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9 <b>74.</b> 90 E55 1968b	N.J. Workmen's Compensation Law Study Commission. Recommendations of Commissioner Albert K. Plone.	1968 <i>.</i>
9 <b>74.</b> 90 E55 1968	N.J. Workmen's Compensation Law Study Commission. ReportJuly, 1968. Trenton, 1968.	

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# [SECOND OFFICIAL COPY REPRINT] SENATE, No. 3362

# STATE OF NEW JERSEY

### INTRODUCED JUNE 21, 1979

### By Senator BEDELL

Referred to Committee on Labor, Industry and Professions

An Act concerning workers' compensation for certain noise induced occupational hearing loss and supplementing chapter 15 of Title 34 of the Revised Statutes.

- 1 Be it enacted by the Senate and General Assembly of the State 2 of New Jersey:
- 1. Compensation for noise induced occupational loss of hearing
- 2 which constitutes an occupational disease shall be paid only as
- 3 provided in this act. All provisions of chapter 15 of Title 34 of the
- 4 Revised Statutes applicable to claims for injury by accident, shall
- 5 apply to compensable occupational hearing loss, except to the extent
- 6 that they are inconsistent with the provisions of this act.
- 1 2. As used in this act:
- 2 a. "Noise induced occupational hearing loss" means a perma-
- 3 nent bilateral loss of hearing acuity of the sensorineural type due
- 4 to prolonged, habitual exposure to hazardous noise in employment.
- 5 For purposes of this supplementary act, sudden hearing loss
- 6 resulting from a single, short noise exposure, such as an explosion,
- 7 shall not be considered an occupational disease but shall be con-
- 8 sidered as an injury by accident. \*\*Exceptional cases of sensori-
- 8A neural hearing loss can be considered occupational hearing loss
- 8B providing it can be established that the cause was short term ex-8c posures to high intensity noise levels.\*\*
- 9 b. "Sensorineural hearing loss" means a loss of hearing acuity
- 10 due to damage to the inner ear which can result from numerous
- 11 causes, as distinguished from conductive hearing loss which
- 12 results from disease or injury involving the middle ear or outer
- 13 ear or both and which is not caused by prolonged exposure to noise.
- 14 c. "Prolonged exposure" means exposure to hazardous noise in
- 15 employment for a period of at least 1 year.

EXPLANATION—Matter enclosed in bold-faced brackets [thus] in the above bill is not enacted and is intended to be omitted in the law.

- 16 d. "Habitual exposure" means exposure to noise exceeding the
- 17 allowable daily dose, at least 3 days each week, for at least 40
- 18 weeks each year.
- e. "Hazardous noise" means noise which exceeds the permissible 19
- 20 daily exposure to the corresponding noise level as shown in the
- 21following table:

	Noise Level (dBA)	Permissible Daily Exposure
<b>22</b>	90	8 hours
23	95	4 hours
24	100	2 hours
25	105	1 hour
26	110	30 minutes
27	115	15 minutes

- 28 f. "Hearing threshold level" means the lowest decibel sound **2**9 which may be heard on the audiometer 50% of the times presented 30 during audiometric testing.
- 3. a. \*\* For purposes of determining the degree of hearing loss 1
- 2 for awarding compensation for noise induced occupational hearing
- 3 loss, the average hearing threshold for each ear shall be determined
- \*[be] \* \*by\* adding the hearing thresholds for the four frequencies
- 500, 1,000, 2,000, and 3,000 Hertz and dividing that sum by four. The
- percentage of disability shall be calculated from the better ear. 6
- If more than one audiogram is introduced for evaluation of dis-
- ability, only that audiogram showing the lowest (best) average threshold shall be used to fix disability.]\*\* \*\*For purposes of
- 9A determining the degree of hearing loss for awarding compensation
- 9B for noise induced occupational hearing loss, the average hearing
- 9c threshold for each ear shall be determined by adding the hearing
- 9D thresholds (ANSI) for the three frequencies 1,000, 2,000 and 3,000
- 9E Hertz and dividing that sum by three. To determine the binaural
- 9<sub>F</sub> disability, subtract the 30dB (low fence) from the obtained average
- 9G in each ear. This decibel amount is then multipled by 1.5% for each
- 9H ear. Then multiply the smaller percentage (the better ear) by 5
- 91 and add the larger number (the poorer ear) and divide the resulting
- 95 number by 6. This resulting number is the percentage of binaural
- 9k hearing disability to be used pursuant to the provisions of section 9
- 9L of this act.\*\*

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- 10 b. If the better ear has a hearing loss of 30 dB or less as
- measured from O dB on an audiometer calibrated to ANSI **1**1
- S3.6—1969 American National Standard "Specifications for Audio-12
- meters," or 20 dB or less as measured on an audiometer calibrated
- to ASA-Z 24.5—1951 "American Standard Specifications for Pure-14
- Tone Audiometers for Screening Purposes," the hearing loss shall 15
- not be compensable. \*\*If the audiogram is performed on an ASA

16A calibrated audiometer, the hearing threshold level must be con-16B verted to ANSI calibration levels.\*\*

- 17 \*\* [c. If the hearing loss in the better ear is 31 dB or more (ANSI)
- 18 or 21 dB or more (ASA), measured from O dB the percentage of
- 19 disability is shown in the following table:

	Hearing Thresh Level (ANSI			ent Hear Pisability		learing Leve	g Threl (AS	
20	More Than 30 t	hrough	36 dB	5%	More Tha	n 20 th	rough	26dB
21	More Than 36	"	41	10	More Tha	n 26	"	31
22	More Than 41	"	46	15	More Tha	n 31	"	36
23	More Than 46	"	51	25	More Tha	n 36	"	41
<b>24</b>	More Than 51	"	56	35	More Tha	n 41	"	<b>4</b> 6
25	More Than 56	"	61	50	More Tha	n 46	"	51
26	More Than 61	"	71	<b>7</b> 0	More Tha	n 51	"	61
<b>27</b>	More Than 71	"	80	90	More Tha	n 61	"	70
28		$\mathbf{over}$	80	100			over	70]**

- 4. a. Where hearing loss measurement is practicable, an em
- 2 ployer shall be liable for the hearing loss of an employee to which
- 3 his employment has contributed. If previous occupational hearing
- 4 loss or hearing loss from nonoccupational causes is established by
- 5 competent evidence, including the results of a \*\* [pre-employ-
- 6 ment \*\* \*\* placement \*\* audiogram, the employer shall not be liable
- 7 for the hearing loss so established whether or not compensation has
- 8 previously been paid or awarded, and shall be liable only for the
- 9 difference between the percentage of disability determined as of
- 10 the date of disability, as herein defined and the percentage of
- 11 disability established by the \*\*\*[pre-employment]\*\* \*\*\*placement\*\*
  11A audiogram.
- b. An employer may require an employee to undergo audio-
- 13 metric testing at the expense of the employer at the time of term-
- 14 ination of employment. The employer shall be required to notify
- 15 the employee, in writing, of this requirement and the penalty, as
- 16 provided herein, for noncompliance with such requirement at or
- 17 before the employee's termination date. In the event of refusal or
- 18 failure by the employee to undergo audiometric testing within 60
- 19 days after receipt of written notice of the scheduling of such test
- 20 by the employer, the employee shall be penalized by losing any
- 21 right to compensation as granted by this act, unless such failure is
- 22 due to a legitimate reason as determined by the division.
- 23 c. Any employee who undergoes audiometric testing at the
- 24 direction of an employer may request, within 2 weeks of such
- 25 testing, a copy and brief explanation of the results which shall be
- 26 provided to him within 2 weeks of said request.

- 27 d. For purposes of verifying the degree of hearing loss for
- 28 awarding compensation, an employee may introduce audiometric
- 29 test results obtained within 30 days after employer testing at his
- 30 own expense from any individual approved for performing hearing
- 31 tests pursuant to section 7.
- 1 \*5. A judge or referee of compensation shall have the discretion
- 2 to order further audiometric testing if there is any suspicion of
- 3 fraud or any question of reliability in the administration of the
- 4 testing provided for by sections 3 and 4 of this act.\*
- 1 \*[5.]\* \*6.\* In any evaluation of occupational hearing loss, only
- 2 hearing levels at frequencies of \*\* [500,] \*\* 1,000, 2,000, and 3,000
- 3 Hertz shall be considered.
- 1 \*[6.]\* \*7.\* Hearing levels shall be determined at all times by
- 2 using puretone air-conduction audiometric instruments calibrated
- 3 in accordance with American National Standard ANSI S3.6-1969-
- 4 R 1973 and ANSI S3.13-1972 and performed in an environment as
- 5 prescribed by American National Standard S3.1-1960 R 1971
- 6 (American Standard Criteria for Background Noise in Audio-
- 7 meter Rooms). To measure permanent hearing loss, hearing tests
- shall be performed after at least 16 hours absence from exposure
- 9 to hazardous noise. The calibration of an audiometric instrument
- 10 used to measure permanent hearing loss shall have been performed
- 11 within 1 year of the time of the hearing examination, to assure that
- 12 the audiometer is within the tolerances permitted by the ANSI
- 13 standards.
- 1 \*[7.]\* \*8.\* All hearing tests shall be performed by a person at
- 2 the level of a certified audiometric technician or above; an indi-
- 3 vidual who meets the training requirements specified by the Inter-
- 4 society Committee on Audiometric Technician Training (American
- 5 Industrial Hygiene Association Journal 27:303-304, May-June
- 6 1966) and the State Department of Health. If hearing loss is dem-
- 7 onstrated, an employee shall be referred for audiologic evaluation
- 8 by a certified audiologist holding a certificate of clinical compe-
- 9 tence issued by the American Speech and Hearing Association or
- 10 its equivalent or a physician certified by the American Board of
- 11 Otolaryngology.
- 1 \*[8.]\* \*9.\* There shall be payable for total hearing loss 200
- 2 weeks of compensation. Partial disability compensation shall be
- 3 paid for such periods as are proportionate to the relation which
- 4 the calculated percentage loss bears to 100% hearing loss and shall
- 5 be paid at the weekly compensation rate provided in R. S. 34:15-12c.
- 6 or any amendments thereto.
- 1 \*[9.]\* \*10.\* Time limitations for the filing of claims for compen-
- 2 sation for occupational hearing loss shall be in accordance with

3 time limitations for the filing of claims for compensation for com-4 pensable occupational disease set forth in R. S. 34:15-34.

\*[10.]\*\*11.\* No claims for compensation for occupational hearing loss shall be filed until after \*[10]\*\*4\* full consecutive calendar weeks have elapsed since removal from exposure to hazardous noise in employment. \*Removal from exposure to hazardous noise in employment may be achieved by use of effective ear protection devices.\* The last day of such exposure shall be the date of disability.

\*[11.]\* \*12.\* No reduction in award for hearing loss shall be made if the ability of the employee to understand speech is improved by the use of a hearing aid. \*[The employer shall not be obligated to furnish such hearing aids, including accessories and replacement, in cases of occupational loss of hearing.]\*

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\*[12.]\* \*13.\* No compensation shall be payable for loss of hearing caused by hazardous noise after the effective date of this act if an employer can properly document that despite \*repeated\* warnings, an employee \*[has failed]\* \*willfully fails\* to properly and effectively utilize suitable protective device or devices provided by the employer capable of diminishing loss of hearing due to occupational exposure to hazardous noise.

1 \*14. On or before July 1, 1981, the Commissioner of Labor and Industry shall submit an accounting of the overall experience with 2 this act to the appropriate legislative committees and leadership of both Houses of the Legislature. The Commissioner of Labor and Industry shall specifically report in detail the degree of success changes herein have achieved in increasing awards to workers with 6 serious hearing losses and in standardizing the evaluation of occupational hearing loss. The commissioner shall also prepare a 9 monthly analysis of all claims handled in the State. The analysis shall be available to interested parties and shall include each hear-10 ing loss claim filed and each claim settled during the month of his 11 report. The commissioner's monthly report shall include specific 12details of the final disposition of claims including the nature and 13 14 extent of disability, the amount awarded in the judgments to the 15 petitioner, his attorneys and doctors and his witnesses.\*

\*[13.]\* \*15.\* This act shall take effect on the sixtieth day after its enactment and, where practicable, shall apply to all actions instituted thereafter, and to all proceedings taken subsequent thereto in all actions pending on such effective date; except that judgments theretofore entered or awards theretofore made pursuant to law from which no appeal is pending on such effective date,]\* shall not be affected by this act.

#### STATEMENT

The purpose of this bill is to provide for the uniform evaluation of occupational hearing loss and for a uniform schedule of compensation payments for such loss.

The provisions of this bill are intended to provide an element of fairness to all parties concerned. The language of the bill is explicit so that employees who have incurred occupational hearing loss may be paid expeditiously with a minimum of administrative procedure and without recourse to time-consuming litigation. Token awards for minimal hearing loss have been eliminated but awards to employees incurring major losses have been increased. For the first time, the method of measuring hearing loss has been standardized. To encourage the hiring of applicants with impaired hearing and to encourage employers to protect employees' hearing, a provision has been inserted to relieve an employer of liability for an employee's hearing loss that existed prior to his being hired. A provision for audiometric testing at the inception and termination of employment defines the employer's liability and informs the employee of any hearing loss that has occurred. Moreover, the employee is given the opportunity to introduce independent test results for purposes of verifying the extent of his hearing loss.

53362 (1779)

# SENATE LABOR, INDUSTRY AND PROFESSIONS COMMITTEE AND ASSEMBLY LABOR COMMITTEE

JOINT STATEMENT TO

SENATE, No. 3362

### ASSEMBLY, No. 3071

with Senate committee amendments and Assembly committee amendments

## STATE OF NEW JERSEY

DATED: NOVEMBER 13, 1979

New Jersey is one of the few remaining states that has no specific legislation or guidelines for compensating employees for occupational hearing loss. This has created considerable confusion and wide disparity in awards.

The purpose of this legislation is to encourage prevention of occupational hearing impairment insofar as possible and to provide proper compensation when it does occur. It simplifies and standardizes the method of determining the percent of hearing disability and increases the amount of compensation for substantial hearing losses, minimizing or excluding compensation to those with a lesser degree of hearing impairment. It should also make hearing loss of greater concern to management and labor.

Occupational hearing loss is a disease that damages only the nerve of hearing in the inner ear. It does not damage the outer ear or the middle ear. It takes a long time for occupational hearing loss to develop since the ear has excellent recuperative qualities and can withstand a great deal of exposure to loud noises before it shows permanent damage. In the bill, the term "habitual" is used in order to incorporate the concept of day in and day out exposure rather than an occasional one.

Exposure to excessive occupational noise never produces sudden deafness. When deafness due to noise occurs suddenly in either one or both ears it is most always the result of an accident or explosion and it is called acoustic trauma, not occupational hearing loss. Such a condition is not compensated for in this legislation but falls under the present provisions of the workers' compensation act for accidental injuries.

Occupational hearing loss, like most other diseases, has certain discernible characteristics. For instance, the hearing impairment occurs gradually over a period of years and, in most cases, it affects both ears equally or almost equally. A substantial hearing impairment in one ear and none in the other is ordinarily not due to industrial noise exposure. One-sided impairment can be caused by disease or damage in the outer or middle ear and is called a conductive hearing loss. There can also be a one-sided impairment which is a sensorineural hearing loss, but which results from viral infections, drugs, vascular disorders and numerous factors other than noise.

Industrial noises affect a certain range of frequencies (pitch) in the ear much earlier than they do other frequencies. For instance, the frequency areas between 3000 and 6000 cycles per second are affected first in almost all instances before the lower frequencies and highest frequencies are affected.

The human ear is extremely sensitive and has a great deal of built-in reserve. For instance, it can hear extremely weak sounds of the softest whispers. Most people normally speak much louder than this. For this reason, a hearing handicap is not noticed until there is difficulty in hearing everyday speech, which occurs roughly between 25 and 35 decibels. It is for this reason that compensation is not paid for hearing losses below these approximate levels. It is also well known that with mild hearing losses the handicap is not so dramatic, but in very marked hearing losses the degree of handicap increases rapidly in severity. It is for this reason that proportionately greater compensation should be paid to individuals with substantial hearing loss.

The hearing test must enable the tester to determine the accuracy of the responses. This places a great deal of responsibility upon the administration of hearing tests. It is for this reason that hearing test equipment and the room in which the test is performed must comply with standards established by the American National Standards Institute. The room must be quiet to a specified degree and the testing technique must follow a specified procedure so that it can be duplicated anywhere in the country.

Training and certification of the audiometric technician are required in the bill to assure that qualified persons are conducting proper hearing tests. Certification of technicians is accomplished through a nationally recognized certification body.

The bill's formula makes it easier to calculate the amount of hearing handicap since all that is necessary is to average the decibel levels at the frequencies 500, 1000, 2000 and 3000 cycles in the better ear and to refer to a chart which directly specifies how much hearing handicap is present.

The mobility of workers and the multiplicity of today's employment exposures is recognized in section 4(a) of the bill. While a number of workers will have spent their entire working years in one establishment, a greater number will have changed jobs several times for a variety of reasons, economic and otherwise. Therefore, to the extent an individual with hearing loss obtains new employment, it is believed to be inequitable that a total liability for all hearing loss wherever incurred should be attributable to the last employer. Thus section 4(a) of the proposed legislation specifically provides for a method of ascertaining previous hearing loss and holds that the current employer is only liable for hearing losses directly resulting from the most recent employment.

Section 13 in the amended bill places a responsibility on the employee to observe noise prevention practices in order to avoid harm. An employee who continuously fails to utilize suitable protective devices furnished by the employer is irresponsibly causing potential impairment.

The lack of specific provisions in the workers' compensation act itself for establishing occupational hearing loss liability emphasizes the paramount importance of this legislation. Currently, determinations often vary from jurisdiction to jurisdiction within the State. The current practices stem from case law, which is based on subjective individual cases.

The committee adopted a series of amendments, many of which were at the urging of the State AFL-CIO. A new section was added to clearly give a workers' compensation judge or referee the opportunity to order further audiometric tests if he or she is not satisfied with the reliability of previously introduced test results.

The waiting period for claim filing (which is designed to assist in determining the temporary or permanent nature of the hearing loss) was reduced from 10 to 4 weeks. Moreover, the language has been clarified to allow claims where removal of the worker from exposure is accomplished through the use of effective ear protection devices. Such use will hopefully prevent further damage if permanent injury appears likely. Retirement or job termination, therefore, will not be the only means of establishing eligibility for benefits.

The committee further amended the bill to delete the provision that employers not be obligated to furnish hearing aids. In keeping with the theory that only a worker's willful and reckless disregard for his own safety should bar recovery, the committee amended the employee responsibility section of the bill to provide that hearing loss will not be compensable if an employer can properly document that despite repeated warnings, an employee willfully fails to use effective and suitable protective devices provided by the employer.

### STATE OF NEW JERSEY

EXECUTIVE DEPARTMENT

January 7, 1980

SENATE BILL NO. 3362 (OCR)

To the Senate:

Pursuant to Article V, Section I, Paragraph 14(b) of the Constitution, I herewith return Senate Bill No. 3362 (OCR) with my objection, for reconsideration.

I have carefully studied the subject legislation which seeks to provide more exact standards and definitions of noise induced occupational hearing loss and to increase the benefits for certain forms thereof. By defining noise induced occupational hearing loss in terms of bilateral loss of hearing acuity only after a prolonged and habitual exposure to hazardous noise in employment this legislation has raised substantive medical questions about which there is much difference. Some contend earnestly that, for example, an operator of a pneumatic drill working in a closely-confined space, might well experience an occupational hearing loss in less than forty weeks not of a traumatic nature and further that persons of unusual occupational callings might suffer an occupational hearing loss in one ear. There is also dispute with respect to the fence of 30 decibels established in the legislation. Respected scientific bodies have chosen higher or lower fences.

Finally, I am concerned that for determining the degree of hearing loss for awarding compensation under the bill, the average hearing threshold for each ear shall be determined by adding the hearing thresholds for the four frequencies, 500, 1,000, 2,000 and 3,000 hertz and dividing that sum by 4. My concern is that occupational hearing loss rarely affects the lower ranges of hearing and the ranges of 2,000 and 3,000 are the ranges of common speech, particularly the discerning of consonants.

Accordingly, I am recommending changes in the bill to overcome these objections. The fence of 30 decibels will be reasonable if the formula is adjusted as I recommend. These recommendations may not solve all future problems, but the Legislature has wisely provided for an 18 month study period

### STATE OF NEW JERSEY EXECUTIVE DEPARTMENT

page two

to report back on any deficiencies.

Accordingly, I herewith return Senate Bill No. 3362 (OCR) for reconsideration and recommend that it be amended as follows:

Pa ge	Sec.	Line	
1	2	8	After "accident." insert "Exceptional cases of
			sensorineural hearing loss can be considered
			occupational hearing loss providing it can be
			established that the cause was short term ex-
			posures to high intensity noise levels."
2	3	1-9	Omit entirely
2	3	after 1	Insert new subsection a. as follows:

"a. For purposes of determining the degree of hearing loss for awarding compensation for noise induced occupational hearing loss, the average hearing threshold for each ear shall be determined by adding the hearing thresholds (ANSI) for the three frequencies 1,000, 2,000 and 3,000 hertz and dividing that sum by three. To determine the binaural disability, subtract the 30dB (low fence) from the obtained average in each ear. This decibel amount is then multiplied by 1.5% for each ear. Then multiply the smaller percentage (the better ear) by 5 and add the larger number (the poorer ear) and divide the resulting number by 6. This resulting number is the percentage of binaural hearing disability to be used pursuant to the provisions of section 9 of this act."

## STATE OF NEW JERSEY EXECUTIVE DEPARTMENT

### page three

Pa ge	Sec.	Line	
2	3	16	After "compensable." insert "If the audiogram is
			performed on an ASA calibrated audiometer, the
			hearing threshold level must be converted to
			ANSI calibration levels."
2	3	17-28	Omit entirely
3	4	5	After "a" omit "pre-employment" insert "placement"
3	4	11	Omit "pre-employment" insert "placement"
3	6	2	Omit "500"

Respectfully,
/s/ Brendan Byrne
GOVERNOR

[seal]

Attest:

Harold L. Hodes

CHIEF OF STAFF, SECRETARY

- -- A slightly less strict definition of compensable heart injuries has been adopted.
- -- Travel by a policeman or fireman in responding to an emergency has been included as being in the course of employment, and thus compensable.
- -- The period in which an employer may offer a settlement has been limited to six months after notification, final medical treatment or return to work (whichever is later), rather than up to the final hearing date.

The bill takes effect immediately.

S-3362 provides for a uniform evaluation of occupational hearing loss and for a uniform schedule of compensation payments for such loss.

Signing the bill, the Governor said, "This legislation has been the purpose of encouraging the prevention of occupational hearing impairment insofar as possible and to provide proper compensation when it does occur."

Governor Byrne conditionally vetoed the bill on January 7, recommending several changes to better define hearing loss.

####