renewal of self-certification endorsement 25

- (1) The Board may renew ~~an approved self-certifying~~ a self-certification endorsed plumber's or drainlayer's endorsement if the Board is satisfied that—
- (a) the applicant has complied with the application requirements in **section 51G**; and
- (b) the applicant meets the current minimum standards for endorsement prescribed under **section 30(1)(da)**; and 30
- (c) there is no reason to believe that the applicant has breached any term or condition of the endorsement during the period before the endorsement is renewed; and
- (d) the applicant is not precluded from having their endorsement renewed because of any action taken by the Board under section 106. 35

- (2) If the Board renews a person's endorsement, the Board must direct the Registrar to—
- (a) record the renewal of the applicant's endorsement for the period (not exceeding 3 years) that the Board thinks fit; and
 - (b) notify the applicant in writing of the Board's decision; and
 - (c) notify the applicant in writing of any terms and conditions on the endorsement; and
 - (d) enter details of the renewal of the endorsement in the register.
- (3) If the Board does not renew a person's endorsement, the Board must notify the applicant of—
- (a) the Board's decision; and
 - (b) the applicant's right of appeal to the District Court against the decision.
- (4) Despite **subsection (1)**, if any fee or other money payable to the Board under this Act by the applicant has not been paid, the Board may refuse to renew their endorsement until that fee or other money is paid.

17A New section 56A and cross-heading inserted

After section 56, insert:

Audit of self-certification endorsed plumbers and drainlayers

56A Board may audit self-certification endorsed plumbers and drainlayers

- (1) The Board may audit a self-certification endorsed plumber or drainlayer at any time.
- (2) The audit must be for 1 or more of the following purposes:
- (a) to establish that the self-certification endorsed plumber or drainlayer meets the minimum standards for endorsement, as prescribed under **section 30(1)(da)**:
 - (b) to establish that the self-certification endorsed plumber or drainlayer is complying with any terms and conditions prescribed under **section 30(1)(ca)** or imposed on their endorsement under **section 51E**:
 - (c) in relation to any certificate of compliance issued by the self-certification endorsed plumber or drainlayer, to establish that the plumber or drainlayer—
 - (i) made an assessment that the self-certifiable plumbing or self-certifiable drainlaying work was carried out in accordance with the relevant building consent; and
 - (ii) that assessment was made in accordance with the standard reasonably to be expected of a self-certification endorsed plumber or drainlayer.

- (3) For the purpose of conducting the audit, the Board may, by written notice served on the self-certification endorsed plumber or drainlayer, require the plumber or drainlayer to—
- (a) produce for inspection, within any reasonable period that the Board may specify, any document or class of document in the possession or under the control of the plumber or drainlayer: 5
 - (b) provide, within any reasonable period that the Board may specify, any information or class of information that the Board may require.
- (4) The Board may take copies of, or extracts from, any of the documents referred to in **subsection (3)**. 10
- (5) Every person who is required to supply information or documents to the Board has the same privileges in relation to the supply of the information or documents as witnesses have in any court.

18 New Part 2AA inserted

After section 87, insert:

15

Part 2AA

Self-certification of self-certifiable plumbing and drainlaying

87AA Purpose of this Part

The purpose of this Part is to regulate the activities of ~~approved self-certifying self-certification endorsed~~ plumbers and drainlayers in order to ensure the purposes of this Act are achieved.

20

87AB Interpretation of this Part

In this Part, unless the context otherwise requires, **perform**, in relation to self-certifiable plumbing or self-certifiable drainlaying work, means to do, assist in doing, or supervise that work.

25

87AC Self-certification endorsement required

A registered person may issue a certificate of compliance for any self-certifiable plumbing or self-certifiable drainlaying work only if—

- (a) they are ~~an approved self-certifying~~ a self-certification endorsed plumber or drainlayer; and
- (b) they performed the work while being ~~an approved self-certifying a self-certification endorsed~~ plumber or drainlayer.

30

*Issuing of certificate of compliance***87AD Issuing of certificate of compliance**

- (1) ~~An approved self-certifying~~ A self-certification endorsed plumber or drainlayer must issue a certificate of compliance for any work that they wish to certify.
- (2) ~~An approved self-certifying~~ A self-certification endorsed plumber or drainlayer may issue a certificate of compliance only if the plumbing or drainlaying work was carried out in accordance with the applicable building consent. 5
- (3) For the ~~purpose~~ purposes of this section, **building consent** has the same meaning as given in section ~~7~~ 7(1) of the Building Act 2004.

87AE Content of certificate of compliance 10

A certificate of compliance issued under **section 87AD** must—

- (a) be in the form required by the Board; and
- (b) contain the information prescribed in regulations made under **section 172(1)(fb)**.

87AF Provision of certificate of compliance 15

- (1) ~~An approved self-certifying~~ A self-certification endorsed plumber or drainlayer must lodge every certificate of compliance they issue with the Board.
- (2) That certificate of compliance must be accompanied by any supporting documents ~~that are prescribed by the Board or under section 92(3B) of the Building Act 2004.~~ 20
 - (a) that include any information prescribed by regulations made under section 172(1)(fb); and
 - (b) that contain any particulars prescribed by the Board; and
 - (c) in the form prescribed by the Board.
- (3) ~~The approved self-certifying~~ self-certification endorsed plumber or drainlayer must also provide the certificate of compliance and any accompanying supporting documents to the homeowner owner. 25
- (4) ~~Subsections (1) and (3)~~ This section must be complied with within 10 working days after the plumbing or drainlaying work is completed.

Public register of information relating to certificates of compliance 30**87AG Board to establish public register**

- (1) The Board must ensure that a register of information relating to certificates of compliance and supporting documents lodged with the Board under **section 87AF(1)** is established.
- (2) The register must include information relating to certificates of compliance and supporting documents as prescribed by the Board. 35

- (3) The register must be kept by, or as directed by, the Registrar.
- (4) The register must be available to be searched by the public free of charge.

87AH Application of certain sections about register of plumbers, gasfitters, and drainlayers

- (1) Sections 73 and 81 to 87 apply, with any necessary modifications, as if the register referred to in those sections were the register of information relating to certificates of compliance established under **section 87AG**. 5
- (2) In applying section 81,—
 - (a) the reference to the information specified in section 74 must be read as a reference to the information relating to certificates of compliance and supporting documents prescribed by the Board under **section 87AG(2)**; and 10
 - (b) the reference to the Registrar making any amendment to the register should be read as a reference to the Registrar amending the register or directing it to be amended. 15

Implementation and monitoring

87AI Chief executive to implement and monitor endorsements

- (1) The chief executive may,—
 - (a) develop, establish, and manage the register established under **section 87AG** in collaboration with the Board; and 20
 - (b) support the Board in making any changes to the register established under section 70 that are necessary to ensure that sections 72 and 74 as they relate to endorsements are complied with; and
 - (c) provide operational advice and support to the Board in relation to the Board's duties under ~~section 51A to 51H~~ **sections 51A to 51H** and to anything incidental that is necessary for carrying out, or giving full effect to, those sections; and 25
 - (d) support the Board in taking any steps necessary to educate those who may apply for an endorsement under **section 51B** or the general public on matters set out in ~~sections 51A to 51H to 51H, Part 2AA, or section 49(1A)~~ **section 49(1A)** of the Building Act 2004. 30
- (2) The chief executive must monitor the establishment and continued operation of this Part by the Board and the impact of this Part on the performance of the building sector under the Building Act 2004.
- (3) The functions of the chief executive in this section are functions for the purpose of section 53(1A)(b)(i) of the Building Act 2004. 35
- (4) In this section, **chief executive** has the same meaning as given in section 7(1) of the Building Act 2004.

Audit of certificate of compliance

87AJ Board may audit certificates of compliance

- (1) The Board may conduct an audit of any certificate of compliance and supporting documents lodged with the Board under **section 87AF**.
- (2) The Board may conduct an audit to establish that— 5
- (a) the person who issued the certificate of compliance was ~~an approved self-certifying a self-certification endorsed~~ plumber or drainlayer at the time the certificate was issued:
- (b) the certificate of compliance was issued in relation to work that was self-certifiable plumbing or self-certifiable drainlaying work: 10
- (c) the certificate of compliance was issued in relation to work that complies with the building code as defined in section 7(1) of the Building Act 2004:
- (d) any work that was performed for which a certificate of compliance has been issued was carried out in compliance with the relevant building consent issued under section 49 of the Building Act 2004. 15

Subpart 2—Related and consequential amendments

19 Section 53 amended (Review of registered person’s competence)

After section 53(2), insert:

- (3) The Board may, at any time, review the competence of ~~an approved self-certifying a self-certification endorsed~~ plumber or drainlayer to do, assist in doing, or supervise self-certifiable plumbing or self-certifiable drainlaying work, whether or not there is reason to believe that the person’s competence may be deficient. 20
- (4) In conducting a review under **subsection (3)**, the Board must consider the following matters: 25
- (a) whether, in the Board’s opinion, the ~~approved self-certifying self-certification endorsed~~ plumber or drainlayer meets the current applicable minimum standards for endorsement; and
- (b) whether, in the Board’s opinion, there is any reason to believe that the ~~approved self-certifying self-certification endorsed~~ plumber or drainlayer may endanger the health or safety of members of the public; and 30
- (c) whether, in the Board’s opinion, the ~~approved self-certifying self-certification endorsed~~ plumber or drainlayer has done, assisted in doing, or supervised self-certifiable plumbing work or self-certifiable drainlaying work to the standard reasonably to be expected of ~~an approved self-certifying a self-certification endorsed~~ plumber or drainlayer; and 35

- (d) whether, in the Board’s opinion, the ~~approved self-certifying self-certification endorsed~~ plumber or drainlayer has issued any certificate of compliance under **section 87AD** in accordance with the standard reasonably to be expected of ~~an approved self-certifying a self-certification endorsed~~ plumber or drainlayer issuing a certificate of compliance. 5
- 20 Section 54 amended (Procedure on review of competence)**
In section 54(3)(b), after “licence”, insert “or endorsement”.
- 21 Section 55 amended (Competence programmes)**
- (1) In section 55(1)(a), (b), and (c), replace “or provisional licences” with “, provisional licences, or endorsements”. 10
- (2) In section 55(3)(a), after “or the practising licence”, insert “or endorsement”.
- (3) In section 55(3)(b), after “registration”, insert “or endorsement”.
- 22 Section 56 amended (Unsatisfactory results of competence programme)**
- (1) In section 56(1)(a), (b), and (c), replace “or provisional licence” with “, provisional licence, or endorsement”. 15
- (2) In sections 56(2) and 56(2)(a), after “licence”, insert “or endorsement”.
- 23 Section 57 amended (Cancellation and suspension generally)**
- (1) In section 57(1), replace “or provisional licence” with “provisional licence, or endorsement”.
- (2) In section 57(1)(c),— 20
- (a) after “a licence”, insert “or an endorsement”; and
- (b) replace “or licence” with “, licence, or endorsement”.
- (3) In section 57(2), replace “(if any) is” with “and any endorsement the person holds (if any) are”.
- (4) After section 57(3)(b), insert: 25
- (c) a person’s endorsement—
- (i) in accordance with section 56 (which concerns competence); or
- (ii) in accordance with Part 3 (which concerns disciplinary proceedings).
- (5) In section 57(4), replace “or provisional licence” with “provisional licence, or endorsement”. 30
- (6) In section 57(5), replace “or a practising licence” with “, practising licence, or endorsement”.
- 24 Section 58 amended (Effect of suspension)**
- (1) After section 58(3), insert: 35

- (3A) If a person’s endorsement is suspended, the person—
- (a) is ~~not an approved self-certifying a self-certification endorsed~~ plumber or drainlayer for the period during which the endorsement is suspended; and
 - (b) is not authorised to issue a certificate of compliance in relation to any work that they did, assisted in doing, or supervised during that period; but
 - (c) continues to be registered and hold any licence they held at the time their endorsement was suspended (unless their registration or licence is also suspended).
- (2) In section 58(4),—
- (a) replace “or provisional licence” with “provisional licence, or endorsement”; and
 - (b) replace “or licence” with “, licence, or endorsement”.
- 25 Section 59 amended (Board may cancel registration or licence if obtained wrongfully)**
- (1) In the heading to section 59, replace “or licence” with “, licence, or endorsement”.
- (2) In section 59(1),—
- (a) replace “or provisional licence” with “provisional licence, or endorsement”; and
 - (b) paragraph (a), after “licence”, insert “or endorsement”; and
 - (c) paragraph (b), replace “or issued with the licence” with “, issued with the licence, or endorsed”.
- 26 Section 72 amended (Purpose of register)**
- (1) In section 72(1)(a)(i),—
- (a) replace “or employer licence” with “employer licence, or endorsement”; and
 - (b) replace “or licence” with “, licence, or endorsement”.
- (2) In section 72(1)(b),—
- (a) after “a licence”, insert “or endorsement”; and
 - (b) replace “or licence” with “, licence, or endorsement”.
- 27 Section 74 amended (Matters to be contained in register)**
- (1) After section 74(1)(c)(v), insert:
- (va) whether the person holds an endorsement; and
 - (vb) the expiry date of any endorsement; and

- (2) In section 74(1)(c)(vii), replace “or practising licence” with “, practising licence, or endorsement”.
- (3) In section 74(1)(d), after “former Act,”, insert “or endorsement held by the person under this Act,”.
- 28 Section 78 amended (Revision of register) 5**
- (1) After section 78(1)(b), insert:
- (c) a person who holds an endorsement wishes to have that endorsement cancelled.
- (2) In section 78(2), replace “or employer licence holder” with “employer licence holder, or person who holds an endorsement” 10
- (3) In section 78(3),—
- (a) after “registered person”, insert “or person who holds an endorsement”; and
- (b) replace “or practising licence” with “, practising licence, or endorsement” in each place. 15
- (4) In section 78(5),—
- (a) after “or employer licence holder”, insert “or person who holds an endorsement”; and
- (b) replace “that the registration or practising licence (or both) of the registered person, or the licence of the provisional licence holder or employer licence holder,” with “that their registration, licence, or endorsement (as relevant)” 20
- (5) Replace section 78(6)(a) with:
- (a) the registered person’s registration, practising licence, or endorsement (as relevant) be cancelled; or 25
- 29 Section 79 amended (Restoration of registration or licence)**
- (1) In the heading to section 79, replace “or licence” with “, licence, or endorsement”.
- (2) In section 79(1), replace “or licence” with “, licence, or endorsement”.
- (3) In section 79(2), replace “or licence” with “, licence, or endorsement” 30
- (4) In section 79(2)(a), after “licence”, insert “, or have their licence endorsed as ~~an approved self-certifying~~ a self-certification endorsed plumber or drain-layer”.
- 30 Section 80 amended (Board may direct Registrar to record cancellation, suspension, or order) 35**
- In section 80(a) and (b), replace “or of a licence” with “, of a licence, or of an endorsement”.

- 31 Section 89 amended (Disciplinary offence)**
- (1) In section 89(c), replace “or licence” with “, licence, or endorsement”.
- (2) After section 89(f), insert:
- (fa) to have failed to have complied with **section 87AF** (relating to certificates of compliance); or 5
- 32 Section 106 amended (Disciplinary powers of Board)**
- (1) In section 106(1)(a),—
- (a) subparagraph (i), replace “the person’s registration or practising licence (or both)” with “the person’s registration, practising licence, or endorsement (or any combination of those)”; and 10
- (b) subparagraph (iii), replace “or re-licensed” with “, re-licensed, or re-endorsed”.
- (2) In section 106(1)(b) and (c), replace “the person’s registration or practising licence (or both)” with “the person’s registration, practising licence, or endorsement (or any combination of those)”. 15
- (3) After section 106(2)(c), insert:
- (d) file any specified return.
- 33 Section 111 amended (Consequences of failure to comply with order to pass examination, complete competence programme, or attend course of instruction)** 20
- (1) In section 111(1)(a) and (b), replace “or provisional licence” with “provisional licence, or endorsement”.
- (2) In section 111(2), replace “or a licence” with “, a licence, or an endorsement”.
- 34 Section 121 amended (False declarations and representations)**
- In section 121,— 25
- (a) replace “\$10,000” with “\$20,000”; and
- (b) after “renewal of a licence,”, insert “endorsement, renewal of endorsement,”.
- 35 Section 122 amended (Unlicensed or unregistered person must not claim to be licensed or registered)** 30
- (1) Replace the heading to section 122 with “**Unlicensed, unregistered, or unendorsed person must not claim to be licensed, registered, or endorsed**”.
- (2) In section 122, replace “\$10,000” with “\$20,000”.
- (3) In section 122(a),—
- (a) after “work”, insert “or not being endorsed under Part 2 to self-certify self-certifiable plumbing or drainlaying work”; and 35

- (b) in subparagraphs (i), (ii), and (iii), replace “or licensed” with “, licensed, or endorsed”.
- (4) In section 122(b),—
- (a) after “work”, insert “or not being endorsed under Part 2 to self-certify self-certifiable plumbing or drainlaying work”; and 5
- (b) replace “or licensed;” with “, licensed, or endorsed;”.
- (5) In section 122(c), replace “or licence” with “, licence, or endorsement”.
- 36 Section 125 amended (Other offences related to sanitary plumbing, drainlaying, or gasfitting)**
- In section 125(3), after “issued” insert “or endorsement granted”. 10
- 37 Section 126 amended (Certificate by Registrar to be evidence of various matters)**
- (1) In section 126(2)(a), after “of licence” insert “or endorsement”.
- (2) In section 126(2)(c), replace “or licence” with “, licence, or endorsement”.
- 38 Section 137 amended (Functions of Board)** 15
- (1) In section 137(d), after “issued” insert “and endorsements are granted”.
- (2) After section 137(d), insert:
- (da) to prescribe the minimum standards that a person must meet in order to be eligible for endorsement as ~~an approved self-certifying a self-certification endorsed~~ plumber or drainlayer: 20
- (db) to assist the chief executive of the ~~Ministry of Business, Innovation, and Employment~~ (as defined in section 7(1) of the Building Act 2004) in their monitoring of the impact of **Part 2AA** on the performance of the building sector under the Building Act 2004:
- (3) In section 137(g),— 25
- (a) replace “and licences” with “, licences, and endorsements”; and
- (b) replace “and issue licences” with “, issue licences, and grant endorsements”.
- (4) In section 137(j), after “licences”, insert “and endorsements”.
- (5) In section 137(k)(i), replace “and employer licence holders” with “employer licence holders, and persons holding endorsements”. 30
- (6) After section 137(k), insert:
- (ka) ~~to audit self-certification endorsed plumbers and drainlayers under section 56A:~~
- (k**ab**) to ~~conduct audits of~~ audit certificates of compliance issued under **Part 2AA:** 35

- 39 Section 142 amended (Board may prescribe fees)**
- After section 142(1)(b), insert:
- (ba) an application for an endorsement under Part 2:
 - (bb) an application to renew an endorsement under Part 2:
- 40 New section 143A inserted (Levy relating to endorsement)** 5
- After section 143, insert:
- 143A Levy relating to endorsement**
- (1) The Board may, by notice, impose on every ~~approved self-certifying self-certification endorsed~~ plumber or drainlayer an endorsement levy of any amount it thinks fit for the purpose of funding the costs arising out of auditing ~~self-certification endorsed plumbers and drainlayers~~ under **section 56A** and certificates of compliance under **section 87AJ**. 10
 - (2) Any notice imposing any levy under this section may exempt from liability to pay the levy any class or classes of registered person, and may provide for the waiver or refund of any levy. 15
- 41 Section 145 amended (Further provisions relating to fees, levy, and forms)**
- (1) In the heading to section 145, replace “levy” with “levies”.
 - (2) In section 145(1AAA), replace “or 143” with “, 143, or **143A**”.
 - (3) In section 145(3), after “section 143” insert “or **143A**”.
- 42 Section 151 amended (Form and content of annual report)** 20
- In section 151(1)(a),—
- (a) after subparagraph (vi), insert:
 - (via) the number of persons who hold an endorsement as at the end of the period:
 - (vib) the number of persons who applied for endorsement under Part 2 during the period: 25
 - (vic) the number of persons who were granted an endorsement under Part 2 during that period:
 - (b) in subparagraph (vii), replace “or licence” with “, licence, or endorsement”; and 30
 - (ba) after subparagraph (vii), insert:
 - (viiia) ~~the number of certificates of compliance lodged with the Board under **section 87AF** during that period:~~
 - (viiib) ~~the number of and outcome of audits conducted under **sections 56A and 87AJ** during that period:~~ 35

- (c) in subparagraph (x), replace “or the issue of licences” with “, the issuing of licences, or the granting of endorsements”.

43 Section 162 amended (Appeals)

- (1) After section 162(1)(a), insert:

(aa) any decision of the Board to decline to endorse the person as—~~an approved self-certifying~~ a self-certification endorsed plumber or drainlayer or to decline to renew the endorsement of the person: 5

- (2) In section 162(1)(d), replace “or licence” with “, licence, or endorsement”.

- (3) In section 162(1)(e), replace “or licence” with “licence, or endorsement”.

44 Section 172 amended (Regulations)

10

After section 172(1)(f), insert:

(fa) ~~defining the terms self-certifiable drainlaying and self-certifiable plumbing~~ following terms for the purposes of **Part 2AA**:

(i) self-certifiable drainlaying:

(ii) self-certifiable plumbing:

15

(fb) prescribing the information that must be included in a certificate of compliance under **section 87AE** or in the accompanying supporting documents under **section 87AF**:

45 Section 172C amended (Requirements before making certain regulations)

In the heading to section 172C, after “**regulations**”, insert “**relating to self-contained vehicles**”. 20

Before section 172C(1), insert:

(1AAA) ~~The Minister may recommend the making of regulations under **section 172(1)(fa)** only if the Minister is satisfied that the drainlaying and sanitary plumbing services being defined as self-certifiable drainlaying or self-certifiable plumbing is work that—~~ 25

(a) ~~is routine work for an experienced drainlayer or plumber; and~~

(b) ~~is not complex drainlaying or plumbing; and~~

(c) ~~poses a low risk to the health and safety of the public.~~

45A New section 172D inserted (Requirements before making certain regulations relating to self-certifiable drainlaying and plumbing work)

30

After section 172C, insert:

172D Requirements before making certain regulations relating to self-certifiable drainlaying and plumbing work

The Minister may recommend the making of regulations under **section 172(1)(fa)** only if the Minister is satisfied that the drainlaying and sanitary 35

plumbing work being defined as self-certifiable drainlaying or self-certifiable plumbing—

- (a) is routine work for an experienced drainlayer or plumber; and
- (b) is not complex drainlaying or plumbing; and
- (c) poses a low risk to the health and safety of the public.

5

46 Schedule 1AA amended

In Schedule 1AA,—

- (a) insert the Part set out in **Schedule 2** of this Act as the last Part; and
- (b) make all necessary consequential amendments.

Schedule 1

New Part 6 inserted into Schedule 1AA of Building Act 2004

s 13

Part 6

Provisions relating to Building and Construction Sector (Self-certification by Plumbers and Drainlayers) Amendment Act 2025

5

18 Interpretation

In this Part,—

2025 amendment Act means the Building and Construction Sector (Self-certification by Plumbers and Drainlayers) Amendment Act **2025**

10

commencement date means the commencement date under **section 2(1)** of the **2025** amendment Act.

19 Application of sections 49(1A) and 89A

Sections ~~49(1A)~~ and ~~89A~~ **Sections 49(1A) and 89A** (as inserted by the **2025** amendment Act) only apply to building consents applied for after the commencement date.

15

Schedule 2
**New Part 2 inserted into Schedule 1AA of Plumbers, Gasfitters, and
Drainlayers Act 2006**

s 46

	Part 2	5
	Provisions relating to Building and Construction Sector (Self-certification by Plumbers and Drainlayers) Amendment Act 2025	
4	Interpretation	
	In this Part,—	
	2025 amendment Act means the Building and Construction Sector (Self-certification by Plumbers and Drainlayers) Amendment Act 2025	10
	chief executive has the same meaning as given in section 7(1) of the Building Act 2004	
	first commencement date means the day after the 2025 amendment Act receives Royal assent	15
	second commencement date means the commencement date under section 2(1) of the 2025 amendment Act.	
5	Application of sections 87AA to 87AF	
	Sections 87AA to 87AF to 87AF (as inserted by the 2025 amendment Act) only apply to self-certifiable plumbing and self-certifiable drainlaying work commenced for which a building consent was applied for under section 45 of the Building Act 2004 after the later of the second commencement date or the date that the first notice referred to in clause 7(2) comes into force.	20
6	Application of section 87AI	
	Any section referred to in section 87AI as a section in relation to which the chief executive of the Ministry of Business, Innovation, and Employment has a function must be treated as having commenced on the first commencement date for the purpose of the chief executive carrying out that function.	25
7	Application of section 145	
(1)	Despite section 145(1AAA), the first notices issued by the Board under each of sections 142(1)(ba) and (bb) and (bb) and 143A after the first commencement date may come into force at any specified time after each notice is published.	30
(2)	Despite section 145(1), the first notice published under section 144 prescribing the form of an application for an endorsement under section 51B after the	35

first commencement date may come into force at any specified time after the notice is published.

Legislative history

11 November 2025
18 November 2025

Introduction (Bill 221–1)
First reading and referral to Transport and Infrastructure
Committee