Forensic Science Queensland Bill 2023

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FORENSIC SCIENCE QUEENSLAND BILL 2023 INQUIRY - Forensic Toxicology related Matters.

<u>Statement of Compatibility</u>
Part 3, section 38 of the Human Rights Act (HRA) 2019 requires the Member or Minister prepare a Forensic Science Queensland Bill 2023 Statement of Compatibility. Compatibility is a binary concept, and the Member or Minister must come to a clear conclusion (in their own opinion) about the compatibility of the measure, provision or Bill. This lapse of impartiality suggests a high methodology risk factor for mis-intentioning compatibility legislation for management of the Act purposes rather than Human Rights provisions. A practice of deliberate not incidental robust peer reviewing of all legislation compatibility statements in the future, (a normal academic practice) would ensure the highest of standards. [1]

When provisions of the Transport Operations (Road Use Management) Act 1995 -TORUM, which has no HRA Statement of Compatibility but rather only one certificate for limited amendments, interact/interlock with the Forensic Science Queensland Bill 2023 which has a Statement of Compatibility is a legal deficiency created under the HRA? [2]

Since the enactment of the HRA in 2019, consistency in standards of Statements of Compatibilities has been varied. Templates have been provided for learning but the quality of some statements is questionable. Differences between the TORUM certificate and other legislation makes it appear lacklustre in rights by comparison. Yet every consumer of Qld's regime deserves equality before the law. [3] [4]

<u>Forensic Science Queensland Advisory Council</u>
Equality before the law is an interesting concept. In the current victim of crime climate there are missed opportunities for impartiality with the lack of mention of Self Representing or Undefended Court Users (SRUCU) or any representation of the wrongfully convicted as advisory members, these citizens are largely 'victims of courts' hence their systematic usefulness. Until a national Crime Cases Review Commission is created there is little to no systemic advocacy of judicial processes but academics openly suggest Chamberlain, Folbigg and Mallard are just scratching the surface of the numbers of Australia's wrongfully convicted. [5] [6] [7]

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[1] Human Rights Act 2019 - Queensland Legislation - Queensland Government
https://www.legislation.qld.gov.au/view/html/inforce/current/act-2019-005
[2] Transport Operations (Road Use Management) Act 1995 - Queensland Legislation - Queensland Government
https://www.legislation.qld.gov.au/view/html/inforce/current/act-1995-009
[3] Forensic Science Queensland Bill 2023 Statement of Compatibility Prepared in accordance with part 3 of the Human Rights Act 2019
https://documents.parliament.qld.gov.au/tp/2023/5723T2027-142E.pdf
[4] statement-of-compatibility-template.docx
https://www.forgov.qld.gov.au/__data/assets/word_doc/0023/183443/statement-of-compatibility-template.docx
[5] Independent Ministerial Advisory Council | Department of Justice and Attorney-General
https://www.justice.qld.gov.au/about-us/services/independent-ministerial-advisory-council
[6] Miscarriages of Justice in Australia: Unfinished Business By Michael Kirby, AC CMG, Global Journal of Management and Business Research: G Interdisciplinary Volume 21 Issue 3 Version 1.0 Year 2021 Type: Double Blind Peer Reviewed International Research Journal Publisher: Global Journals Online ISSN: 2249-4588 & Print ISSN: 0975-5853
https://globa journals.org/GJMBR_Volume21/1-Miscarriages-of-Justice-in-Australia.pdf
[7] Hamer, David --- "Wrongful Convictions, Appeals, and the Finality Principle: The Need for a Criminal Cases Review Commission" [2014] UNSWLawJl 12; (2014) 37(1) UNSW Law Journal 270
http://classic.austlii.edu.au/au/journals/UNSWLawJl/2014/12.html

Forensic Service Quality and Integrity

There is little legal sunlight in Qld Magistrates Court traffic matters. As discussed the TORUM, a financially conflicted regime, has little to no HRA lens whilst being the largest sentencing court in the state with the highest numbers of SRUCU, out stripping professional legal representation. Duty lawyers are not available to these defendants and have not been for many years. The court has an uncomfortable reliance on QPS prosecutions.

Number of defendants finalised for a charge/s pursuant to *Transport Operations (Road Use Management) Act 1995* at specified Queensland Courts by court, legal representation, indigenous status and year for the period 1 July 2017 to 30 June 2022

Court	Legal representation	Indigenous status	2017-18 No. of defendants	2017-18 % of defendants	2018-19 No. of defendants	2018-19 % of defendants	2019-20 No. of defendants	2019-20 % of defendants	2020-21 No. of defendants	2020-21 % of defendants	2021-22 No. of defendants	2021-22 % of defendants
Magistrates Court	Yes	Yes	4,302	8.24%	4,496	8.40%	3,676	8.63%	5,807	11.05%	4,943	10.95%
	Yes	No	15,903	30.33%	17,057	31.78%	14,085	32.99%	18,668	35.29%	15,814	34.89%
	Yes	Unknown	285	0.55%	251	0.45%	184	0.41%	210	0.40%	171	0.38%
	Yes Total		20,490	39.11%	21,804	40.63%	17,945	42.03%	24,685	46.74%	20,928	46.22%
	No	Yes	1,272	2.46%	1,396	2.62%	1,071	2.53%	1,521	2.90%	1,190	2.66%
	No	No	29,301	56.62%	29,350	55.24%	22,872	54.06%	25,970	49.60%	22,594	50.43%
	No	Unknown	673	1.27%	524	0.94%	249	0.57%	183	0.35%	133	0.29%
	No Total		31,246	60.35%	31,270	58.80%	24,192	57.16%	27,674	52.84%	23,917	53.38%
	Unknown	Yes	0	0.00%	0	0.00%	0	0.00%	0	0.00%	7	0.02%
	Unknown	No	0	0.00%	0	0.00%	0	0.00%	0	0.00%	<5	0.00%
	Unknown Total		0	0.00%	0	0.00%	0	0.00%	0	0.00%	8	0.02%
Magistrates Court Total			51,736	99.46%	53,074	99.43%	42,137	99.18%	52,359	99.58%	44,853	99.62%
District Court	Yes	Yes	43	0.08%	39	0.07%	46	0.11%	25	0.05%	19	0.04%
	Yes	No	130	0.25%	174	0.33%	184	0.44%	125	0.24%	95	0.21%
	Yes	Unknown	<5	0.01%	<5	0.01%	<5	0.00%	<5	0.01%	<5	0.01%
	Yes Total		176	0.34%	216	0.41%	231	0.55%	153	0.29%	117	0.26%
	No	No	<5	0.00%	<5	0.00%	0	0.00%	0	0.00%	0	0.00%
	No Total		<5	0.00%	<5	0.00%	0	0.00%	0	0.00%	0	0.00%
	Unknown	Yes	15	0.03%	<5	0.01%	9	0.02%	11	0.01%	5	0.01%
	Unknown	No	13	0.03%	6	0.01%	18	0.04%	11	0.02%	8	0.02%
	Unknown Total		28	0.05%	10	0.02%	27	0.06%	15	0.03%	13	0.03%
District Court Total			205	0.40%	227	0.43%	258	0.62%	168	0.32%	130	0.29%
Supreme Court	Yes	Yes	<5	0.00%	<5	0.01%	6	0.01%	<5	0.00%	<5	0.01%
	Yes	No	58	0.11%	59	0.11%	72	0.17%	37	0.07%	31	0.07%
	Yes	Unknown	<5	0.00%	<5	0.00%	0	0.00%	0	0.00%	0	0.00%
	Yes Total		62	0.12%	64	0.12%	78	0.19%	39	0.07%	35	0.08%
	No	No	0	0.00%	0	0.00%	<5	0.00%	0	0.00%	0	0.00%
	No Total		0	0.00%	0	0.00%	<5	0.00%	0	0.00%	0	0.00%
	Unknown	Yes	0	0.00%	0	0.00%	0	0.00%	<5	0.01%	0	0.00%
	Unknown	No	9	0.02%	8	0.02%	5	0.01%	7	0.01%	6	0.01%
	Unknown Total		9	0.02%	8	0.02%	5	0.01%	10	0.02%	6	0.01%
Supreme Court Total			71	0.14%	72	0.14%	84	0.20%	49	0.09%	41	0.09%
Grand Total			52,012	100.00%	53,373	100.00%	42,479	100.00%	52,576	100.00%	45,024	100.00%

Source: Queensland Wide Inter-linked Courts (QWIC)
Date prepared: 20 February 2023
Notes:
1. As there is no unique identifier enabling the identification and subsequent reporting of unique defendants, defendants have been identified based on the national Report on Government Services counting methodology, i.e. same surname, first name, date of birth and date the offence was registered within QWIC.
2. Although it is considered that the data does not contain information about an individual whose identity is apparent or whose identity could be reasonably ascertained, small numbers have been replaced with '< 5' to reduce the risk of possible identification of an individual.
3. The QWIC system is a "live" operational system in which records are updated as the status of court matters change (for example, a defendant being resentenced as a result of a Court of Appeal decision) and/or input errors are detected and rectified. This constant updating and data verification may result in a slight variance of figures over time.

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Fig.1 Self Representation vs Legal Representation (QWIC)

Both the TORUM's Forensic Toxicology laboratory and RBT processes require independent auditing and reviewing by the Auditor General for maintenance of public confidence. In 2008 a US state Supreme court-ordered an audit of the source code that powers a breathalyser machine uncovering serious bugs and technical deficiencies. The professional code reviewers contended that the software was far below industry standards for quality and that it contained programming errors. The results of this review raised serious questions about the viability of such devices as law enforcement tools. State labs and police departments around the country managing breath test programs operate with little oversight meaning systemic problems rarely come to light.

"Large-scale mistakes have sweeping consequences. Massachusetts had to toss out every breath test for eight years. More than 28,000 people were convicted based on flawed tests, and other drivers who were likely guilty were let off because their tests were inadmissible. In New Jersey, more than 13,000 drivers convicted with flawed tests were able to seek to have their cases retried". [8] [9] [10] [11]

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[8] These Machines Can Put You in Jail. Don't Trust Them. Alcohol breath tests, a linchpin of the criminal justice system, are often unreliable, a Times investigation found. By Stacy Cowley and Jessica Silver-Greenberg Nov. 3, 2019
https://www.nytimes.com/2019/11/03/business/drunk-driving-breathalyzer.amp.html

[9] Missouri Supreme Court's State v. Chun, 194 N.J. 54 | Casetext Search + Citator
https://casetext.com/case/state-v-chun-12

[10] "Discovery of Breathalyzer Source Code in DUI Prosecutions" by Aurora J. Wilson
https://digitalcommons.law.uw.edu/wjlta/vol7/iss2/5/mg

[11] Breathalyzer source code must be disclosed | ZDNET
https://www.zdnet.com/article/breathalyzer-source-code-must-be-disclosed/

*"Security expert Bruce Schneier characterises the situation as "an excellent lesson in the security problems inherent in trusting **proprietary software.** This is important. As we become more and more dependent on software for evidentiary and other legal applications, we need to be able to carefully examine that software for accuracy, reliability, etc," he wrote. "Every government contract for breath alcohol detectors needs to include the requirement for **public source code**.*" [12] [13]

Possession, Custody and Control comes into question when digital evidentiary devices are absent contractual agreements granting the State proprietary rights to the code. Any modifications made to code after the breathalyser machines are certified for use by the state--would mean the device's output could not be used in court. The breathalyser manufacturer maintained that the system was perfect, and that revealing the source code would be damaging to its business.

Australia's National Measurement Institute has certifications for two brands of evidential breath analysers listed. Disappointingly the National Measurement Institute Evidential Breath – Alcohol Analysers Certifying Authorities are named as being one of those brands manufacturer, alongside W.A Police Force and New South Wales Police Force meaning there is no independent auditing and reviewing at this level. [14] [15] [16] [17] [18] [19] [20] [21]

While evolving strong forensic services and public confidence in the future, ensuring fair trials by legislation provision of public access to blood testing evidence through a Law Enforcement Phlebotomy Toolkit, along with a Health directive ensuring correct protocols be followed for court purposes, will ensure Forensic Science Queensland remains relevant and responsive to citizens throughout the passage of time. A rudimentary model of collaboration exists at the P.A hospital which has had a police beat within the hospital for many years however the Phlebotomy Toolkit and Health directive standards must be accessible 24/7 statewide. [22]

[12] The Weekly | Breath Tests Aim to Stop Drunk Driving. Can We Trust the Results? - The New York Times
https://www.nytimes.com/2019/11/01/the-weekly/breathalyzer-drunk-driving.html
[13] Software Problems with a Breath Alcohol Detector - Schneier on Security
https://www.schneier.com/blog/archives/2009/05/software_proble.html
[14] Certificate of Approval NMI 16/1/1
https://www.industry.gov.au/sites/default/files/nmi/certificates-approval/16-1-1_r12_0.pdf
[15] NMI R 126 Pattern Approval Specifications for Evidential Breath Analysers
https://www.industry.gov.au/sites/default/files/2019-05/nmi_r_126.pdf
[16] Certificate of Approval NMI 16/1/2
https://www.industry.gov.au/sites/default/files/nmi/certificates-approval/16-1-2.pdf
[17] Certificate of Approval NMI 16/1/3
https://www.industry.gov.au/sites/default/files/nmi/certificates-approval/2023-09/16-1-3_r15.pdf
[18] Certificates of approval – 16 evidential breath analysers | Department of Industry, Science and Resources
https://www.industry.gov.au/national-measurement-institute/pattern-approval/certificates-approval/certificates-approval-16-evidential-breath-analysers
[19] Appointment as a Certifying Authority for Measuring Instruments New South Wales Police Force (ABN 43 408 613 180) Operating at: Radar Engineering Unit 11 L berty Road Huntingwood NSW 2148 Evidential Breath – Alcohol Analysers
https://www.industry.gov.au/sites/default/files/nmi/list-legal-metrology-authorities/nmi2021-040-nswpol-cami.pdf
[20] Appointment as a Certifying Authority for Measuring Instruments Draeger Australia Pty Ltd
(ABN 99 098 885 539) Operating at: Victoria Service Facility - 8 Acacia Place, Notting Hill, VIC 3168 Northern Territory Service Facility – Unit 2/101 Coonawarra Road, Winnellie, NT 0820 Evidential Breath – Alcohol Analysers
https://www.industry.gov.au/sites/default/files/nmi/list-legal-metrology-authorities/2023-12/nmi2021-033-02-draegervicnt-cami.pdf
[21] Appointment as a Certifying Authority for Measuring Instruments Western Australia Police Traffic Enforcement Technologies (ABN 91 724 684 688) Operating at: 2 Clayton Street Midland WA 6056 Evidential Breath – Alcohol Analysers
https://www.industry.gov.au/sites/default/files/nmi/list-legal-metrology-authorities/nmi2023-001-wa-pol-cami.pdf
[22] LAW ENFORCEMENT PHLEBOTOMY TOOLKIT: A Guide to Assist Law Enforcement Agencies With Planning and Implementing a Phlebotomy Program

RBT's were suspended during the height of COVID in most Australian states and territories for officer and public safety. Continued enforcement risked breaching the international convention for the "right to life". For future pandemic proofing, breathalyser machines and mouthpieces should be addressed. After much advocacy from a human rights driving lawyer, a Canadian manufacturer's research found pathogens had the potential to contaminate a breathalyser device which was remedied by manufacturing a PPE mouthpiece. [23] [24]

Fig. 2 COVID PPE [25]

Sourced through the Ministerial office, confirmation has been given that machines are calibrated every 12 months but after use by hundreds possibly thousands of Queenslanders the tube connecting the mouthpiece to the device is not considered for cleaning. [26]

[23] Right to life | Attorney-General's Department
https://www.ag.gov.au/rights-and-protections/human-rights-and-anti-discrimination/human-rights-scrutiny/public-sector-guidance-sheets/right-life
[24] Driving Law PODCAST
https://spotify.link/j9c4EE42IDb
[25] TestSafe® Mouthpiece - Intoximeters
https://www.intox.com/product/testsafe-mouthpiece/
[26] Infection Control, Cleaning and Disinfecting Intoximeters Desktop Instruments March 2020
https://www.intox.com/wp-content/uploads/2020/03/Infection-Control-Cleaning-and-Disinfecting-Intoximeters-Desktop-Instruments.1.pdf

<u>Funding Independence</u>
A forensic science institute that is an independent office within the Department of Justice and Attorney-General and not a statutory agency, similar to the Office of the Director of Public Prosecutions is an admirable goal however legislating for its long term funding provisions would be wise. Let's not forget how wrongfully and easily the independence of the Office of the Public Advocate was swept up in the Weller Report reforms before the 2012 election for the sake of sharing photocopiers and paper clips. [27]

As government funding of the UK Criminal Cases Review Commission, established 1997, comes under attack, the actions are defended with "sufficiently funded for the work that it does". "It is argued that cuts to legal aid and failures to disclose evidence have tipped the balance against defendants, making miscarriages of justice more likely. The funding issue has been highlighted by the Centre for Criminal Appeals (CCA), which investigates wrongful conviction claims." Does it sound a little too familiar? [28]

Hope this information is of some assistance to the inquiry.

(HER)SUBMISSION

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[27] Public advocate remains undefended | The Courier Mail
https://www.couriermail.com.au/ipad/public-advocate-remains-undefended/news-story/116b710605cb36c0a19a4796aee84741
[28] Miscarriage of justice body's funding cuts criticised as workload grows | Criminal Cases Review Commission | The Guardian
https://www.theguardian.com/law/2018/sep/09/miscarriage-of-justice-bodys-funding-cuts-criticised-as-workload-grows

Supplementary submission

ABSTRACT

People failing to give a specimen of breath at a police station are assumed to be deliberately obstructive and are charged with Failure to Provide under the Road Traffic Act 1988. However, spirometry records of 281,210 healthy individuals from UK BioBank showed that a significant minority cannot use existing evidential breath analysis machines. Women were three times more likely to be unable to use them than men (1.64% vs 0.54%) with the risk rising with age six-fold from those in their 40s (0.43%) to 2.7% in their 70s, with women more affected (0.65% to 3.8%). Short stature was a further risk factor: 2.6% of men and 3.8% of women below the 2nd percentile of height could not use the current machines, with almost one in ten elderly, short women unable to do so, while smokers aged 50+ were twice as likely as non-smokers of the same age to be unable to provide breath specimens.

Can all healthy adults use the current evidential breath alcohol analysers? An investigation using a large spirometry database

Galen Ives, Laura Sbaffi and Peter A Bath

Abstract

People failing to give a specimen of breath at a police station are assumed to be deliberately obstructive and are charged with Failure to Provide under the Road Traffic Act 1988. However, spirometry records of 281,210 healthy individuals from UK BioBank showed that a significant minority cannot use existing evidential breath analysis machines. Women were three times more likely to be unable to use them than men (1.64% vs 0.54%) with the risk rising with age six-fold from those in their 40s (0.43%) to 2.7% in their 70s, with women more affected (0.65% to 3.8%). Short stature was a further risk factor: 2.6% of men and 3.8% of women below the 2nd percentile of height could not use the current machines, with almost one in ten elderly, short women unable to do so, while smokers aged 50+ were twice as likely as non-smokers of the same age to be unable to provide breath specimens.

Keywords

Breath alcohol, breathalyser, Failure to Provide, Intoxilyzer, spirometry

Introduction

In the UK, three desk-top analysers for breath alcohol currently have had Home Office Type Approval[1] since 1998; these are the Lion Intoxilyzer 6000, the Intoximeter EC/IR and the Camic Datamaster; the last of these is out of production and used by only four police forces.

On occasion, a person using an evidential machine fails to provide a valid sample whilst maintaining that they have tried their best. This normally leads to a charge of failing to provide a specimen under the Road Traffic Act 1988; there may be a defence if there is a proven history of a condition such as asthma or chronic obstructive pulmonary disease (COPD) and the administration protocol[2] requires officers to enquire about any such medical conditions.

As medical science has advanced, spirometry has been deployed to validate methods of obtaining breath samples for evidential purposes.[3–8] Much of this research has investigated impaired individuals and information on healthy individuals' ability to use the currently approved equipment is quite sparse – fewer than 300 healthy individuals, i.e. those without lung disease, have been investigated. This paper aims to improve our understanding in this area using the large UK BioBank database of data from over half a million UK volunteers.

Spirometric assessment provides three principal parameters:

- Peak expiratory flow rate (PEFR): the person blows as hard and fast as possible into a wide tube; the maximum rate of flow is recorded.
- Forced expiratory volume in 1 second (FEV1): the volume of air the person exhales in the first second when exhaling as forcefully as possible.
- Forced vital capacity (FVC): the total volume of air that the person is able to exhale forcibly from one full breath.

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Overview of existing research

Reporting in 1991, Gomm et al.[3] investigated 51 individuals with various respiratory disorders, of which 29 individuals (57%) were unable to provide satisfactory evidential breath samples using either the Lion 3000 or Camic devices. A further paper by Gomm et al.[4] in 1993 investigated 48 persons of "small stature", of whom over a quarter (13 or 27%) could not fulfil all of the requirements of the devices tested.

A research programme set up by Lion Laboratories, the makers of the Intoxilyzer, was reported in 1997 by Williams et al.[5] testing the new Lion Intoxilyzer 6000. Ninety-seven participants comprised an unstated age cross-section of 40 "normal" participants, 26 "large and fit" rowers, 11 individuals of "small stature" and 20 hospital outpatients with an undefined mix of respiratory disorders of unstated severity. All except two in the outpatient group were able to provide breath samples and the authors concluded that the Lion 6000 was suitable for general use.

The same research group in 2000 (Honeybourne et al.[6]) investigated 40 adults using the Lion Intoxilyzer 6000; the sample comprised 10 each of healthy controls, and people with asthma, COPD and restrictive lung disease. Of these, a total of 9 failed even after 4 attempts; 7 of these had an FEV1 below 1.5 litres, and of the 9 people overall whose FEV1 was below 1.5 litres, 7 failed.

In 2016, Seccombe et al.[7] investigated 26 people with COPD and 24 with ILD (interstitial lung disease or pulmonary fibrosis), classified as "moderate" or "severe". The study used the Lion Intoxilyzer 8000 in use in Australia, similar to but more recent than the 6000 model approved for use in the UK. It was found that no individual with an FVC below 1.5 litres was able to use the machine.

A single paper from 2001 by Stephens and Franklin[8] specifically investigated the level of lung function required to operate the Camic Datamaster. A total sample of 259 comprised 142 participants from the healthy population, 94 from local chest clinics and an additional sample of 23 minors aged 6 to 14 years. Nine participants in total failed to provide a valid sample, all of these being chest clinic patients, but no detailed analysis of the findings was presented beyond three scatterplots. A scatterplot of actual FEV1 vs percentage of predicted FEV1 (i.e. what would be expected for each individual given their age, sex and height) clearly separated those who succeeded from those who failed. All who failed had both an actual FEV1 below 1.5 litres and a predicted FEV1 of 60% or less: combining these two variables correctly identified all 9 of the failures and only one of the 259 who succeeded, this exception being a child of 10 years.

Implications for current usage

Despite the sparsity of existing research, there are quite clear indications that some healthy individuals may have difficulty using evidential breath machines. An FEV1 below 1.5 litres is strongly associated with failure[6,8] and the predictive value of this is greatly strengthened when the expected value for a person's FEV1 is 60% or less.[8] For the purposes of the present research, a person defined as "low FEV1" meets both of the above criteria.

Methods

Spirometry data, including FVC and FEV1, was available for 353,284 of the volunteers from the UK BioBank database; all gave their ethnicity as "White" or "Irish". The final data set comprised 281,210 non-smoking individuals with no reported history of any lung disease or respiratory complaint after the following exclusions:

- Asthma (10.9%; n = 38,458).
- Emphysema or chronic bronchitis (1.3%; n = 4,472).
- Blood clot in the lung (0.5%; n = 1,682).
- Any ICD-10 diagnosis of other respiratory disease (2.0%; n = 6,967).
- Those who reported being daily smokers (7.7%; n = 27,156) were also excluded from the main analysis but examined as a separate group.

Results

Note: Statistical tests of significance are not given here because the very large dataset results in extremely high levels of significance (typically $p \ll 10^{-6}$) even for small numerical differences. All the findings below are statistically very robust.

An initial analysis of the final data set revealed that 3,176 individuals, or 1.13% of the sample, recorded a low FEV1 by the criteria defined above; there was a threefold sex difference, with 0.54% of males and 1.64% of females meeting the low FEV1 criteria, and, as would be expected, respiratory competence declined with age as shown in Figure 1.

A higher percentage of females have low FEV1 in all age groups, as shown in Figure 2.

People of small stature

A strong relationship between low FEV1 and height emerged, again with noticeable sex differences, as shown in Figure 3.

As might be expected, age and height interact in their effect on the proportion of subjects with low FEV1; Figure 4 illustrates how females of small stature
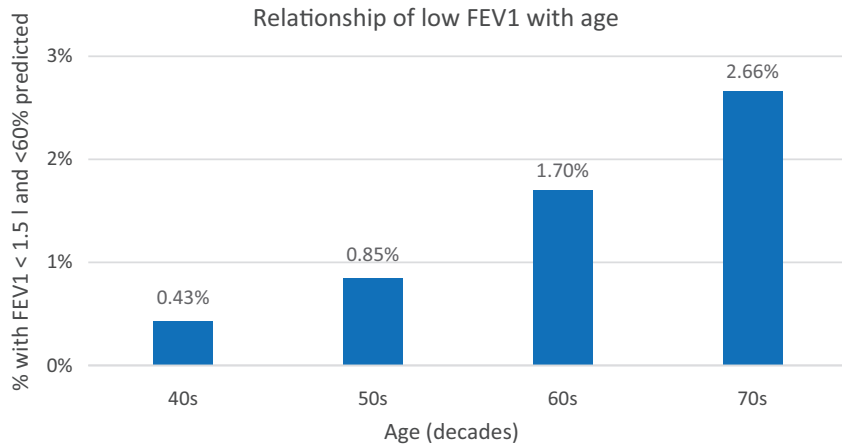
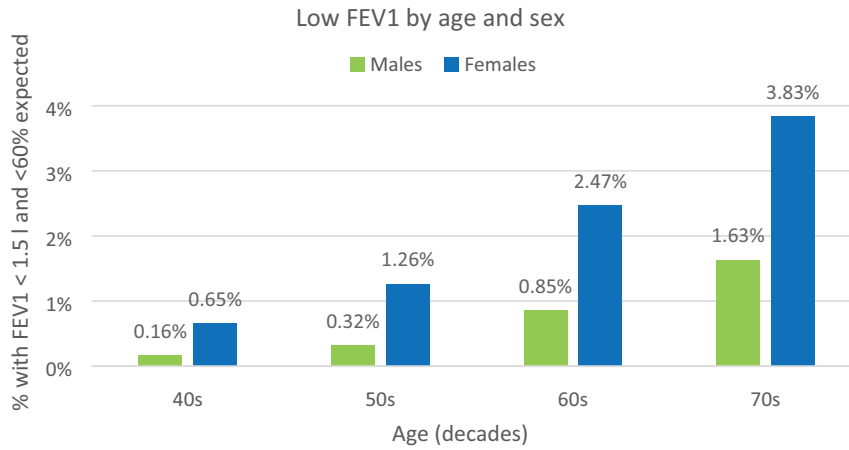**Figure 1.** Increasing frequency of low FEV1 in relation to age group.

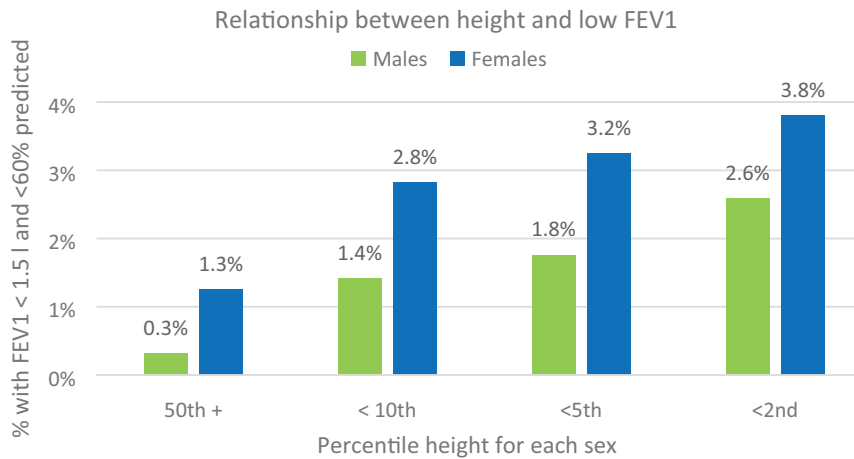**Figure 2.** Sex differences in age-related increase in people with low FEV1.

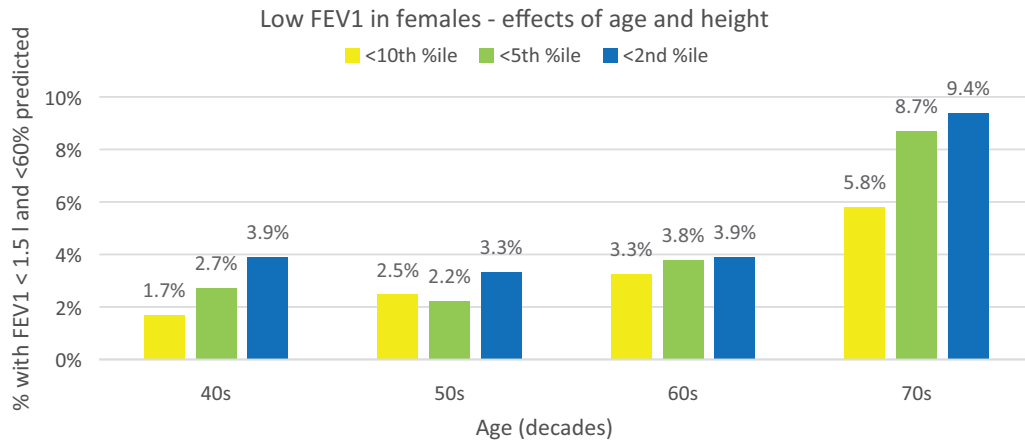**Figure 3.** Proportions of low FEV1 at various height percentiles for each sex.

Low FEV1 in females - effects of age and height

Figure 4. Change in proportions of low FEV1 with age for females of small stature.

Effect of smoking on low FEV1
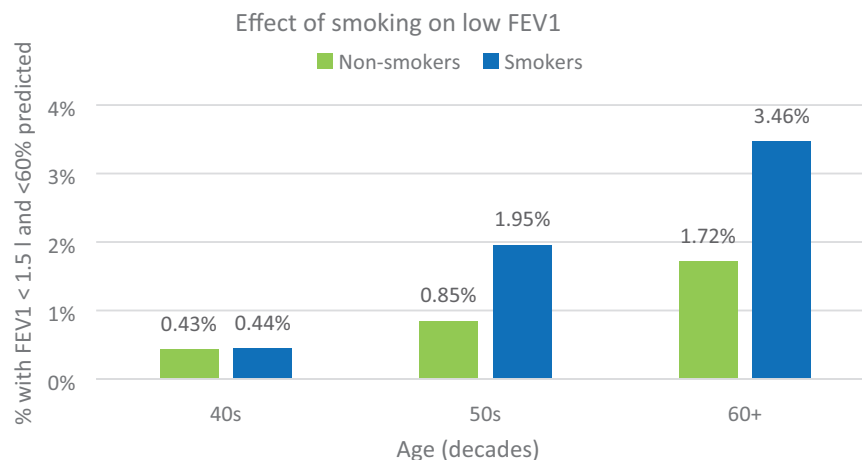
Figure 5. Age-related increase in proportion of smokers with low FEV1.

(tenth percentile and below) are increasingly at greater risk of low FEV1 as they age.

Smokers

Daily smokers comprised a relatively small proportion of the overall sample (23,266 individuals or 7.6% of those with no lung disease); more of these had low FEV1 – overall 2.1% compared with 1.1% of non-smokers, and again the difference in risk increased with age; this is illustrated in Figure 5.

Figure 5 shows that smoking more than doubles the risk of low FEV1 in age groups aged over 40 with females disproportionately worse affected – overall, 1.15% of male and 3.12% of female smokers met the low FEV1 criteria; Figure 6 illustrates this for different age groups:

Discussion

The general assumption of the police and the courts is that those who fail to provide a breath specimen are wilfully failing to do so but evidence for this assumption is extremely thin. The literature search revealed only four papers pertaining to the current evidential machines and there are difficulties with each of these because of small samples, little detailed analysis or commentary, and risk of bias.

Effects of stature

It is very clear from the BioBank data that shorter persons are at greater risk of being unable to provide a breath sample:

- Whilst few men (0.3%) of average height or above are at risk, this increases eightfold to 2.6% for those below the 2nd percentile.
- Women of average height and above are already more at risk than similar men at 1.3%, and this increases threefold to 3.8% for those below the 2nd percentile.
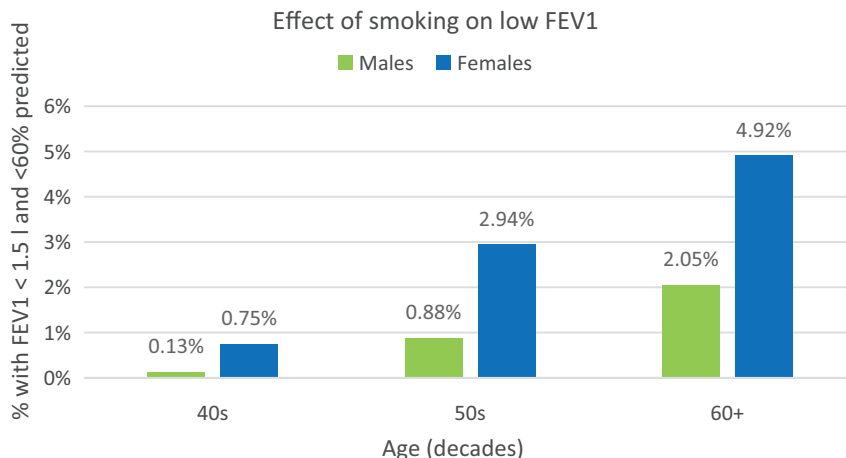
Figure 6. Sex differences in low FEV1 in smokers.

- Elderly women (70 and over) are particularly at risk – almost 1 in 10 of the shortest in this age group would be unable to use evidential machines.

Effects of age

Age is also an important factor:

- Risk approximately doubles with each decade from the 40s to the 60s.
- Comparing the youngest with the oldest (40s vs 70s), the risk increases tenfold for men (0.16% vs 1.63%) and sixfold for women (0.65% to 3.83%).
- As noted above, there is an interaction between age and stature, with short, elderly persons least likely to be able to provide a sample, and this is exacerbated if they are female.

Effect of sex

The sex of the person clearly emerges as critical factor:

- Overall, nearly four times as many females would be unable to provide an evidential breath sample as males, although this difference decreases with advancing age.
- In comparisons based upon age, stature or smoking status, sex remains an important factor, with women being more at risk than men in all circumstances investigated.

Effects of smoking

No previous study has investigated the effects of smoking tobacco despite its well-known deleterious effects upon lung function. The present investigation confirms its relevance:

- Smoking approximately doubles the risk of being unable to supply breath samples in those beyond the 40s decade.
- About 1 in 20 female smokers in their 60s would be unable to supply breath samples.

Conclusions

The spirometric criteria chosen here on the basis of Stephens and Franklin[8] are quite stringent and the figures given in this paper for those unable to use the extant evidential machines should be considered *minimum* values.

This study implies that, overall, at least 1 man in 186 and 1 woman in 61 would be physiologically incapable of providing an evidential breath sample and these figures can be approximately halved to 1 man in 87 or 1 woman in 32 if they happen to be daily smokers. Age increases risk, with people in their 70 s being six times more likely to fail than those in their 40s. With regard to stature, the risk figures rise to 1 in 38 short men and 1 in 26 short women (i.e. below the second percentile of height), with increasing age further compounding this effect.

There are around 4000 annual prosecutions in the UK for Failure to Provide under the 1988 Act.[9] If, as our results imply, a percentage of the population are physiologically incapable of operating the extant machines, then some of these annual prosecutions may have had a wrong outcome – some individuals who should have actually received a penalty for driving under the influence of alcohol may have been acquitted when a different specimen would have proved their guilt, whilst other individuals who were not, in fact,

over the legal limit may have been wrongly convicted of Failure to Provide simply because they were unable to use the machine. It is not possible to estimate the actual number of unsafe convictions without detailed demographic information (age, sex, height, smoking status) regarding those who were prosecuted.

Correcting this situation would not require legislation but merely alterations to existing procedures, as the 1988 Act allows for a person to give an alternative sample if "the constable who required the specimens of breath has reasonable cause to believe that the device has not produced a reliable indication" or if "it is then for any other reason not practicable to use such a device". It would be helpful if police forces were alerted to the fact that certain people are unable to use the extant evidential machines and adopt a more flexible approach in allowing an alternative sample to be taken.

Limitations and further work

This paper has relied on published research which is statistically and methodologically of relatively low quality, for which reason the most stringent criteria were adopted and this may have underestimated the proportion of people who would in fact be unable to use the existing machines. This study was theoretical only, in that spirometric measurements were not tested against actual evidential machines. The BioBank sample comprises exclusively volunteers which may have introduced an unquantifiable bias. The BioBank sample contains spirometric data only for individuals giving their ethnicity as "White", "White British", "Irish" or "Other white" and there is therefore no information regarding other ethnic groups.

Useful further work would involve spirometric measurements of a representative sample stratified by age, sex and height, large enough to give adequate statistical power, coupled with tests using evidential breath analysers; we would strongly recommend that manufacturers of such machines undertake and publish such research.

Declaration of conflicting interests

The author(s) declare that we have no conflict of interest with respect to the research, authorship and/or publication of this article.

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