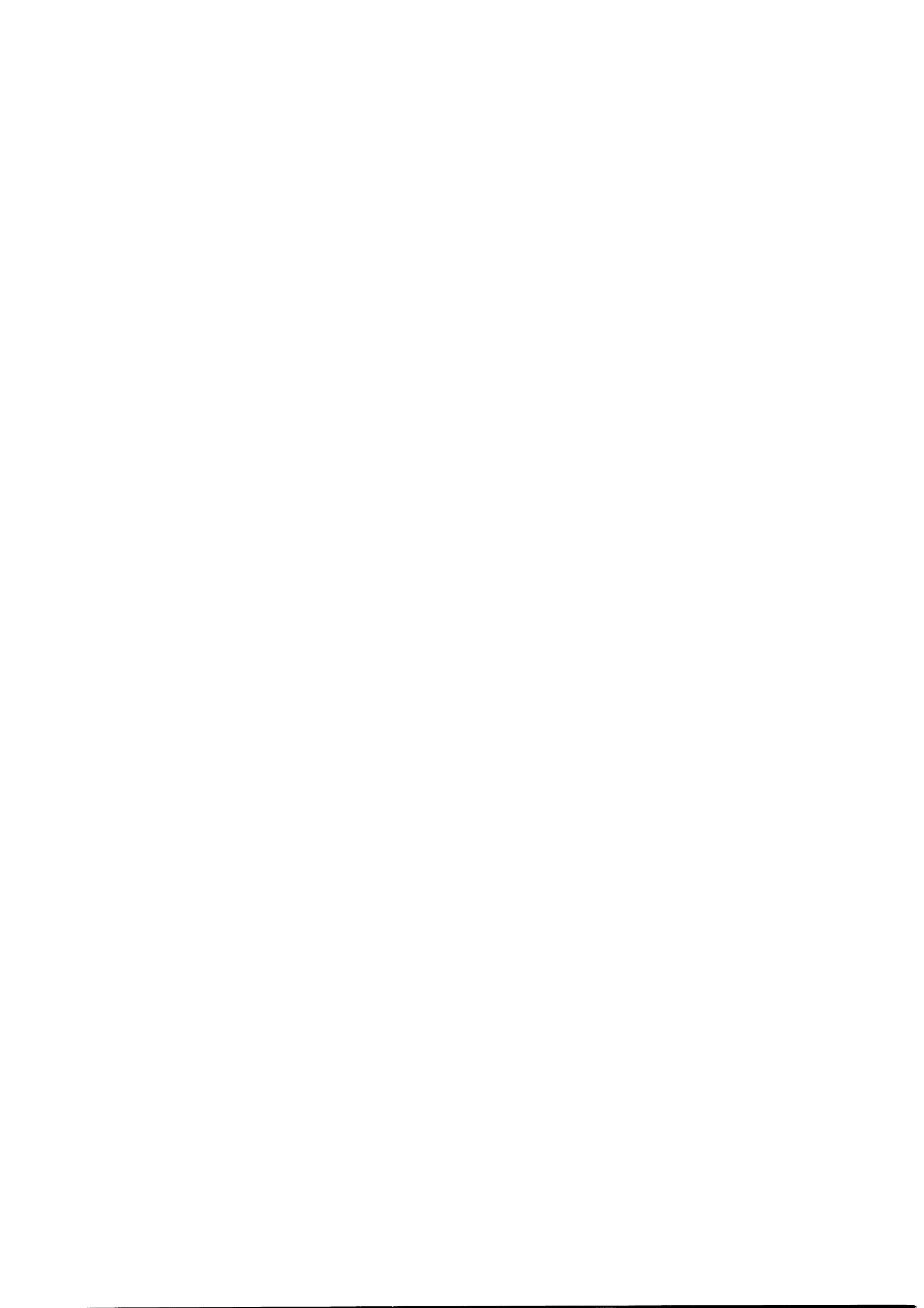


# **POLITICS AND VEHICLE INSPECTION**

**JOSEPH W. LITTLE**  
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# POLITICS AND VEHICLE INSPECTION

## INTRODUCTION

Mandatory periodic motor vehicle inspection (PMVI) has traditionally received little popular support as a highway safety measure in the United States. Between the late 1920's and early 1930's, when the first group of states adopted PMVI, and up until 1966, fewer than two dozen of the states\* operated PMVI programs of any kind and of these some were unsuccessful and subsequently discontinued. However, the prospects for nationwide use of PMVI were considerably enhanced when the United States Congress enacted the Highway Safety Act of 1966, giving incentive for adopting PMVI in areas where it had hitherto been rejected. The sudden change of heart is largely political and stems from the interactions between competing centers of political power in the United States. The political story is necessary (and fascinating) background to an understanding of the present status of PMVI in this country. Before relating it, however, a brief description of PMVI will be provided for the benefit of readers who may be unfamiliar with its basic operation and goals.

## WHAT IS PMVI?

PMVI is, in effect, an enforced preventative maintenance regimen applying to motor vehicles operating on public thoroughfares. Its rationale is based on the assumption that motor vehicle crashes can be prevented by eliminating mechanical defects from automobiles operating on the highways. Implicit in this argument are the notions that some vehicular defects cause crashes and that accident-causing mechanical defects can be discovered and corrected by routinely inspecting all vehicles and requiring that defective ones be repaired. Where PMVI is in force, vehicle owners must submit their vehicles for regular inspection if the vehicles are to be used on public highways. If a vehicle fails to pass, it must be repaired before its owner can legally continue driving it.

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\*In addition, a number of cities have employed PMVI operations independently of any state requirements. They include Miami (Dade County), Florida, New Orleans, La., Washington, D.C., Cincinnati, Ohio, Norwood, Ohio, Knoxville, Tennessee, Chattanooga, Tenn., Memphis, Tenn., Evanston, Ill., and Des Moines, Iowa. Some of them have been discontinued.

Even those states which had enacted PMVI laws prior to 1966 were far from uniform in their regulations and inspecting procedures. Most of them required annual reinspections but a few jurisdictions required them more frequently. Most limited inspections to testing the operating condition of such components as brakes, lights, horns, suspension mechanisms, and exhaust systems, but the exact list of inspected items and the nature of the inspections varied widely among the states. However, the really significant differences were among the inspecting systems established in the states.

From an operational point of view the two major kinds of PMVI programs in the United States have been either state-franchised but privately operated systems on the one hand, or state-owned and -operated systems on the other. The private operation is favored by states covering large land areas and having scattered populations. In such states, local private service stations or garages (which are usually in the vehicle repair business as well) are state accredited as official inspecting stations and are given the authority to approve or reject the vehicles inspected. Privately operated systems have been criticized on many grounds, including: garage owners unfairly misuse their rejection authority in foisting unneeded repairs upon motorists; private inspectors are more likely to submit to bribery in approving vehicles which should be rejected; and, inspecting quality is not uniform throughout the state. Such objections are thought to have substantially reduced the acceptability of PMVI in many states.

The state-operated system is favored in small, densely populated states (only Delaware and New Jersey use it on a state wide basis), and by cities (such as Washington, D.C., Memphis, Tennessee, and Cincinnati, Ohio) which operate their own inspecting programs. Use of this system eliminates most of the objections levied against the private garage system. However, because the states are limited in the number of inspecting stations they can afford to build and operate, motorists frequently are obliged to drive long distances for inspection and then sometimes encounter annoying delays in queues awaiting service. Moreover, since making inspections is the only function of the state inspecting stations, they operate like an assembly line requiring the motorist to be present for moving his vehicle into and away from the line. (In states where private garages are used the motorist may leave his car and return for it at his convenience.) Even so, were it practicable everywhere, the state-operated system would probably be preferred by most motorists.

A third kind of inspecting system, operated by state police authorities on a random-selection basis, is gaining some popularity. However, as we shall see, its continued acceptance is presently in doubt for political reasons. In this system, the state police set up portable inspecting stations on public highways and, with no advance notice, stop and inspect passing vehicles. Those

selected are subjected to tests which resemble in some respects those applied in many other inspecting programs. Supporters of the random inspections reason that the purposes of PMVI will be achieved if motorists are continually aware that their vehicles may be inspected without warning. Its critics say that since a relatively small percentage (probably much less than 10% in all cases) of the vehicles in a state are inspected in any year, safety cannot be enhanced as much as it would be with mandatory PMVI for all vehicles every year.

#### WHY IS THE RESURGENCE OF PMVI A POLITICAL ISSUE?

Although the states have been gradually losing ground in their power tug-of-war with the Federal government, they have retained much local autonomy through their police powers. Under them the state governments have always regulated automobile use on public roads including matters such as enacting and enforcing traffic laws, licensing drivers, registering vehicles and specifying vehicle equipment requirements and standards. As alluded to above, a majority of states have either decided against including PMVI in their programs or have never considered them at all.

Despite the state's apparent dominion in traffic safety affairs, the Federal government for a long time has played an important part in shaping the highway transportation system in the United States. In carrying out its commerce clause functions, the Congress has been justified in cooperating with the states in building America's gigantic network of highways which join every state with every other (excluding, of course, Alaska and Hawaii). But policing of all the highways has historically been left to the states\* even though the Federal government probably could directly regulate all aspects of using both the highways carrying interstate commerce as well as those financed in part by federal funds. As might be expected, the exercise of local control by 50 separate states and by almost innumerable local jurisdictions has resulted in significant variation in the regulations applying to uses of the interstate transportation system as one travels among the states. Thus, for example, while some vehicles operating on interstate highways are inspected as required by their state's laws, vehicles from non-PMVI states are submitted to no such

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\*Apparently, the rule expressed by the Supreme Court in 1915 still applies: "That the highways of the state are largely used in interstate commerce, both by resident and non-resident owners of motor vehicles, requires no discussion. It is a matter of common knowledge. The state may not specifically regulate such commerce, but--at least, until Congress has acted--it may prescribe uniform regulations, necessary for public safety and order, in respect to the operation upon its highways of all motor vehicles--those moving in interstate commerce as well as others." *Hendrick v. Maryland*, 235 U.S. 610, 622,623 (1915).

tests.\* It should be mentioned also that even if the Federal government chooses to directly regulate highway use in the interstate commerce system, it is not clear yet that it could regulate the use of all the city streets and rural roads which are not (or may not be) a part of that larger system.

Perhaps doubt about how far its power extends has in the past restrained the United States' Congress from legislating in the field of traffic regulations. Nevertheless, the Congress took a giant step in that direction when it enacted the Highway Safety Act of 1966. Under the provisions of that statute,\*\* the Federal Department of Transportation is charged with issuing highway safety standards to which the states are expected to conform in their local safety programs. The purposes are laudable: the Federal government is leading a concerted effort to reduce the number of tragedies produced upon the nation's highways. The success of the plan is geared to two key program features. One is the issuing of highway safety standards; the second is the granting of federal funds to help the states establish conforming programs which they could not afford alone. In effect, through this legislation the federal government is attempting to specify minimum criteria for state regulations and to partially finance new programs, while leaving administration and operation to the states.

Obviously, that arrangement poses this potential difficulty: What will happen if the states refuse to comply with the federal requirements? This is not merely a hypothetical question, as we shall see later, because it is clear that many states abhor federal intervention of this kind, and others, while they may not object to the federal role per se, are likely to object to selected parts of the highway safety program. Although the Federal government has not put itself in a position of being challenged to compel its edict against the states by force (as it was in some of the tragic public school desegregation cases), it is not without remedy against any state which may refuse

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\*Vehicles from non-PMVI states are usually allowed to use the highways in PMVI states without inspection so long as use is temporary.

\*\*P.L. 89-564, 72 Stat. 885, S. 3052, Sept. 9, 1966. A companion statute, the National Traffic and Motor Vehicle Safety Act of 1966)P.L. 89-563, 80 Stat. 718, S. 3005, Sept. 9, 1966), directs the Secretary of the Department of Transportation to issue "motor vehicle safety standards" specifying minimum performance criteria for motor vehicles and equipment. These refer primarily to manufacture and sale of motor vehicles and regulate the automotive industry as opposed to automobile use.



to comply. The key is federal money. Not only do states failing to conform stand to lose Highway Safety Act grants but they also stand to lose as much as 10% of the federal funds they would ordinarily receive under an entirely different program,\* federal aid for the building of highways. The former penalty is one that many states could stand; the money they might lose would have largely been spent for entirely new and, in some cases, unwanted programs. However, the latter penalty could be severe as the building of highways is important in the commercial competition among states and is frequently a powerful political consideration within a state. (Some say, however, that the states' cost of meeting the standards would exceed the losses of federal money. If so, states would be ahead financially to do nothing, at least if costs of automobile crashes are not considered.)

In sum, in the interest of promoting highway safety, the Congress has begun legislating in a field traditionally controlled by the states. Among the more important purposes is promoting national uniformity in traffic regulations by imposing minimum standards to which each state is encouraged to comply. Failing to cooperate could result in a state's being financially handicapped by losing certain federal grants.

PMVI is, of course, one of the safety standards issued under the Highway Safety Act by the Department of Transportation.\*\* To comply with the standard as presently written, each state must have an acceptable program not later than January 1, 1969. As we shall see in the next section, it is clear that every one of the states is not going to comply fully.

#### HOW HAS THE STATUS OF PMVI CHANGED AS A RESULT OF THE FEDERAL PROGRAM?

The balance of this paper explores the effects of the Highway Safety Act of 1966 upon PMVI in the United States.

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\*Presently, pressure is mounting to remove this part of the penalty. Doing so would significantly emasculate the coercing leverage of the Department of Transportation.

\*\*The first highway safety program standards issued by the Department of Transportation were: P.M.V.I.; Motor Vehicle Registration; Motorcycle Safety; Driver Education; Driver Licensing; Codes and Laws; Traffic Courts; Alcohol in Relation to Highway Safety; Identification and Surveillance of Accident Locations; Traffic Records; Emergency Medical Services; Highway Design, Construction and Maintenance; Traffic Control Devices. (See 31 Fed. Reg. 15212 [1966]). An entirely different set of standards relating to vehicles has been issued under the National Traffic and Motor Vehicle Safety Act.

This exploration is made in terms of these questions: What kinds of changes does the Highway Safety Act require? What kinds of changes have been made? Why have the changes been made? And, why have the recalcitrant states not made the changes?

In making this study it was desirable to invite comments from those concerned with PMVI in the fifty states. Accordingly a questionnaire addressed to the matters of interest here was submitted to an appropriate official in each state. The replies provided most of the information discussed in the succeeding paragraphs and for convenience have been distilled into five tables which are grouped at the end of the paper.

What kinds of changes does the Highway Safety Act of 1966 require? In those states not previously requiring inspection, the change will be fundamental. To conform they must start up a PMVI program which may be the most costly highway safety program of them all. However, even the original PMVI states are not necessarily unaffected since the PMVI standard promulgated by the Department of Transportation contains features going beyond existing programs in most cases. Although detailed discussion of the requirements would be out of place here, a partial description of the minimum requirements may be informative. Basically, they may be stated as follows:

- a. Every vehicle registered in a state must be inspected annually or more frequently. (The standard also provides for approving "experimental, pilot, or demonstration" programs not in strict conformance with the annual requirement.)
- b. Inspections must be performed by specially trained personnel who are accredited by the state.
- c. The inspections must cover designated components and procedures must equal or exceed designated criteria.
- d. Designated data must be obtained during the inspections and must be reported at least annually.
- e. The states must evaluate the PMVI program periodically and inform the National Highway Safety Bureau\* of the evaluation.

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\*The National Highway Safety Bureau is the sub-agency within the Department of Transportation which is charged with administering the programs under the Highway Safety Act.

Although non-PMVI states are faced with building their programs from scratch, almost all, if not all, existing PMVI states substantially meet the most severe requirement--that of inspecting all vehicles at least annually. Moreover, even though there are wide variations among the states, the inspecting criteria and procedures published by the United States of America Standards Institute (USASI) have long been accepted by most inspecting authorities, and the initial federal guidelines have substantially incorporated them. Consequently, meeting inspecting criteria and procedures will not pose major difficulties for existing PMVI states. Nevertheless, the remaining requirements--training and accrediting personnel, obtaining and reporting designated data, and program evaluation--will require some program modifications in practically all of them. However, since these are largely nonpolitical matters and should involve fewer new expenses, the states may not be seriously burdened in complying.

What changes have been made? When the Highway Safety Act became law in September, 1966, twenty-one states and a few cities operated PMVI systems (Table IA lists those states along with information about their programs and the comments made by their program administrators. A few others listed in other tables had some inspecting provisions of various sorts, all far short of PMVI requirements.) Moreover, at that time there was no significant movement to begin PMVI among the other states. Consequently, the clearest measure of change attributable to the Highway Safety Act is the increase in the number of states having PMVI programs. Table IB shows the states--ten in number--which have enacted PMVI laws since the Highway Safety Act was passed. These ten, added to the original 21, make 31 states now having PMVI laws (note from the table that many of those states' programs do not become effective until January 1, 1969, the date required by the federal standard).

The increase from 21 to only 31 suggests that the new federal-state partnership has met with less than enthusiastic endorsement. Nineteen states (plus Puerto Rico) still do not conform. Even so, the impending sanctions for not complying have created more concern than that response indicates. For example, some states (see Table IIA) have adopted police-operated random inspecting systems in efforts to obtain federal approval under the "experimental, pilot, or demonstration" programs. (At least one of them, Wisconsin, has been approved, but as the comments in Table IIA show, the random inspecting program in that state was coupled with experimental PMVI in certain local areas.) Moreover, since 1966 the authorities in ten of the remaining 19 states have asked their legislatures

for PMVI laws without success (See Tables IIA, IIB and IIC) and authorities in a number of states believe they will have PMVI eventually. Also, authorities in many original PMVI states (Table IA) report intentions of changing their programs in order to conform to the federal standards.

Why have changes been made? It is safe to say that one paramount factor explains all of this PMVI activity: the requirements of the Highway Safety Act. The comments in the accompanying tables show motivation is attributed at least in part to that in almost every case of any action. Moreover, one may reasonably speculate that the states making no comment on the point chose remaining silent in preference to admitting federal influence.

These data do not explain why the federal requirement induced the activity which has been observed. At least two explanations could be made. The first, and probably the more powerful, was the threat of losing federal money as a penalty.\* However, the National Highway Safety Bureau marshalled data and arguments purporting to demonstrate PMVI's capability for improving highway safety and publicized them widely. Therefore, many states may have changed their previously held views about PMVI and endorsed it primarily to improve public safety. However, that statement is likely too sanguine as a general characterization of the motivation. A number of the states' authorities frankly admitted that the coercive threat was behind it and, as we shall see, many of them rejected the notion that PMVI really aids safety. As a counterpoint, the authorities from both the original PMVI states and the new ones almost in a single voice say that dollars spent on PMVI are "well spent" even though some view their programs as too young to have demonstrated a measurable effect on highway safety.

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\*Recent experience in Kentucky provides an interesting case study of the power of this sanction. That state enacted PMVI before the Highway Safety Act became law. However, the 1968 legislature passed a bill repealing inspection. Kentucky's governor, reportedly coming under heavy pressure from the Department of Transportation, waited until after the legislature's adjournment to veto the repeal to prevent its being overruled. Among Governor Nunn's reasons for vetoing the bill were: prospective loss of \$48 million in federal highway funds over four years; Kentucky residents appeared to be accepting inspection; and Kentucky's accident rate is up. See Automotive News, April 15, 1968.

Why have the recalcitrant states not made changes? Several reasons have been given for not yet complying with the PMVI requirements. In part that process of making laws in the states is at fault. As explained earlier, the Highway Safety Act provides a structure for setting highway safety standards and for helping the states finance conforming programs. Although the risk of losing federal money may be a powerfully influencing sanction, each state must itself enact the highway laws, including PMVI, which are to apply locally. Consequently, local adoption of a program is a multi-step process, generally describable as follows. First, the federal standard is sent to a state's governor who recommends appropriate measures to the legislature. The legislature in its committee machinations considers the recommendations and may eventually put them before the entire legislative body for deliberation. Ultimately, the measures may be voted on or they may be pigeon-holed somewhere in the process.

Some legislatures meet annually whereas others meet bi-annually. In either case, educating the legislators, obtaining agreement among them, and charting a program through enactment are time-consuming processes and frequently require more than one legislative session. As a result, the law-making process itself may account for some of the PMVI failures.

In the case of PMVI, as with the other recommended highway safety standards, the pressure from the Federal government weighs heavily in each decision in this sequence. Countervailing against it are the dislike of federal coercion and specific objections to PMVI. Even so, it is unlikely that many states would refuse to act affirmatively if the recommended program found widespread public approval. Therefore, it may be inferred that public distaste, or at least withholding of approval, has handicapped PMVI in some cases.

Most people would probably agree that mandatory PMVI is justified only to the extent that it improves traffic safety. If that is true, PMVI would find very little public support in the face of substantial doubts about its value. Moreover, even if safety value were not seriously questioned, public support would dwindle if the costs and trouble accompanying the program exceeded the benefits. Indeed, these arguments have prevailed importantly against PMVI in many states. Comments that the safety value of PMVI lacks proof and that other programs are more urgently needed recurred frequently in the remarks of officials in non-PMVI states. (See Tables IIA, IIB and IIC.) So perhaps the most persuasive argument against PMVI continues to be that its value is not worth its cost.

Although answering the questions posed at the beginning of this section provides an overview of where PMVI stands nationally, a full textual discussion of its status in each

of the 50 states is not practical. Therefore, the details of individual responses of the states' authorities have been presented in the tables placed at the end of the paper. (Each state is listed in one of five tables according to classifications defined below.) In general, the entries condense the respondents' remarks although in many cases they are direct quotations. The following paragraphs describe the classifying scheme and contain brief statements of points asked about in the survey. (The order of the questions corresponds to the columns in the tables.)

Table IA lists the states which had PMVI laws before the Highway Safety Act of 1966 was passed. Basically, it contains the answers to these questions:

1. Has the Highway Safety Act influenced changes in your program?
2. What kind of PMVI operation do you have and what inspecting standards apply?
3. How has the public responded since the Highway Safety Act was passed?
4. What changes in vehicle condition have been seen?
5. What effects on highway safety have been seen?
6. Is PMVI money well spent?

Table IB lists the states which adopted PMVI laws after the Highway Safety Act was passed. Basically, it contains the answers to these questions:

1. Did the Highway Safety Act influence your getting a PMVI law?
2. What kind of PMVI operation will you have and what inspecting standards will apply?
3. How has the public received the program?
4. What changes in vehicle condition have been seen?
5. What effect on highway safety has been seen?
6. Is PMVI money well spent?

Table IIA lists the non-PMVI states which have random inspecting operations. Basically, it contains the answers to these questions:

1. What inspecting operation do you employ?
2. Has the Highway Safety Act of 1966 influenced your program?
3. How has the public received it?
4. What effect on safety has been seen?

Table IIB lists the states which have neither PMVI nor random inspections but which do have some inspecting operation. Basically, it contains answers to these questions:

1. What inspecting operation do you employ?
2. Is PMVI legislation being considered presently?

3. Have PMVI proposals been defeated since the Highway Safety Act was passed?
4. Has the Highway Safety Act influenced the proposals?
5. Is PMVI likely in the near future?
6. What kind of PMVI operation is or has been proposed?
7. Would money be well spent on PMVI?

Table IIC lists those states having no inspecting operation. Basically, it contains the answers to the questions stated under Table IIB, omitting the first question.

#### SUMMARY AND PROSPECTS

National concern about highway safety and the inaction of many states culminated in the enactment of the Highway Safety Act of 1966, and since then safety activities have spurred to unprecedented levels. The sudden impetus has swept PMVI into many new states and revitalized existing programs in others. Nevertheless, a moderate number of the states have not yet joined in the movement and, one might add, it is not certain that the recently conforming states will be loyal when and if the primary coercive leverage of the Federal government is removed.

Foreign readers not aware of some of the current social facts that are, if not peculiar to, at least extremely prevalent in modern life in the United States, may be amazed at all this fuss about a highway safety program which many believe to be valuable. Mobility is everyman's treasure in the United States. Consequently, the automobile and its use are jealously held prerogatives of nearly every family. Great numbers of them are dependent upon automobiles in earning a livelihood and almost everyone requires them for social exchange. Given this social context, one easily comprehends that any regulation either interfering with automobile use or increasing its costs will meet resistance. Clearly PMVI can do both and may even completely cut off automobile enjoyment (and perhaps gainful employment) to poorer motorists who cannot bear any added costs. These people complain. Moreover, it is the not-so-poor who object even more effectively although PMVI costs them far less proportionately.

Those advocating any new regulation of automobile use must account for this milieu as well as for more specific substantive criticisms. They should be prepared to show that the regulation is needed; that the particular regulation is well designed to fill the need; and that the social benefits will exceed the social costs. Applying these criteria finds an indisputable need. The rates at which Americans kill, injure themselves,

and destroy their property on the highways is well documented. However, objective proof that PMVI can significantly alter these rates is lacking even though the potential seems clear intuitively.\* Nor has it been established that the more or less common inspection used in the United States is optimally designed either to minimize costs or to maximize benefits. Although the PMVI criteria in use have been hammered out through four decades of practical experience, the regimen has never been submitted to comprehensive scientific scrutiny.\*\* These and other lingering concerns have deterred the acceptance of PMVI. After they have been resolved satisfactorily, PMVI may sell itself universally, or, perhaps, it may be abandoned in its present form.

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\*A recent study has shown better than before that inspection does affect vehicle condition. See Harold W. Sherman and Robert W. McCutcheon, "The Influence of Periodic Safety Inspection of the Mechanical Condition of Motor Vehicles," Highway Safety Research Institute, The University of Michigan, August 1968. Good evidence establishing a relationship between vehicle condition and accident rates is needed.

\*\*Some analytical study is being made of this, particularly with respect to which components should be inspected and with respect to optimum inspection frequency. That study portends to lead to a markedly different inspecting routine. James O'Day and Jay S. Creswell, "The Breakdown of Periodic Motor Vehicle Inspection," Highway Safety Research Institute, The University of Michigan (Presented at the 14th Annual Conference of the Canadian Highway Safety Council, Victoria, B.C., May, 1968).



## TABLES

- IA. Original PMVI States (Having PMVI Laws Before the Highway Safety Act of 1966)
- IB. PMVI States: Those Adopting Inspecting After the Highway Safety Act of 1966 Was Passed
- IIA. Non-PMVI States (Those Which Have Random Inspecting Operations)
- IIB. Non-PMVI States (Those With Some Inspecting Requirement)
- IIC. Non-PMVI States

TABLE IA: ORIGINAL PMVI STATES (HAVING PMVI LAWS BEFORE THE HIGHWAY SAFETY ACT OF 1966)

STATE (Year Law Passed)	HAS HSA INFLUENCED CHANGES IN YOUR PROGRAM?	KIND OF PMVI SYSTEM INSPECTION AND STANDARD	PUBLIC REACTION (SINCE 1966)	EFFECT ON TRAFFIC SAFETY	IS PMVI MONEY WELL SPENT?	COMMENTS
COLORADO (1935)	New specifications required minimum tire tread depth and that at least one wheel be removed during inspection have been added.	Private garage. USASI D7	Residents appear to be a little more interested in inspection.	Condition has improved because of new inspection requirements.	No comment.	Approximately 34% of the vehicles inspected require adjustment or repair. Price of inspection should be increased so that standards could be upgraded. At least half would continue to operate without correction.
DELAWARE (1933)	Yes, adding odometer readings to inspection data and tire inspection.	State operated assembly line system. USASI D7	No comment.	Less than 1% of accidents are caused by faulty vehicles. Credit for low rate is given to inspection.	No comment.	No other way to spend as well.
DISTRICT OF COLUMBIA (1938)	D.C. employs a Governmental operated system.					Although not a state, D.C. is covered under the provisions of the H.S.A.
GEORGIA (1965)	No.	Private garage. Standards are passed by the legislature.	Much better than at the start of the program.	Condition has improved, especially in lighting.	Any defects corrected make highways safer.	Yes, if laws strengthened to comply with DT standards.
HAWAII (1961)	Yes, each county operated a PMVI system before the HSA. In 1967, the state legislature put the program under central state wide administration.	Private garage USASI D7	Favorable, as a whole.	Highways are safer because of PMVI.	Program is mainly self-supporting. Administrators' expenses are well spent.	Benefits could be greater with more expenditures. Inspection stations need supervision to prevent abuses.
LOUISIANA (1960)	Upgraded with more training, more enforcement, roadside spot checks, revision of procedures.	Private garage (legislation is considering and operated) USASI D7	Favorable, much interest has been generated.	Improved condition, 87% of vehicles inspected were defective in 1961, now less than 50% and usually less than 25% are defective.	No change since 1966.	PMVI is necessary part of highway safety activities.
MAINE (1930)	No.	Private garage. USASI D7	Favorable, have noted no change since 1966.	Improved condition, but expect no change from HSA because of established PMVI.	Unknown.	Yes.
MASSACHUSETTS (1928)	Yes, planning compliance with Federal requirements.	Private garage. USASI D7 and SAE	Favorable, taken for granted by the public.	PMVI has favorable effect on vehicle condition.	Unknown.	Yes.
MISSISSIPPI (1960)	Very little, may add examination criteria.	Private garage. USASI D7	Favorable, 98% public acceptance since law was passed in 1960.	Improved condition. Vehicles in much better mechanical condition.	Well spent.	Fatal accidents caused by faulty equipment have been reduced by 70% from 5 years before PMVI was passed.
NEW HAMPSHIRE (1930)	New Hampshire has a private garage operation.					
NEW JERSEY (1936)	The HSA requirements in pattern of the New Jersey program.	State operated assembly line system. USASI D7	Favorable, so long as motorists' wait for inspection is kept to a reasonable length of time.	No perceptible change since 1966 because of long established program.	No perceptible change since 1966 because of long established program.	Vital part of any highway safety program.
NEW MEXICO (1937)	New Mexico employs a private garage operation.					
NEW YORK (1966)	"Yes, plans have been made to include motorcycles."	Private garage. USASI D7 with modifications but there is some opposition to private garage system.	Favorable, N.Y. public is more receptive than ever, but there is some opposition to private garage system.	Condition has improved. Believe more accidents would have occurred without PMVI.	Believe more accidents would have occurred without PMVI.	PMVI is preventative maintenance and value of program shown in many fields like mechanisms.
N. CAROLINA (1965)	Yes, we plan to meet or exceed Federal standards.	Private garage. USASI D7	Most favorable.	Definite improvement.	Impossible to answer definitely; opinion is yes.	Vital part of any well balanced safety program.
PENNSYLVANIA (1928)	Additional and correction- before we can adopt the Federal program.	Private garage. Equal to or better than USASI D7.	Unfavorable-very disturbed by the requirements such as harness belts and anti-smog devices that impart inefficiency and add cost which seems unnecessary.	See no change since 1966.	See no change since 1966.	Well spent and results will be more noticeable with experience. (Program has been operated for too long and too well to allow great change for the better.)

TABLE IA: CONTINUED

STATE (Year Law Passed)	HAS HSA INFLUENCED CHANGES IN YOUR PROGRAM?	KIND OF PMVI SYSTEM INSPEC- TION STANDARD	PUBLIC REACTION (SINCE 1966)	CHANGES NOTED IN VEHICLE CONDITION	EFFECT ON TRAFFIC SAFETY	IS PMVI MONEY WELL SPENT?	COMMENTS
RHODE ISLAND (1958)	No. Rhode Island meets the requirements with its present system.	Private garage. USASI D7	No comment.	No perceptible change since 1966.	No perceptible change since 1966.	Well spent.	
TEXAS (1951)	Yes, the 1967 legislature added the following items to the inspecting criteria steering wheels and rims and from seat belts.	Private garage USASI D7	Favorable, the public has accepted the changes.	Better condition; percentages of adjustments and repairs have reduced over the years.	Defective vehicle involved in both fatal and non-fatal accidents have been reduced since program began in 1951.	Yes, values derived from a properly administered program far exceed any faults, real or imaginary.	
UTAH (1936)	Has added some emphasis to our program.	Private garage. USASI D7	All reports seem favorable.	Improved enthusiasm on part of inspectors will probably result in improvements.	Believe vehicles would be in worse condition without PMVI and would have higher accident rate.	Well spent.	
VERMONT (1935)	Yes, as of May 1968, have started a mechanics certification program to bring Vermont's PMVI program up to the Federal standard.	Private garage. USASI D7	Favorable.	Condition has improved considerable with respect to body and sheet metal items recently added to the program.	No comment. Statistics not presently available.	Well spent, an important part of any safety program.	
VIRGINIA (1932)	Virginia plans to make the changes necessary to make its established program conform to Federal standards.	Private garage USASI D7	Long accepted by the general public. In 1967, 4,009,421 inspections were made and only 59 written complaints were received.	During 1946, when PMVI was inactive because of war, 10.4% of accident vehicles were defective. In 1967, this figure decreased to 3.9%.	Believe evidence indicates the extreme value of PMVI.	Well spent. (In 1967 the cost per inspection to the state was slightly less than 6¢)	Success depends largely upon: selection of good Stations and mechanics, good training and re-training, proper supervision and administrative help; and good public support.
W. VIRGINIA (1953)	Yes, new legislation.	Private garage. USASI D7	Favorable.	Vehicle in better condition.	Highways are safer.	Well spent.	All vehicle owners will not maintain their vehicles unless required to do so by law.
KENTUCKY (1966)	Our program began in 1968. We have made several changes but they were not prompted by the HSA.	Private garage, partially USASI D7. Standards have been weakened for the first year.	We hear many good comments about the probable value of the program. Most unfavorable reaction originally came from the Farm Bureau, which felt burden on farmers would be great.	We think there is improvement but program is too young to prove it.	We see no evidence of improvement yet. There is no difference in the accident rate during this first year of inspections.	PMVI is a good program in context, but is not a panacea. It can't produce miracles but should serve a useful purpose.	

TABLE IB: PMVI STATES: THOSE ADOPTING INSPECTING AFTER THE HIGHWAY SAFETY ACT OF 1966 WAS PASSED

STATE (Date Law Passed)	DID HSA INFLUENCE PASSAGE?	KIND OF PMVI SYSTEM AND INSPECTION STANDARD	PUBLIC REACTION	CHANGES NOTED IN VEHICLE CONDITION	EFFECT ON TRAFFIC SAFETY	IS PMVI MONEY "WELL SPENT"?	COMMENTS
ARKANSAS (Feb., '67)	Yes	Private Garage USASI D7	Only inspection of newly purchased and transferred vehicles was required during 1967, but public reaction as a whole seems very good.	Not yet noticeable on the highways, but adjustments and repairs are being made.	Too early to say.	Well spent.	
FLORIDA (July '67)	Not Known	Private garage, or assembly line stations operated by counties at the option of each county. USASI D7	No information yet. Program effective June 1, 1968.	No information yet.	No information yet.	Well spent.	
IDAHO (Mar., '67)	"PMVI bills were prepared for 3 sessions of the legislature before one was passed."	Private Garage USASI D7	Became effective Jan. 1, 1968. Public acceptance seems good after three months operation.	Short experience gives no basis for comment.	Short experience gives no basis for comment.	Inspection stations are finding items needing repair or adjustment.	
INDIANA (1967)		Indiana employs a private garage operation.					
MISSOURI (July '67)	"Yes. . . probably would not have passed without expectation of federal funds being withheld."	Private Garage USASI D7	Program begins Jan. 1, 1969. However, about 50% of 6000 prospective inspection station operators favored PMVI.	Unable to comment yet.	Unable to comment yet.	"Many unsafe vehicles will be taken off the highways." May never be able to tell how many defective vehicles are involved in accidents.	Compulsory inspection will eventually encourage many motorists to keep vehicles in better repair.
NEBRASKA (1967)	"Yes. . . sold to the Legislature on the basis of possible loss of Highway Funds and with the idea that a portion of the costs. . . could be supported with Federal funds."	Private Garage USASI D7	Program begins Jan. 1, 1969. No unfavorable comment yet.	No comment.	No comment.	Believe PMVI will be beneficial.	
OKLAHOMA (May, '67)	Were close to passage but HSA helped.	Private Garage USASI D7 (modified)	Program begins Jan. 1, 1969. No organized opposition yet.	No rated change yet, but improvement is anticipated.	No change yet.	More money should be spent on PMVI as it develops into driver's actions and safer roadways.	Through PMVI we will be able to contact vehicle owners directly for the first time.
S. CAROLINA (May, '67)	No Comment	Private Garage Regulation manual	Program voluntary until Jan. 1, 1969. Public reaction has been favorable.	Not old enough to evaluate.	Not old enough to evaluate.	Well spent, since all machines wear with use.	
S. DAKOTA (Jan., '67)	"Yes. . . threatened withholding of 10% of highway funds." Federal action left much ill will and has reduced support we might otherwise have had. (S. Dak. Highway Patrol favored PMVI).	Private Garage USASI D7	Favorable, public voluntarily responded to the extent 75% of the inspections were done in the time scheduled for 30%.	Many "unseen" deficiencies in exhausts, brakes and suspensions which are difficult to detect in normal enforcement are being found.	Unknown at this time.	Yes--puts drivers in safer vehicles and protects "the other driver" from irresponsible motorists.	
WYOMING (Feb., '67)	"Yes. . . Legislature passed the inspection law because of the Federal Highway Safety Act."	Private Garage USASI D7	Unfavorable comment in the press and by letter for 1st two months, but now mostly favorable comments.	More cars being junked since inspection started.	Program is too new for records to show the effect.	Well spent.	

TABLE IIA: NON-PMVI STATES (THOSE WHICH HAVE RANDOM INSPECTING OPERATIONS)

STATE	PRESENT PROGRAM	HAS HSA INFLUENCED THE PROGRAM?	PUBLIC REACTION	EFFECT ON SAFETY	COMMENTS
CALIFORNIA	California Highway Patrol makes random roadside inspections. Motorists must submit to vehicle inspection when directed to do so.	Legislation was enacted in 1965 prior to HSA-1966. California has requested that its program be approved as qualifying under the federal standards	Mostly very favorable; some adverse reactions for charges to correct headlamps and service brakes.	The number of vehicles with defects has declined since the program was put into effect. Publicity has psychologically convinced not only the motorist who is inspected but others that they must voluntarily keep their vehicles in better condition.	Limited experience does not allow comment on cost-benefit effectiveness. Total program of increasing personnel, enforcement activities, drunk driver enforcement and inspection has reduced accidents.
KANSAS	Police operated Spot Check	Studies are being conducted for the purpose of updating and improving laws to conform to federal requirements.	Mixed.	Can't measure.	More money should be spent to upgrade the program---believe PMVI tends to reduce accidents.
MICHIGAN	Michigan State Police makes random roadside inspection. Motorists must submit upon being directed to do so.	PMVI bills have been defeated since 1966 possibly because of costs. (Michigan's program was enacted in 1966 prior to the enactment of HSA-1966)			The basis of PMVI isn't sound and the cost of PMVI exceeds benefits. With equal amounts spent on random inspections we would have a good traffic enforcement program along with inspection.
OHIO	State highway patrolmen are authorized to conduct random roadside inspections (cities are authorized to have PMVI programs, Cincinnati does).	The random inspection program was passed after HSA 1966 was enacted.	Letters, news media and public comments have been favorable.	Too early to say, but garages, parts dealers and service stations report motorists are improving their vehicles.	3% of accident vehicles are defective; whereas 97% of the accidents are caused by driver action. This suggests more money should be spent on enforcement directed to driver action.
WISCONSIN	Wisconsin has teams to operate both compulsory and voluntary random inspections. In addition a private garage pilot project will be run in a rural and another in an urban area of the state (effective 7/1/68)	Yes, it provided a base for instituting inspection, but willingness to consider pilot projects of random inspections completely dissipated legislative support for full-fledged PMVI.	Unknown at this time.	Unknown at this time.	PMVI is an integral part of total highway safety picture.

TABLE IIB: NON-PMVI STATES (THOSE WITH SOME INSPECTING REQUIREMENT)

STATE	EXTENT OF PRESENT OPERATION	IS PMVI LEGISLATION BEING PRESENTLY CONSIDERED?	HAVE PMVI PROPOSALS BEEN DEFEATED SINCE 1966?	HAS HSA-1966 HAD ANY SUBSTANTIAL PROMOTIONAL EFFECT?	IS PMVI LEGISLATION LIKELY IN THE NEAR FUTURE?	WHAT PMVI OPERATION IS OR HAS BEEN PROPOSED?	WOULD MONEY BE WELL SPENT ON PMVI?
ILLINOIS	Only trucks are inspected (twice annually).	Yes (since 1945)	Yes-lack of public support.	Yes, almost passed legislation in 1967.	Yes, federal government will force us to do so.	Private garage.	Proper safety inspections take time and effort and cost more than the charges allowed in most states. Moreover a less than adequate inspection gives motorists mistaken ideas about the safety of their vehicles (Note this is a condensation of extensive questioning of PMVI).
IOWA	Statute authorizes municipalities to inspect. None do.	No	Yes, passed one house but was not acted on by the other.	Has provided arguments for PMVI.	Yes, we will press strongly for PMVI in 1969 legislature.	Private garage.	Well spent, believe private garage system will not require tremendous public expenditures.
MARYLAND	Only includes inspection upon resale or transfer of private passenger vehicles	No	Yes, can't determine whether cost, the type of program, the federal requirements, or all of these was the reason for defeat.	Not necessarily.	Possibly. Public is more safety conscious, familiar with federal requirements, and with comparisons for mortality rates between inspection and noninspection states.		Well spent if the program is properly administered and enforced.
MINNESOTA	We plan to spot check 5% passenger vehicle population in 1968 (Note municipalities may inspect)	No (next legislative session is 1969)	Yes, public inconvenience, fear of being bilked by unscrupulous operators, lack of clear evidence that PMVI reduces accidents.	No significant effect, but spot check program has been authorized to evidence "substantial compliance" with HSA	Don't know. Legislation will be introduced in 1969 legislative session.	Private garage.	No safety program is complete without PMVI. Greatest handicap is proof that PMVI will reduce accidents and to what degree. We believe program to be self supporting.
TENNESSEE	3 of the 4 largest municipalities operate inspection programs.	No	Action was deferred by 1966 legislature.	Yes, focused state wide attention on PMVI and other safety programs.	No. State plans a complete research project before legislating.		Statewide traffic safety program is being pursued with deliberate action to avoid wasteful and poorly planned program. PMVI has not been given high priority.
WASHINGTON	School busses are inspected twice annually.		No	We anticipate a spot check operation between 1969 - 1971 from which to gather information.	Washington has had PMVI legislation since the early 1940's. However, the program has not been financed by the legislature since 1949.	Our inoperative system is the state owned and operated type (too expensive).	Better spent on other programs.

TABLE IIC: NON-PMVI STATES

STATE	IS PMVI LEGISLATION PRESENTLY BEING CONSIDERED?	HAVE PMVI PROPOSALS BEEN DEFEATED SINCE 1966?	HAS HSA-1966 HAD ANY SUBSTANTIAL PROMOTIONAL EFFECT?	IS PMVI LEGISLATION LIKELY IN NEAR FUTURE?	WHAT PMVI OPERATION IS OR HAS BEEN PROPOSED?	WOULD MONEY BE WELL SPENT ON PMVI?
ALABAMA	Next legislative session.	Twice, opposition has been from Automobile Dealers Assn. of Alabama, American Automobile Association, and rural legislators.	No, improved atmosphere is being generated at the home level. HSA has not altered the thinking or rural legislators.	Yes, in 1969 (This is the fifth try and we have a better promotional campaign.)	Private garage.	Junky vehicles are a nuisance but not as dangerous as other items. Prefer mobile strike force operation with more money spent on driver improvement.
ALASKA	Yes	No, not previously submitted.	No, primary concern has been cost versus tax base.	Doubtful this year, expense plus growing national concern that effect is not worth the cost are against it.	Private garage plus mobile police teams to cover remote areas.	Believe more effect on traffic safety would result from spending money for additional troopers; but we await results of PMVI from other states.
ARIZONA	No	Considered but did not get out of legislative committee.	No, cut backs in federal appropriations handicapped the effect the HSA-1966 might have had on the legislature, which was well acquainted with the HSA.	No, legislature reluctant to act without more documentation of the need for PMVI.		PMVI ranks as a low priority item in traffic accident reduction; high school driver education and more law enforcement would have greater return per dollar invested. (Note: Arizona has in the past had PMVI and later abandoned it.)
CONNECTICUT	No (legislature not in session)	Yes, (failed to come out of committee)	One of the principal arguments in support of PMVI during 1967.	PMVI failed to gain sufficient support in all recent legislative sessions.	Both private garage and state operated systems have been considered. Private garage seems most popular.	At present it seems funds spent for driver improvement would produce greater benefits.
MONTANA	Yes	Yes, general misinformation was at fault.	Yes, giving awareness to safety programs in the state.	Yes, because of HSA.	Private garage.	Well spent
NEVEDA	No	No	Difficult to gage but HSA has brought PMVI to public's attention. A small survey indicates PMVI could be favorably accepted by the public, if handled correctly.	Doubtful during 1969 session because of more pressing needs such as emergency medical services and traffic records. However, PMVI will be submitted.	No specific recommendation, Wisconsin's pilot project will receive attention.	Lack of concrete evidence as to effectiveness of PMVI in deterring traffic accidents suggests funds could be better spent on other safety programs, particularly because of Nevada's large area; unequal population distribution; great number of highway miles, limited tax base (87% federal lands), and limited funding.
N. DAKOTA	No	No	Yes	Presently studying PMVI as authorized by senate resolution.	Awaits study report.	Cannot justify PMVI on the basis of vehicle defects being a major contributing factor in traffic accidents.
OREGON	No	Yes, died in legislative committee.	Only to the extent of making clear that some type PMVI is inevitable.	Yes, to comply with the federal standard.	Private garage.	Yes, the vehicle as an element in traffic accidents has been neglected too long. (There is no ground swell of public support, although legislature is more aware of its significance, some remain unsold as to its value and look on it as a program forced on them by the federal government.)
PUERTO RICO	Yes	No	Yes (Note Puerto Rico is not a state but is included under the provisions of the H.S.A.)	Under consideration by legislature.	Combination private garage and state operated stations.	Money would be well spent.

