



**Australian Government**  
**Repatriation Medical Authority**

**EXPLANATORY STATEMENT**

**STATEMENT OF PRINCIPLES CONCERNING  
SENSORINEURAL HEARING LOSS  
(REASONABLE HYPOTHESIS) (No. 98 of 2019)**

***VETERANS' ENTITLEMENTS ACT 1986***  
***MILITARY REHABILITATION AND COMPENSATION ACT 2004***

1. This is the Explanatory Statement to the *Statement of Principles concerning sensorineural hearing loss (Reasonable Hypothesis)* (No. 98 of 2019).

**Background**

2. The Repatriation Medical Authority (the Authority), under subsection 196B(8) of the *Veterans' Entitlements Act 1986* (the VEA), repeals Instrument No. 5 of 2011 (Federal Register of Legislation No. F2010L03252) determined under subsection 196B(2) of the VEA concerning **sensorineural hearing loss**.
3. The Authority is of the view that there is sound medical-scientific evidence that indicates that **sensorineural hearing loss** and **death from sensorineural hearing loss** can be related to particular kinds of service. The Authority has therefore determined pursuant to subsection 196B(2) of the VEA a Statement of Principles concerning **sensorineural hearing loss** (Reasonable Hypothesis) (No. 98 of 2019). This Instrument will in effect replace the repealed Statement of Principles.

**Purpose and Operation**

4. The Statement of Principles will be applied in determining claims under the VEA and the *Military Rehabilitation and Compensation Act 2004* (the MRCA).
5. The Statement of Principles sets out the factors that must as a minimum exist, and which of those factors must be related to the following kinds of service rendered by a person:

- operational service under the VEA;
- peacekeeping service under the VEA;
- hazardous service under the VEA;
- British nuclear test defence service under the VEA;
- warlike service under the MRCA;
- non-warlike service under the MRCA,

before it can be said that a reasonable hypothesis has been raised connecting **sensorineural hearing loss** or death from **sensorineural hearing loss**, with the circumstances of that service. The Statement of Principles has been determined for the purposes of both the VEA and the MRCA.

6. This Instrument results from an investigation notified by the Authority in the Government Notices Gazette of 8 May 2018 concerning **sensorineural hearing loss** in

accordance with section 196G of the VEA. The investigation involved an examination of the sound medical-scientific evidence now available to the Authority, including the sound medical-scientific evidence it has previously considered.

7. The contents of this Instrument are in similar terms as the repealed Instrument. The differences between this Instrument and the repealed Instrument, include:

- adopting the latest revised Instrument format, which commenced in 2015;
- specifying a day of commencement for the Instrument in section 2;
- revising the definition of 'sensorineural hearing loss' in subsection 7(2);
- new factors in subsections 9(3) & 9(38) concerning explosive blast;
- new factors in subsections 9(4) & 9(39) concerning being struck by lightning;
- revising the factors in subsections 9(5) & 9(40) concerning otitic barotrauma or decompression sickness;
- revising the factors in subsections 9(6) & 9(41) concerning a drug from a class of drugs;
- revising the factors in subsections 9(7) & 9(42) concerning otological medication;
- revising the factors in subsections 9(8) & 9(43) concerning taking paracetamol or a nonsteroidal anti-inflammatory drug;
- new factors in subsections 9(9) & 9(44) concerning aspirin;
- revising the factors in subsections 9(10) & 9(45) concerning suppurative bacterial infection;
- revising the factors in subsections 9(11) & 9(46) concerning infection with a virus;
- new factors in subsections 9(12) & 9(47) concerning viral labyrinthitis;
- revising the factors in subsections 9(13) & 9(48) concerning meningitis or encephalitis;
- revising the factors in subsections 9(15) & 9(50) concerning tuberculosis of the meninges, middle ear or inner ear of the affected side;
- revising the factors in subsections 9(17) & 9(52) concerning bone diseases, affecting the petrous temporal bone or middle ear ossicles of the affected side;
- new factors in subsections 9(18) & 9(53) concerning osteoporosis;
- revising the factors in subsections 9(19) & 9(54) concerning autoimmune diseases;
- revising the factors in subsections 9(22) & 9(57) concerning haematological diseases;
- new factors in subsections 9(23) & 9(58) concerning cerebrovascular accident;
- revising the factors in subsections 9(24) & 9(59) concerning lesion interrupting the supply of blood to the cochlea of the affected ear;
- revising the factors in subsections 9(25) & 9(60) concerning blunt trauma, penetrating trauma or surgery to the cochlea or auditory nerve of the affected side;
- new factors in subsections 9(26) & 9(61) concerning moderate to severe traumatic brain injury;
- revising the factors in subsections 9(27) & 9(62) concerning benign or malignant neoplasm involving the affected auditory nerve or cochlea;
- revising the factors in subsections 9(28) & 9(63) concerning therapeutic radiation for cancer;
- revising the factors in subsections 9(29) & 9(64) concerning chemical agents;

- new factors in subsections 9(30) & 9(65) concerning cobalt;
- revising the factors in subsections 9(31) & 9(66) concerning smoking;
- new factors in subsections 9(32) & 9(67) concerning second-hand smoke;
- new factors in subsections 9(34) & 9(69) concerning being obese;
- new factors in subsections 9(35) & 9(70) concerning hypertension;
- deleting factors concerning *diphtheria*, *Meniere's disease* and *being vaccinated with the measles-mumps vaccine*;
- new definitions of 'being exposed to second-hand smoke', 'being obese', 'BMI', 'MRCA', 'ototopical medication as specified', 'specified list of autoimmune diseases', 'specified list of bacterial infections', 'specified list of bone diseases', 'specified list of chemical agents', 'specified list of drugs', 'specified list of haematological diseases' and 'VEA' in Schedule 1 - Dictionary;
- revising the definitions of 'dB(A)', 'dB(C)', 'hyperviscosity syndrome', 'pack-years of cigarettes, or the equivalent thereof in other tobacco products', 'relevant service' and 'specified list of viruses' in Schedule 1 - Dictionary; and
- deleting the definitions of 'a course of therapeutic radiation', 'a drug or a drug from a class of drugs from the specified list', 'a specified autoimmune disorder', 'a specified ototopical medication', 'a specified organic solvent', 'alcohol', 'antineoplastic agents as specified', 'meningitis' and 'neurosyphilis'.

### Consultation

8. Prior to determining this Instrument, the Authority advertised its intention to undertake an investigation in relation to **sensorineural hearing loss** in the Government Notices Gazette of 8 May 2018, and circulated a copy of the notice of intention to investigate to a wide range of organisations representing veterans, service personnel and their dependants. The Authority invited submissions from the Repatriation Commission, the Military Rehabilitation and Compensation Commission, organisations and persons referred to in section 196E of the VEA, and any person having expertise in the field. No submissions were received for consideration by the Authority during the investigation.
9. On 7 June 2019, the Authority wrote to organisations representing veterans, service personnel and their dependants regarding the proposed Instrument and the medical-scientific material considered by the Authority. This letter emphasised the deletion of the factors relating to *diphtheria*, *Meniere's disease* and *being vaccinated with the measles-mumps vaccine* from the reasonable hypothesis and balance of probabilities Statements of Principles. The Authority provided an opportunity to the organisations to make representations in relation to the proposed Instrument prior to its determination. No submissions were received for consideration by the Authority. Minor typographical changes were made to the proposed Instrument following this consultation process.

### Human Rights

10. This instrument is compatible with the Human Rights and Freedoms recognised or declared in the International Instruments listed in Section 3 of the *Human Rights (Parliamentary Scrutiny) Act 2011*. A Statement of Compatibility with Human Rights follows.

### **Finalisation of Investigation**

11. The determining of this Instrument finalises the investigation in relation to **sensorineural hearing loss** as advertised in the Government Notices Gazette of 8 May 2018.

### **References**

12. A list of references relating to the above condition is available to any person or organisation referred to in subsection 196E(1)(a) to (c) of the VEA. Any such request must be made in writing to the Repatriation Medical Authority at the following address:

The Registrar  
Repatriation Medical Authority  
GPO Box 1014  
BRISBANE QLD 4001



**Australian Government**  
**Repatriation Medical Authority**

## **Statement of Compatibility with Human Rights**

*(Prepared in accordance with Part 3 of the Human Rights (Parliamentary Scrutiny) Act 2011)*

**Instrument No.:** **Statement of Principles No. 98 of 2019**

**Kind of Injury, Disease or Death:** **Sensorineural hearing loss**

This Legislative Instrument is compatible with the human rights and freedoms recognised or declared in the international instruments listed in section 3 of the *Human Rights (Parliamentary Scrutiny) Act 2011*.

### **Overview of the Legislative Instrument**

1. This Legislative Instrument is determined pursuant to subsection 196B(2) of the *Veterans' Entitlements Act 1986* (the VEA) for the purposes of the VEA and the *Military Rehabilitation and Compensation Act 2004* (the MRCA). Part XIA of the VEA requires the determination of these instruments outlining the factors connecting particular kinds of injury, disease or death with service such being determined solely on the available sound medical-scientific evidence.
2. This Legislative Instrument:-
  - facilitates claimants in making, and the Repatriation Commission in assessing, claims under the VEA and the MRCA respectively, by specifying the circumstances in which medical treatment and compensation can be extended to eligible persons who have sensorineural hearing loss;
  - facilitates the review of such decisions by the Veterans' Review Board and the Administrative Appeals Tribunal;
  - outlines the factors which the current sound medical-scientific evidence indicates must as a minimum exist, before it can be said that a reasonable hypothesis has been raised, connecting sensorineural hearing loss with the circumstances of eligible service rendered by a person, as set out in clause 5 of the Explanatory Statement;
  - replaces Instrument No. 5 of 2011; and
  - reflects developments in the available sound medical-scientific evidence concerning sensorineural hearing loss which have occurred since that earlier instrument was determined.
3. The Instrument is assessed as being a technical instrument which improves the medico-scientific quality of outcomes under the VEA and the MRCA.

### **Human Rights Implications**

4. This Legislative Instrument does not derogate from any human rights. It promotes the human rights of veterans, current and former Defence Force members as well as other persons such as their dependents, including:

- the right to social security (Art 9, *International Covenant on Economic, Social and Cultural Rights*; Art 26, *Convention on the Rights of the Child* and Art 28, *Convention on the Rights of Persons with Disabilities*) by helping to ensure that the qualifying conditions for the benefit are 'reasonable, proportionate and transparent'<sup>1</sup>;
- the right to an adequate standard of living (Art 11, ICSECR; Art 27, CRC and Art 28, CRPD) by facilitating the assessment and determination of social security benefits;
- the right to the enjoyment of the highest attainable standard of physical and mental health (Art 12, ICSECR and Art 25, CRPD), by facilitating the assessment and determination of compensation and benefits in relation to the treatment and rehabilitation of veterans and Defence Force members;
- the rights of persons with disabilities by facilitating the determination of claims relating to treatment and rehabilitation (Art 26, CRPD); and
- ensuring that those rights "will be exercised without discrimination of any kind as to race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status" (Art 2, ICESCR).

### **Conclusion**

This Legislative Instrument is compatible with human rights as it does not derogate from and promotes a number of human rights.

Repatriation Medical Authority

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<sup>1</sup> In General Comment No. 19 (The right to social security), the Committee on Economic, Social and Cultural Rights said (at paragraph 24) this to be one of the elements of ensuring accessibility to social security.