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MELBOURNE AUSTRALIA

Beyond Minimum: Proposition for Building Surveyors to Exceed the Minimum Standards of the Construction Code

This is the Accepted version of the following publication

Law, Teen Onn T (2021) Beyond Minimum: Proposition for Building Surveyors to Exceed the Minimum Standards of the Construction Code. *Journal of Legal Affairs and Dispute Resolution in Engineering and Construction*, 13 (2). 03721001-1. ISSN 1943-4162

The publisher's official version can be found at
<https://ascelibrary.org/doi/pdf/10.1061/%28ASCE%29LA.1943-4170.0000463>
Note that access to this version may require subscription.

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1 Beyond minimum: a proposition for building surveyors
2 to exceed the minimum standards of the construction
3 code

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7

8 **Abstract**

9 The Australian National Construction Code lays out the minimum necessary standards for buildings.
10 As building regulations have grown more onerous, the cost of construction has also become more
11 expensive. Building surveyors in Australia, mostly operating in private capacity, are thus thrust in the
12 unenviable position of ensuring compliance to these ever-increasing minimum requirements. On the
13 one hand, building surveyors have a statutory role of issuing building permits, conducting mandatory
14 inspections and issuing occupancy permits. On the other, there is a perverse incentive to lower their
15 standards in order to run a viable business. The emerging high-rise combustible cladding crisis in
16 Australia and professional indemnity insurance crisis reveal that building surveyors have been
17 assuming more risk than what insurers were prepared to underwrite. This made it evident that one
18 could meet the minimum standards of the construction code yet fall foul of the building legislature of

19 being fit for purpose. This paper uncovers the changing expectation in the profession by reviewing
20 the building-related legislature in Victoria, recent court rulings, conflicts between building surveyor
21 and building authority, a new code of conduct, and the professional indemnity insurance crisis facing
22 the profession. These seismic shifts reveal how the role of a building surveyor in the near future will
23 have to be redefined in terms of exceeding minimum standards, which were afore assumed to be
24 sufficient.

25 Introduction

26 This paper describes the practice of building surveying (also called building certification in some
27 states) in Australia. It then investigates two case studies which are reshaping the profession of
28 building surveying in a major way: combustible cladding and biotoxin illnesses. Each of these issues
29 were of national importance and resulted in federal parliamentary inquiries into wide-spread and
30 systemic failures. From these lessons we will find the premise and impetus to exceed minimum
31 standards in the areas of fire safety and health of buildings. Although the legislature (Building Act
32 and Building Regulations) are cited from that of the state of Victoria in this paper, it applies across all
33 other states in Australia which have statutes of very similar wording.

34

35 A brief background to Building Surveying in Australia

36 Building surveyors in Australia have a statutory role “to issue building permits, conduct mandatory
37 inspections of buildings and building work and issue occupancy permits or certificates of final
38 inspection” (AIBS Victorian Chapter). There is a finality to a building surveyor’s determination of a

39 matter, because in the eyes of the law, the building surveyor is the one liable for ensuring the safety,
40 health, amenity, accessibility and energy efficiency of a building.

41
42 In Australia, the National Construction Code (NCC) was first published in 1988, laying out the
43 minimum necessary standards for buildings. Broadly speaking these standards initially covered
44 safety, health and amenity. Subsequently, accessibility and energy efficiency were introduced as
45 further objectives in the code.

46
47 In the early 1990s, private certification (together with proportionate liability, 10-year liability capping
48 and compulsory insurance) was introduced across all states in Australia through the Model Building
49 Act (Lovegrove, 2018). Before then, building permits and occupancy permits could only be obtained
50 from the local government (i.e. council). Presently, the overwhelming majority of building surveyors
51 operate in private capacity, with only a modest number servicing small developments from within a
52 local council (Lovegrove, 2016).

53
54 Shortly after the Model Building Act was adopted, the NCC moved in the direction of a performance-
55 based code, giving private building surveyors wide discretion to accept performance solutions in
56 combination with, or in substitution of, prescriptive stipulations in the NCC.

57
58 Code compliance carries with it a cost implication. As building regulations have grown to become
59 more onerous, the cost of construction has also become more expensive. The hike in construction
60 costs outstrips inflation, resulting in many homeowners not having enough by claims to cover the cost
61 of rebuilding even though inflation would have been indexed into the insurance policies (Jory, 2010).

62 To cite just a few examples, when mandatory energy efficiency was introduced in Australia 2003
63 (ABCB, 2016a) the cost of insulation and improved glazing was added in increments to buildings as
64 requirements for increased energy efficiency under the Nationwide House Energy Rating System
65 (NatHERS) was gradually ratcheted up. After a major bushfire event in the state of Victoria in 2009,
66 bushfire attack level ratings introduced new construction techniques for ember prevention, non-
67 combustible cladding and, for a house within a flame zone, very specialized roof details (AS3959,
68 Standards Australia, 2018). In the context of bushfire building insurance, the Insurance Council of
69 Australia highlighted that any change to building codes was likely to result in an increase to the cost
70 of rebuilding, as well as insurance premiums, to reflect those higher standards (Caisley, 2020). When
71 the Disability Discrimination Act was implemented, ramps, wider corridors and universal access
72 toilets were mandatory. In this case, the cost of these features was arguably less significant compared
73 to the loss of commercial yield from gross floor area forgone, especially for buildings in high value
74 areas with tight sites. In the most recent update to the code, condensation provisions require vapor
75 permeable membranes, drained cavities and ventilated roofs, adding an estimated \$5,000 dollars to an
76 average single-story house by a volume builder (ABCB, 2016b).

77

78 It is undisputed that increased legislative requirements drive an increase in construction cost.
79 Although this produces a better-quality product, there are always construction industry associations
80 who lobby hard against any increase to cost. Building surveyors are thus thrust into the unenviable
81 position of ensuring what is perceived as costly compliance to these ever-increasing minimum
82 requirements.

83

84 The crux of the problem is twofold: on one hand, private building surveyors are trapped by
85 commercial imperatives to require nothing more than minimum standards, and on the other hand
86 those standards have become increasingly ambiguous in a performance-based code.

87
88 Since the aim of certification is to endorse the satisfaction of minimum standards, no building
89 surveyor can demand more than that and still stay commercially competitive. The minimum standard
90 of the NCC, together with those set by state and local governments, is in commercial reality the
91 maximum that a building surveyor can require of clients, be they architects, builders, developers or
92 homeowners. For instance, if it is stipulated by the state that a building surveyor is to make a set
93 number of inspections for a house — such as footing, framing and final — then no building surveying
94 firm could make additional inspections with the expectation of billing the client for the extra work. A
95 building surveying firm setting a higher standard than the mandated minimum increases the cost to
96 clients and firm, rendering such a commercial proposition unviable in such a competitive market.

97
98 Building surveyors are not able to prevail over developers or builders with a high-risk appetite and a
99 willingness to go into insolvency rather than fix defective buildings. In Australia, developers and
100 builders are able to go into liquidation midway through a legal battle (Gladstone, 2019). The same
101 parties may subsequently re-emerge as another entity, a maneuver called phoenixing: “a business tool
102 where an operator may close one business with considerable debt only to reopen under another entity
103 a short time later” (Dwyer, 2020). So prevalent is phoenixing in some states that in 2019, New South
104 Wales created the new position of NSW Building Commissioner, who set as one of his first priorities
105 “a target of reducing phoenixing by 30 per cent in the next two years” (McCarthy, 2020).

106

107 The compromised position of the building surveyor is further exacerbated when builders operate
108 under design-and-construct contracts. Here, the builder strikes its own contracts with consultants and
109 secondary contractors with the ability to make changes to materials to save cost (Bleby, 2019). Under
110 this scheme building surveyors, being engaged by the builders, are contractually obligated to conform
111 to the builder's timelines and deliverables. This could include having occupancy permits issued by a
112 certain date and thus urging the building surveyor to minimize on rectifications.

113
114 There is a well-proven business adage: any business can offer three services, faster, cheaper and
115 better, the client gets to pick any two, but only two. If they want it cheap and good, it will not be fast.
116 If fast and good, then not cheap. If fast and cheap, then not good! Building professionals differentiate
117 themselves by specialization. For instance, an architectural firm could charge more than its
118 competitors because they specialize in a particular type of development, being able to deliver projects
119 with more familiarity and less hiccups compared to the competition. A heritage consultant can
120 understand the statement of significance more precisely than a generic designer. An engineer might
121 be able to design with less materials and higher engineering efficiencies compared to other firms.
122 Essentially, a professional is rewarded by being good at the job.

123
124 This brings about the dilemma: if a building surveyor is responsible for minimum standards, how can
125 one differentiate one's service to be worth a premium? How can one charge a higher price by offering
126 value-added service in a market that insists on bare minimum?

127
128 Given that compliance involves cost, from the client's standpoint the building surveyor's value turns
129 into one of leniency — the more lenient a building surveyor, the more short-term savings are

130 generated for the client, and thus the better the building surveyor's worth. In other words, the
131 assumption of risk by the building surveyor becomes the value proposition to the client: the more
132 risk, the better the value for the client. This is not to say that building surveyors mindlessly assume
133 risks. Quite the contrary, decisions are made by weighing out the likelihood of risks, the severity of
134 risks, and the building surveyor's proportionate liability of the risks — essentially allowing
135 compliance to be influenced by its risk management profile.

136
137 In the many possible instances where there is no straightforward solution, the building surveyor is
138 faced with the need to modulate professional judgment with risk management, to determine within the
139 grey areas of compliance what a realistic minimum standard can be tolerated in order to run a viable
140 business. Far from raising the bar, building surveyors are under pressure, at times even under duress,
141 to issue permits being fully cognizant that they are not in a position to ensure industry best practices,
142 but instead what level of risk they are professionally prepared to undertake by getting as close to the
143 minimum as permissible (Law, 2020).

144

145 Beyond Minimum Fire Safety

146 In November 2014, a single unattended cigarette resulted in a blaze at Lacrosse Tower, a 21-story
147 apartment tower in Melbourne's premium district, the Docklands. The rapid spread of the fire was
148 determined to be from the combustible polyethylene core in the aluminum composite panel used to
149 clad the building. It was alleged by the building authority that the building surveyor "could not have
150 been satisfied that the building work would comply with the Building Act and regulations when he
151 issued the building permit ... [and that he therefore] failed to carry out his work in a competent

152 manner and to a professional standard" (Dow, 2016). Four years later, the Victorian Civil and
153 Administrative Tribunal (VCAT) delivered a verdict (VCAT, 2019) with the builder primarily
154 responsible for most of the A\$12.7 million damages, but entitled to reimbursement from the
155 consultants it relied on to guide it. The liability was borne as follows: fire engineer 39%, building
156 surveyor 35%, architects 25% (Hanmer, 2019).

157
158 Unsurprisingly, the building surveyor has been appealing the decision with Victoria's Supreme Court
159 of Appeal on the basis that "Judge Ted Woodward erred in law by finding the panels did not comply
160 with the Building Code of Australia as it stood at the time" (Bleby, 2019). Even if the relevant
161 building surveyor for the Lacrosse Tower did not correctly understand the NCC, he would not be
162 alone. To give a sense of how commonplace combustible claddings is, the Victoria government has
163 set aside A\$600 million to fix 500 of the riskiest building with combustible claddings (Oaten, 2019),
164 with estimates that there are some 1000 affected buildings requiring cladding replacement (Hanmer,
165 2019). The main cost of replacement of cladding will fall on homeowners. Taylor (2019) in her
166 incisive paper, "Trial by Cladding" explains the ludicrousness of the situation:

167 "Surprisingly, the onus for rectifying non-compliant cladding in Victoria has ultimately been
168 placed on apartment owners: not with the builders, developers, and other professionals who
169 specified and used the materials; not with those who sold the apartments; not with the
170 insurance agencies fond of advertising how awful it would be if a random problem were to
171 happen to your house and 'won't you be glad you had insurance' when it does; nor the local
172 and state government regulators who signed off on the buildings (or the private building
173 surveyors who replaced council building inspectors as part of successive waves of building
174 industry deregulation from the 1990s). Instead, the least culpable group – owners who bought

175 supposedly compliant apartments – have been the ones compelled to fix an urgent problem
176 created by government and industry.” (Taylor, 2019)

177
178 What has emerged from the Parliamentary Inquiry into Non-conforming Building Products looking
179 into the combustible cladding crisis (Commonwealth of Australia, 2017) is that there has been
180 ambiguity in the interpretation of “evidence of suitability” in the code which allowed large-scale
181 acceptance of the use of polyethylene (PE) core in aluminum composite panels (ACPs). It needs to be
182 highlighted here, particularly to international readers, that the code is neither a self-standing nor
183 ultimate rule, but is incorporated by reference into the Building Regulations through the Building Act
184 (VIC Building Act 1993, 9(1)) with individual states deciding on any modifications with its adoption,
185 or overruling parts of the NCC by clarification or directive.

186
187 The confusion is thus exacerbated, for instance, by the Victoria government sending a building
188 product safety alert encouraging that “significant caution must be given to the supply or use of ACP
189 with a 30% PE core or greater”, and that ACP “composed of lower amounts of PE or not, should be
190 treated with significant caution when being supplied, marketed or used” (DELWP, 2018). Other than
191 being a tautological cautionary note, the alert offers no guidance, states no prohibition and gives no
192 basis for arriving at a decision. Introducing a criterion of 30% PE with no indication of suitability (or
193 unsuitability) only leaves building surveyors befuddled.

194
195 At this juncture it may be necessary to briefly explain how NCC compliance is to be achieved. The
196 NCC is a performance-based code, compliance with which is satisfied by (1) a performance solution,
197 or (2) a Deemed-to-Satisfy solution, or (3) a combination of (1) and (2) (ABCB, 2019).

198

199 Since 1988, the NCC had clearly stipulated that the external walls of high-rise residential apartments
200 were to be “non-combustible”: a defined term citing the Australian Standard, AS1530.1 “Methods for
201 fire tests on building materials, components and structures. Part 1: Combustibility test for materials”.
202 To pass the test, an aluminum composite panel would have to be separated into aluminum and core
203 layers, which individually had to achieve AS1530.1. If any cladding had a combustible core,
204 regardless of PE content, it would be impossible to meet compliance under “deemed-to-satisfy” (or
205 DTS).

206

207 The alternative compliance pathway for cladding subsequently found to be combustible was a
208 “performance solution” developed by a fire safety engineer (Cotton, 2019). It is through this loophole
209 that countless buildings are now at risk. Through hindsight we can see how a performance-based
210 construction code could only be properly introduced into the mix of privatized building surveying if
211 there were safeguards specifically designed to manage conflicts of interest (Lovegrove, 2016).

212

213 This is not to say that meeting the deemed-to-satisfy parts of the NCC is in itself altogether sufficient
214 or correct. Whilst adherence to deemed-to-satisfy prescriptions of the NCC may confer a degree of
215 immunity to the building surveyor, the results could still prove to be unfit for purpose. The objectives
216 of the NCC can, arguably, be met through a permissive interpretation of the evidence of suitability,
217 however, the legislature makes clear what are the expectations of occupant and public safety. The
218 Building Act (1993) serves the objective of protecting occupant safety and health, and the Building
219 Regulations (2018) places a duty on the building surveyor to prohibit use of material that is found

220 unsuitable or unfit for purpose. In other words, the legislature requires that buildings be fit for the
221 health and safety of its users.

222

223 Although it may not be immediately obvious, these are not the same as the intent of the NCC which
224 "sets the minimum required level for the safety, health, amenity, accessibility and sustainability of
225 certain buildings" (ABCB, 2019, NCC Volume One). It has now come to light that whilst the
226 cladding selection could, conceivably, meet the evidence of suitability in the NCC, combustible
227 cladding clearly failed the expectations of occupant and public safety under the Act and Regulations.

228

229 To illustrate the difference between code and legislation, we turn to the latest version of the NCC
230 (2019) with the newly introduced section "Condensation management". One of the requirements was
231 that all buildings in climate zones 6, 7 and 8 are to have vapor permeable membranes (NCC 2019,
232 Vol. One F6.2, and again in Vol. Two 3.8.7.2). Vapor permeable sarkings are permitted to be used
233 where non-combustible building elements are required if they "do not exceed 1 mm in thickness and
234 have a Flammability Index not greater than 5" (NCC 2019 Vol One C1.9(e)(vi)).

235

236 The flammability test (AS1530.2, 1993) is much less rigorous and only requires a flame source in
237 unspecified room conditions, as opposed to a furnace setup in a fire-testing facility for the non-
238 combustibility test (AS1530.1, 1994). Furthermore, the applicability of this test is questionable for
239 vapor permeable membranes since the test is "unsuitable for materials which melt readily or shrink
240 away from an igniting flame" (AS1530.2, 1.1).

241

242 Now, what are vapor permeable membranes made from? From the datasheets of the main Australian
243 manufacturers, they are listed as polypropylene and polyethylene (Fletcher Insulation, 2020), or
244 polyolefin (CSR Building Products Ltd, 2019). It should be noted that polyolefin is the chemical
245 category which includes polymers such as polyethylene and polypropylene. Importantly, unless
246 treated with chemical fire retardants, all polyolefins are combustible and burn with hot flames (Green,
247 1982).

248
249 To summarize by way of application, the NCC now requires that in places such as Melbourne
250 (Climate zone 6) the walls must be wrapped with vapor permeable membranes — sarking that is
251 exempt from the non-combustibility test, and adopting a flammability test method that is ill-suited to
252 plastics — made from the same material found in the cores of combustible cladding that the Victorian
253 government is spending A\$600 million to replace. Simply put, should vapor permeable membranes be
254 installed in walls that were intended to be non-combustible? In terms of NCC compliance, yes; in
255 terms of public safety, no.

256
257 In a call for public comment to an amendment that preceded the latest 2019 version of the NCC, the
258 peak engineering body in Australia, Engineers Australia, had already responded by raising their
259 concerns with combustible sarking. In their submission, they commented:

260 “Even sarking materials that comply with C1.10 can present an unacceptable risk. ... As there are
261 non-combustible sarking, this clause is unnecessary and simply addresses commercial interests
262 rather than an engineering need. If a combustible sarking is to be used, it should be justified by a
263 certificate of conformity or a performance solution rather than a redefinition of what is and is not

264 combustible. The NCC DTS should be a minimum requirement rather than an endorsement of
265 inappropriate industry practice.” (Engineers Australia, 2017)

266

267 The Professional Indemnity Insurance Crisis

268 Caught in the middle of the current storm of combustible cladding and impending storm of
269 combustible sarking are the building surveyors with their statutory duties and compulsory
270 professional indemnity insurance. Building surveyors could well be left to defend themselves on why
271 they followed the NCC and signed off on buildings wrapped in sarking material as much a fire risk as
272 combustible cladding. The question would have then morphed from whether the NCC has been
273 complied with, to how could building surveyors have permitted a building to be built and occupied
274 when it was not fit for purpose, despite what was stipulated in the NCC.

275

276 Following from the Lacrosse ruling in Feb 2019, the four professional indemnity (PI) insurers
277 concerted hiked premiums and introduced exclusions to combustible cladding, forcing state
278 regulators to allow building surveyors to have insurance that was less than comprehensive (Minear &
279 Frost, 2019). In July 2019 the first building surveying firm to close its doors because of insurance was
280 one that had been operating for 20 years in Tasmania (an island state where a total of 42 buildings
281 have combustible cladding and only one has been identified as “increased risk”). The building
282 surveyor, Mr Connors, reported that his renewal on PI insurance tripled in premiums, and excesses
283 increased tenfold.

284

285 Mr Connors said homeowners typically adopted a “scattergun” approach when making
286 insurance claims: private certifiers get added to a list of who is legally liable, regardless of
287 fault, when a builder refuses to fix a problem. “That’s nothing to do with us,” he said. “The
288 building surveyor is there for just one little moment in the building process — to inspect the
289 footing, the frame and the final (inspection). A total of one hour. But when a builder decides
290 he’s not going to do anything, lawyers for the homeowner say ‘We’re going to throw
291 everybody into the mix because we’ve got proportionate liability’ — the building surveyor,
292 engineer and designer are normally the ones with professional indemnity insurance.” Mr
293 Connors says his previous insurer settled last year’s claims for small amounts ranging from
294 \$8000 to \$20,000, but the new \$50,000 excess for each individual claim elevated the risk to
295 unmanageable levels. (Norington, 2019)

296 By May 2020 building surveyors were paying PI insurance premiums close to ten times what they did
297 just two years ago (Lawson, 2020), together with huge excesses and broadened exclusions (Insurance
298 News Pty Ltd, 2019). A poll taken within 6 months of the PI insurance premium hike indicated 11%
299 of building surveyors have ceased providing statutory building surveying services over the past 12
300 months due to problems with PI insurance, with an additional 9% reducing their scope of services due
301 to PI insurance cost (Heaton, 2019).

302
303 Australian Institute of Building Surveyors chief executive Brett Mace said, "If something goes wrong,
304 everyone goes looking around for who they can get money out of and building surveyors are there
305 holding insurance so they're an easy target." (Lawson, 2020). Beyond combustible cladding, building
306 surveyors have, in a sense, become de facto guarantors for builders. “A PBS [private building
307 surveyor] is regularly joined to a claim for defective building works by owners. It comes as a surprise

308 to many a PBS that they could be held liable for some defects, when they see the legislative
309 framework establishing their role as imposing important, yet narrow duties on them. They often see
310 their role as quite a limited one, when contrasted with the main players in a building project.
311 However, judgements have made it clear that the PBS is seen as having an important role as a
312 "gatekeeper" in the building industry, to enforce minimum standards and practices (Donaldson,
313 2012).

314

315 It is now increasingly evident that these minimum standards in the NCC and practices hitherto
316 accepted by consensus, have been too low as to be fit for purpose. In the context of the Lacrosse
317 ruling, Weir, a prominent construction lawyer, explains:

318

319 “The message for building surveyors is clear. Applying DTS [deemed-to-satisfy] is not a tick
320 box or paper collection exercise. The courts will expect building surveyors to undertake a
321 reasoned analysis of the proposed design having regard to the context of the BCA [Building
322 Code of Australia, a part of the NCC] as a whole even where DTS solutions are used. The
323 clear intention of the BCA is to provide for public safety and amenity. This is what the
324 community expects. That is the lens through which the BCA must be interpreted at all times.”
325 (Weir Legal & Consulting, 2019)

326

327 There is a clarion call that building surveyors need to take a more conservative interpretation of the
328 code, one where the building surveyor avoids the grey areas of ambiguity and takes an interpretation
329 that will be indisputably for the public good. In this respect, the newly introduced Code of Conduct

330 for Building Surveyors in Victoria (Victorian Building Authority, 2020) shines another light on this
331 issue. Near the opening section it states the principle of acting in the public interests includes
332 “ensuring that when in doubt as to the possible interpretation of legislation, the NCC or standards,
333 you prefer the interpretation that best serves the objectives of the legislation and the interests of the
334 public, rather than your interests or that of an applicant or client.” (1.1.2)

335 Beyond Minimum Health

336 Compared to other developed countries, Australia was a relative latecomer to energy efficiency,
337 mandating it in houses only in 2003 (ABCB, 2016). The discovery that tightly sealed houses heated
338 round the clock would lead to condensation followed in much the same trajectory of countries such as
339 Canada, US, Germany and UK, albeit a few decades later. In 2019, the consideration for how
340 condensation and mold would affect occupant health was finally included in the NCC. This being a
341 new provision, buildings constructed prior to this could well have condensation issues for which the
342 building industry could claim no wrongdoing. In other words, one could have a code-compliant
343 building full of mold within a matter of months as it encountered its first winter (Law & Dewsbury,
344 2018).

345
346 The World Health Organization (WHO, 2009) in its extensive review of literature concluded that,
347 "Sufficient epidemiological evidence is available from studies conducted in different countries and
348 under different climatic conditions to show that the occupants of damp or moldy buildings, both
349 houses and public buildings, are at increased risk of respiratory symptoms, respiratory infections and
350 exacerbation of asthma." (p.93) This is one of the most cited health impacts of mold in damp

351 buildings and used in a number of position statements, such as that of the American Industrial
352 Hygiene Association (American Industrial Hygiene Association, 2013).

353
354 The effects of molds on building occupants are varied. It could be 1. allergenic to some (like
355 asthmatics); 2. invasively pathogenic to others (Kendrick, 2000); and 3. cause toxicosis through skin
356 contact, inhalation or ingestion: of particular concern in cool climates, as toxin production usually
357 increases at low temperatures (Wannemacher & Wiener, 1997). Most health practitioners will be
358 familiar with the allergenic, pathogenic and toxicological effects of mold.

359
360 In contrast, it is the aspect of Chronic Inflammatory Response Syndrome (CIRS) that is not as well
361 known, and not broadly medically recognized in Australia (McGowan, 2018). The federal
362 parliamentary inquiry into Biotxin Illness in Water-damaged Buildings (Commonwealth of
363 Australia, 2018) has brought to public awareness this group of highly-sensitized individuals for whom
364 the built environment has been and is failing. Due to a genetic susceptibility, some people suffer from
365 CIRS where accumulated biotoxins (from mold, bacteria and actinomycetes) cannot get effectively
366 excreted, causing an over-sensitized immune response that places individuals under chronic
367 inflammation (Shoemaker, 2011).

368
369 Whichever the malady may be, any one would contravene the objectives of the Building Act by being
370 “a danger to the life, safety or health of any member of the public or of any person using the building”
371 (Victoria Building Act 1993, Section 103). Thus, the entire building stock could actually be deemed
372 unfit for purpose if buildings so much as affected the health of even a small percentage of the
373 population (“any member of the public”) deleteriously.

374

375 The biotoxin inquiry further recommended the conduct of “further research into the adequacy of
376 current building codes and standards related to the prevention and remediation of dampness and mold
377 in buildings” — a tacit indication that the inquiry found the NCC to be inadequate at the time when it
378 was conducted (2018), a year before the condensation provisions were first introduced into the NCC.

379

380 Amongst the many factors that could result in dampness, such as plumbing and cladding leaks,
381 condensation is a particularly hairy problem. New Australian houses have no requirements for air
382 tightness, and when measured, averaged a high infiltration rate of 15.5 ACH@50Pa nationally
383 (Ambrose & Syme, 2017). Thus, when condensation happens in the interstitial spaces, the biotoxins
384 can be circulated into the leaky houses, even though the bulk of mold remains invisible. Furthermore,
385 since condensation is not a listed event under house insurance, there is no reference point, no prior
386 state to which a house can be restored to. On top of that, all insurers list mold as an exclusion from
387 home and contents policies. Homeowners and tenants have come to realize that when faced with a
388 mold problem arising from condensation, they are largely without recourse.

389

390 Through referred cases from the Victorian Building Authority to the author, it has been found that
391 building surveyors are already presently embroiled in disputes between owner, mold remediator,
392 hygienist, microbiologist and physician over whether a house is fit for occupation. As seen in the
393 issue with combustible cladding, the building surveyor will always be implicated by virtue of a

394 building surveyor being the certifier for fitness of purpose. Yet many will find themselves out of their
395 depth to deal with matters of condensation and mold when such guidance is absent from the NCC. To
396 cite a few examples, there are no guidelines, codes or standards in Australia around mold found on
397 lumber stored improperly during construction, or of how interstitial condensation is to be mitigated by
398 avoiding thermal bridging, or how vapor is to be managed in tightly sealed buildings. The NCC is
399 silent on these matters, leaving building surveyors with not even a semblance of protection should an
400 occupant litigate over an unhealthy building.

401 Conclusion

402 As building approvals have become more complex, the grey areas of ambiguity are increasingly
403 commonplace. As a profession it is not sufficient for building surveyors to take a risk-management
404 approach in accepting marginal code minimums, seeing that these may fall afoul of meeting the
405 demands of the Regulation and Act of fitness for purpose.

406
407 Instead of competing to meet the barest requirements for the lowest fee, the proposition is that
408 building surveyors should set the expectation to be that of fitness for purpose. In this paper, we have
409 considered at least two areas — fire safety and healthy buildings — for which there is ample reason
410 to exceed the NCC. Though this is a radical proposition, it is one way that can deal with the multiple
411 crises facing building surveyors: PI insurance, combustible cladding, sick buildings, and scattergun-
412 style litigation that always involved the building surveyor.

413

414 Despite these tumultuous times where building surveyors are leaving the practice in droves, there
415 remains the opportunity and impetus, to refine, and possibly redefine, the art of building surveying to
416 one of certifying the construction of quality buildings for the public good.

417

418

419 Data Availability Statement

420 No data, models, or code were generated or used during the study.

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