



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

**EXPLANATORY STATEMENT**

**STATEMENT OF PRINCIPLES CONCERNING  
GINGIVITIS  
(REASONABLE HYPOTHESIS) (NO. 17 OF 2022)**

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

1. This is the Explanatory Statement to the *Statement of Principles concerning **gingivitis** (Reasonable Hypothesis)* (No. 17 of 2022).

**Background**

2. The Repatriation Medical Authority (the Authority), under subsection 196B(8) of the *Veterans' Entitlements Act 1986* (the VEA), repeals Instrument No. 45 of 2013 (Federal Register of Legislation No. F2013L01121) determined under subsections 196B(2) and (8) of the VEA concerning **gingivitis**.
3. The Authority is of the view that there is sound medical-scientific evidence that indicates that **gingivitis** and **death from gingivitis** 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 **gingivitis** (Reasonable Hypothesis) (No. 17 of 2022). This Instrument will in effect replace the repealed Statement of Principles.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 gingivitis or death from gingivitis, 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 5 January 2021 concerning gingivitis 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 The contents of this Instrument are in similar terms as the repealed Instrument. Comparing this Instrument and the repealed 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 'gingivitis' in subsection 7(2);
- revising the reference to 'ICD-10-AM code' in subsection 7(4);
- revising the factor in subsections 9(1) and 9(22) concerning being prevented from cleaning the teeth, including toothbrushing and interdental cleansing;
- revising the factors in subsections 9(2) and 9(23) concerning having a foreign body embedded in the affected region of the gums, by the inclusion of a note;
- revising the factors in subsections 9(3) and 9(24) concerning having trauma to the affected region of the gums;
- revising the factors in subsections 9(4) and 9(25) concerning having direct exposure of the affected area to an irritant substance, by the inclusion of a note;
- new factors in subsections 9(5) and 9(26) concerning having direct exposure of the affected area to an allergen;
- revising the factors in subsections 9(6) and 9(27) concerning having infection with human immunodeficiency virus;
- revising the factors in subsections 9(7) and 9(28) concerning having chronic renal failure;
- revising the factors in subsections 9(8) and (29) concerning having leukaemia or lymphoma;
- new factors in subsections 9(9) and 9(30) concerning taking a drug that causes neutropenia or agranulocytosis;
- new factors in subsections 9(10) and 9(31) concerning having severe vitamin C deficiency;
- new factors in subsections 9(11) and 9(32) concerning having a solid organ transplant, stem cell transplant or bone marrow transplant;
- revising the factors in subsections 9(13) and 9(34) concerning using the combined oral contraceptive pill;
- revising the factors in subsections 9(14) and 9(35) concerning having an autoimmune or mucocutaneous disease;
- new factors in subsections 9(16) and 9(37) concerning having infection involving the affected region of the gums;
- revising the factors in subsections 9(17) and 9(38) concerning experiencing a category 1A stressor or a category 1B stressor, by the inclusion of a note;
- revising the factors in paragraphs 9(18)(a) and 9(39)(a) concerning having severe malnutrition, for acute necrotising ulcerative gingivitis only;
- revising the factors in paragraphs 9(18)(b) and 9(39)(b) concerning having smoked tobacco products, for acute necrotising ulcerative gingivitis only;
- new factors in paragraphs 9(18)(c) and 9(39)(c) concerning experiencing a category 2 stressor, for acute necrotising ulcerative gingivitis only;
- revising the factors in subsections 9(20) and 9(41) concerning having drug-induced gingival overgrowth;

- new factors in subsections 9(21) and 9(42) concerning being obese;
- deleting factors concerning having an oral piercing adjacent to the affected region of the gums;
- new definitions of 'allergen', 'being obese', 'BMI', 'category 2 stressor', 'chronic renal failure', 'combined oral contraceptive pill as specified', 'MRCA', 'one pack-year', 'severe vitamin C deficiency', 'significant other', 'specified list of autoimmune or mucocutaneous diseases' and 'VEA' in Schedule 1 - Dictionary;
- revising the definitions of 'acute necrotising ulcerative gingivitis', 'category 1A stressor', 'category 1B stressor', 'corpse', 'eyewitness', 'irritant substance', 'relevant service' and 'trauma to the affected region of the gums' in Schedule 1 - Dictionary; and
- deleting the definitions of 'a foreign body', 'a nutritional deficiency', 'an autoimmune and mucocutaneous disease from the specified list', 'an oral piercing', 'combined oral contraceptive pill' and 'pack-years of cigarettes, or the equivalent thereof in other tobacco products'.

### **Consultation**

8. Prior to determining this Instrument, the Authority advertised its intention to undertake an investigation in relation to gingivitis in the Government Notices Gazette of 5 January 2021, 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 in relation to the investigation.
9. On 10 September 2021, 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 *having an oral piercing adjacent to the affected region of the gums for a continuous period of at least the six months before the clinical onset/worsening of gingivitis*. 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 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 gingivitis as advertised in the Government Notices Gazette of 5 January 2021.

### **References**

12. A list of references relating to the above condition is available on the Authority's website at: [www.rma.gov.au](http://www.rma.gov.au). Any other document referred to in this Statement of

Principles is available on request to the Repatriation Medical Authority at the following address:

Email: [info@rma.gov.au](mailto:info@rma.gov.au)

Post: 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. 17 of 2022**

**Kind of Injury, Disease or Death:** **Gingivitis**

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 and the Military Rehabilitation and Compensation 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 gingivitis;
  - 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 gingivitis with the circumstances of eligible service rendered by a person, as set out in clause 5 of the Explanatory Statement;
  - replaces Instrument No. 45 of 2013; and
  - reflects developments in the available sound medical-scientific evidence concerning gingivitis 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, ICESCR; 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, ICESCR 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.