



Australian Government
Repatriation Medical Authority

EXPLANATORY STATEMENT

**STATEMENT OF PRINCIPLES CONCERNING
NON-MELANOTIC MALIGNANT NEOPLASM OF THE SKIN
(BALANCE OF PROBABILITIES) (NO. 8 OF 2016)**

1. This is the Explanatory Statement to the *Statement of Principles concerning non-melanotic malignant neoplasm of the skin (Balance of Probabilities)* (No. 8 of 2016).

Background

2. The Repatriation Medical Authority (the Authority), under subsection 196B(8) of the *Veterans' Entitlements Act 1986* (the VEA), revokes Instrument No. 82 of 2007, as amended, determined under subsections 196B(3) and (8) of the VEA concerning **non-melanotic malignant neoplasm of the skin**.
3. The Authority is of the view that there is sound medical-scientific evidence that indicates that **non-melanotic malignant neoplasm of the skin** and **death from non-melanotic malignant neoplasm of the skin** can be related to particular kinds of service. The Authority has therefore determined pursuant to subsection 196B(3) of the VEA a Statement of Principles concerning **non-melanotic malignant neoplasm of the skin** (Balance of Probabilities) (No. 8 of 2016). This Instrument will in effect replace the revoked 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 exist, and which of those factors must be related to the following kinds of service rendered by a person:
 - eligible war service (other than operational service) under the VEA;
 - defence service (other than hazardous service and British nuclear test defence service) under the VEA;
 - peacetime service under the MRCA,

before it can be said that, on the balance of probabilities, non-melanotic malignant neoplasm of the skin or death from non-melanotic malignant neoplasm of the skin is connected 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 31 October 2012 concerning non-melanotic malignant neoplasm of the skin 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 revoked Instrument. Comparing this Instrument and the revoked Instrument, the differences 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 'non-melanotic malignant neoplasm of the skin' in subsection 7(2);
 - revising the factor in subsection 9(1) concerning 'sunlight exposure';
 - new factor in subsection 9(2) concerning 'ultraviolet radiation exposure from a ultraviolet-emitting tanning device';
 - new factor in subsection 9(3)(a) concerning 'episodes of sunburn', for basal cell carcinoma of the skin only;
 - revising the factor in subsection 9(3)(b) concerning 'ionising radiation', for basal cell carcinoma of the skin only;
 - revising the factor in subsection 9(3)(c) concerning 'a course of therapeutic radiation', for basal cell carcinoma of the skin only;
 - revising the factor in subsection 9(4)(a) concerning 'smoking', for squamous cell carcinoma of the skin only;
 - new factor in subsection 9(4)(b) concerning 'hidradenitis suppurativa', for squamous cell carcinoma of the skin only;
 - new factor in subsection 9(4)(c) concerning 'a BRAF inhibitor', for squamous cell carcinoma of the skin only;
 - new factor in subsection 9(4)(d) concerning 'voriconazole', for squamous cell carcinoma of the skin only;
 - revising the factor in subsection 9(5) concerning 'smoking', for squamous cell carcinoma of the lip only;
 - revising the factor in subsection 9(6) concerning 'cutaneous contact of the affected site with shale oil, untreated or mildly treated mineral oils, or soot', for non-melanotic malignant neoplasm of the scrotum only;
 - revising the factor in subsection 9(7) concerning 'lichen sclerosis', for non-melanotic malignant neoplasm of the skin of the anogenital region only;
 - revising the factor in subsection 9(8) concerning 'persistent infection with an oncogenic human papilloma virus', for squamous cell carcinoma of the anogenital skin only;
 - revising the factor in subsection 9(9) concerning 'phimosis', for non-melanotic malignant neoplasm of the glans penis or prepuce of the penis only;
 - new factor in subsection 9(10) concerning 'Merkel cell polyomavirus', for Merkel cell carcinoma only;
 - revising the factor in subsection 9(11) concerning 'being exposed to arsenic';
 - new factor in subsection 9(12) concerning 'solid organ or bone marrow transplantation';
 - revising the factor in subsection 9(13) concerning 'an immunosuppressive drug';
 - revising the factor in subsection 9(14) concerning 'non-Hodgkin's lymphoma or chronic lymphocytic leukaemia/small lymphocytic lymphoma';
 - revising the factor in subsection 9(15) concerning 'human immunodeficiency virus';
 - new factor in subsection 9(17) concerning 'cutaneous contact with concentrated coal tar distillates';

- revising the factor in subsection 9(18) concerning 'a scar involving the affected site';
- revising the factor in subsection 9(19) concerning 'ulceration involving the affected site';
- new factor in subsection 9(20) concerning 'chronic osteomyelitis, with a cutaneous sinus tract draining to the affected site';
- removing the existing factor concerning 'solar UV exposure factor ratio' as sunlight exposure is covered by the factor in subsection 9(1) concerning 'sunlight or ultraviolet light exposure';
- removing the factor concerning 'agents containing high concentrations of polycyclic aromatic hydrocarbons (PAHs)' as most of the agents are now included in the factor in subsection 9(17) concerning 'cutaneous contact with concentrated coal tar distillates' and the factor in subsection 9(6) concerning 'cutaneous contact of the affected site with shale oil, untreated or mildly treated mineral oils, or soot';
- deleting the factor concerning 'cutaneous contact with paraquat or bipyridine';
- deleting the factor concerning 'cutaneous contact with mustard gas';
- new definitions of 'lip', 'hidradenitis suppurativa', 'MRCA', 'oncogenic human papilloma virus', 'soot', 'untreated or mildly treated mineral oils' and 'VEA' in Schedule 1 - Dictionary;
- revising the definitions of 'being exposed to arsenic as specified', 'immunosuppressive drug', 'pack-years of cigarettes, or the equivalent thereof in other tobacco products' and 'phimosis' in Schedule 1 - Dictionary; and
- deleting the definitions of 'a course of therapeutic radiation', 'agents containing high concentrations of polycyclic aromatic hydrocarbons (PAHs), as specified', 'human papilloma virus', 'paraquat', 'sinus tract', 'solar UV exposure factor ratio' and 'solar UV exposure factor ratio formula'.

Consultation

8. Prior to determining this Instrument, the Authority advertised its intention to undertake an investigation in relation to non-melanotic malignant neoplasm of the skin in the Government Notices Gazette of 31 October 2012, 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, 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 9 October 2015, 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 factors relating to *cutaneous contact with paraquat or bipyridine* and *cutaneous contact with mustard gas*. 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 non-melanotic malignant neoplasm of the skin as advertised in the Government Notices Gazette of 31 October 2012.

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. 8 of 2016**

Kind of Injury, Disease or Death: **Non-melanotic malignant neoplasm of the skin**

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(8) 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 linking 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 non-melanotic malignant neoplasm of the skin;
 - 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 exist before it can be said that, on the balance of probabilities, non-melanotic malignant neoplasm of the skin is connected with the circumstances of eligible service rendered by a person, as set out in clause 5 of the Explanatory Statement;
 - replaces Instrument No. 82 of 2007, as amended; and
 - reflects developments in the available sound medical-scientific evidence concerning non-melanotic malignant neoplasm of the skin 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'¹;
- 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

¹ 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.