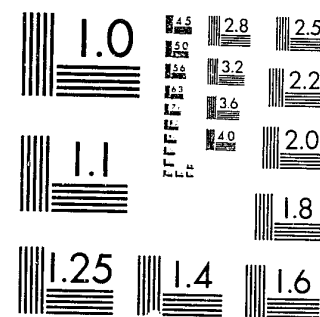


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THE LEGISLATURE — STATE OF NEW YORK

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Legislative  
Commission  
On  
Expenditure  
Review

Dormitory  
Vandalism  
on  
SUNY  
Campuses



Program Audit  
March 1983

92319

STATE OF NEW YORK  
**LEGISLATIVE COMMISSION  
ON EXPENDITURE REVIEW**

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**DORMITORY VANDALISM**

**ON SUNY CAMPUSES**

**SUMMARY AND CONCLUSIONS**

Vandalism, the "willful and malicious destruction of property," is found on college campuses, as it is found throughout society. This program audit assesses the extent and costs of vandalism on campuses of the State University of New York (SUNY), and identifies factors that may cause vandalism as well as prevent or limit it. Because most campus vandalism has been found to occur in residence halls, LCER's analysis has largely centered on these facilities.

Four State agencies--SUNY, the Dormitory Authority of the State of New York (DA), the Department of State's Office of Fire Prevention and Control, and the Department of Health (DOH)--play a role in monitoring or preventing vandalism. SUNY, by agreement with the DA, has the largest responsibility, as lessee and manager of the dormitories. DA, the actual owner of most SUNY dorms, must assure its bondholders that their investment is protected and must maintain fire/life safety standards. The Office of Fire Prevention and Control annually inspects each dormitory. And DOH may be requested by a campus to inspect a dorm's adherence to sanitary standards.

**Cost of Vandalism**

LCER's assessment of the cost of vandalism on SUNY campuses was hindered by the inability of SUNY's central administration to identify and segregate damage costs in residence halls, and by individual SUNY campuses' inability to provide accurate expenditures for repairing vandalism damage. Because of these inadequacies, LCER had to use data from several sources to compile its own vandalism costs.

Studying these varied data for 11 of the 26 SUNY campuses with dormitories, LCER developed estimates of costs attributable to repairing vandalism damage that ranged

from a "low" of \$186,068 [1.1 percent of maintenance and operations (M&O) expense, excluding energy and utility costs] to a "high" of \$507,348 (3.0 percent of M&O expense) for the 11 campuses, with costs per resident ranging from \$5.47 to \$14.93. LCER projects that dormitory vandalism damage on all 26 campuses would range from \$630,000 to \$652,100. These estimates exclude employee fringe benefits, furniture replacement, and custodial staff repair of minor vandalism damage.

In addition, unrepaired vandalism damage accumulated over several years may be inadvertently included in dormitory rehabilitation projects financed by the DA. For example, eight LCER sample campuses reported that \$1.5 million in DA repair and rehabilitation expenditures from 1977-78 through 1980-81 included about \$220,000 (15 percent) to repair damage attributed to vandalism.

**Extent of Vandalism**

To determine the extent of vandalism on SUNY campuses, LCER examined data provided by the 11 sample campuses: campus reported incidents of residence hall damage; criminal justice statistics, including arrests for criminal mischief (vandalism); the number of false fire alarms; and the incidence of fires caused by arson. To observe the vandalism problem first-hand, LCER inspected 94 dormitories on the 11 campuses. Among other things, LCER found:

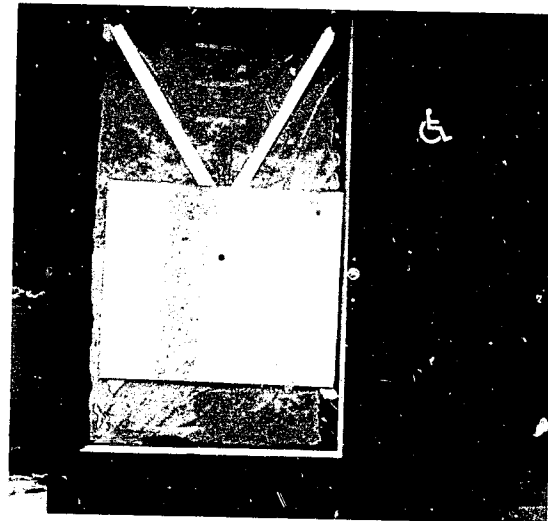
--While the incidence of campuswide criminal mischief increased by 32 percent from 1978 to 1981, stricter enforcement produced a 90 percent increase in criminal mischief arrests.

--2,350 instances of vandalism in the 94 dormitories, with graffiti and damage to electrical fixtures, ceilings and walls comprising 70 percent of that number. Examples of this damage are shown in Exhibit S-1, and Exhibits I and II in Chapter II.

--566 fires at eight reporting campuses over the four years, 1978 through 1981. Of

# Exhibit S-1

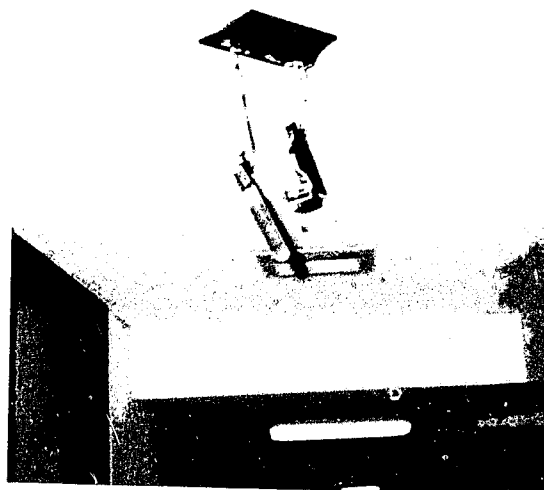
Examples of Vandalism  
Observed by LCER Staff



Broken Entrance Door  
Farmingdale



Damaged Ceiling  
Buffalo College



Broken Exit Light  
Potsdam



Unauthorized Access to Roof  
Through Damaged Roof Hatch  
Stony Brook

Photos: LCER staff.

these 151 or 27 percent were caused by arson and 111 or 20 percent were of unknown origin.

LCER also surveyed 1,150 SUNY students who lived in SUNY dorms in spring 1982 to determine their perception of vandalism, and found that almost two-thirds of the 410 responding students thought vandalism a "significant problem" on their campuses. Common areas of dorms and dorm bathrooms were the areas most frequently cited as heavily vandalized. In addition, almost one-half of the responding dormitory students said they had personally witnessed one or more acts of vandalism.

## Campus Deterrence Efforts

Methods of deterring campus vandalism relate to the range of vandalism's causes. Administrators of SUNY colleges, and SUNY students responding to LCER's survey concurred that alcohol abuse is a major factor

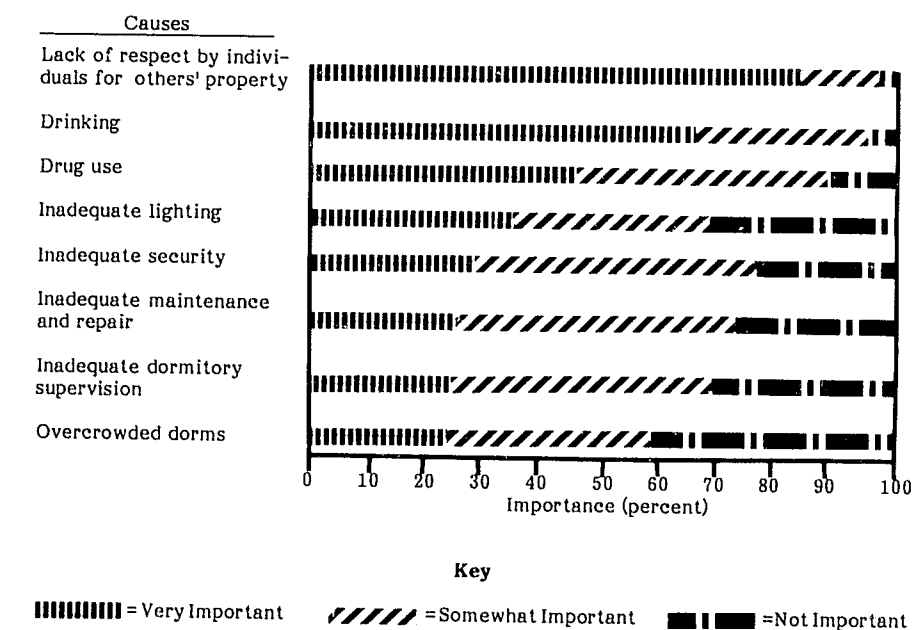
in causing vandalism. Other factors cited by SUNY administrators included:

- Academic and social stress on students;
- Non-students on campus;
- Poor maintenance and repair;
- Students' immaturity;
- Poor campus security, sometimes related to the "openness" of a campus;
- Change in "value systems;"
- Construction or structural deficiencies, including those in materials and furniture.

And of the 246 (63 percent) students who said that vandalism "is a significant problem" on their campuses, several factors were rated as causes, as shown on Chart S-1.

Chart S-1

## Student Assessment of Vandalism's Major Causes





LCER found that vandalism could be deterred by the "tone" of strong anti-vandalism policies established by campus presidents, and the effectiveness with which campuses carried out the following functions:

#### Timely Repair of Damage

SUNY and independent college administrators agreed on the importance of quick damage repair. However, 60 percent of SUNY students responding to LCER's survey stated it took an average of two weeks or more to repair damage. This repair time was found to be affected by several factors, including:

--Floor area covered by each custodian. Although 80 percent of SUNY students responding to LCER's survey rated custodial services "good" or "excellent," ten of the 11 SUNY campuses surveyed did not meet SUNY's standards for floor area coverage.

--Two separate lines of authority for dealing with acts associated with damage from vandalism. On most of the SUNY campuses visited, identifying and estimating costs of damage, billing students, and disciplining them were tasks divided between the Vice President for Student Affairs (covering residence life) and the Vice President for Administration (covering physical plant). Therefore, while vandalism was confined largely to dormitories, the responsibility for dealing with it depended upon cooperation between the separate residence life and physical plant staffs.

--Maintenance backlogs. Although LCER generally found well-organized maintenance staffs and services, workload usually exceeded staff capabilities, leading to cumulative maintenance backlogs of from two to 31 months among the campuses and preventive maintenance backlogs on two campuses.

#### Residence Life Supervision

LCER's survey of SUNY students showed that 70 percent of the responding students

found dormitory residence staff to play a "very important" or "somewhat important" role in controlling dormitory vandalism. However, the ratio of students to residence administrative and housing direction staff persons varied considerably among campuses. Moreover, SUNY colleges' expenditures for residence life have not kept pace with inflation, with three of the sample campuses experiencing net decreases in residence life supervision expenditure per student over the period, 1976-77 through 1981-82.

In addition, dormitories filled beyond capacity have added to the workload of residence life staff and the likelihood of vandalism. Dormitories on eight of the 11 SUNY campuses visited by LCER met or exceeded their design capacity. Fifty-nine percent of the SUNY students who perceived vandalism as a significant problem on their campuses called overcrowding a "very important" or "somewhat important" cause.

#### Security

Ninety percent of SUNY students responding to LCER's survey agreed with SUNY campus public safety directors that more security is needed. Among the public safety directors' suggestions for achieving this were better dorm "locking" systems, student dormitory patrols, restricted use of alcohol, improved campus lighting, and rapid punishment of persons guilty of committing vandalism. Administrators of independent colleges in New York State concurred with these comments.

#### SUNY Role

While the campuses manage dormitories, SUNY Central is responsible for overseeing their maintenance and operation through policy guidance and the monitoring of physical plant conditions. SUNY Central has not undertaken systemwide vandalism deterrence efforts.

#### Policy Guidance

SUNY policy makes residents of dormitories responsible for the care of their

rooms. Rooms are to be inspected prior to and at termination of occupancy, and residents are to pay for any room damage.

SUNY Central, however, does not authorize the campuses to assess residents for damage to common or group areas of the residence halls. Since these costs are unbillable, either all dormitory residents pay for them through higher room rentals or the State's taxpayers absorb them through increased subsidy to the SUNY dormitory program.

SUNY Central believes that without proof of an individual's culpability, a common area damage charge might be construed by the courts as a "penalty" and therefore illegal. LCER staff question, however, whether a common area damage charge is substantially different from a room damage charge, which SUNY officials define as an administrative fee, not a penalty.

Though 58 percent of LCER student survey respondents believed the common area charge an ineffective vehicle to deter vandalism, 16 of 19 independent colleges in New York State successfully used the charge. Virtually all the independent college administrators indicating use of the common area charge, said that it was "effective" or "somewhat effective" in reducing vandalism. Moreover, eight of 12 out-of-state public campuses contacted by LCER staff reported successful use of the common area charge technique.

SUNY Central has studied the common area charge alternative since October 1980. However, no suggested common area charge guidelines had emerged from this review as of November 1982.

#### Monitoring Campus Plant Management

SUNY Central's major effort to deter dormitory vandalism was through ongoing campuswide physical plant maintenance and operation oversight. Involving all academic and residential buildings on a campus, SUNY's Division of Plant Maintenance oversight included:

--Annual inspection and rating of each campus dormitory condition;

--Long range forecast of each dormitory's repair and rehabilitation needs; and

--Annual review and analysis of dormitory operating and capital budget requests.

LCER found that the SUNY annual inspection and rating was less than effective because it: (1) was campuswide in orientation and did not rate individual dormitories; (2) was not based upon quantitative data and analysis; and (3) did not clearly differentiate results among the campuses due to a compressed rating scale.

The long-range forecast was found out-of-date, and therefore not as useful as it might be for predicting future dormitory rehabilitation and repair needs.

The division's square foot coverage guidelines, used for establishing dormitory maintenance and custodial services staff levels, were exceeded by practically all LCER sample campuses. Understaffing these important functions suggests a lack of resources for adequate dormitory care and maintenance. Failure of the campuses to provide needed residence hall maintenance and custodial services staff may be a major impediment to vandalism deterrence.

During 1982, the division initiated a Maintenance Management System (MMS) at six pilot campuses. Intended to provide standardized workload and cost information, including the causes of damage and the costs of vandalism repair, MMS is to be extended to all campuses during 1983. If fully implemented, MMS could generate comprehensive vandalism costs and incidence reports and provide the SUNYwide damage accounting capability which is now absent.

#### Dormitory Authority Role

As owner of the dormitories, the DA is responsible for assuring that the values of the buildings and equipment are preserved. Also, DA may be held liable in event of

failure or inadequacy of fire/life safety equipment in the buildings.

In 1981 DA undertook an inspection program to determine each building's condition. As of October 1982, 17 campuses had been surveyed by a three person team expert in construction, mechanical/electrical systems, and fire/life safety. The inspections were comprehensive, covered each building, and were well documented. Findings detailed shortcomings in dormitory building conditions, fire/life safety, and vandalism control. Costs to repair damage including vandalism were estimated.

After completion, each report was sent to SUNY's Division of Plant Management and to the appropriate campus, with a request for reply concerning actions taken on report findings. Of 13 campus dormitory condition surveys completed prior to June 1982, DA received responses from only eight campuses as of November 1982. Improved follow-up on DA dormitory condition surveys was needed.

### Fire and Health Inspection

The Department of State's Office of Fire Prevention and Control annually inspects each dormitory to identify fire hazards or code violations. These inspections were not comprehensive, because fire inspectors did not always have access to students' rooms. LCER staff found this to be a particular problem at dormitories in which cooking is permitted in student rooms or suite areas.

State Department of Health inspections of dormitories were rare, usually initiated by complaint of sanitary code violations. Again LCER staff observed insanitary conditions at dormitories in which room cooking was allowed; however, no health inspections of these dormitories were evident.

Finally, SUNY Central no longer exercises oversight of dormitory fire and health inspections to assure that code violations are rectified. SUNY has given this responsibility to campus presidents.

### Financing Dormitory Operations and Repairs

SUNY dormitory operations are funded by four main sources: room rent, State subsidy, college fees and miscellaneous revenues as depicted for 1981-82 on Chart S-2. From this "funding pool" are financed dormitory operations and debt service to the Dormitory Authority. The debt service payment is used to pay Dormitory Authority obligations and meet reserve requirements.

As illustrated on the chart, the 1981-82 State Purposes Fund subsidy to the SUNY dormitory program amounted to \$9 million or 11 percent of the total operating cost of \$84.4 million. The State subsidy dropped 34 percent from \$13.7 million in 1977-78.

Nine of ten out-of-state public college or university systems replying to LCER staff inquiry reported that their dormitory programs were fully or almost fully self sufficient--funded entirely from dormitory rentals and receipts.

DA has allocated trustee surpluses and other designated monies to pay for dormitory repair or rehabilitation. During the period 1977-78 through 1981-82, DA spent \$14 million to repair and rehabilitate its dormitories.

That these expenditures are believed to be inadequate is reflected in SUNY's estimates of 1982-83 dormitory repair and rehabilitation projects needed:

--\$28 million in building repair and rehabilitation and

--\$10.2 million to replace furniture judged in "poor" condition.

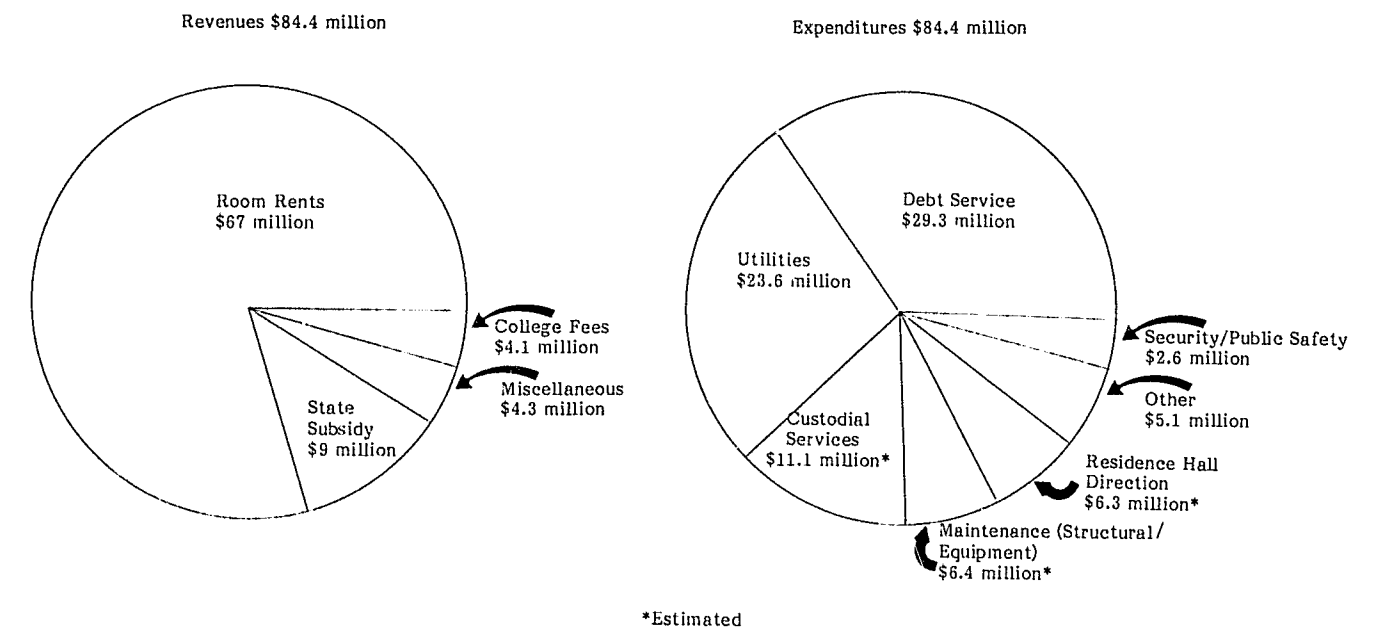
As discussed previously, it is probable that a substantial amount of this anticipated need is attributed to vandalism.

### Conclusion

While vandalism is evident throughout the SUNY residence hall system, only eight of 94 buildings inspected by LCER staff were

Chart S-2

SUNY Dormitory Revenues and Expenditures 1981-82



found heavily or extensively damaged. Students on practically all sample campuses were aware of the seriousness of the vandalism problem and seemed to be in favor of more deliberate campus efforts to deter and apprehend persons committing acts of vandalism.

Vandalism is controllable, given the awareness of the problem by campus presidents and their leadership in dealing with it. Un-

fortunately, some campus presidents did not give vandalism deterrence this high priority.

SUNY Central's effort to deter vandalism has been limited to policy guidance and monitoring building condition. SUNY has not undertaken or centrally coordinated vandalism deterrence efforts but has denied campuses authorization for a common area charge to recover vandalism costs.

### Findings for Comment

Chapter 58 of the Laws of 1980 requires heads of audited agencies to report within 180 days of receipt of the final program audit to the Chairman of the Legislative Commission on Expenditure Review and the Chairmen and the Ranking Minority Members of the Senate Finance Committee and the Assembly Ways and Means Committee on what steps have been taken in response to findings and where no steps were taken, the reason why.

### State University of New York

1. Because SUNY had no systemwide damage accounting procedure, campus officials were unable to provide complete and

comparable data on the cost of vandalism. SUNY Central did not review damage experience to assess effectiveness of campus or building management.

2. Key elements in campus deterrence of residence hall vandalism are: (1) attention to alcohol use education and control; (2) prompt clean up and repair of damage; (3) effective residential life supervision; (4) rapid discipline of persons committing acts of vandalism; (5) alleviation of dormitory overcrowding; (6) adequate dormitory security and (7) student dormitory improvement efforts. A primary ingredient to all these deterrence efforts is the campus president's recognition of the vandalism problem and his or her continued pursuit of deterrence efforts.
3. While campuses may adopt room deposit and damage charge procedures, SUNY Central has not authorized dormitory common area charges or deposits.
4. Since 1979, SUNY annually has rated the physical condition of each campus. A gross comparison among the campuses, the rating: (1) was not based on documented or quantitative analyses; (2) did not allow for sufficient differentiation among the campuses within functional areas; (3) did not rate individual building condition and (4) failed to specify criteria for estimation of each campus' yearly cost of vandalism.
5. LCER staff noted difficulties with the residence hall damage account procedure. The failure to promptly repair damage for which payments had been made, if unexplained by the campus, could adversely affect student attitudes toward campus maintenance efforts and, perhaps, contribute to vandalism. Also the authorized IFR account procedure was bypassed by at least one campus in order to speed repairs at reduced cost. SUNY had not evaluated the effectiveness of the IFR procedure with respect to expediting repairs.
6. SUNY recommended guidelines for square foot coverage per M&O staff person and per custodial care staff person were not being met in the residence halls as of March 31, 1982. Filled M&O staff FTE positions covered an average of 20 percent more space than recommended, while filled custodial staff FTE positions were responsible for 11.3 percent more space than recommended by SUNY.

7. Prompt and adequate building maintenance, custodial care and residence life supervision were essential components of an effective campus effort to deter dormitory vandalism. From 1977-78 through 1981-82, the sample campuses' expenditures for these services failed to keep pace with inflation. This may have contributed to a decline in the quality of care and supervision in dormitory facilities.
8. SUNY's public safety office plays a minimal role in developing programs to deter vandalism or apprehend vandals. Fire and health inspection monitoring, once performed by the office, was discontinued in 1976. The State has no fire and sanitation inspection follow-up to correct code violations in residence halls.

#### State University and Dormitory Authority

9. Kitchenette facilities installed at Stony Brook during the early 1970's were a major source of concern from the standpoints of fire protection and sanitation. LCER staff observed apparent fire hazards and unsanitary conditions in those dormitories. A disproportionately large number of cooking fires occurred at Stony Brook. Dormitory sanitary inspections were seldom undertaken.
10. Initiated in July 1981, the DA campus condition survey has evaluated 17 of the 26 SUNY campuses as of October 1982. Focused upon physical plant condition and fire and life safety, the survey is comprehensive and well documented, with vandalism repair costs estimated for each building. However, eight of 13 SUNY campuses reviewed had not reported corrective action taken to the DA.
11. During the period 1977-78 through 1980-81, the Dormitory Authority spent \$14 million to repair and rehabilitate its dormitories. SUNY estimates that its 1982-83 repair and rehabilitation needs total \$38.2 million--\$28 million for dormitory building improvement and \$10.2 million to replace dormitory furniture in "poor" condition.

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ACQUISITIONS

## FOREWORD

The Legislative Commission on Expenditure Review was established by Chapter 176 of the Laws of 1969 as a permanent legislative agency for among other duties, "the purpose of determining whether any such department or agency has efficiently and effectively expended funds appropriated by the Legislature for specific programs and whether such departments or agencies have failed to fulfill the legislative intent, purpose and authorization," and to "make a comprehensive and continuing study of . . . the program of and expenditures by state departments." The program audit, Dormitory Vandalism on SUNY Campuses, is the one hundred and fifth staff report.

The audit examines the extent of dormitory vandalism on SUNY campuses. Vandalism, defined as "the willful and malicious destruction of property," was evident at each of the 11 sample campuses visited. Most incidents occurred in dormitory common areas and consisted of light fixture, door, wall and ceiling damage. Also observed were arson damage (e.g., burned doors, ceilings) and abused fire/life safety equipment. Eight of 94 dormitories inspected had heavy vandalism damage. LCER estimates that vandalism cost the State \$650,000 in 1982 or about \$10 per dormitory resident student.

The audit points to improvements needed in SUNY Central's damage accounting and in campus management of dormitory maintenance and vandalism deterrence efforts. In his response to this audit (see Appendix F), Chancellor Wharton states his willingness and expectation to issue a SUNY wide common area charge policy shortly.

LCER staff were assisted by numerous individuals at SUNY Central, the sample campuses and the Dormitory Authority. These persons are listed in Appendix A. We appreciate their help.

In accordance with Commission policy, this report focuses on factual analysis and evaluation. Recommendations and program proposals are not presented since they are in the realm of policymaking and therefore the prerogative of the Legislature.

The audit was conducted by James Haag, Chairman, Elaine Fromer, Stacy VanDevere, and Irving Wendrovsky, with the field work assistance of Robert Fleischer, Joel Margolis and David Rowell, who also performed computer programming. Word processing and graphics were provided by Marilyn Kroms and Susan Peart. Bernard Geizer served as general editor. Overall supervision is the responsibility of the Director.

The Commission is interested in hearing from the readers of its audits. Any comments or suggestions should be sent to the Director at the address listed inside the front cover of the audit.

The law mandates that the Chairmanship of the Legislative Commission on Expenditure Review alternate in successive years between the Chairman, Senate Finance Committee and the Chairman, Assembly Ways and Means Committee. Senator John J. Marchi is Chairman for 1983 and Assemblyman Arthur J. Kremer is Vice Chairman.

March 24, 1983

Sanford E. Russell  
Director

## I INTRODUCTION

Vandalism, "the willful and malicious destruction of property," is an all too common occurrence in society. The costs may involve injury or loss of human life when vital life/safety equipment, such as fire alarms or extinguishers, is damaged by vandals. Huge costs result when building custodial and maintenance resources must be diverted from normal property care or improvement to restoration of vandalized property.

Student vandalism at SUNY dormitory or academic facilities is particularly troublesome. It is ironic that some persons who directly benefit from State subsidized education and housing have intentionally caused destruction of State campus facilities. From the State Legislature's point of view, no level of SUNY student vandalism is tolerable.

Intentional damage to public buildings is a crime under the State Penal Code either as criminal mischief or arson. Criminal mischief of the first, second and third degrees is a felony while criminal mischief fourth degree is a misdemeanor. All four degrees of arson are felonies.

This program audit examines vandalism at State University of New York (SUNY) residence halls owned by the New York State Dormitory Authority (DA). Although vandalism occurs in academic facilities and on campus grounds, the greatest incidence and costs of repair are experienced in residence halls. Also of interest were the respective roles, responsibilities and performance of State agencies charged with the financing, care, maintenance and oversight of dormitory operations.

The extent and costs of SUNY dormitory vandalism are discussed in Chapter II, including the results of LCER staff field visits to 11 SUNY campuses, and the LCER survey of dormitory residents.

Chapter III presents campus efforts to curtail vandalism and discusses trends in residence hall supervision, maintenance and housekeeping support services. State agency roles and programs relevant to the problem of vandalism are assessed in Chapter IV. Chapter V describes and analyzes the several methods by which dormitory operations and repairs are financed. The remainder of this chapter discusses the scope of the campus vandalism problem, the causes of vandalism and the roles of the major State agencies.

### Background

Vandalism crosses cultures and societies, and college campuses as well. Vandalism found in one place generally is not isolated or confined there, but is, rather, a reflection of vandalism occurring in other places. A 1981 study noted that vandalism is not locked in time: "The problem of damage to institutional property is not a current phenomenon, unique to higher education; it has existed at many levels of society for generations."<sup>1</sup>

Vandalism on college campuses had been described as showing "persistent but less dramatic destructiveness"<sup>2</sup> today than in the "politically expressive" 1960s. While campus damage resulting from mass "demonstrations" may have subsided, campus officials have said that: "Criminal mischief--vandalism--ranks with petty theft as the most frequent crime at many colleges. Unlike theft, however, it's a crime against everybody including taxpayers who may not even know the campus exists."<sup>3</sup> Vandalism has been described as being like "a cancer of bricks and mortar" with the "side effects (being) erosion of campus spirit as well as confidence in the institution."<sup>4</sup>

Causes of Vandalism

In attempting to assess causes of campus vandalism, LCER staff reviewed literature on the subject and sought opinions from students and administrators. The results of this research exhibited a consistent response.

A 1981 assessment of campus vandalism, resulting from a six-college study, discussed the limited amount of research and literature on the subject, and vandalism's "given" existence on campuses:

The majority of the research on violence and destruction on the college campus..., has interpreted destructive behaviors by college students as a form of political expression. Conducted during the student movement of the 1960s, studies of this type have defined destructiveness as a means of demonstrating ideological commitment and meeting certain political ends. Discussions center around the legitimate and illegitimate uses of violence, as well as the organization of political strategies based on behaviors traditionally considered delinquent.... The distinction between political and delinquent destructiveness is not always a particularly clearcut one, however...and the imputation of ideological motives to college student property offenders should be undertaken quite cautiously, particularly during the present period of relative political quietude.<sup>5</sup>

The six participating colleges surveyed a sample of their students to obtain their opinions about the extent of campus vandalism, and their attitudes toward vandalism. To summarize, "this preliminary investigation suggests that campus destructiveness is indeed a widespread phenomenon." But, the report continued:

The overwhelming attitude was one of disapproval of all types of destructive behavior, including less serious infractions, indicating that no broad base for student destructiveness seems to exist within the student culture. Furthermore, students seemed to favor very punitive measures in dealing with known offenders (although few reported that they personally had responded to destructiveness in any way), and advocated sanctions which are more strict than those proposed by many administrators.<sup>6</sup>

SUNY Administrators. SUNY campus administrators interviewed by LCER staff suggested that many factors contributed to campus vandalism. Among those cited by at least three administrators were:

- Alcohol abuse;
- Academic and social stress on students;
- Non-students on campus;
- Poor maintenance and repair;
- Students' immaturity;
- Poor campus security, sometimes related to the "openness" of a campus;

- Change in value systems;
- Construction or structural deficiencies, including those in materials and furniture.

SUNY Students. SUNY students' opinions on the causes of vandalism were drawn from an LCER survey that also covered students' views of vandalism's extent and effects.

Of the 246 (63 percent) students who said that vandalism "is a significant problem" on their campuses, the following factors were rated in order of importance as causes of vandalism:

Causes of Vandalism	Importance		
	Very	Somewhat	Not
Lack of respect by individuals for other individuals' property	83.5	13.7	2.8
Drinking	63.0	31.7	5.3
Drug use	45.5	42.9	11.6
Inadequate campus lighting	33.1	34.7	32.2
Inadequate campus security	29.5	48.5	22.0
Inadequate maintenance and repair	25.9	47.7	26.4
Inadequate dormitory supervision	25.6	45.0	29.4
Overcrowded dorms	24.2	35.8	40.0
Quality of interior dorm material	21.8	35.6	42.7
Inadequate recreational space	19.7	27.3	52.9
Quality of furniture	15.7	38.0	46.3
Dormitory design	12.8	28.3	58.8
Campus design	10.8	25.7	63.5

More than 50 percent of the students responding to this question rated all of the factors, except for inadequate recreational space and dormitory and campus design, as "very" or "somewhat" important in causing vandalism. The two most important factors cited were lack of respect by individuals for other individuals' property, and drinking.

State Agency Roles In Identification and Control Of Residence Hall Damage

When vandalism occurs at a SUNY dormitory, one or more of four State agencies may become involved. SUNY has the major role in managing and operating the dormitories. The Dormitory Authority (DA) is responsible to its bondholders for assuring that their investment is protected and for maintaining high standards of building fire and life safety. The Department of State's Office of Fire Prevention and Control performs annual inspections of each dormitory, and the State Department of Health performs campus sanitation inspections, and inspects dormitories on complaint.

SUNY

SUNY is governed by a 16-member Board of Trustees, appointed by the Governor with the advice and consent of the State Senate for staggered ten-year terms. An



exception is the student representative whose presidency of the Student Assembly makes his or her one-year term automatic.

The Board has overall responsibility for the "central administration, supervision and coordination of state operated institutions and statutory or contract colleges in the state university."<sup>7</sup> The Board appoints its own staff, including the Chancellor of the State University who is Chief Executive Officer, prescribes their duties and fixes their compensation.<sup>8</sup> It appoints the president of each SUNY unit upon the recommendation of the respective college or university council, reviews and coordinates budget requests of the SUNY units, and provides for the care, custody and management of university property.<sup>9</sup>

Chancellor. As the Chief Executive Officer of the Board, the Chancellor executes and enforces its policies.<sup>10</sup> Excluding the chief administrative officer of each college and certain officers of the State University, the Chancellor appoints all other employees in the central office.

SUNY central administration is responsible for overseeing the SUNY campuses through policy direction, management and budget authorization.

College or University Councils. Each of the SUNY campuses is supervised locally by a ten-member council of citizens; nine are appointed by the Governor and one is a student member.<sup>11</sup> The college or university councils are local advisory bodies which recommend candidates for the campus presidency to the Board of Trustees, review annual budgets, regulate the care, custody and management of grounds, buildings and equipment, make regulations governing conduct and behavior of students and carry out other responsibilities as prescribed by the State Education Law.<sup>12</sup>

#### Dormitory Authority

The Dormitory Authority (DA) is a public benefit corporation which finances, constructs and equips institutional buildings--dormitories and dining halls for SUNY, academic (nonresidential) facilities for CUNY, and a variety of other buildings. Originally created in 1944,<sup>13</sup> the DA's authority has been expanded by statutory amendments allowing the agency to finance the construction and outfitting of hospitals, BOCES, private colleges and arts and charitable organization buildings. The DA's purpose was to "free public projects such as it undertakes from restraints otherwise applicable to state government."<sup>14</sup> The DA is authorized to borrow money; to issue negotiable bonds or notes; to provide for the rights of its bondholders; and to use such monies "to construct, acquire, reconstruct, rehabilitate and improve and furnish and equip dormitories...."<sup>15</sup>

Since its inception, the DA has financed the construction and outfitting of 274 SUNY dormitories, consisting of 16.8 million square feet. On June 30, 1981, all bonds were retired for 17 dormitory buildings comprising 894,000 square feet; these properties were transferred to SUNY's ownership. As of March 31, 1981, the DA had \$2.66 billion in outstanding bonded indebtedness of which \$361.4 million (13.6 percent) was for SUNY dormitory projects.

The Authority's board consists of the Commissioner of Education, the State Comptroller, or his designee, the Director of the Budget, and four members appointed by the Governor with the advice and consent of the Senate.<sup>16</sup> Members of the board serve without compensation but are reimbursed for actual and necessary expenses.

#### SUNY/DA Responsibilities

The general responsibilities of the DA and SUNY with respect to dormitory projects financed by DA are spelled out in an agreement between the two agencies, dated April 1, 1964.<sup>17</sup> The specifications and financing of each project are detailed in several supplemental agreements, covenanted since 1964. The agreements remain in force until the liabilities incurred by DA on behalf of SUNY are fully discharged.

In general, the agreement makes SUNY responsible for payment of annual rentals, providing DA with appropriate land and facilities for projects, carefully and prudently maintaining and operating the dormitories, keeping them clean and in good repair, regulating student conduct, and annually reporting project conditions and finances to DA.

For its part, DA must establish and maintain appropriate debt service and reserve accounts, as stipulated by the bondholders' agreements. It is charged to construct and equip the projects in an efficient manner, without unreasonable delay.<sup>18</sup> After certification to SUNY that the project is ready for occupancy,<sup>19</sup> DA retains and exercises several responsibilities to protect its investment, including to:

--Provide required insurance coverage;<sup>20</sup>

--Inspect and examine the project to assure SUNY is operating and maintaining it in a careful and prudent manner and is making all normal, routine and extraordinary repairs.<sup>21</sup>

If SUNY fails to pay the annual rental or defaults on other requirements of the lease agreement, DA is authorized to terminate the lease.

#### Audit Method

Three techniques were used to obtain information for this program audit: analysis of the extent and costs of vandalism and damage deterrence efforts at 11 selected SUNY campuses, review of New York State independent college policies, and procedures to deal with vandalism and a survey of public colleges and universities in selected states.

Comprised of three university centers, six university colleges and two agricultural and technical colleges, LCER sample campuses varied in size and were located throughout the State. Together the 11 campuses housed 52 percent of SUNY's dormitory residents and encompassed 53 percent of SUNY's dormitory square footage.

To learn the extent of vandalism experienced at each campus and those campuses' deterrence programs, LCER staff:

--Interviewed college residence life, physical plant and public safety personnel;

--Collected documentation of vandalism incidence, costs and deterrence efforts;

--Surveyed students; and

--Inspected at least 50 percent of the dormitory space at each campus.

For the student survey, 1,150 questionnaires were sent out and 410 were answered. This response permits LCER to generalize to the 11 campus microcosm of the SUNY system, at a 95 percent level of statistical confidence. The survey questionnaire and results are presented in Appendix B.

A survey to measure the effectiveness of campus vandalism deterrence policies was sent to 32 independent colleges in the State. Replies were received from 19 colleges. LCER staff also visited five independent colleges to view dormitory conditions and the extent of vandalism. The independent colleges' policies and their effectiveness ratings are given in Appendix C.

Finally, 15 out-of-state public colleges and universities were contacted by phone for vandalism experience and deterrence information. Summarized in Appendix D is information received from 13 states, including two adjacent states' public college systems visited by LCER staff.

#### Chapter Summary

- Vandalism was evident at the 11 SUNY campuses visited, and reflects vandalism throughout society. Administrators of SUNY colleges and SUNY students reported alcohol abuse as a very significant factor leading to vandalism, and identified a number of other "causes" including lack of respect for other individuals' property and academic and social stress.

- Identification and control of damage in SUNY dormitories is the province of four State agencies, each of which has a specific role. SUNY has the major role in managing dormitory operations; the Dormitory Authority must assure its bondholders that their investment--the dormitories--is protected; the Department of State's Office of Fire Prevention and Control annually inspects each dorm for fire safety; and the Department of Health performs campus sanitation inspections and may be requested to inspect sanitary conditions in dorms.

- A 1964 agreement between SUNY and the Dormitory Authority specifies their respective responsibilities. SUNY must maintain and operate the dorms, regulate student conduct, and annually report project conditions and finances to the DA. The DA must establish and maintain appropriate debt service and reserve accounts, and construct, equip and rehabilitate dormitories efficiently.

## II EXTENT OF VANDALISM

This chapter assesses the extent and costs of vandalism on SUNY campuses. It discusses SUNY's inadequate accounting for campus damage and vandalism costs, the vandalism observed by LCER staff during visits to campuses and reported through the criminal justice system, and SUNY's efforts to remedy the damage accounting problem.

### Inadequate Accounting for Damage Costs

None of the LCER sample campuses was able to provide complete and accurate expenditures for the repair of residence hall vandalism during the 1981-82 school year. Three of the 11 campuses furnished a listing of 1981-82 incidents of residence hall damage, the estimated or actual repair costs of each and amounts billed to residents. These costs, however, were not always attributable to vandalism and generally excluded custodial staff clean up of graffiti and repair staff fringe benefits. Four other LCER sample campuses were participating in the Maintenance Management System pilot project (discussed below). These campuses had begun accounting for residence hall damage (due to vandalism and other causes) as of January 1982.

Because SUNY Central did not have a systemwide standardized accounting system to identify and segregate damage costs in residence halls, accurate data on vandalism were not available. Therefore, SUNY was not able to:

- Analyze comparative costs of vandalism over time among SUNY campuses and among residence halls on an individual campus and

- Compare the capability of its campuses to deter damage.

LCER staff noted several reasons for inadequate campus identification of vandalism repair costs.

- Difficulty in differentiating between "willful and malicious" damage, accidental damage and normal "wear and tear";

- Incomplete or delayed reporting of damage incidents;

- Schools' failure to view vandalism repair costs as a measure of management performance; and

- Desire of campus administrators to emphasize positive aspects of college life, not the negative, such as damage experience.

In spring 1982, SUNY's Division of Plant Maintenance installed a pilot Maintenance Management System (MMS) at five campuses to provide a uniform basis for measuring maintenance and operation workloads and repair costs and for determining causes of damage. SUNY officials advised LCER staff that the pilot program will be expanded to all SUNY campuses during 1983. MMS is discussed further in Chapter IV.

### Estimated Costs of Vandalism

This section presents estimates of repair costs attributable to vandalism in 1981-82, establishes the extent to which dormitory repair and rehabilitation outlays have corrected vandalism damages and depicts trends in dormitory damage from 1978-79 through 1980-81.

#### Costs of Vandalism in 1981-82

In view of SUNY's inability to provide accurate expenditures for repair of damages attributable to vandalism, LCER staff drew upon several sources to estimate expenditures for 1981-82:

- 1981-82 campus plant management estimates of residence hall vandalism repair costs (labor and materials) included in the campuses' annual self evaluations prepared for SUNY's Division of Plant Management, June 1982;
- 1981-82 estimates of residence hall repair costs attributable to vandalism prepared for and verified by campus presidents and provided to LCER by SUNY letter dated July 19, 1982;
- Campus estimates of vandalism damage from LCER staff interviews with plant management and business officials at 11 sample campuses, conducted during May and June 1982;
- Dormitory Authority property condition survey estimates of vandalism repair costs for two LCER sample campuses, March 1982.

Because of the variation in the estimates for individual campuses, LCER staff developed low and high estimates to reflect the range of vandalism costs reported. The low-high estimates are presented as: (1) a percent of campus maintenance and operation (M&O) expenditures less utility and energy expenses, and (2) a per-resident cost based on the fall 1981 dormitory resident population.

As shown in Table 1, estimated vandalism damage ranged from a low of \$186,068 (1.1 percent of M&O expense) to a high of \$507,348 (3.0 percent of M&O expense), with per resident costs ranging from \$5.47 to \$14.93. The average cost would be about \$10.00 per student or about two percent of residence hall M&O expense less utilities and energy. Excluded from these estimates are fringe benefits, furniture replacement, custodial staff cleanup costs and capital outlay.

While these estimated data are for 11 of 26 SUNY campuses operating dormitories, aggregate dormitory square footage of the LCER sample campuses comprises about 53 percent of the total SUNY residence hall space. If the experience of the 11 campuses were projected to the 26 campuses, total estimated dormitory vandalism damage would range from \$630,000 (two percent of \$31.5 million in dormitory M&O expense less utilities and energy) to \$652,100 (based upon \$10.00 for each of the 65,210 resident students as of fall 1981). Moreover, the 1981-82 estimated vandalism expenditures exclude Dormitory Authority funded repair and replacement expenditures which, in part, correct accumulated damage caused by vandalism. This will be discussed in the following section and in Chapter V.

Table 1  
High Low Estimates of the  
1981-82 Cost of Vandalism at  
LCER Sample Campuses

State University Centers	Campus Estimates of Vandalism Cost		Allocated M&O Expenditures Less Utility and Energy Costs <sup>e</sup>	Estimated Vandalism Cost As Percent of M&O Expense		Fall 1981 Dormitory Residents <sup>f</sup>	Estimated Vandalism Cost/Resident	
	Low	High		Low	High		Low	High
Binghamton	\$ 17,000 <sup>a</sup>	\$ 22,000 <sup>b</sup>	\$ 1,871,900	0.9%	1.2%	3,868	\$ 4.40	\$ 5.69
Buffalo	51,253 <sup>a</sup>	80,216 <sup>b</sup>	2,847,725	1.8	2.8	4,942	10.37	16.23
Stony Brook	11,600 <sup>a</sup>	70,000 <sup>c</sup>	3,943,296	0.3	1.8	6,586	1.76	10.63
Subtotal	\$ 79,853	\$172,216	\$ 8,662,921	0.9%	2.0%	15,396	\$ 5.19	\$11.19
Colleges								
Buffalo	\$ 9,000 <sup>a,b</sup>	\$ 50,000 <sup>c</sup>	\$ 991,800	0.9%	5.0%	2,250	\$ 4.00	\$22.22
New Paltz	13,932 <sup>a</sup>	73,536 <sup>b</sup>	1,269,700	1.1	5.8	2,216	6.29	33.18
Old Westbury	1,500 <sup>c</sup>	6,000 <sup>a,b</sup>	263,788	0.6	2.3	668	2.25	8.98
Oneonta	13,932 <sup>a</sup>	23,269 <sup>b</sup>	1,483,048	0.9	1.6	3,402	4.10	6.84
Oswego	13,987 <sup>a</sup>	33,000 <sup>b</sup>	1,436,707	1.0	2.3	4,122	3.39	8.01
Potsdam	10,000 <sup>a,b</sup>	72,128 <sup>d</sup>	1,202,431	0.8	6.0	2,944	3.40	24.50
Subtotal	\$ 62,351	\$257,933	\$ 6,647,474	0.9%	3.9%	15,602	\$ 4.00	\$16.53
Agricultural and Technical Colleges								
Farmingdale	\$ 18,864 <sup>a</sup>	\$ 48,000 <sup>b</sup>	\$ 468,900	4.0%	10.2%	1,093	\$17.26	\$43.92
Morrisville	25,000 <sup>b,c</sup>	29,199 <sup>a</sup>	890,969	2.8	3.3	1,896	13.19	15.40
Subtotal	\$ 43,864	\$ 77,199	\$ 1,359,869	3.2%	5.7%	2,989	\$14.68	\$25.83
Total	\$186,068	\$507,348	\$16,670,264	1.1%	3.0%	33,987	\$ 5.47	\$14.93

Source: LCER staff from:

<sup>a</sup>Letter to LCER staff from SUNY, Assistant Vice Chancellor for Plant Management, July 19, 1982.

<sup>b</sup>Campus self-evaluation prepared for SUNY Division of Plant Management.

<sup>c</sup>LCER staff interview with plant management staff during field visit.

<sup>d</sup>Dormitory Authority property condition survey (spring 1982).

<sup>e</sup>SUNY, Departmental Allocations 1981-82.

<sup>f</sup>SUNY, Utilization of Residence Hall Facilities, Fall 1981, With Trends From Fall 1974.



### Repair and Rehabilitation

Table 2 presents dormitory repair and rehabilitation expenditures requested and funded at eight LCER sample campuses from 1977-78 to 1981-82. The eight campuses requested \$9.3 million for dormitory repair and rehabilitation projects over the five years. Of this total, \$1.5 million or 16 percent of the requested projects were funded. About 4.1 percent of the \$9.3 million requested was expended to repair damage caused by vandalism. Of the total \$1.5 million in repair and rehabilitation projects funded over the period, the campuses attributed 14.8 percent to vandalism.

Table 2

Dormitory Rehabilitation and Repair Expenditures  
Requested and Funded  
Eight LCER Sample Campuses,  
1977-78 through 1981-82

Rehabilitation and Repair Funds	Year of Funding					Five Year Total
	1977-78	1978-79	1979-80	1980-81	1981-82	
Requested	\$784,532	\$1,259,666	\$1,494,381	\$2,393,548	\$3,385,022	\$9,317,149
To Repair Vandalism Damage: Amount	\$ 97,000	\$ 14,498	\$ 61,470	\$ 127,275	\$ 80,700	\$ 380,943
% of Requested	12.4%	1.2%	4.1%	5.3%	2.4%	4.1%
Funded	\$ 59,608	\$ 259,998	\$ 220,863	\$ 172,210	\$ 772,801	\$1,485,480
To Repair Vandalism Damage: Amount	--	\$ 12,498	\$ 61,470	\$ 127,275	\$ 18,670	\$ 219,913
% of Funded	--	4.8%	27.8%	73.9%	2.4%	14.8%
Percent Requested Actually Funded	7.6%	20.6%	14.8%	7.2%	22.8%	15.9%

Source: LCER staff from data furnished by Buffalo Center, Buffalo College, Farmingdale, Morrisville, Old Westbury, Oswego, Potsdam, Stony Brook.

### Trends in Campus and Dormitory Damage Repair Costs

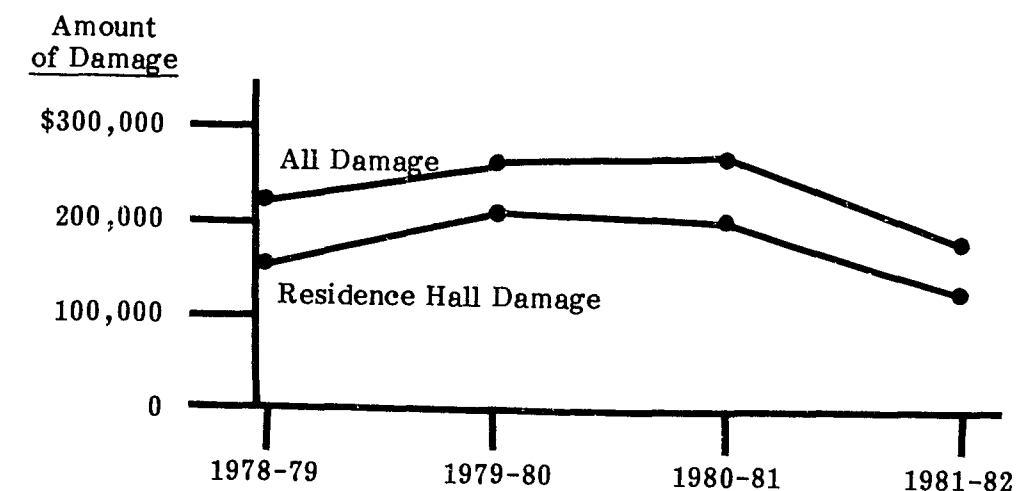
To identify trends in campus property damage, LCER requested that the 11 sample campuses provide total campus and residence hall damage (from accident, vandalism and unknown causes) repair costs for 1977-78 through 1981-82. Eight campuses responded, and only five were able to provide the requested information. Because of the limited response, LCER staff aggregated campus and residence hall damage reported by the five campuses for each year. These data are presented on Chart 1.

For the five campuses, estimated total damage increased from \$214,700 in 1978-79 to \$267,700 in 1980-81 and then dropped to \$177,500 in 1981-82. Residence hall damage grew from \$154,200 in 1978-79 to \$208,700 in 1979-80, then decreased to \$137,200 in 1980-81. Residence hall damages at these campuses comprised about 76 percent of campus damages during the four years.

Chart 1 also illustrates that residence hall damages for the five campuses tapered off in 1980-81 and then dropped off sharply in 1981-82.

Chart 1

Estimated Damage-All Causes  
Five LCER Sample Campuses  
1978-79 through 1981-82



Source: Compiled by LCER staff from estimates submitted by Buffalo Center, Buffalo College, Old Westbury, Oswego, and Potsdam.

### Instances of Vandalism

LCER requested the 11 campuses to provide statistics on the number of instances of residence hall damage (by accident, vandalism and other causes) from 1977-78 through 1981-82. Nine campuses responded, but only three were able to provide five years of data, and one other provided four years of data. Using a four-year trend, the four campuses' damage experience reflects a tapering off of vandalism occurrences since 1979-80:

School Year	Instances of Residence Hall Damage*
1978-79	2,233
1979-80	4,353
1980-81	4,125
1981-82	3,724

\*Buffalo Center, Buffalo College, Old Westbury and Oswego.

#### Criminal Justice Statistics

Public Safety Directors at each of the sample campuses provided statistics to illustrate trends in the occurrence of vandalism, property damage and police enforcement. Chart 2 shows four different indices from 1978 through 1981.

- Arrests for criminal mischief campuswide (nine of 11 campuses reporting);
- Instances of criminal mischief, campuswide (11 campuses reporting);
- False fire alarms, residence halls (11 campuses reporting);
- Estimated value of State property damage, residence halls (seven of 11 campuses reporting).

A semilogarithmic chart is used to contrast the rates of change in these indicators which differ in absolute value.

The chart indicates a decrease in vandalism, as measured (1) by false fire alarms over the four years, and (2) by the value of State property damage in dormitories over the last year. While the incidence of campuswide criminal mischief (vandalism) increased by 32 percent over the period, stricter enforcement is reflected in the 90 percent increase in criminal mischief arrests between 1978 and 1981.

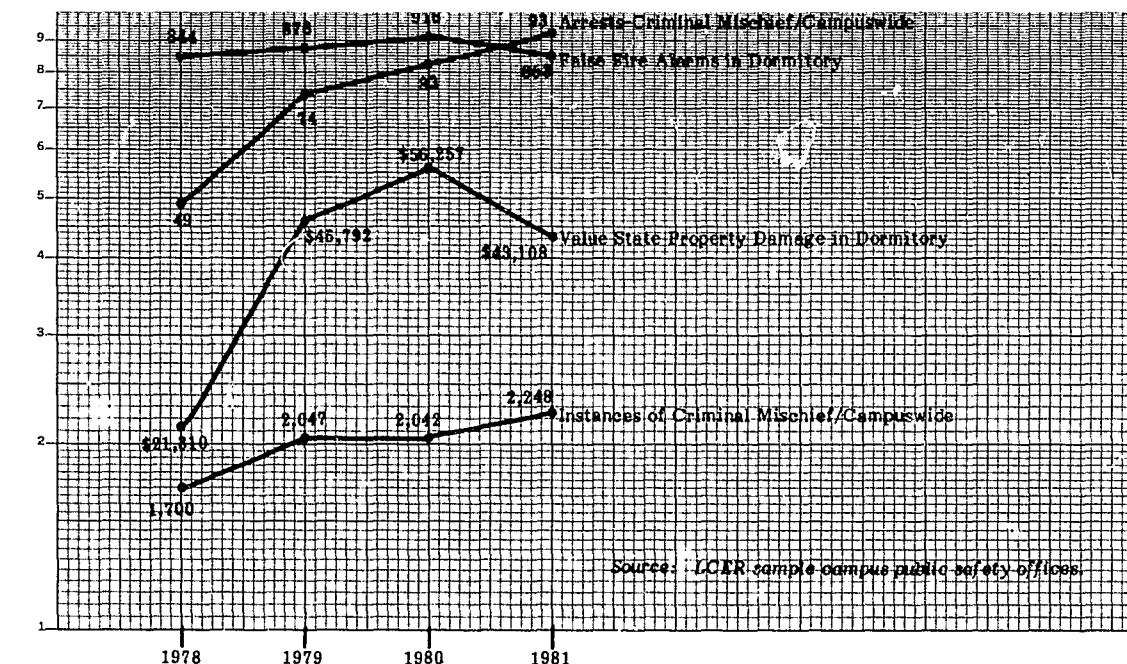
#### LCER Dormitory Inspections

LCER staff selected and visited 11 campuses, varying in physical plant size and located in different areas of the State, and inspected 94 residence halls comprising 53 percent of SUNY's total dormitory square footage.

By inspecting residence halls during the close of the spring semester (May and June 1982), LCER staff could view dormitory rooms and common areas in "their worst condition." LCER field visits were timed to maximize (1) the observation of vandalism and (2) access to vacant residents' rooms.

LCER staff followed a standard inspection procedure at each dormitory. All floors were inspected in dormitories smaller than 50,000 square feet, and every other floor in dormitories larger than 50,000 square feet. Instances of vandalism observed were tabulated by dormitory and by type.

Chart 2  
Criminal Justice Statistics Indicating Trends In Vandalism  
LCER Sample Campuses  
1978 through 1981 Calendar Years



LCER staff noted 2,350 instances of vandalism in 94 residence halls, as shown on Table 3. Four types of damage comprised 70.6 percent of all vandalism observed at the 11 campuses:

#### Most Frequent Types of Vandalism Observed

#### Specific Damage

Graffiti

On dormitory doors, elevators, corridor walls, stairwells, and bathroom partitions;

Electrical fixtures

Missing bulbs and fixtures, exposed wiring, broken light switches, and exit lights;

Ceilings

Dented hallway and bathroom tiles, holes in ceiling tiles;

Walls

Ripped or torn vinyl wall covering, gouged plaster walls, damaged wall dividers.

Table 3

Number and Types  
of Vandalism Incidents Observed  
(94 Residence Halls)

Type of Vandalism	Number of Incidents Observed	Percent of Total
Graffiti	745	31.7%
Electrical Fixtures	432	18.4
Ceilings	254	10.8
Walls	229	9.7
Door/Bathrooms	145	6.2
Other	122	5.2
Furnishings	105	4.5
Exit Signs	95	4.0
Windows	86	3.7
Fire Safety Equipment	54	2.3
Bathroom Fixtures	54	2.3
Floors	29	1.2
Total	2,350	100.0%

Source: LCER staff dormitory inspections,  
at 11 sample campuses, May and  
June 1982.

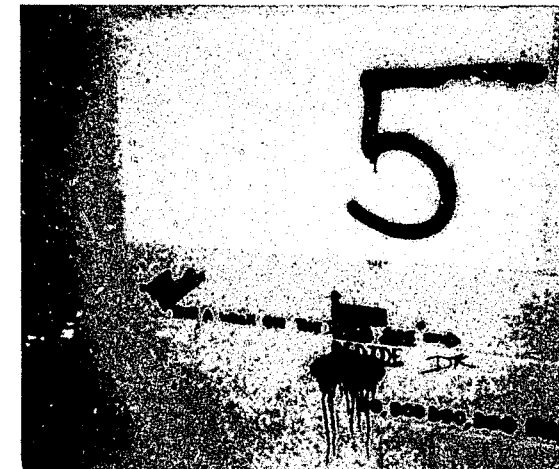
Vandalism photographically documented by LCER in residence halls included: cigarette burns on carpets, corridor floors and lounge furniture; burned or scorched doors and fixtures; broken doors and roof hatches; holes in ceiling tiles; ripped vinyl wall coverings; graffitied walls; missing electrical fixtures; broken bathroom towel dispensers; gouged plaster walls; dented metal tiles in bathroom ceilings; and graffitied telephone booths. (Exhibits S-I, I and II).

As previously indicated, most of the vandalism observed occurred in common areas of the dormitories--hallways, lavatories, lounges and public access areas--a finding concurred with by SUNY students. With the exception of damage caused by taping or tacking pictures to walls, there was little damage observed in dormitory rooms.

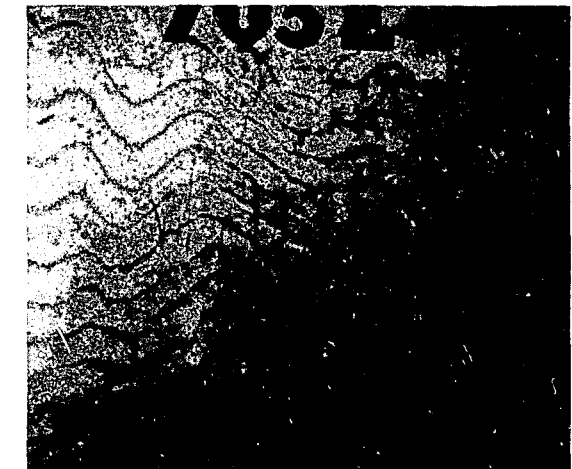
Though virtually all residence halls inspected exhibited some vandalism, the problem was not extensive in 59 dormitories, where LCER recorded 25 or fewer instances of vandalism per 50,000 square feet. Based on LCER's rating as shown in Table 4, eight residence halls experienced "serious" difficulties, with 51 or more instances of vandalism per 50,000 square feet.

Exhibit I

Examples of Residence Hall  
Vandalism Observed  
by LCER Staff



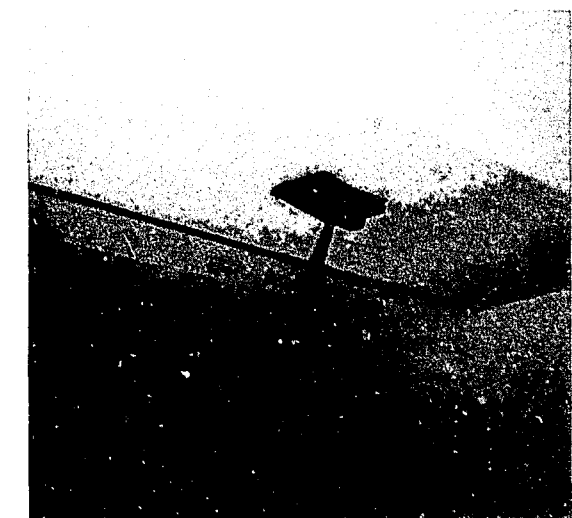
Potsdam-Stairwell Graffiti



SUNY Buffalo-Door Graffiti



Oneonta-Vinyl Wall Damage



SUNY Binghamton-Exit Sign Missing

Photos: LCER staff.

Table 4

Number of Dormitories by  
Level of Vandalism  
Experienced

Level of Vandalism	Instances of Vandalism per 50,000 Square Feet	Number of Dormitories
Light	0-25	59
Medium	26-50	27
Heavy	51-75	6
Extensive	76 or more	2
Total		94

Source: LCER staff dormitory inspections at 11 sample campuses.

#### Arson

As mentioned in Chapter I, one form of vandalism is the intentional setting of fires. During inspections, LCER staff observed numerous burned doors and walls in residence halls, apparently caused when papers and notes attached to doors and walls were ignited. Ceilings were also scorched. Exhibit II shows these burns and some cases of burned furniture.

Table 5 shows the incidence and reported causes of fires in residence halls at eight of the 11 LCER sample campuses, from 1978 through 1981. Of the 566 fires experienced by the eight campuses, 151 or 27 percent were reported to be arson, while another 111 or 20 percent were categorized as of "unknown origin."

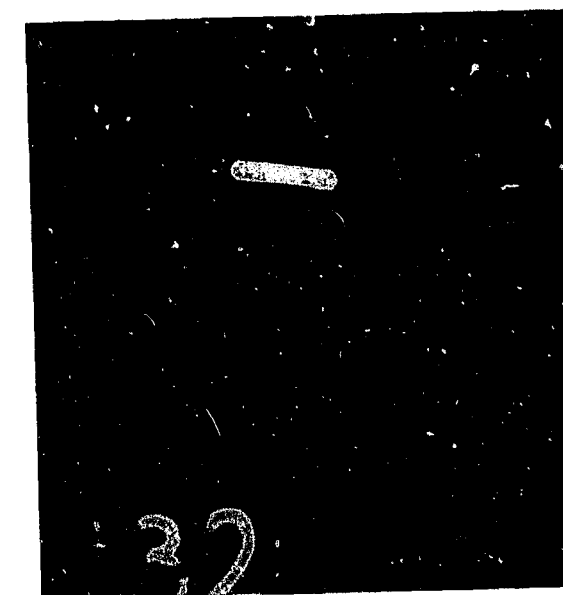
Of the 566 fires reported, 348 or 61 percent were at one campus--Stony Brook. Though it housed 26 percent of the dormitory residents at the eight reporting schools, Stony Brook experienced most of the fires: 80 percent of the cooking fires, 65 percent of the fires of "other causes," 64 percent of the accidentally caused fires, 60 percent of the arson caused fires and 43 percent of the fires of "unknown causes."

Table 5 also shows that the incidence of fires increased from 1978 to 1979 and then dropped off during 1980 and 1981. Most of the drop occurred in the "arson" and "other cause" categories, while the number of cooking, accidental and "unknown cause" fires remained relatively steady over the four years.

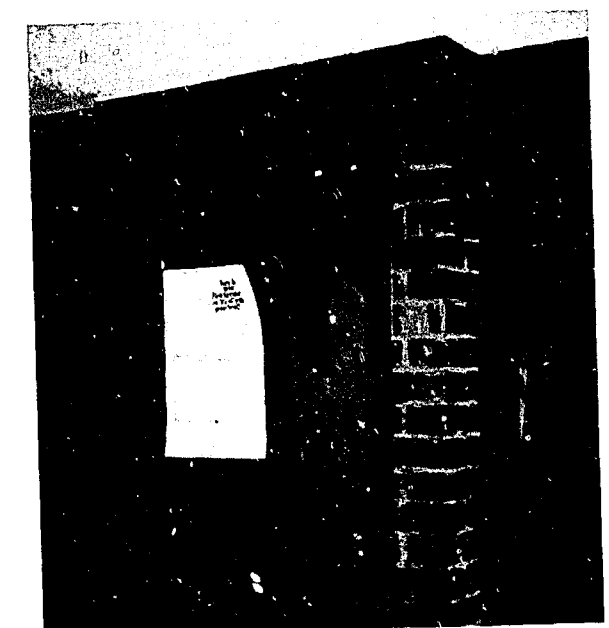
**Exhibit II**  
Examples of Arson Observed  
by LCER Staff



Oswego-Burned Table



Potsdam-Burned Door  
to Student Room



Stony Brook-Scorched Bulletin  
Board  
Photos: LCER staff.



Table 5

Instances and Causes of Fires  
Eight LCER Sample Campuses  
1978 through 1981

Calendar Years						Calendar Years					
	1978	1979	1980	1981	Total		1978	1979	1980	1981	Total
<u>Buffalo</u>						<u>Potsdam</u>					
Arson	2	18	4	2	26	Arson	--	1	--	--	1
Cooking	1	3	--	--	4	Cooking	2	1	1	2	6
Unknown	1	1	--	--	2	Unknown	1	--	--	--	1
Accident	--	1	--	--	1	Accident	9	1	6	4	20
Other	1	2	--	--	3	Other	5	4	1	2	12
Subtotal	5	25	4	2	36	Subtotal	17	7	8	8	40
<u>Stony Brook</u>						<u>Farmingdale<sup>b</sup></u>					
Arson	24	36	20	11	91	Arson	--	--	--	2	2
Cooking	14	17	14	20	65	Cooking	--	1	--	1	2
Unknown	17	6	12	13	48	Unknown	4	4	6	4	18
Accident	26	26	20	31	103	Accident	--	--	--	--	--
Other	14	13	9	5	41	Other	--	--	--	--	--
Subtotal	95	98	75	80	348	Subtotal	4	5	6	7	22
<u>Old Westbury</u>						<u>Morrisville</u>					
Arson	1	1	3	--	5	Arson	3	1	2	--	6
Cooking	1	2	1	--	4	Cooking	--	--	--	--	--
Unknown	3	2	3	5	13	Unknown	--	--	--	--	--
Accident	3	3	3	1	10	Accident	--	2	1	2	5
Other	1	1	3	2	7	Other	--	--	--	--	--
Subtotal	9	9	13	8	39	Subtotal	3	3	3	2	11
<u>Oneonta</u>						<u>Eight Campuses</u>					
Arson	5	5	7	2	19	<u>Combined</u>					
Cooking	--	--	--	--	--	Arson	35	63	36	17	151
Unknown	--	--	--	--	--	Cooking	18	24	16	23	81
Accident	--	--	--	1	1	Unknown	31	26	25	29	111
Other	--	--	--	--	--	Accident	42	38	35	45	160
Subtotal	5	5	7	3	20	Other	21	20	13	9	63
						Total	147	171	125	123	566
<u>Oswego<sup>a</sup></u>											
Arson	--	1	--	--	1						
Cooking	--	--	--	--	--						
Unknown	5	13	4	7	29						
Accident	4	5	5	6	20						
Other	--	--	--	--	--						
Subtotal	9	18	9	13	50						

Other: Includes mechanical and electrical mal-  
functions and chemical fires.  
Accidents: Includes smoking related and  
vehicle fires.

<sup>a</sup>Oswego listed the majority of its fires as of unknown origin. Several of the fires appeared to be intentionally set.

<sup>b</sup>Farmingdale information did not include reason for fire data. Two incidents of arson were recorded under criminal mischief information. The rest were labeled unknown except for cooking related fires.

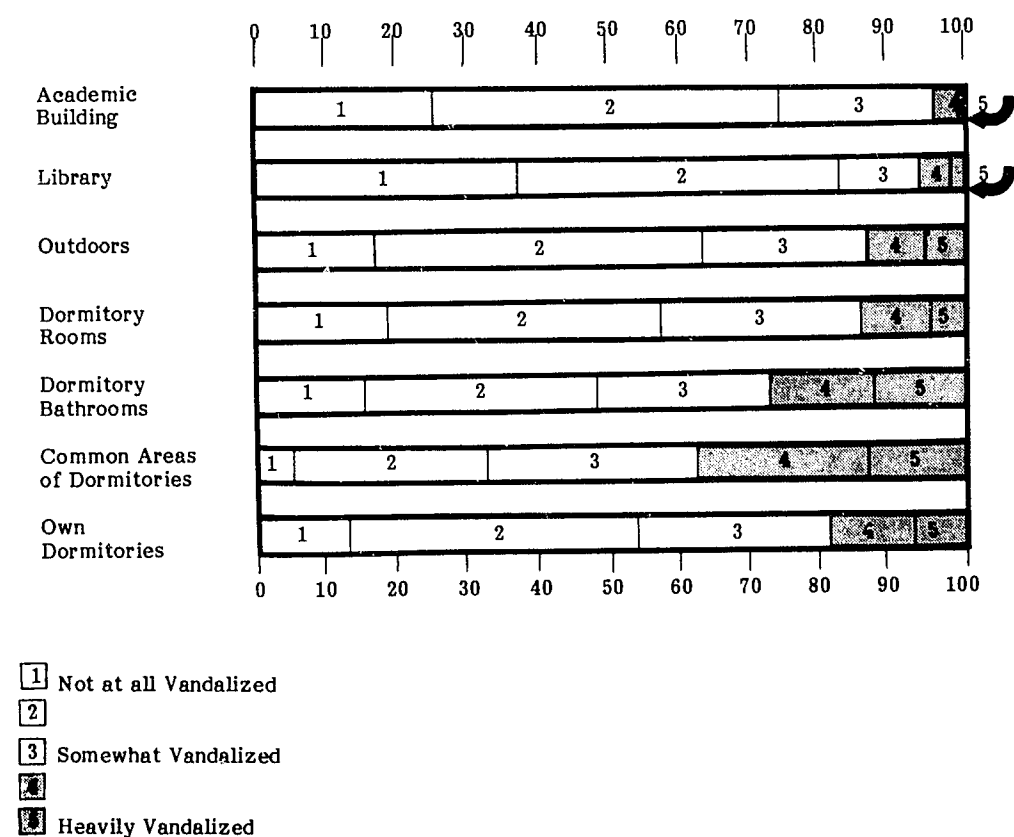
Source: LCER sample campuses' public safety offices.

## Student Survey Results

In LCER's survey, SUNY students were asked to assess the extent of vandalism on their campuses. This assessment covered general areas, such as "academic buildings" and "dorm rooms," as well as a large number of specific items within dorm rooms and suites, and dorm common areas. As shown in Appendix B, almost one-half (48.3 percent) of the responding students said that they had personally witnessed one or more acts of vandalism in their dorms during the spring 1982 semester. Three-fourths of the acts of vandalism witnessed were reported to have been committed by students of the college, rather than by non-students (11 percent) or unidentified individuals (14 percent).

Overall, almost two-thirds of the responding students said that vandalism is a "significant problem" on their campuses. Common areas of dorms and dorm bathrooms were the areas most frequently cited as heavily vandalized. And as Chart 3 illustrates, the "heavily vandalized" and "vandalized" ratings together constitute a small part of all the ratings. This pattern was repeated in survey responses broken down by individual campuses.

Chart 3  
Severity of Vandalism on SUNY  
Campuses as Rated by  
SUNY Students



Source: LCER survey of dormitory residents at 11 sample campuses, summer 1982.

When students were asked to rate the severity of specific vandalized items in either dorm rooms or common areas, similar findings held true. Damage to items in dorm rooms was called less severe than damage to items in common areas. The one specific item rated as most heavily vandalized was "elevators." One Buffalo College student suggested hiring elevator operators, continuing:

Even if they are students who live in the dorm, at least they could be a guard for disgusting graffiti that is written on the walls. A suggestion for pay might be a reduced rate for the dorm fee. (#296)

Other common area items received relatively high vandalism ratings: exit signs, fire extinguishers, furniture, and light fixtures.

Some students' comments generally reflected their appraisal of vandalism as moderate:

I don't feel vandalism is that big a problem at Binghamton.... (#280)

Buffalo has little vandalism as I see it. (#236)

But most students expressed the contrary, and thoughtfully offered explanations and solutions. One Binghamton student detailed:

Security is almost non-existent in my dorm. People come and go pretty much as they please. This increases the chances for vandalism greatly. Also, there are not supposed to be keg parties in the hallways of the dorms. Yet, almost every week-end one floor or another holds a party. The R.A.s and R.D. (resident assistants and resident director) did little to prevent such parties and often left the floors while they were going on "cause they had work to do." Unsupervised drinking parties were the biggest cause of vandalism in my particular dorm.

Also, there wasn't nearly enough security when the pub closed each night (which was when the worst vandalism occurred to the outdoor areas)....dorms, the University Union and the common area by the library need much more maintenance and security if vandalism is to be kept at a minimum.

Finally, the parking lots received a great amount of vandalism. Many of my friends' cars were vandalized throughout the year. Not enough security, inadequate lighting and having the lots too far from our dorms were the main reasons for these violations. Increasing security, more supervision by Resident Staff and tougher penalties should lessen the amount of vandalism. (#25)

These themes were found in many other students' responses.

#### Chapter Summary

● Because SUNY had no systemwide damage accounting procedure, campus officials were unable to provide complete and comparable data on the cost of vandalism. SUNY Central did not review damage experience to assess effectiveness of campus or building management. The Maintenance Management System, piloted at five campuses during spring 1982, has the potential to provide systemwide damage accounting if implemented at all SUNY campuses.

● Based upon estimates of vandalism damage, LCER sample campuses experienced from \$186,068 to \$507,348 in 1981-82 vandalism damage repair costs, excluding employee fringe benefits, minor repairs by custodial staff and an unknown amount of furniture repair. This 11 campus range in vandalism costs represents from 1.1 to 3.0 percent of residence hall maintenance and operation (M&O) expense (less utilities and energy) and from \$5.47 to \$14.93 per dormitory resident. The average cost would be about \$10.00 per resident or about two percent of residence hall M&O expenses.

● Data furnished by eight of 11 sample campuses show that 14.8 percent of funds for rehabilitation and repair projects from 1977-78 through 1981-82 was attributable to vandalism.

● Available residential damage data and criminal statistics indicate a decrease in residence hall vandalism since 1980-81. Stricter enforcement and campus efforts to collect restitution may partially explain the drop in vandalism.

● LCER staff inspections of 94 dormitories at the 11 campuses showed vandalism throughout the campuses. Heavy or extensive vandalism was observed in eight of the 94 dormitories.

● Graffiti and damage to electrical fixtures, ceilings and walls constituted 70 percent of the vandalism observed by LCER staff. Most vandalism occurred in common areas--hallways, bathrooms, lounges and public access areas--not in students' rooms.

● From 1978 to 1981, 566 fires were experienced in residence halls at eight of the sample campuses reporting fire incidence data. Of the total fires, 27 percent were caused by arson while another 20 percent were of "unknown origin."

● Sixty percent of the arson fires were at Stony Brook; however, the incidence of arson caused fires has decreased at that campus between 1979 and 1981.

● Almost one-half of the dormitory residents responding to LCER's student survey indicated that they had witnessed one or more acts of vandalism during the spring semester 1982. Three-fourths of the vandalism acts witnessed were said to have been committed by other students.

● About two-thirds of the survey respondents viewed vandalism as a "significant problem." They confirmed its high incidence in dormitory common areas.

### III DETERRENCE OF VANDALISM

This chapter reviews efforts on the part of LCER sample campuses to discourage vandalism in residence halls. Included are analyses of: campus management, organization and policies to deter and repair damage; the timeliness of damage repair; custodial/janitorial services; building maintenance; residential life supervision; student affairs and public safety programs.

#### Management and Policies

Campus management, and administrative and staffing policies have an impact on the deterrence of vandalism. The campus president establishes these policies and sets the tone for their enforcement. LCER staff observed that it was the president's initial recognition of the extent and scope of the vandalism problem and continued concern for its solution that gave impetus to successful deterrence efforts.

Campuses with minimal damage deterred vandalism with policies such as:

- Cooperative relationships between physical plant operations and student life services;
- Expedited reports of vandalism damage and quick repair;
- Rapid identification of persons responsible for damage and imposition of penalties on and/or restitution by persons responsible;
- Effective damage cost identification and student billing procedures;
- Well trained and directed residence life personnel with clearly delineated job responsibilities for vandalism identification and deterrence and damage control; and
- Student incentive programs to encourage residence hall community spirit and building improvement.

Organizational characteristics which hampered the efforts of campuses to reduce vandalism were:

- Administration of vandalism control efforts under two or more separate lines of authority;
- Non-supervisory physical plant staff determining when and where damage repairs were to be made;
- Insufficient residence hall custodial services and maintenance staffing; and
- Ineffective control of student behavior.

#### Timeliness of Clean-up and Repair

Virtually all SUNY campus and independent college officials interviewed told LCER staff that a key element of vandalism deterrence is prompt clean-up and repair of damage. Eighty four percent of the students responding to LCER's survey also stated that "immediate" repair of damage from vandalism and "wear and tear" was "effective" (46 percent) or "somewhat effective" (38 percent) in "reducing or preventing" vandalism. Many of the respondents commented on the timeliness of clean up and/or repair. Some illustrations are quoted:

In the year and a half I've been at SUNY, I've never seen anything repaired in the dorms, but I've seen conditions go down hill. (Stony Brook #304)

I also think janitorial services should repair damages much quicker than they do. (Buffalo University #357)

If vandalism is repaired as quickly as possible and vandalism that is already there is fixed, people would be less apt to destroy property. (Oneonta #334)

LCER staff inspections at the residence halls indicated variations among the campuses in response to physical damage. On several campuses repairs were not made at all. Items left unrepaired for several months or even years included: overhead lights in hallways, recessed wall clocks, furniture upholstery, graffiti damaged doors, and elevator interiors. In the words of one Potsdam student:

Once the damage is paid for, it takes months for it to be repaired, that is if it is repaired at all. (#378)

and a Buffalo College student said:

The delay in repairs also annoys me when I know they have all my money at the beginning of the semester and they feel they may not need to be prompt with repairs because they've already been paid. (#382)

SUNY campuses with the lowest incidence of vandalism observed by LCER staff emphasized their efforts to promptly repair and clean damaged areas. At one SUNY campus visited by LCER staff in May 1982, extensive repair efforts had been made during the following summer. A follow-up visit by LCER staff in September 1982 indicated that the campus had managed to repair much of the vandalism damage noted in May.

Of 20 independent campuses responding to LCER's survey, 11 indicated that they had a policy of immediately repairing damage from vandalism or "wear and tear." All 11 viewed this policy as "effective" or "somewhat effective" in preventing or reducing vandalism. At one independent college visited, which was relatively free of vandalism damage, the campus policy was that clean-up be done "as quickly as possible and that all repairs of damage be completed within seven days."

### **Custodial Services**

Campus officials agree that the physical environment of residence halls must be clean and attractive. Students are least likely to vandalize clean, well kept buildings.

LCER's inspection of campuses showed shortcomings in the custodial services at some campuses:

- Several months accumulation of graffiti in lavatories;
- Notes and comments penned on doors to residents' rooms;
- Light fixtures with missing lamps;
- Presence of vermin in common area kitchens.

Comments included in LCER's student survey responses further illustrate variations in the caliber of custodial services:

- We have the cleanest, least vandalized dorms I've ever seen in a University. (Binghamton #282)
- The kitchen area is absolutely disgusting. On weekends there is no garbage pick up and it smells to high heaven. (Stony Brook #115)
- If the college would keep common spaces and rooms clean and in good repair, maybe people would take more pride in their surroundings. (Buffalo College #382)
- The janitorial and repair staffs are lax and should also be reviewed. (Oneonta #335)

### Staffing

Table 6 shows the number of and average square foot coverage for filled residence hall custodial positions at LCER sample campuses for 1980 through 1982.

Overall, the number of filled custodial positions dropped from 479 in 1980 to 458 in 1981 and grew to 499 in 1982. With more outside gross square footage (OGSF) to cover, average custodial staff floor coverage increased from 18,966 OGSF in 1980 to 19,193 OGSF in 1982. On an individual campus basis, custodial staffs at four campuses cover more square footage than they did two years earlier, while seven custodial staffs cover less space.

Considerable variation occurs among the 11 campuses in square footage covered in 1982. Buffalo Center had the least square-foot coverage (16,627 OGSF), while Farmingdale had the most (28,404 OGSF). While the SUNY Division of Plant Maintenance recommends one custodial person per 17,243 OGSF, custodial staff at ten of the 11 campuses covered more square footage than recommended (see Chapter IV).

### Organization

At ten campuses visited by LCER, vandalism control operated through separate lines of authority. The residence hall custodial and maintenance services were under a



Table 6

Square Footage Per Filled Residence Hall Custodial Position  
LCER Sample Campuses As of March 31

State University	1980		1981		1982	
	Filled Custodial Positions	Square Feet Per Custodial Position	Filled Custodial Positions	Square Feet Per Custodial Position	Filled Custodial Positions	Square Feet Per Custodial Position
Centers						
Binghamton	63	16,970	64	16,578	61	17,512
Buffalo	78	14,034	77	17,064	80	16,627
Stony Brook	82	20,625	54	35,769	87	22,145
Subtotal	223	17,289	195	22,084	228	18,969
Colleges						
Buffalo	44	15,088	41	16,192	41	17,635
New Paltz	30	21,301	32	19,710	34	18,551
Old Westbury	7	26,841	11	15,719	9	19,109
Oneonta	42	22,643	48	19,813	50	19,018
Oswego	57	20,705	56	21,075	58	20,356
Potsdam	41	19,915	41	19,915	42	19,132
Subtotal	221	20,084	229	19,281	234	19,063
Agricultural and Technical Colleges						
Farmingdale	9	31,573	7	40,594	10	28,404
Morrisville	26	19,523	27	18,800	27	18,800
Subtotal	35	22,599	34	23,257	37	21,372
Grand Total	479	18,966	458	20,769	499	19,193
SUNYwide	871	20,135	842	21,365	893	20,231
Non LCER Sample	392	21,563	384	22,075	394	21,546

Source: LCER staff from SUNY, "Maintenance and Operations Staff Review," August 3, 1982.

Director of Physical Plant who reported to a Vice President for Administration, Business and Finance, or Operations. Residence hall supervision operated under a Director of Residence Life who reported to the Vice President for Student Services. Thus, responsibilities for dormitory operation were split; and custodial, maintenance and residence life staffs had to informally coordinate their activities, sometimes bypassing organization lines.

In contrast, Oswego custodial staff were assigned to the residence life department and functioned under residence hall staff supervision. According to campus officials, this facilitated the reporting, identification and immediate repair of damage. LCER staff observed a minimal amount of vandalism at Oswego, indicating that repair and clean up of damage was timely.

At most campuses visited, a considerable amount of routine custodial cleaning time was for repair of damage caused by vandalism. Yet, unless a work order was prepared and processed, no accounting for this routine clean-up occurred. Even in SUNY's new Maintenance Management System, reportedly to be installed at all campuses during 1983, no provision was made for the recording of minor repairs made by custodial staff for vandalism damage.

Student Assessment

While variations occurred among the campuses, 80 percent of the students responding to LCER's survey described custodial services in their dormitories as "good" to "excellent." Similarly, more than 80 percent of the respondents said that their schools' emphasis on custodial cleaning of dorms was either "effective" (40.6 percent) or "somewhat effective" (42.2 percent) in reducing or preventing campus vandalism. At only two campuses did 15 percent or more of the respondents rate the timeliness of clean-up as "poor."

**Maintenance**

The repair of damage, whatever the cause, primarily is the responsibility of the residence hall maintenance staff which operates under the campus Director of Physical Plant. It is this unit's ability to respond to repair requests that affects the overall condition of the campus. Inability to respond appropriately may result in greater workload and costs at a later date.

Maintenance staff workload is the result of various conditions, many beyond the control of the maintenance staff itself. For example, the age and type of building and the quality of construction materials used are "facts of life" that the maintenance staff must deal with. These cannot be changed without major capital outlays. Also beyond the direct scope of the maintenance program are campus residence life and public safety enforcement policies which discourage or result in apprehension of persons abusing dormitories. Tighter security, for example, could discourage unauthorized resident access to dormitory roofs, generally to install TV antennas. At one campus visited this intrusion caused serious damage to the roof structure. At other campuses, enforcement problems were observed with unauthorized access to utility areas, and entry to and exit from rooms through windows.

This section discusses the factors affecting residence hall maintenance--program management, staffing, work backlogs and preventive maintenance. Also included is a student assessment of the maintenance program.

Maintenance Operation Center

While policies and priorities for maintenance or repair varied among the 11 sample campuses, each campus had a Maintenance Operations Center (MOC). The MOCs' functions were to estimate, plan, schedule, monitor and evaluate all repairs. MOCs were administered by a maintenance supervisor, responsible to the director of physical plant. MOCs differed only slightly in their staff requirements, depending on the size and needs of a campus. Work requests submitted to a MOC were initiated by maintenance, custodial services or residence life staff or by a dormitory resident.

Staff

Residence halls are maintained and repaired by structural (roof, floors, walls, ceilings, doors, etc.) and equipment (heating, ventilation, electricity, water, sewer, etc.) personnel. Table 7 shows residence hall structural and equipment maintenance staff positions for the sample campuses, 1980 to 1982.

While the 11-campus total maintenance staff decreased from 158 in 1980 to 153 in 1982, the addition of residential square footage resulted in a nine percent increase in coverage per maintenance position--from 57,500 square feet in 1980 to 62,599 square feet in 1982.

The variation in 1982 average square footage covered by each maintenance position is illustrated. At Buffalo University each maintenance position covered an average 34,106 OGSF, while at Oswego an average of 295,164 OGSF was covered. As noted in LCER staff inspections, Oswego had little vandalism, highlighting that factors other than staff square foot coverage have an impact on the effectiveness of maintenance and repair.

Backlog

Ten of the 11 sample campuses reported to SUNY's Division of Plant Management estimated cumulative total maintenance work backlogs of from two to 31 months. Surprisingly, the backlog had little relationship to the extent of square foot coverage per maintenance staff person:

LCER Sample Campuses	1982 Residential Square Footage Per Maintenance Position	Cumulative Maintenance Backlog Months
Buffalo Center	34,106	30.9
Morrisville	42,301	4.6
Stony Brook	44,804	26.5
New Paltz	48,519	4.5
Binghamton	76,304	4.5
Potsdam	80,352	21.5
Farmingdale	94,679	13.5
Buffalo College	103,292	4.3
Oneonta	135,842	9.1
Old Westbury	171,978	19.1
Oswego	295,164	2.0

Table 7

Square Footage Per Filled Residence Hall  
Structural and Equipment Maintenance Position  
LCER Sample Campuses As of March 31

State University Centers	1980		1981		1982	
	Filled Maintenance Positions	Square Feet Per Maintenance Position	Filled Maintenance Positions	Square Feet Per Maintenance Position	Filled Maintenance Positions	Square Feet Per Maintenance Position
Binghamton	12	89,142	14	75,785	14	76,304
Buffalo	48	22,805	50	26,278	39	34,106
Stony Brook	43	39,331	32	60,360	43	44,804
Subtotal	103	37,433	96	44,859	96	45,012
Colleges						
Buffalo	4	165,971	6	110,647	7	103,292
New Paltz	15	42,603	12	52,562	13	48,519
Old Westbury	--	--	1	172,910	1	171,978
Oneonta	6	158,501	7	135,859	7	135,842
Oswego	5	236,041	4	295,052	4	295,164
Potsdam	10	81,653	11	74,230	10	80,352
Subtotal	40	110,964	41	107,690	42	106,211
Agricultural and Technical Colleges						
Farmingdale	3	94,719	3	94,719	3	94,679
Morrisville	12	42,300	11	46,146	12	42,301
Subtotal	15	52,717	14	56,483	15	52,718
Grand Total	158	57,500	151	62,997	153	62,599
SUNYwide	280	62,635	260	69,190	280	64,523
Non LCER Sample	122	69,287	109	77,770	127	66,841

Source: LCER staff from SUNY, "Maintenance and Operations Staff Review," August 3, 1982.

Please note that the cumulative maintenance backlog is for all maintenance functions and does not represent average delay in repair at a particular campus.

Table 8 shows maintenance backlogs by function. Electrical, carpentry, masonry and painting comprised 70 percent of all uncompleted work. This corresponded to the four most frequent types of vandalism damage seen during LCER inspection visits.

Table 8

Average 1982 Maintenance Work Backlog  
At Ten LCER Sample Campuses

Function	Average Backlog Months
Upholstery Repair	4.0
Painting <sup>a</sup>	2.9
Masonry <sup>a</sup>	1.9
Carpentry <sup>a</sup>	1.6
Locksmith <sup>a</sup>	1.5
Electrical <sup>a</sup>	1.3
HVAC <sup>b</sup>	0.9
Sheet Metal/Roof	0.9
Motor Vehicle and Equipment Repair	0.6

<sup>a</sup>Denotes 70 percent of all uncompleted maintenance work.

<sup>b</sup>Heating, ventilation and air conditioning.

Source: LCER staff from SUNY, Division of Plant Management, 1982 campus self evaluations.

### Preventive Maintenance

Preventive maintenance is a "planned schedule for accomplishing recurring required maintenance operations."<sup>1</sup> For example:

A routine or preventive maintenance roof repair not accomplished today could lead to a total roof replacement in several years. Open building expansion and construction joints not caulked when required to prevent penetration by the elements could lead to costly interior building repairs and equipment damage in a short period of time.<sup>2</sup>

LCER staff's review of preventive maintenance (PM) program documentation in SUNY's Division of Plant Management's 1982 self evaluation surveys indicated that two of the 11 sample campuses were behind schedule in required preventive maintenance work.



Student Assessment

Students who believed that vandalism was a problem on their campus were asked for their view on the extent to which quality of dormitory building design and furnishings contributed to the occurrence of vandalism. Most responding did not believe that campus (63 percent) or dormitory (59 percent) design was an important "cause" of vandalism. However, most did say that quality of furniture (54 percent) and interior dormitory materials (55 percent) contributed to vandalism.

To determine the level of maintenance in SUNY dorms, students were asked to rate the speed with which damages were repaired. As the following table shows, over 60 percent of the students said that damages were repaired after two or more weeks.

Speed of Repairs	Number of Respondents	Percentage Responding
Within one day	13	3.3
Within one week	144	36.4
In two to three weeks	112	28.3
In three to four weeks	52	13.1
More than one month later	75	18.9
Total	396	100.0

Variation occurred among the campuses with more than half the students of nine campuses responding that repairs took two weeks or longer.

Students viewed inadequate maintenance and repair as important factors in causing campus vandalism ("very important," 25.6 percent; "somewhat important," 48.4 percent).

Residential Life

As one component of SUNY college administration, "residence life" concerns the rights and responsibilities of students residing in dormitories. Residence life programs have been described by one school as follows:

A large part of a college education is the learning that comes from living and sharing meaningful experiences with others. There are many adjustments and compromises which take place while moving from high school to college and from home life to residence hall life. Farmingdale's residence life program is designed to help make the adjustments...personal, social, and academic...as healthy as possible and to make your living experience both educational and enjoyable.<sup>3</sup>

Organization and Policies

Residence life programs are generally administered by a dean or director of residence life. While residence life policies may vary among SUNY campuses, policies are generally stated in the student handbook and may cover such topics as: room inspections, damage charges, alcohol and drug use, health and safety, party policies, disciplinary procedures, room keys, room painting, quiet hours, etc.

Staffing

LCER staff visits to SUNY campuses revealed that campuses place different emphases on staffing student residence life programs. As discussed in Chapter V and as illustrated by Table E-3 in Appendix E, campus expenditures for residence life supervision have not kept pace with inflation. Per-resident expenditures for supervision declined at three campuses and increased only slightly at two campuses from 1976-77 to 1981-82. During the five years, the inflation rate advanced by more than 50 percent. Further, Table E-3 shows considerable variation among the 11 campuses in 1981-82 expenditures for supervision per resident, ranging from \$59.51 at Morrisville to \$149.33 at Buffalo College--a 151 percent differential.

"Full-time equivalent" residence staff positions at LCER sample campuses, as of March 1982, are shown in Table 9. It illustrates a generally similar ratio of students to resident assistants (RA) among the SUNY campuses visited. Only Old Westbury stands out as significantly lower in RA coverage.

This table also indicates different ratios of students to all other housing administrators among the 11 SUNY campuses--ranging from Morrisville's low of 189.6 students per administrator to a high of 420.6 students per administrator at Potsdam. Stony Brook ranked second with a 411.6-to-one ratio. Data submitted by Potsdam and Stony Brook also show that since 1977-78 the number of residence hall directors at both schools decreased while the number of resident assistants at these schools increased.

Qualifications and Responsibilities of Personnel

Resident assistants play a difficult role as both students and extensions of the college administrations. RAs must be peer and counselor and authority to their "dormmates," a difficult assignment. According to a Potsdam student: "The RAs don't always turn in the trouble makers. They are sometimes the trouble makers themselves." (#164)

While the above attitude may be present, LCER's survey of SUNY dorm residents showed that 70 percent of those students believed that the dormitory residence staff play a role in controlling dormitory vandalism. Approximately 21 percent said this role was "very important," while 49 percent said "somewhat important." In a breakdown of these results by SUNY campus, similar attitudes were found in ten of the 11 schools.

Importance of Residence Staff Role As Viewed by SUNY Students					
Campuses	Importance (percent)				N
	Very	Somewhat	No Part	Not Aware	
Morrisville	25.9	63.0	11.1	--	27
Farmingdale	--	83.3	--	16.7	6
Potsdam	20.0	62.5	12.5	5.0	40
Oswego	32.8	41.4	6.9	19.0	58
Buffalo College	19.0	52.4	14.3	14.3	21
Buffalo Center	20.0	50.8	13.8	15.4	65
Binghamton	17.5	50.0	12.5	20.0	40
New Paltz	16.7	45.8	29.2	8.3	24
Stony Brook	12.5	50.0	8.9	28.6	56
Oneonta	22.2	38.9	11.1	27.8	54
Old Westbury	33.3	--	16.7	50.0	6

In response to LCER's question as to the campus programs which best discouraged vandalism, more than 83 percent of the respondents indicated that dormitory supervision by residence staff was an "effective" (26.6 percent) or "somewhat effective" (56.6 percent) deterrent. LCER's survey of SUNY students found "regular inspection of dormitories by residence assistants and/or dorm directors" an "effective" (32.6 percent) or "somewhat effective" (44.2 percent) procedure to reduce or prevent vandalism. One Oswego dormitory resident said: "I think that more supervision is needed. It seems as though the proper authorities are never around when the vandalism is occurring." (#409)

The responsibilities of RAs are outlined in written contracts between the campus and the RA. Each campus provides its own contract, but these contracts emphasize similar roles of counseling and advisement, referring students for additional help, sharing in responsibility for dorm maintenance and security and trying to "create an atmosphere that is conducive to interpersonal development and educational pursuits."<sup>4</sup> As a paid (by waiver of the lodging fee) employee of a college, the RA also must be carefully screened and meet ongoing training requirements. The adequacy of such training, however was questioned by several SUNY dorm residents. One former RA ranked improper training of residence hall staffs to deal with alcohol abuse as a "main cause" of vandalism:

As a former resident assistant for two years, I can confidently say that our training programs are poor! Qualified individuals who can teach techniques of dealing with vandals and those under the influence of alcohol are needed. The Commission (LCER) should consider bettering this training program and other steps if they wish to decrease vandalism. (Oswego #109)

This inadequacy was described by a New Paltz student who suggested that "an independent authority to whom one could report acts of vandalism might be effective." The student continued:

Apparently dormitory directors and resident advisors are not interested in discouraging vandalism, at least at Bouton Hall. On several occasions, the identities of those perpetrating such acts were grossly apparent, yet they were never prosecuted, nor even warned. Consequently, those in "authority" were viewed as "jokes." (#86)

Another New Paltz student, however, did describe the school as having "improved immensely." (#129)

#### Independent College Policies and Procedures

All administrators of the independent colleges responding to LCER's survey had programs to train residence hall staff about the occurrence and prevention of vandalism. Nine of the 19 respondents called this policy "effective" in reducing vandalism; eight called it "somewhat effective." Sixteen administrators cited "extensive training of residence hall staff," with ten calling the policy "effective," and five calling it "somewhat effective."

#### Overcrowding

Of the student respondents who perceived vandalism as a significant problem on their campuses, 59 percent identified dormitory overcrowding as a "very important"

(23.5 percent) or "somewhat important" (35.6 percent) cause of vandalism. One resident's comment was typical of others:

I think that some colleges, especially Morrisville, are overcrowding their campuses, putting three people in a room that was only meant for two. Too many people in a small area is bound to lead to crime and vandalism. I really don't see the need to take on more students than what the campus dorms and teachers can handle. It's very stressful to be packed in a small room with two other people, a room that was only meant for two people to begin with. That stress has to be released, and it is done by vandalism. I'm not saying this is the only cause, but I have seen it create a lot of problems." (#108)

The practice of placing a third student in a dorm room designed for two persons is called tripling. It occurs most often, but not only, in freshmen dorms. The admissions officer accepts more students than there is room for, believing a number of persons will not attend the school. When more students accept than expected, the problem of housing them leads to tripling. "Tripled students" pay less for dorm rooms.

Table 10 shows the adjusted design capacity for each of the 11 LCER sample campuses. Eight of the colleges had 100 or more percent utilization. This means every available room was filled and that seven colleges were tripling dorm residents during fall 1981.

Table 10  
Percentage Utilization  
of Dormitories  
at LCER Sample Campuses  
Fall 1981

Campus	Design Capacity Of Dorms	Number Of Residents In Dorms	Percent Utilization Of Dorms
Binghamton	3,656	3,868	106
Buffalo Center	4,959	4,942	100
Stony Brook	6,856	6,586	96
Buffalo College	2,272	2,250	99
New Paltz	2,287	2,216	97
Old Westbury	668	668	100
Oneonta	3,228	3,402	105
Oswego	3,764	4,122	110
Potsdam	2,775	2,944	106
Farmingdale	970	1,093	113
Morrisville	1,748	1,896	108

Source: SUNY, Office of Institutional Research and Analytical Studies, Utilization of Residence Hall Facilities, Fall 1981 with Trends from Fall 1974.

Student Affairs

Separate from the concept of residential life, "student affairs" generally refers to rules of conduct, judicial processes and disciplinary proceedings on the college campus. Student affairs programs are usually administered by a dean of students or vice president for student affairs. The result of a college disciplinary proceeding could be a student's suspension or expulsion from school.

While campus rules vary, there is consistency in disciplinary procedures among SUNY's colleges. Each school has published rules of conduct and practices a "hierarchy" of punishment which may begin with a verbal or written reprimand and end with a student's suspension or expulsion from dorm or school. In response to LCER's survey, 55 percent of the SUNY students said that "rapid suspension or expulsion of students guilty of vandalism" is an "effective" method of reducing or preventing it, while another 29 percent rated this approach as "somewhat effective."

Disciplinary Actions

Table 11 illustrates trends in disciplinary actions taken against students for acts of vandalism. Data are presented for the seven campuses responding to LCER's request for this information.

Table 11  
Disciplinary Actions for Acts  
Of Vandalism at  
Seven LCER Sample Campuses  
1978-79 through 1981-82

Disciplinary Action	1978-79	1979-80	1980-81	1981-82	Percent Increase (Decrease)
Official Warning/Reprimand	15	15	31	111	640
Probation	33	42	56	48	45
Suspension					
Residence	7	8	13	8	14
College	7	8	5	4	(43)
Expulsion					
Residence	4	12	24	18	350
College	--	1	1	2	--
Restitution	24	27	62	67	179
Other (including civil charges)	8	10	20	21	163
Total	98	123	212	279	185

Source: LCER staff from information supplied by Buffalo Center, Buffalo College, Old Westbury, Oneonta, Oswego, Potsdam and Farmingdale.

The number of disciplinary actions for acts of vandalism has increased from 98 to 279 over the four years--a 185 percent growth. Most evident were increases in the number of official warning/reprimands (640 percent), expulsions from residence halls (350 percent) and restitution payments (179 percent). The seven campus experience indicates a trend towards stricter enforcement and tougher penalties.

Student Incentive Programs

SUNY students responding to LCER's survey indicated their approval of "programs allowing students to decorate rooms, corridors and/or other common areas" of dorms with murals and other designs. Seven of the SUNY schools visited by LCER staff used such decorating programs, and approximately 90 percent of the students called these programs "effective" (55 percent) or "somewhat effective" (34 percent) in reducing or preventing vandalism. LCER staff noted that student murals seemed to add interest and "personality" to dorm common areas and seldom were vandalized.

Oswego's incentive for dormitory care and improvement is to annually allot \$7 per resident to each dormitory. From this allotment non-billable damage to the dormitory is deducted; the balance remaining at year end may be used for dormitory improvements desired by residents.

At Stony Brook, new dormitory furniture or furnishings were awarded to dorms demonstrating interest in improving community spirit or dormitory conditions. (See Exhibit III.)

The following student's comment reflects the usefulness of these programs:

Continue with incentive plans and permit students to paint and decorate rooms as they please. If a student has done the painting and decorating, he is less likely to destroy it. The incentive plan at SUNY-Oswego helped a lot. There is a big difference between vandalism now and the bad way it was in fall 1978, when I was a freshmen. (#202)

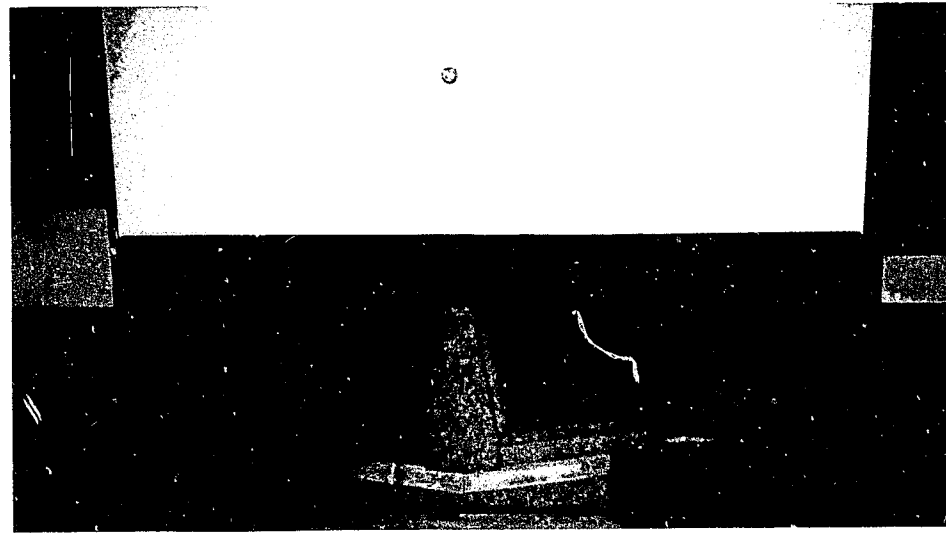
Student Restrictions or Controls

As mentioned earlier, alcohol is viewed by many SUNY administrators as the "drug of choice" on campus. Students' being away from home, their relative immaturity in a "free" environment and peer pressure combine to make alcohol abuse a serious problem and frequent precursor of vandalism. While all SUNY colleges have written policies restricting alcohol use and limiting access to it at campus functions, many campuses are attempting to emphasize the dangers of alcohol abuse and teach students to recognize its symptoms.

One Old Westbury student (#190) suggested "stronger and thicker dormitory doors and locks" for controlling vandalism. This and other controls--such as limited "visitation" among dorm students and restricted entry into dormitories--exist at various SUNY campuses. Several SUNY college administrators attributed some campus vandalism to non-students--a problem which could be controlled by restricted dorm entry.

LCER staff also learned that "jimmied" doors and taped latches can negate such restrictions. One Binghamton student asserted that "No enforcement will do any good because during the weekend when parties are held, outside people can attend and damage many items." (#285)

**Exhibit III**  
**Student Incentive Programs**



New built furniture awarded to  
residence hall operating voluntary student  
dormitory patrol  
Stony Brook



Mural painting by students  
Binghamton

Photos: LCER Staff

Several schools have instituted "escort services" to allow students safe passage on campus. Student dormitory patrols were used at two campuses, and 78 percent of the students responding to LCER's survey from all campuses viewed them as "effective" (36 percent) or "somewhat effective" (42 percent).

Several dormitories were found to use a door monitor or a "night host" to control dorm entry during evening hours. SUNY students also cited "improved campus lighting" as an "effective" (42 percent) or "somewhat effective" (29 percent) method of reducing or preventing vandalism.

Independent College Policies and Procedures

Among the information requested of administrators of independent colleges in New York State was their use of policies and procedures related to student affairs, as a means of improving the quality of student life.

The administrators cited using a number of such policies, although most dealt with limiting students' alcohol consumption. Ranked by frequency and labeled as to their effectiveness, these policies include:

	Number Of Times Cited	Effectiveness Rating			
		<u>Ineffective</u>	<u>Somewhat Effective</u>	<u>Effective</u>	<u>Not Determined</u>
Educational programs intended to reduce student's alcohol consumption	17	2	8	3	4
Limits on alcohol consumption in dormitories	16	--	7	5	4
Limited operating hours for on-campus bars	14	1	6	6	1
Restricted access to dormitories	14	1	6	6	1
Rapid or immediate suspension or expulsion of students guilty of vandalism	11	--	6	4	1
Programs allowing students to decorate corridors and other common areas	9*	1	4	3	--
Programs to reward dormitories with the least amount of damage	4	--	1	3	--

\*Does not add to number of times cited, because no effectiveness rating was given by one respondent.

### Public Safety

The State University of New York has authority under Section 355(2) (m) of the Education Law:

To appoint security officers who shall have the powers of peace officers as set forth in section 2.20 of the criminal procedure law for the state university, and to remove such peace officers at pleasure; provided, however, that any person appointed a peace officer must have satisfactorily completed or complete within six months of the date of his appointment a course of law enforcement training approved by the municipal police training council in consultation with the university. It shall be the duty of such peace officers to preserve law and order on the campus and other property of the university at which the officer is appointed to serve, including any public highway which crosses or adjoins such property.

The campus public safety personnel are peace officers and have authority to carry guns if permitted by the campus president. They have arrest authority similar to that of local municipal police officers, and receive training in the use of weapons and in municipal police procedure.

### Causes and Remedies of Vandalism

The public safety directors interviewed by LCER staff identified the most frequent causes of student vandalism as alcohol abuse, academic and social stress, lack of community pride, lack of consideration for another person's property, inadequate campus design, poorly lit areas, and lack of recreational space.

The directors suggestions for reducing campus vandalism were :

- Campuswide restriction of alcohol use. Several directors suggested that elimination of alcohol on campus would significantly reduce vandalism.
- Locking dormitories for certain hours daily. The consensus was that access of students and non-students to campus dorms be controlled.
- Higher police visibility. The directors believed that increased public safety officer staff resources were needed.
- Student dorm patrols. Only two of the 11 sample schools had active student patrols.
- Swift judicial proceedings. If students caught vandalizing were punished quickly, the directors believed this would deter future vandalism.
- Improve campus lighting. Well lighted areas discourage vandals from destroying property.

### Student Response

Students felt adequate levels of security would reduce vandalism. Ninety percent of the respondents agreed with the public safety directors that more security is needed. An Oneonta student commented:

The only real complaint I had was with our public safety staff. It seemed to me that they were terribly understaffed or hiding. I feel that at Oneonta there should be more public safety patrolmen and they should be more visible at night. (#332)

Over 80 percent of the students believed that student dormitory patrols deterred vandalism. According to a student at SUNY Buffalo:

...student or more security patrols would also cut down on vandalism because people wouldn't break things with a cop standing around. (#251)

An Oswego student related:

...it would be a good idea for the dorms to be locked all the time and only residents have keys. (#201)

### Chapter Summary

● The campus president's recognition of the vandalism problem and continued pursuit of its solution are the primary ingredients of effective campus vandalism deterrence.

● Campus administrators and students view prompt clean-up and repair of damage as an effective deterrent to vandalism.

● Although 80 percent of the students surveyed described custodial services as good to excellent, some sample campuses had difficulty keeping dorms clean. Ten of eleven campuses exceeded the SUNY custodial staff floor coverage guideline.

● Sixty percent of the students reported that making repairs takes two weeks or longer. Each of the 11 campuses used maintenance operations centers to plan, schedule, monitor and evaluate repairs. Maintenance backlogs ranged from two to 31 months, with electrical work, carpentry, masonry and painting comprising 70 percent of the backlog.

● Seventy percent of the student survey respondents believe that dormitory residence staff play an important role in controlling vandalism. Over 83 percent of the respondents viewed dormitory supervision by residence staff as an effective deterrent to vandalism, while 77 percent believed that regular inspection of dormitories by RAs and residence hall directors was effective in reducing or preventing vandalism.

● Seven of the 11 LCER sample campuses providing information on disciplinary actions reported stricter enforcement of student regulations. Fifty five percent of the respondents to LCER's student survey, viewed "rapid suspension or expulsion of students guilty of vandalism" as an effective method to deter it.

● Of students who perceived vandalism as a serious problem, 59 percent said that dormitory overcrowding was a contributing factor. Dormitories on eight of 11 sample campuses were at or over capacity.

● Student incentive programs were viewed as effective deterrents by 90 percent of the student respondents.

● Both directors of campus security and students agreed that increased security deters acts of vandalism.



#### IV STATE AGENCY ROLES

This chapter reviews the responsibilities of State agencies with respect to vandalism occurring at SUNY residence halls. The campuses manage the dormitories, while SUNY Central is charged with overseeing dormitory maintenance and operation and assuring that the campuses appropriately regulate student conduct in the dormitories.

The Dormitory Authority (DA) is accountable to the holders of its bonds to assure that the value of dormitory buildings and fixtures is preserved until bond liabilities are discharged. Also, as the insuring agency for the dormitories, DA is concerned with the adequacy of dormitory fire and life safety conditions. Both SUNY and DA inspect campus dormitories to assure proper care, maintenance and operations.

The Department of State's Office of Fire Safety and Prevention annually inspects SUNY dormitories to determine conformance to fire safety codes. In addition, the State Department of Health is responsible for campus sanitation inspections and inspects dormitories when a complaint is made.

#### SUNY Role

As discussed in Chapter I, the agreement between SUNY and DA explains the responsibilities of the State University for care, management and operation of DA financed dormitories. SUNY is required to:

- Hold, operate and maintain the project and its equipment in a careful and prudent manner and keep it in a clean and orderly fashion;<sup>1</sup>
- Make all normal and routine repairs and replacements and extraordinary repairs and replacements;<sup>2</sup>
- Adopt and enforce rules and regulations for the care of the project and its equipment, for preservation of good order in the project and to impose upon students charges for damages to the project;<sup>3</sup>
- Comply with all applicable laws, regulations and rules of the federal, State and municipal governments in which the project is located, the rules and regulations of the Board of Fire Underwriters, and any requirement of an insurance company writing insurance on the project;<sup>4</sup>
- Provide DA with a yearly report of project rents, charges, fees and college fees to be paid to the Dormitory Income Account;<sup>5</sup>
- Furnish to DA a yearly consolidated report on the condition of the project, including a statement of all extraordinary repairs and replacements made to the project.<sup>6</sup>

The first four duties are carried out by campuses, with SUNY Central overseeing their implementation. SUNY Central, however, does not routinely follow up on campus compliance with fire inspection recommendations or sanitation code violations, as suggested by the fourth duty listed. The yearly report of project rents, etc., is prepared for the SUNY system by the SUNY Controller. However, individual building or project reports have never been prepared or made available to DA. The yearly consolidated report on project condition has never been carried out by SUNY and, partially as a result, DA began its own project condition inspection program in 1981.<sup>7</sup>

SUNY Central oversees campus dormitory operations through policy guidance to the campuses; through ongoing monitoring of plant maintenance, care and repair; and through coordination of campus public safety operations. SUNY Central has not undertaken a systemwide vandalism deterrence program nor has it attempted to coordinate such programs initiated at the campus level.

#### Policy Guidance

To encourage uniformity among campuses, the Board of Trustees promulgates and enforces SUNY policies. These broad policies allow the campuses flexibility in their implementation.

Five SUNY policy areas are related to residence hall vandalism:

- Residence hall licenses,
- Damage to residence halls,
- Room deposits,
- Common area deposits or charges, and
- Student conduct.

Residence Hall Licenses. SUNY residents do not rent or hold a lease to a dormitory room; rather they are licensed\* by the campus to use the university residence hall facilities.<sup>8</sup> The license agreement states SUNY's authority over the room and the conditions by which the student is granted the privilege of occupying it. The terms of the license agreement are enforceable by the campus.

While some variation exists among the campuses, the residence hall license agreements generally enumerate the campuses' rights to:

- Assign or reassign rooms;
- Terminate the license, if its terms are violated;
- Enter or inspect a room under specified conditions (e.g., emergency, health and safety matter, need for maintenance service).

License agreements stipulate the licensee's responsibility to care for and clean the room and to pay for any damage caused. The terms may also prohibit such actions as cooking in the room, moving furniture or appliances, and/or unauthorized access to the roof or mechanical systems areas.

Damages to Residence Halls. SUNY rules and regulations stipulate that a dormitory resident is:

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\* A license gives a person permission to use the premises; a lease gives the person control over its use.

...responsible for any damage to his assigned room or quarters or to the furniture, fixtures, equipment and effects contained therein and for any damage caused by him to any other part of dormitory premises or attendant facilities.<sup>9</sup>

Room inspections are mandated prior to and at termination of occupancy. Residents also are required to "immediately" report to campus officials any damage to their assigned rooms or quarters.<sup>10</sup> Residents found liable for damages may be assessed a repair charge by either:

- Having the charge deducted from resident's room deposit account or
- Being billed for damage.

If an individual fails to pay the charge, the campus may withhold the student's records, transcripts and diploma.<sup>11</sup>

Room Deposits. SUNY gives campuses the option of establishing a residence hall room deposit of up to \$50 per resident. If established, such a procedure must:

- Be noted in the residence hall license agreement,
- Provide for reasonable and equitable assessment of charges to individuals liable,
- Place deposits in a local bank with scheduled transfer of monies to the State University Income Fund Residence Hall Damage Account.<sup>12</sup>

Of the 11 campuses in the LCER sample, seven had instituted room deposit procedures.

Common Area Deposit or Charge. SUNY Central does not authorize campuses to require a deposit or to charge all residents of a hall or floor for repair of common area damage. SUNY views a common area deposit or charge as

An assessment of damages (which) constitutes the imposition of discipline, (and) which should not be administered without rudimentary due process. Due process would require, in part, that a student should not be held responsible for an act unless there is some tangible evidence of his or her personal responsibility. All the members of a group should not be punished because an individual offender cannot be identified.<sup>13</sup>

SUNY's Office of the Counsel was unable to document a precedent in litigation showing the illegality of a common charge. The basis for SUNY's prohibition appears to be that, without specific evidence of personal responsibility, a common area charge might be considered a penalty, applied without due process. The Attorney General has ruled that SUNY does not have the authority to levy financial penalties or fines.<sup>14</sup>

Room damage assessments, however, are not considered penalties or fines; rather they are administrative charges for damages attributed to the room occupants.

Since October 1980, SUNY has been studying a proposed change in the dormitory fee structure to "redress the damage situation in dormitory common areas." An impending policy change was not apparent as of October 1982.

The SUNY Office of the Counsel points out that a reasonable systemwide common area charge procedure, though legally challengeable, might withstand litigation. Such a policy would include:

- Clear definitions of vandalism and "wear and tear";
- Emphasis on the charge as an administrative fee for damages, not a penalty;
- Common area charge as a condition of dorm license;
- Emphasis upon the "irrationality" of charging vandalism damages to all the residents of the campus (through increased dorm charges) or to the taxpayers of the State (through higher taxes).<sup>15</sup>

Of the 11 LCER sample campuses, three had common area billing procedures. One used it regularly while the other two viewed the common area charge primarily as a threat to be used occasionally.

At the campus regularly using the common area charge procedure, campus officials advised LCER staff that the procedure in combination with a room deposit helped to deter vandalism and enabled recovery of damage repair costs. For example, during the first year of common area charge (1978-79) residential hall damage repair totalled \$56,874, with \$5,149 or nine percent of costs billed to residents. Two years later (1980-81) damage repair costs amounted to \$42,265--26 percent less than in 1978-79--with \$39,363 or 93 percent billed to residents. Students are informed by RAs of the amount of their damage deposit used to pay for unidentified vandalism, and the RAs are required to encourage the identification of vandals.

LCER's survey of dormitory residents at the 11 campuses asked the students whether "billing all dorm or corridor residents for common area damage not billed to individual students" was effective. Overall, 58 percent of respondents rated this policy as "ineffective," though 17 percent viewed it as "effective" and 25 percent as "somewhat effective." The majority view in opposition to the common area charge was summarized by students' comments:

The whole dorm shouldn't have to pay for a person's actions. That person, himself/herself, should be totally responsible for the cost of repair. (Morrisville #396)

I think that billing individual students for common area damage is a bad idea. It will cause a lot of resentment before it has any positive effects. (Binghamton #263)

I think that billing dorm students for damage to their rooms and common areas, though somewhat effective, is not fair to those who are not responsible...only those who are truly guilty of vandalism should be billed for damage, not those who just happen to live on a floor where several of their neighbors like to smash things. (Buffalo University #29)

At the one SUNY campus regularly using a common area charge, 52 percent of the students viewed it as either "effective" or "somewhat effective." At another sample campus at which LCER staff observed considerable vandalism, no common area charge was used but 58 percent of the responding residents viewed such a charge as either "effective" or "somewhat effective."

In LCER's survey of independent colleges in New York State, 16 of 19 responding administrators reported using some form of common area charge to recover unbillable common area damage repair costs. Twelve of the administrators using it rated the common area charge as an "effective" deterrent to vandalism, while three viewed it as "somewhat effective."

All five independent campuses visited by LCER staff had a common area charge procedure; however, two used it in a discretionary fashion, with advance notice given to dormitory residents. Independent college administrators interviewed said that, where possible, the colleges attempted to bill the smallest responsible group of residents or the residents of the immediate area of damage. One campus had redesigned its dormitory rooms and common areas to restrict access to and responsibility for common area damage. Generally the administrators were concerned about the legality of common area charges, yet none could cite a precedent to show the illegality of the procedure.

In response to LCER's query, eight of 12 public colleges outside New York State indicated that they assessed common area charges to students for damage not billable or attributable to an individual student. (Appendix D.) The charge generally was applied judiciously, and sometimes differently among a system's campuses. At the University of California:

Living unit associations are often billed for damage to public areas. There are a few campuses which, in certain circumstances, bill residents individually on a pro-rated basis for damage to public areas. Any such decisions are subject to appeal by the residents. This pro-rated billing option is carefully utilized and only when the damage can be attributed collectively to one residential unit (water fights, etc.).

The University of Michigan states that although there is no written authorization for common area charges, an entire floor could be charged for damage to a lounge, for example, following a dorm party. At the University of North Carolina, deliberate damage is billed to students' accounts. If the vandal is unknown, a damage charge is divided among persons surrounding the damaged common area. The University of Illinois assesses damage charges to any guilty residence hall party--an individual, roommates, or the "most appropriate" people surrounding the damaged area--a group, a whole floor, etc.

**Student Conduct.** To "prevent the abuse of the rights of others and to maintain that public order appropriate to a college or university campus,"<sup>16</sup> the SUNY Board of Trustees has prohibited certain behavior:

- Willful damage or destruction to the institution's property;
- Removal of such property without authorization;
- Actions which recklessly or intentionally endanger mental or physical health.<sup>17</sup>

Penalties range from warning to expulsion and include withdrawal of a residence hall license. Campuses may decide whether to prosecute offenders in criminal court.

The Board of Trustees has required campus councils to establish regulations governing student conduct and discipline. These regulations shall:

- Be promulgated after consultation with and participation of administrators, students and faculty;

- Recognize the rights and responsibilities of students and their obligation to conduct themselves lawfully, maturely and responsibly;

- Reflect basic concepts of procedural fairness, notice and hearing before an impartial official.<sup>18</sup>

Once adopted, these regulations carry the full force and effect of State University rules. Each of the 11 campuses had adopted regulations for student conduct, discipline, and due process hearing procedures, as discussed in Chapter III.

#### Monitoring of Campus Plant Management

Timely and effective repair of property damage can help deter further damage from student vandalism. Campus officials interviewed by LCER staff unanimously agreed that vandalism damage left unrepaired frequently led to further more costly damage in the same location.

SUNY Central's Office of Capital Facilities' objectives are to assist campuses: "To safeguard the capital investment, increase the functional life of the plant, promote health and safety, and provide the best possible environment for faculty, staff and students."<sup>19</sup>

Within the office, the Division of Plant Maintenance has primary responsibility to help campuses maintain well organized and properly organized services units. The division coordinates and administers campus plant maintenance and operations (M&O) and all campus rehabilitation and repair. It monitors all 31 campus M&O programs, authorizes campus M&O staffing and approves all building rehabilitation and repair requests. For DA residence halls at 26 campuses, the division prepares a schedule of dormitory rehabilitation and repairs which is referred to the DA for funding, as explained in Chapter V.

The division's eight professional staff are experienced in engineering, architecture and plant maintenance and operation. From five to nine percent of professional staff time has been allocated to campus field visits or plant inspections.

Three division activities directly affect dormitory damage deterrence, repair and monitoring:

- Campus condition rating;
- Forecasting of building rehabilitation and repair needs; and
- Reviewing operating and capital budget requests.

In addition, the division is implementing a systemwide Maintenance Management System for all SUNY campuses to provide detailed information on comparative plant maintenance workload and costs and an accurate accounting of vandalism damage.

**Campus Condition Rating.** Each year since 1979, division personnel have inspected and rated each campus M&O program. The procedure is initiated by the campus M&O staff's completion of a self evaluation report on plant condition, which includes an estimate of the year's vandalism damage repair costs. Division professional staff visit the campus, review the self evaluation, and inspect most buildings. Lasting about two days, the site visit reviews plant management, maintenance backlogs, preventive maintenance, staff training, energy conservation, and buildings, grounds and road conditions; each is rated unsatisfactory, marginal, satisfactory or excellent, using a 0-3 numerical scale.

Table 12 presents 1979 through 1982 ratings of quality of dormitory mechanical-structural maintenance and custodial/janitorial care for residence halls at LCER sample campuses. Since the 1979 rating, five campuses showed improved mechanical-structural maintenance, six held steady and one declined. For custodial services, eight campuses improved and four remained at the same rating.

The last column in the table shows the 1981-82 campuswide score received by each M&O program. With a maximum possible score of 39, eight of the 12 campuses scored 30 or higher.

The campus rating procedure gives SUNY's view of campus physical plant condition. The evaluation report and rating are returned to the campus president for corrective action, if indicated.

Table 12

Campus Condition Rating of  
Residential Facilities  
at LCER Sample Campuses  
1979 through 1982

Type of Campus	Mechanical-Structural				Custodial				1982 Total Score
	1979	1980	1981	1982	1979	1980	1981	1982	
Centers									
Binghamton	3	3	3	3	3	3	3	3	○36
Buffalo: Main St.	2	2	2	2	2	○1	●3	3	●34
Amherst	2	2	●3	3	2	2	2	●3	●36
Stony Brook	1	1	●2	2	2	○1	●2	●3	●35
Colleges									
Buffalo	2	2	2	2	1	●2	2	2	○26
New Paltz	0	0	●2	2	0	0	●1	●2	●30
Old Westbury	1	●2	2	●3	0	●2	2	2	○27
Oneonta	2	2	●3	○2	2	2	2	2	●33
Oswego	2	2	2	2	2	2	2	2	31
Potsdam	2	●3	3	○1	2	2	●3	3	●33
Agricultural and Technical Colleges									
Farmingdale	0	●1	1	1	0	●2	2	○1	●23
Morrisville	2	○0	●2	2	2	○1	●2	2	●29

Key

- |                                   |  |
|-----------------------------------|--|
| 0 Unsatisfactory                  | 3 Excellent                            |
| 1 Marginal, partially operational | ● Improvement over prior year's rating |
| 2 Satisfactory                    | ○ Decline over prior year's rating     |

Source: LCER staff from SUNY, Office for Capital Facilities, Reports on Physical Plant, 1979-1982.

The rating procedure has some shortcomings. First, the four-point rating scale is not based upon quantitative criteria, but is founded upon the experience of the division staff person performing the review. Second, the rating is not effective for purposes of comparison among the campuses, because the difference between a 2 and 3 score may or may not be significant. LCER staff observations at two campuses, within 30 days of the division's rating, would not support the excellent custodial services ratings given. Third, the evaluation and rating has a campuswide focus and does not assess the condition of individual buildings. Thus it is of limited value to the DA which is interested in a project condition assessment. Finally, because campuses do not use a standardized method to account for vandalism repair costs, campus estimates for vandalism are inconsistent. As pointed out in Chapters II and III, sample campuses derived vandalism costs differently--some included wear and tear and others excluded it; some excluded room damage cost recouped and others included it.

Long Range Building Rehabilitation and Repair. The rehabilitation/repair forecast "is an estimate of funding required to insure proper protection of the State University's capital investment in its physical plant for the next ten years."<sup>20</sup> Based upon an audit of each building's structure, mechanical systems and equipment by division professional staff, the ten year forecast estimates repair and rehabilitation needs and costs. The forecast provides the basis for a property condition analysis of each building, coupled with a schedule for major maintenance, repair and rehabilitation over a ten-year period. This type of information is useful for planning and projecting the fiscal impact of deferred maintenance decisions. However, DA officials were not aware of this forecast and SUNY officials had not made it available to DA.

The facility audit necessary to update the forecast to 1982 had not been performed. Thus, even though the technical capability is available to identify dormitory repairs and replacements needed in the future, the lack of an up-to-date data base rendered the forecast less useful than it might be.

One independent college campus visited by LCER staff was developing its own facility audit capability which would yield management data similar to that available from SUNY's forecast. The college's administration viewed this facility data base as an important element for the effective management of its dormitory program.

Budget Requests. The division reviews and analyzes campus physical plant operating and capital budget requests prior to SUNY's budget recommendations to the Division of the Budget. The SUNY capital budget review is discussed in Chapter V.

The division has developed staffing guidelines to facilitate comparability in staffing among similar campuses and to define a minimum level of service required to maintain and care for the campus. Applicable to all campus space (i.e., academic and residential) they are based upon square foot coverage per full-time- equivalent (FTE) M&O staff and per FTE custodial staff:

--One FTE M&O staff person per 10,200 outside gross square feet (OGSF),  
and

--One FTE custodial staff person per 17,243 OGSF.<sup>21</sup>

Table 13 presents filled M&O and custodial staff positions, as of March 31, 1982.

The table shows considerable variation in FTE staff floor coverage among the LCER sample campuses. Average floor coverage for all M&O staff ranges from a low of one staff person per 8,927 OGSF at Buffalo Center to a high of one per 18,935 OGSF at

Table 13  
Filled Maintenance and Custodial Positions  
in FTEs\* for Residence Halls at  
LCER Sample Campuses  
March 31, 1982

Type of Campus	Filled Positions		Outside Gross Square Footage (OGSF)	Square Footage Per	
	All M&O Staff	Custodial Only		All M&O FTE	Custodial FTE
Centers					
Binghamton	92	61	1,068,259	11,612	17,512
Buffalo	149	80	1,330,143	8,927	16,627
Stony Brook	165	87	1,926,611	11,676	22,145
Subtotal	406	228	4,325,013	10,653	18,969
Colleges					
Buffalo	50	41	723,047	14,461	17,635
New Paltz	62	34	630,742	10,173	18,551
Old Westbury	10	9	171,978	17,198	19,109
Oneonta	67	50	950,894	14,192	19,018
Oswego	65	58	1,180,658	18,164	20,356
Potsdam	59	42	803,523	13,619	19,132
Subtotal	313	234	4,460,842	14,252	19,063
Agricultural and Technical Colleges					
Farmingdale	15	10	284,039	18,935	28,404
Morrisville	51	27	507,609	9,953	18,800
Subtotal	66	37	791,648	11,995	21,396
LCER Sample Total	785	499	9,577,503	12,201	19,193
Non-LCER sample	657	394	8,489,039	12,921	21,546
SUNY Total	1,442	893	18,066,542	12,529	20,231

\*FTEs--full time equivalent positions.

Source: LCER staff from SUNY "Maintenance and Operations Staff Review," August 3, 1982, and square footage tabulation, September 29, 1982.

Farmingdale. The average M&O staff floor coverage for the LCER sample is shown as 12,201--20 percent more space than the division's suggested coverage. Custodial staff floor coverage ranges from 16,627 OGSF per staff person at Buffalo Center to 28,404 OGSF per staff person, at Farmingdale, with the LCER sample average at 19,193 OGSF--11.3 percent more space than the division's guideline.

LCER staff interviews with campus officials at Farmingdale indicate that the square footage standards provide an inaccurate measure of Farmingdale's staffing needs. Since Farmingdale has heavy non-residential use of academic facilities, staff resources which should have been available to clean and maintain residential buildings were diverted to cover the heavily used academic facilities. The square footage standard does not take into account building traffic or use, both of which can severely affect maintenance or clean-up needs.

Maintenance Management System. SUNY's inability to provide accurate and complete expenditure data for the repair of vandalism damage stems from its lack of a standardized cost accounting procedure for maintenance and repair work. Though most campus plant maintenance departments use work orders to estimate job requirements, establish priorities, and account for costs, each campus procedure is somewhat different--geared to that campus' needs. While some causes of damage may be noted on work orders, vandalism is not always identified.

In spring 1982, the Division of Plant Maintenance initiated a pilot Maintenance Management System (MMS) at six campuses: Albany, Binghamton, Canton, New Paltz, Potsdam and Stony Brook. Intended to provide a standardized maintenance cost and workload accounting system, MMS assembles cost, workhours and materials data by type of maintenance or repair job. SUNY anticipates that the centrally processed information will provide cost per unit of work, performance and efficiency data, and costs for maintenance and repair by building for each pilot campus. Because vandalism is identified as one of the "causes" for the work request, MMS, if implemented systemwide, could generate comprehensive vandalism cost and incidence reports.

MMS also is expected to provide comparative work performance information from which improved statewide staffing standards could be developed. The MMS is scheduled to be fully implemented during 1983, according to the Assistant Vice Chancellor for Plant Management.

#### Office of Public Safety

Resulting from student unrest of the late 1960's, SUNY Central established a public safety office in 1968 to coordinate the protection of students and property. It was to provide a focused, coordinated effort in organizing public safety programs at SUNY campuses. The central security office began operation with five staff positions--a director, assistant and safety director, and two support persons. The staff provided:

- Personnel guidelines--to determine what staffing levels were required on college campuses and to prepare job descriptions,
- Training programs--to coordinate training required for campus public safety officers,
- Program development--to develop public safety programs for both officers and students,
- Fire inspection--to receive copies of fire inspection reports and follow-up to insure that proper steps were taken to correct violations, and
- Informational services--to maintain uniform crime statistics for each campus.

In 1976, this program's staff was reduced to one professional staff person and a part-time secretary. Services such as fire and health inspection follow-up were transferred to the individual campuses.

In 1982, SUNY Central's Office of Public Safety provided little input to the campuses, specifically with regard to vandalism. It received crime statistics on the



numbers of incidents of criminal mischief (vandalism). But, while the statistics were compiled, this information was not provided to the campuses. The office requested additional funds for 1982-83 to develop a computer-based information analysis program.

The office provided assistance to any campus in developing vandalism prevention programs. It served as a resource to the campuses by disseminating information on what the other campuses were offering as programs. Twice yearly the office conducted public safety directors' meetings to discuss various topics, including vandalism. However, the role of the Office of Public Safety with respect to vandalism deterrence was limited.

#### **DA Inspection Program**

As owner of the SUNY operated dormitories until its financial liabilities are discharged, the Dormitory Authority (DA) seeks to preserve the value of its property and, where possible, to extend the life of buildings, equipment, furniture and fixtures. Also, as owner, the DA may be held accountable in the event of failure or inadequacy of fire protection or life safety equipment. In a March 31, 1981 audit report, the State Comptroller recommended that DA "conduct more frequent inspections of dormitory facilities," and that the inspection reports "should include an estimate of the cost to repair vandalized facilities."<sup>22</sup>

Prior to 1981, DA inspection of dormitory property was irregular, with no standardized property condition evaluation. DA requested and received from the campuses annual self evaluations of dormitory conditions. This survey was discontinued in spring 1980, anticipating the establishment of a DA dormitory inspection procedure.

The DA inspection program was initiated in July 1981 to perform dormitory building condition surveys at each of the 26 campuses with residence halls. As of October 1982, 17 campuses had been or were in the process of being surveyed by a three person team with expertise in:

- General construction,
- Mechanical/electrical systems, and
- Fire and life safety.

At the campuses visited, each DA-owned dormitory is examined for:

- Type of construction/modifications;
- Utilization;
- Energy system;
- Code conformance--electrical, elevator, fire and life safety;
- Appropriate maintenance;
- Adequacy of housekeeping;
- Rehabilitation needs and costs;

--Suitability of facilities for handicapped;

--Damage due to vandalism and costs.

A report of the major findings of the visit is prepared, highlighting problems and recommendations and documenting with photographs instances of inadequate care, and maintenance, or vandalism. The report is directed to the SUNY Division of Plant Maintenance, with a request for their response to the findings and recommendations. Exhibit IV details the findings and follow-ups for 13 campus property condition surveys completed prior to June 1982. Though the surveys had been completed for four other campuses, reports had not been written as of October 1982.

Exhibit IV indicates that the DA property condition survey team found pervasive damage to fire/life safety equipment. Most frequent damages observed at many campuses were inoperative fire doors, exit lights and emergency lights. Eight of the 13 campuses rated below "good" in the fire/life safety area.

The DA team documented "negligible" to "minor vandalism damage" at 11 of the 13 campuses and "major" to "significant vandalism" at two campuses. Most vandalism was evident in corridors, common areas and toilets and involved wall, ceiling and light fixture damage. The campus surveys identified the need for improved campus vigilance and vandalism prevention efforts. Of the 13 property condition surveys completed before June 1, 1982, only eight campuses had responded to DA's findings as of October 29, 1982.

LCER staff reviewed the detailed building condition surveys completed for five LCER sample campuses during 1981-82. The surveys were comprehensive and documented specific shortcomings in building condition, fire protection, life safety compliance, maintenance and housekeeping. Instances of vandalism were noted and an estimated vandalism repair cost was included. Each dormitory building was rated by team evaluation and quantitative scoring. Numerical building and campus ratings were derived, based upon a 10-50 rating scale--from "very bad" to "very good."

The DA inspection process had been criticized as: (1) failing to review campus policies (e.g., anti-vandalism programs), (2) too infrequent (once in three years), and (3) non-systematic (e.g., no sampling approach).<sup>23</sup> The primary focus of the DA condition survey, however, is upon property condition and fire and life safety compliance, and DA officials do not review campus policies and procedures unless these adversely affect property condition or fire and life safety.<sup>24</sup> The infrequent program reviews result from the small number of staff allocated to this function. LCER staff review of the survey indicates that it is systematic and well documented. Moreover, DA officials do not believe that sampling (based upon number of rooms) is appropriate. The process appears to have one shortcoming--lack of appropriate response by campuses to the specific findings and conditions identified by the DA team. Improved SUNY follow-up on DA property condition survey findings appears warranted.

#### **Inspection by Office of Fire Prevention and Control**

The Education Law, Section 807-a states:

It shall be the duty of the school authorities in general charge of operation of any public or private school to cause the buildings of such school containing classroom, dormitory, laboratory, physical education, dining or recreational facilities for student use to be inspected at least annually for fire hazards which might endanger the lives of students, teachers and employees therein.

Exhibit IV

Dormitory Authority Building Condition Surveys' Findings and Follow-up  
Fire/Life Safety and Vandalism Components  
1981 through 1982

	Date of Visit	Fire/Life Safety		Vandalism		Major Instances of Vandalism Observed	Follow-up Action Reported by Campuses
		Rating	Problems Observed	Rating	Estimated Costs Total Per Resident		
Cobleskill	July 1981	Good	Fire doors lack seal to prevent spread of fires	Minor	\$17,000 \$ 9.00	Corridors, lounges, stairwells, mailboxes.	Corrective work underway.
Alfred	July 1981	Good to Minus	Need for replacement of exit signs and emergency lighting batteries.	Minor	\$23,350 \$12.00	Public corridors, toilets, lounges, damage to vinyl wall covering and furniture.	No response to DA Report
Fredonia	August 1981	Good	Broken or missing exit signs, certain alterations represent fire hazards.	Negligible	\$ 6,000 \$ 2.50	Public areas, corridors, torn vinyl wall covering, damaged exit lights, graffiti under control.	Some corrective work underway. Rehabilitation project to rectify combustible partitions.
Buffalo (Amherst)	October 1981	Average to Poor	Need to test fire safety equipment and to repair exit lights; records not available for fire drills, inspections.	Major	\$105,000 \$25.00	Exit signs, public areas; ongoing vandalism prevention program is advised.	Not responsive to report findings-disagrees with DA report findings.
Buffalo (Main)	October 1981	Good to Average	Smoke and heat detectors needed; fire doors, emergency lights, and fire extinguishers inoperative; fire hose leakage.	Negligible	\$ 3,200 \$ 2.50	Ceiling damage; vandalism problem being addressed.	Some repairs made, installation of smoke or heat detectors under consideration.
New Paltz	February 1982	Good to Average	Fire alarm repairs needed, improved exit sign placement, fire doors not in good working order, smoke barrier partitions needed.	Minor	\$ 31,000 \$14.24	Stairwells, corridors, toilets, absence of furniture due to previous vandalism.	No response to DA report.
Morrisville	March 1982	Good to Average	Plexiglass missing from fire door, broken emergency lights, fire doors did not latch, safety locks needed on corridor and lounge windows.	Minor	\$21,000 \$11.50	Broken, sprung doors; damage in corridors, toilets; facility should study vandalism problem.	Repairs made, additional funding requested.
Cortland	March 1982	Average	Combustible materials, stored enclosure needed, stairwells, exit lights out, broken fire door, emergency lights out, window safety bars needed.	Minor	\$28,000 \$10.25	Most in corridors and stairwells--vinyl wall covering, exit lights, light fixtures and fire doors; need for incentive program for vandalism control	No response to DA report.
Buffalo College	April 1982	Good	Install smoke detectors, keep fire doors closed, fire hazards identified in storage areas, some exit signs missing/broken.	Negligible	\$13,000 \$ 5.90	Public corridors. The colleges vandalism control program appears functional.	No response to DA report.
Canton	April 1982	Good	Building modifications needed to conform to life safety.	Negligible	\$ 4,000 \$ 4.50	Public corridors, primarily ceilings--no serious vandalism problem."	No response to DA report.
Plattsburgh	April 1982	Good to Average	Magnetic hold open devices needed on doors, missing smoke detectors, exit lights broken, exit signs need emergency power, study room used for storage.	Minor	\$31,000 \$10.50	Public corridors--walls, ceilings, exit signs, light fixtures and smoke barrier doors; study of vandalism problem suggested.	Repairs made, additional funding requested.
Potsdam	May 1982	Average to poor	Repairs needed to fire doors, exit signs, emergency lights, improved window safety needed.	Significant	\$72,000 \$24.50	Public corridors, lounges elevator, ceiling, walls, door damage. In depth study of vandalism problem suggested.	Repairs made, additional funding requested.
Upstate Medical	May 1982	Very Good	Building modifications needed.	Non-existent	-- --	--	Repairs made, additional funding requested.

Vandalism

DA Rating Scale	Estimated Cost Per Resident
Non-existent	\$ 0 - 1.00
Negligible	1.01 - 5.00
Infrequent	5.01 - 10.00
Minor	10.01 - 15.00
Moderate	15.01 - 20.00
Significant	20.01 - 25.00
Major	25.01 - Over

Source: LCER staff from DA Property Condition Reports.

The Office of Fire Prevention and Control assures that fire inspections of State University buildings are completed by June of each year. The inspections are performed by State fire inspectors who follow the Guide to the 1980 Public School Fire Inspection Reports. An inspector must review the condition and location of all fire safety equipment such as fire alarms, extinguishers, exits and fire escapes. They also inspect corridors, stairways, trash areas and heat and hot water equipment.

The inspectors do not look specifically for instances of vandalism, but they will identify code violations caused by damage as compared to normal wear and tear. LCER staff, in reviewing fire inspection records and during field visits to campuses, identified incidents of vandalism which are code violations: discharged fire extinguishers, broken exit lights, exposed electrical wires, combustible materials in corridors, excessive trash and broken fire doors.

Inspection Results

The fire inspector submits the completed forms to the Office of Fire Prevention and Control and to the campus president. The campus presidents are responsible for insuring that code violations are corrected. In 1969 the SUNY Central Office of Public Safety had the responsibility to follow up on the inspection reports. In 1976 when the office was cut back, this authority went to the campuses. SUNY presently has no fire inspection follow-up procedure.

Cooking at Stony Brook

In the early 1970s, the food service facilities at Stony Brook were closed because of administration and student dissatisfaction with the service and quality of food. To solve the problem of providing food services for the student population, it was decided to permit individuals to cook in the dormitories. SUNY and DA approved the proposal and kitchenettes were built into the common area of suites. The cooking areas included a kitchen stove and an interior vent fan. The dorms were not initially designed to accommodate cooking facilities and required extensive changes. The kitchenettes were designed and built to comply with code requirements and were inspected and approved by the Office of Fire Prevention and Control.

Because the facilities are located in individual suites, when the dorms are inspected the kitchenette may or may not be inspected. If school is in operation, the fire inspector will routinely bypass occupied rooms. If students are on vacation, the kitchenettes will be inspected.

Table 5 in Chapter II shows the number and the causes of fires at eight of the 11 LCER sample campuses from 1978 to 1981. During these four years, Stony Brook experienced 65 fires caused by cooking. This represents about 11 percent of the total of 566 fires experienced by the eight campuses and 80 percent of those reported as caused by cooking.

State Department of Health Sanitation Inspections

Section 206 of the Public Health Law provides that the Department of Health (DOH):

Shall cause to be made from time to time examinations and inspections of the sanitary conditions of each state institution and transmit copies of the reports and recommendations thereon to the head of the state department having jurisdiction over the institution examined.

DOH annually inspects all food services, swimming pools and water systems on SUNY campuses. The inspector evaluates compliance with the State Sanitary Code, notes violations, and submits his report to the SUNY Chancellor and college presidents. The college presidents are responsible for correcting violations. Only in extreme instances of non-compliance is SUNY Central involved with the inspection.

DOH inspection of SUNY campuses normally does not involve the dormitories. However, DOH may inspect dormitory sanitation upon request or to investigate a complaint. The local public health department, for example, may receive a complaint concerning insect and rodent infestation or unsanitary conditions. The local public health department would then investigate the complaint to determine its validity and severity. Most complaints are handled by the local health department. Insect and rodent complaints often are remedied by an exterminator, and other complaints by improved housekeeping. Only if the situation cannot be handled locally is it referred to DOH.

Suite residents are permitted to prepare and store food and are responsible for cleaning and caring for the cooking areas. LCER staff observed that the level of cleanliness varied from one suite to another, with some students failing to keep kitchenettes clean. LCER noted the presence of vermin in several dormitories. However, DOH indicated to LCER staff that no complaints of vermin in the dormitories had been received.

#### Chapter Summary

- SUNY holds dormitory residents liable for damages caused to university property. Residents are to pay for any willful or reckless damage caused to rooms or to common areas of the dormitory, provided that individual responsibility for the common area damage can be evidenced. Rules and procedures to implement this policy have been adopted by each campus visited by LCER staff.

- While campuses may adopt room deposit and damage charge procedures, SUNY Central does not authorize dormitory common area charges or deposits. SUNY Central officials believe that residents should not be punished for damage to their dormitory common areas, unless evidence of an individual's guilt can be shown. No court cases can be shown by SUNY Central rendering a common area charge illegal.

- Fifty eight percent of the respondents to LCER's survey of dormitory residents believed that a common area charge policy would be "ineffective," while 42 percent viewed such a policy as "effective" (17 percent) or "somewhat effective" (25 percent).

- Despite SUNY Central's lack of authorization for a common area damage assessment, one of the campuses visited routinely used the procedure. It contributed to the reduction of campus vandalism and the increased recovery of previously unbillable damage costs.

- Of 19 administrators of independent colleges in New York State replying to LCER's survey, 16 reported that their campuses billed dormitory residents for common area damage not billed to individual students. Twelve campus administrators rated the common area charge as "effective" while three rated it as "somewhat effective."

- Eight of ten public colleges outside New York State reported to LCER staff that some form of common area charge was used to recover damage repair costs not billable to individual residents.

- Even though a common area charge/deposit policy has been under review by SUNY Central since October 1980, a suggested common area damage policy had not emerged as of November 1982.

- Since 1979, SUNY annually has rated the physical condition of each campus. A gross comparison among the campuses, the rating: (1) was not based on documented or quantitative analyses; (2) did not allow for sufficient differentiation among the campuses within functional areas; (3) did not rate individual building condition and (4) failed to specify criteria for estimation of each campus' yearly cost of vandalism.

- Initiated in July 1981, the DA campus condition survey has evaluated 17 of the 26 SUNY campuses as of October 1982. Focused upon physical plant condition and fire and life safety, the survey may take one to six weeks to complete, depending upon campus size. The survey is comprehensive and well documented, with vandalism repair costs estimated for each building. However, eight of 13 SUNY campuses reviewed had not reported corrective action taken to the DA.

- SUNY's rehabilitation and repair forecast enabled long-range planning of dormitory maintenance, repair and rehabilitation and determination of the impacts of deferred maintenance decisions. Due to SUNY's failure to update facility conditions data since 1979, the forecast is not as useful as it might be.

- SUNY recommended guidelines for square foot coverage per M&O staff person and per custodial care staff person were not being met in the residence halls as of March 31, 1982. Filled M&O staff FTE positions covered an average of 20 percent more space than recommended, while filled custodial staff FTE positions were responsible for 11.3 percent more space than recommended by SUNY.

- Due to high academic space utilization at one campus visited by LCER staff, residential M&O staff were diverted to care for and clean academic space. This resulted in less dormitory coverage. The campus administration believed that SUNY's square footage guidelines were inappropriate for highly utilized campus buildings.

- SUNY's inability to provide accurate and complete expenditure data for repair of damage, including that attributable to vandalism, stems from the lack of a standardized cost accounting procedure for maintenance and repair work. Systemwide implementation of the Maintenance Management System may provide cost and workload information for the SUNY system, its campuses and buildings.

- SUNY's public safety office plays a minimal role in developing programs to deter vandalism or apprehend vandals. Fire and health inspection monitoring, once performed by the office, was discontinued in 1976. The State has no fire and sanitation inspection follow-up to correct code violations in residence halls.

- Kitchenette facilities installed at Stony Brook during the early 1970's were a major source of concern from the standpoints of fire protection and sanitation. LCER staff observed apparent fire hazards and unsanitary conditions in those dormitories during field visits. A disproportionately large number of cooking fires occurred at Stony Brook. DOH sanitary inspections seldom were undertaken in dormitories.

## V FINANCING OF DORMITORY MAINTENANCE AND REPAIR

When dormitory damage occurs, whether by vandalism or accident, repair costs may be partially or fully recoverable through direct billing of responsible individuals. When individuals responsible for such damage cannot be identified, the costs of repairs are absorbed by the dormitory maintenance and operation budget. Unrecoverable damages accumulated over several years may be repaired as part of a major dormitory rehabilitation project (e.g., ceiling and wall replacement). In the latter case, funding for the repairs would be provided by the DA's repair and rehabilitation program.

This chapter reviews how SUNY dormitory operations are financed. Included are examinations of: dormitory revenues and the State subsidy; dormitory operating expenditures and unit cost analyses; minor repairs financed from damage assessments; and major rehabilitation efforts financed by the DA.

### Dormitory Revenues

SUNY's 1981-82 dormitory operations are financed by:

Room rentals -- paid by dormitory residents at a rate of \$1,100 per person, double occupancy;\*

College fees -- paid by each SUNY student at a rate of \$12.50 per full-time student per semester;

Miscellaneous revenues -- parking garages, guests' room use, interest on funds invested, etc.; and

Subsidy from State Appropriations.

The SUNY-DA agreement requires that all dormitory rents, fees, charges and college fees be paid into the Dormitory Income Fund, held by the State Comptroller.<sup>1</sup> The fund is pledged for the benefit of the owners of DA bonds and notes and the DA holds first lien on its receipts to pay the annual debt service and bond reserve requirements.<sup>2</sup> The Dormitory Income Fund also is used to defray the cost of dormitory operations and to retire DA bond anticipation notes (BANs). Table 14 shows Dormitory Income Fund revenues, expenditures and fund balances, from 1977-78 through 1981-82.

Room rentals, the major source of receipts to the fund, increased from \$43.9 million in 1977-78 to \$67 million in 1981-82. Miscellaneous revenues grew from \$2 million to \$4.5 million over the period. Fund expenditures increasingly were applied to offset the cost of operating the dormitories, while lease payments remained relatively stable during the five years.

Table 15 reviews the cost of the SUNY dormitory program, Dormitory Income Fund receipts and the net State subsidy from 1977-78 through 1981-82. Operating expenditures (excluding employees' fringe benefits) and debt service (including BAN retirement) increased from \$63.2 million in 1977-78 to \$84.4 million in 1981-82--a 33.5 percent growth.

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\*Raised to \$1,250, effective fall 1982.

Table 14

SUNY Dormitory Income Fund  
Statement of Revenues, Expenditures and Fund Balances  
1977-78 through 1981-82

	State Fiscal Years					Percent Increase (Decrease)
	1977-78	1978-79	1979-80	1980-81	1981-82	
Balance, April 1	\$11,239,687	\$11,632,468	\$13,571,437	\$13,313,465	\$12,545,882	11.6
Receipts:						
Rentals	\$43,905,307	\$43,829,290	\$48,040,965	\$57,482,537	\$67,021,228	52.6
College Fees	3,868,313	3,698,989	3,952,515	4,039,882	4,073,313	5.3
Miscellaneous	2,045,376	3,557,600	4,469,592	3,414,897	4,540,791	122.0
Total Receipts	\$49,818,996	\$51,085,879	\$56,463,072	\$64,937,316	\$75,635,332	51.8
Total Available	\$61,058,683	\$62,718,347	\$70,034,509	\$78,250,781	\$88,181,214	44.4
Expenditures:						
Campus Operations	\$21,715,000	\$20,732,500	\$26,700,000	\$35,700,000	\$44,192,700	103.5
Lease Payment To DA	27,398,416	27,306,895	29,466,504	29,486,478	29,278,145	6.9
BAN Retirement to DA	--	886,625	361,812	362,182	--	--
Student Refund	312,799	220,890	192,728	156,239	242,421	(22.5)
Total Expenditures	\$49,426,215	\$49,146,910	\$56,721,044	\$65,704,899	\$73,713,266	49.1
Balance, March 31	\$11,632,468	\$13,571,437	\$13,313,465	\$12,545,882	\$14,467,948	24.4

Source: SUNY, Office of University Controller, June 15, 1982.



Table 15

Cost of SUNY Dormitory Program  
By Fiscal Year  
1977-78 through 1981-82  
(Millions)

	State Fiscal Years					Percent Increase (Decrease)
	1977-78	1978-79	1979-80	1980-81	1981-82	
Operating Expenditure <sup>a</sup>	\$35.8	\$36.7	\$41.2	\$47.7	\$55.1	53.9
Debt Service <sup>b</sup>	27.4	28.2	29.8	29.8	29.3	6.9
Total Cost <sup>a</sup>	\$63.2	\$64.9	\$71.0	\$77.5	\$84.4	33.5
Less: Dormitory Net Income						
Fund Receipts <sup>c</sup>	\$49.5	\$50.9	\$56.3	\$64.8	\$75.4	52.3
Net State Subsidy To Dormitory Program	\$13.7	\$14.0	\$14.7	\$12.7	\$ 9.0	(34.3)

<sup>a</sup> Actual 1977-78 through 1980-81, allocated 1981-82, excludes fringe benefits.

<sup>b</sup> Lease payments and BAN retirement to DA.

<sup>c</sup> Less refunds to students.

Source: LCER staff from data furnished by SUNY, Office of University Controller.

Net fund receipts grew from \$49.5 million in 1977-78 to \$75.4 million in 1981-82--a 52.3 percent advance. The net State subsidy to the program, \$13.7 million in 1977-78, dropped to \$9 million in 1981-82.

Nine of ten out-of-state public campuses indicated to LCER staff that their dormitory systems were entirely or almost entirely financially self-sufficient. That is, all dormitory operations and debt service were financed from student rentals, fees, conference receipts and other dormitory system generated revenues. There was no direct state subsidy (Appendix D).

#### Dormitory Operating Expenditures

SUNY is responsible to "at its expense,...hold, operate and maintain" the dormitories and their equipment "in careful and prudent manner" and to "keep the Project and its equipment in a clean and orderly fashion."<sup>3</sup> LCER staff asked the DA Executive Director if SUNY had complied with this provision of the agreement. He responded that SUNY had "substantially achieved" compliance and that this assessment was partially based upon DA's dormitory inspections undertaken to ascertain the extent of SUNY's compliance.<sup>4</sup>

Dormitory operating expenditures include: residence hall supervision, custodial/janitorial services, maintenance of plant and equipment, public safety services and utilities. Because SUNY-wide actual expenditures for dormitory functions were not readily

available, LCER staff developed dormitory operating expenditures by function for the 11 sample campuses. (The 1981-82 total dormitory operating expenditures of the 11 campuses comprised 56 percent of the SUNY dormitory operating expenditures reported in Table 15.) This functional expenditure breakdown is presented in Table 16 for 1977-78 and 1981-82.

Dormitory operating expenditures of the 11 campuses increased from \$19.6 million in 1977-78 to \$30.6 million in 1981-82--a 55.9 percent increment. Most of this growth, however, is explained by the more than doubling of utility costs over the period. Other functions increased from 21 to 39 percent.

#### Unit Cost Analyses

Three factors which affect the quality of dormitory life and vandalism are residence hall supervision, maintenance and custodial service. To observe trends in the financing of these dormitory operations, LCER staff compiled annual unit costs for 1977-78 through 1981-82 for each of the sample campuses. Increments in unit costs over the period were compared to the rate of inflation, measured by (1) the Implicit Price Deflator for state government goods and services\* and (2) the northeast region Consumer Price Index for housing and home ownership maintenance. Appendix E, Tables E-1, E-2 and E-3 present the unit cost trends for the sample campuses. Chart 4 illustrates the rates of change in costs of residential life supervision (per resident), custodial care (per square foot) and maintenance (per square foot) for all 11 sampled campuses from 1976-77 through 1981-82. The semi-logarithmic or ratio chart is used to compare relatively small numbers to large ones while accurately reflecting comparative rates of growth or change.

The chart shows unit cost increases: residential life supervision from \$79 to \$98 per resident (24 percent), custodial services from 47 to 61 cents per square foot (30 percent) and maintenance services from 25 to 36 cents per square foot (44 percent). These increases compare to a 51 percent growth in the Implicit Price Deflator for state government purchases of goods and services and a 50 percent increment in the northeast region CPI costs of housing and home maintenance, over the most recent five years. Because operating expenditures for residential life supervision, custodial services and maintenance services have not kept pace with inflation, deterioration in service and care to dormitories may have resulted.

#### Furniture Repair Program

Campus expenditures for furniture repair are included in the "Other" category reported in Table 16. Seven of the 11 campuses in the LCER sample operated their own furniture repair shops to speed repairs and to extend the life of furniture and equipment. Expenditures for this function increased from \$95,411 in 1977-78 to \$329,684 in 1981-82.

\*The Implicit Price Deflator is a price index for all final goods and services produced in the economy, derived by calculating the ratio of the Gross National Product in current prices to the Gross National Product in constant prices. It is a weighted average of the price indexes used to deflate the components of current-dollar GNP, the implicit weights being expenditures in the current period. (See also note to Table E-3, Appendix E).

Table 16

Dormitory Operating Expenditures by Function  
LCER Sample Campuses  
(000s)

Function	Fiscal Year				Four Year Percent Increase
	1977-78 Expenditure	% of Total	1981-82 Expenditure	% of Total	
Residence Hall					
Direction	\$ 2,478.8	12.6	\$ 3,341.8	10.9	34.8
Custodial Services	4,779.3	24.4	5,862.9	19.2	22.7
Maintenance (Structural and Equipment)	2,603.9	13.3	3,405.2	11.1	30.8
Public Safety and Security	1,134.0	5.8	1,371.6	4.5	21.0
Utilities	6,673.5	34.0	13,909.1	45.5	108.4
Other <sup>a</sup>	1,939.8	9.9	2,689.0	8.8	38.6
Total	\$19,609.2 <sup>b</sup>	100.0	\$30,579.6	100.0	55.9

<sup>a</sup>Furniture repair, maintenance, administrative overhead, grounds maintenance, refuse collection, alterations, etc. <sup>b</sup>Total does not add due to rounding.

Source: LCER staff from SUNY, *Departmental Allocations 1979-80, 1982-83*.

The furniture repair shops also receive DA funds to purchase materials for furniture repair. These amounts are reflected in Tables 18 and 19, and are discussed in a subsequent section.

#### Repairs Financed from Damage Assessments

Campuses finance minor repairs to dormitories and furnishings from residence hall damage assessments. When persons are found to have damaged dormitory rooms or common areas, they are responsible for the costs of repair. A campus residence hall damage account (Income Fund Reimbursible or IFR) receives damage assessments and pays the cost of repairs.

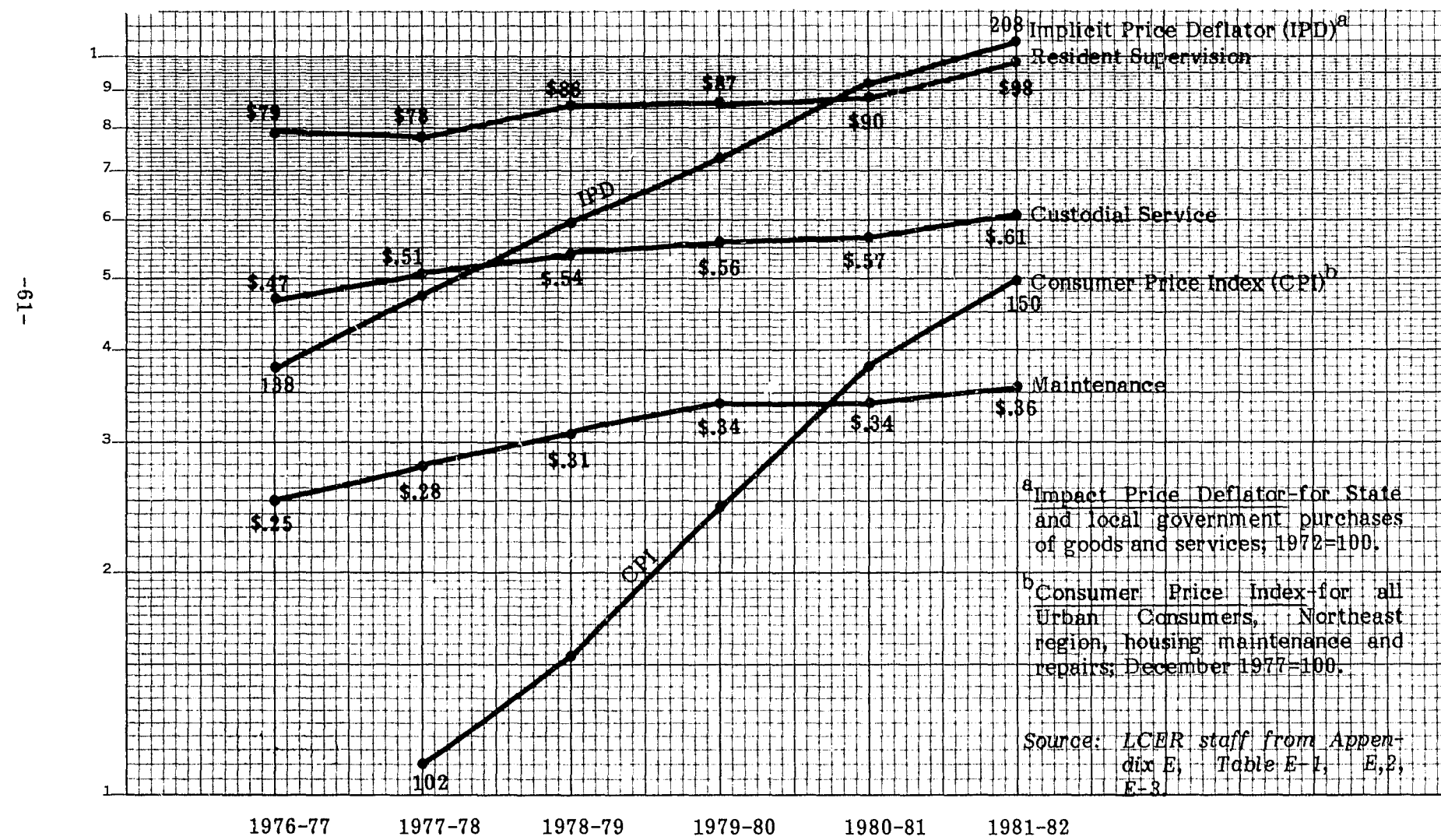
From 1977-78 through 1981-82, campuses increasingly have relied on these accounts to make repairs. For example, only eight of the 11 sample campuses had damage accounts in 1977-78 with total repairs of \$56,340. In 1981-82 all 11 campuses had residence hall damage accounts with \$256,582 in damage repairs.

LCER staff noted some problems with the operation of the residence hall damage accounts. First, damage assessments often were based upon damage observed (e.g., room needs painting, replastering), not repaired. Residents complained that repairs paid for were not always made promptly, or even within several years. Repair priorities often were based upon greatest need or a rotating maintenance schedule.

Failure to explain to the dormitory residents who have paid a damage bill why such repairs may not be made promptly, contributes to student dissatisfaction and may result in negative behavior toward the campus. (See Chapter III, p.23.)

Chart 4

Costs for Maintenance And Custodial Services per  
Square Foot and Residential Life Supervision  
per Resident Compared to Inflation Rates  
1976-77 to 1981-82



Second, IFR account purchases must conform to State purchasing procedures. This sometimes resulted in delays, because of paperwork and bulk purchasing requirements. One campus visited by LCER staff bypassed the IFR account, by unauthorized deposit of damage assessments in an auxiliary services corporation account (e.g., food service). In this way, needed materials could be purchased quickly from local vendors, enabling prompt repair and avoiding "red tape."

SUNY had not undertaken a review of the appropriateness of the IFR procedure to determine whether it expedites or hinders prompt repair of dormitory damage.<sup>5</sup>

**Major Dormitory Repair and Rehabilitation**

The agreement between SUNY and DA requires the university to "make all extraordinary repairs and replacements" to the dormitories and their equipment, subject to DA approval.<sup>6</sup> Dormitory repair and rehabilitation is financed from four funding sources:

- The \$200,000 annual SUNY contribution to DA, begun in 1972;
- DA Building and Equipment Reserve Fund trustee surpluses, started in 1978;
- The DA Equipment Replacement Fund, started in 1979-80; and
- DA Bond Redemption Fund trustee surpluses, applied to rehabilitation, beginning July 1982.

Once these funds have been made available, SUNY's Office of Capital Facilities coordinates dormitory building improvement requests from the 26 campuses operating residence halls. First priority is given to repairs necessitated by fire protection and life safety considerations and priority repairs are referred to DA for its review and approval.

The DA may question or modify project costs, scope, and requirements for dormitory repairs. Letter notification of project approval is sent to SUNY. According to DA and SUNY staff, most SUNY projects are approved by DA as proposed. Once projects are approved, repair and rehabilitation funding may be handled in one of two ways:

Time and Materials Basis: Campus staff undertake or supervise temporary help to accomplish project. DA pays vendors for materials needed. Labor costs are advanced from campus IFR or faculty student association account which is then reimbursed by DA, upon verification of work hours and fringe benefits.

Contract Basis: DA prepares project specifications, takes bids, awards contracts and inspects the completed project.

For furniture replacement, campuses make their requests directly to the DA's purchasing group, which sets standards for and purchases the furniture. SUNY's Office of Capital Facilities allocates furniture purchase funds to each campus. The DA pays the furniture vendors, subsequent to campus certification that materials have been received in good order. DA staff occasionally inspect shipments to assure delivery and conformance to standards.

SUNY made few dormitory repairs prior to 1978 other than correcting unsafe situations. The dormitories, mostly built during the 1960s and early 1970s, have suffered from the effects of age, heavy use, abuse, overcrowding and deferred repair and replacement. SUNY's Office of Capital Facilities estimates that \$28 million is needed to rehabilitate and repair dormitory buildings during the 1982-83 fiscal year. Equipment replacement is estimated to require \$44.2 million during 1982-83. This includes \$10.2 million to replace furniture considered by SUNY to be in poor condition and \$34 million to replace furniture which has exceeded its 15-year life expectancy.<sup>7</sup>

SUNY Contribution

Since the late 1960s, SUNY contributed \$200,000 per year from the Dormitory Income Fund to the DA General Operating Fund to finance dormitory rehabilitation and repair. Until 1978, this was the only fixed amount available for dormitory capital improvements. However, an unknown amount of major repair and rehabilitation may have been absorbed by campus maintenance and operation budgets. Table 17 shows DA expenditures for SUNY dormitory rehabilitation by campus, 1978-79 through 1980-81.

Building and Equipment Reserve Fund

The Building and Equipment Reserve (B&E) Fund is required to meet the conditions of the bondholders' agreement. Whenever SUNY pays debt service, a fixed amount is allocated to meet fund reserve requirements. Twice yearly the trustee for the bond issue evaluates the assets in the B&E, and, if reserve requirements are met, the trustee may declare a surplus. The surplus becomes available to finance dormitory repair and rehabilitation pursuant to Section 4.08(2) of the SUNY-DA agreement. As of March 31, 1982, almost \$6.8 million in surpluses had been made available from the three dormitory bond issues. Interest earned brought the amount available to fund dormitory repair and rehabilitation to almost \$8 million; of this amount \$5.5 million had been expended:

	Bond Issues (000's)			Total
	1960	1962	1964	
Trustee Surplus	\$1,029.1	\$ 881.7	\$4,865.4	\$6,776.2
Interest Earned	167.4	137.9	908.9 <sup>a</sup>	1,214.2
Total	\$1,196.5	\$1,019.6	\$5,774.3	\$7,990.4
Less Expended	825.5	619.4	4,052.1	5,497.0
Funds Available <sup>b</sup>	\$ 371.0	\$ 400.2	\$1,722.2	\$2,493.4

<sup>a</sup>Includes \$370,000 in claim settlement revenues.  
<sup>b</sup>Available March 31, 1982.

Table 18 depicts total expenditures for dormitory rehabilitation and repairs from the three bond issues combined, by campus. Of the \$5.5 million spent, \$4.3 million was to rehabilitate dormitory buildings and \$1.2 million was to replace furniture.

Table 17

DA General Operating Fund, State University  
Expenditures for Rehabilitation by Campus  
1978-79 through 1981-82

State University	1978-79	1979-80	1980-81	1981-82	Four Year Total
Centers					
Albany	--	\$ 9,234	\$ 3,931	\$ 9,808	\$ 22,973
Binghamton	\$ 1,110	13,462	20,640	27,894	63,106
Buffalo	11,526	--	9,338	11,652	32,516
Stony Brook	4,427	--	--	30,039	34,466
Colleges					
Brockport	--	--	18,521	34,490	53,011
Buffalo	24,577	24,322	--	--	48,899
Cortland	3,100	14,900	9,425	38,915	66,340
Fredonia	--	44	8,351	79,805	88,200
Geneseo	--	--	2,613	2,613	5,226
New Paltz	7,022	--	8,018	8,018	23,058
Old Westbury	--	1,253	--	--	1,253
Oneonta	--	--	--	3,002	3,002
Oswego	4,494	--	6,854	26,020	37,368
Plattsburgh	63,356	--	--	--	63,356
Potsdam	99,265	4,390	--	44,006	147,661
Purchase	12,100	55,149	--	17,900	85,149
Agricultural and Technical Colleges					
Alfred	1,909	5,144	--	5,998	13,051
Canton	5,587	--	2,096	4,187	11,870
Cobleskill	--	--	5,600	5,600	11,200
Delhi	--	9,630	--	4,000	13,630
Farmingdale	--	12,253	13,236	14,078	39,567
Morrisville	--	877	--	--	877
Medical Centers					
Downstate	--	145	--	--	145
Upstate	--	--	--	--	--
Maritime College	--	--	--	--	--
Total	\$238,473	\$150,803	\$108,623	\$368,025	\$865,924

Note: Stony Brook Health Science Center campus expenditures are included with Stony Brook expenditures.

Source: Dormitory Authority of the State of New York.

Table 18

Consolidated Statement  
SUNY Special Rehabilitation Expenditures  
By Campus  
As of March 31, 1982

State University	All Bond Issues <sup>a</sup>		
	Contractor	Furniture	Total
Centers			
Albany	\$ 185,748	\$ 75,067	\$ 260,815
Binghamton	198,199	97,053	295,252
Buffalo	222,517	63,904	286,421
Stony Brook	415,506	59,605	475,111
Colleges			
Brockport	508,336	144,161	652,497
Buffalo	123,164	34,553	157,717
Cortland	53,329	89,873	143,202
Fredonia	431,198	59,319	490,517
Geneseo	123,113	49,213	172,326
New Paltz	157,959	90,704	248,663
Old Westbury	3,564	--	3,564
Oneonta	18,839	121,368	140,207
Oswego	88,307	69,949	158,256
Plattsburgh	19,450	24,801	44,251
Potsdam	291,480	69,654	361,134
Purchase	88,594	--	88,594
Agricultural and Technical Colleges			
Alfred	242,286	31,885	274,171
Canton	21,881	12,003	33,884
Cobleskill	479,770	26,830	506,600
Delhi	152,703	36,378	189,081
Farmingdale	250,030	23,514	273,544
Morrisville	88,528	35,193	123,721
Medical Centers			
Downstate	12,874	7,306	20,180
Upstate	--	12,463	12,463
Maritime College	84,809	--	84,809
Total	\$4,262,184	\$1,234,796	\$5,496,980

<sup>a</sup>First Expenditures: 1960 Issue-May 1978; 1962 Issue-December 1978; 1964 Issue-May 1978.

<sup>b</sup>Stony Brook Health Science Center campus expenditures are included with Stony Brook Center expenditures.

Source: Dormitory Authority of the State of New York.

## Equipment Replacement

In 1979-80 the Board of Trustees authorized a \$50 per resident room rent increase, with the stipulation that this increase be allocated for dormitory lounge and bedroom furniture replacement. As of March 31, 1982, \$9.8 million had been allocated from the Dormitory Income Fund (Campus Operations) to the DA Equipment Replacement Fund. Table 19 shows that \$7.5 million had been spent at 23 of 25 campuses with most expenditures for new bedroom furniture.

Table 19  
Consolidated Statement  
SUNY Rehabilitation Fund-Equipment Replacement  
As of March 31, 1982

State University Centers	Lounge	Bedroom	Total
Albany	\$ 109,303	\$ 307,646	\$ 416,949
Binghamton	94,110	422,973	517,083
Buffalo	85,355	306,840	392,195
Stony Brook*	187,166	569,517	756,683
Colleges			
Brockport	274,014	397,678	671,692
Buffalo	119,823	206,291	326,114
Cortland	93,760	253,228	346,988
Fredonia	49,202	147,091	196,293
Geneseo	98,577	350,353	448,930
New Paltz	67,923	197,948	265,871
Old Westbury	8,393	--	8,393
Oneonta	60,985	470,305	531,290
Oswego	169,831	427,745	597,576
Plattsburgh	92,743	138,539	231,282
Potsdam	53,126	158,596	211,722
Purchase	--	--	--
Agricultural and Technical Colleges			
Alfred	63,380	250,878	314,258
Canton	10,815	180,837	191,652
Cobleskill	56,194	165,500	221,694
Delhi	61,093	168,407	229,500
Farmingdale	14,540	65,334	79,874
Morrisville	69,095	232,784	301,879
Medical Centers*			
Downstate	21,319	75,484	96,803
Upstate	73,561	51,037	124,598
Maritime College	--	--	--
Total	\$1,934,308	\$5,545,011	\$7,479,319

\*Stony Brook Health Science Center expenditures are included with Stony Brook Center expenditures.

Source: Dormitory Authority of the State of New York.

## Bond Redemption Fund

Trustee surpluses from the DA Bond Redemption Fund have been used to construct dormitories. Since 1973 the Dormitory Authority has utilized these funds to finance construction of three dormitories and two parking garages at a cost of approximately \$31 million.

In July 1982 additional surplus was made available to construct a new dormitory at Binghamton at a cost of \$4.8 million. Additional surpluses after July 1982 will be used for the first time to fund major and minor dormitory alteration and improvement projects at the SUNY campuses. An initial expenditure of \$2.8 million for ten alteration and improvement projects on SUNY campuses has been approved by the Public Authorities Control Board.

## Chapter Summary

● In 1981-82, SUNY expended \$84.4 million to operate dormitories and pay debt service at 26 SUNY campuses. About 89 percent of the operating expenditure was financed from dormitory income, with the remainder provided by State subsidy.

● The State's net subsidy for the SUNY dormitory program declined from \$13.7 million in 1977-78 to \$9 million in 1981-82.

● Prompt and adequate building maintenance, custodial care and residence life supervision were essential components of an effective campus effort to deter dormitory vandalism. From 1977-78 through 1981-82, the sample campuses' expenditures for these services failed to keep pace with inflation. This may have contributed to a decline in the quality of care and supervision in dormitory facilities.

● Sample campuses used two techniques to augment the repair of damage to dormitories. Seven of the 11 campuses had expanded their on-campus furniture repair programs and all 11 sample campuses had expanded their use of residence hall damage assessments.

● During the period 1977-78 through 1980-81, the Dormitory Authority spent \$14 million to repair and rehabilitate its dormitories. SUNY estimates that its 1982-83 repair and rehabilitation needs total \$38.2 million--\$28 million for dormitory building improvement and \$10.2 million to replace dormitory furniture in "poor" condition.

● LCER staff noted difficulties with the residence hall damage account procedure: the failure to promptly repair damage for which payments had been made, if unexplained by the campus, could adversely affect student attitudes toward campus maintenance efforts and, perhaps, contribute to vandalism; and the authorized IFR account procedure was bypassed by at least one campus in order to speed repairs at reduced cost. SUNY had not evaluated the effectiveness of the IFR procedure with respect to expediting repairs.



## FOOTNOTES

### I Introduction

1. David R. Kohr and David Schrage, Descriptive Survey of Causes, Costs and Solutions to Residence Hall Damage and Vandalism, 1980-81 (Cornell University: Association of College and University Housing Officers, Research and Information Committee, 1981), p.1.
2. Roberta Leslis, Human Destructiveness on the College Campus: A Six-College Study, (Stony Brook: Research Group for Human Development and Educational Policy, Report No. 16, 1981).
3. Quote by Ronald K. Guile, Security Director, SUNY Oswego, in American School and University, October 1980, p. 45.
4. Quote by Dr. Virginia L. Radley, President of SUNY Oswego, in American School and University, October 1980, p. 44.
5. N. 2, p. 4.
6. Ibid., p. 25.
7. Education Law, Section 355 (1)(a).
8. Ibid., Section 353 (3).
9. Ibid., Section 355 (2)(h), (1)(f).
10. 8 NYCRR, Section 328.
11. Education Law, Section 356 (1).
12. Ibid., Section 356 (4).
13. Laws of 1944, Chapter 524.
14. Windalume Corp. v. Rogers and Haggerty, Inc., 1962, 36 Misc. 2d 1066, 234 N.Y.S. 2d 112.
15. Public Authorities Law, Section 1678 (8,11).
16. Ibid., Section 1677.
17. Agreement between Dormitory Authority of the State of New York and the State University of New York, April 1, 1964.
18. Ibid., Section 3.02.
19. Ibid., Sections 1.07 (a).
20. Ibid., Section 1.07.
21. Ibid., Section 4.10.

### III Deterrence of Vandalism

1. SUNY, Office of Capital Facilities, State University of New York Report on Physical Plant, 1981, p.8.
2. SUNY, Office of Capital Facilities, Plant Management Bulletin, No. 1, Item 530.1, "Physical Plant Preventive Maintenance Program," December 28, 1979, p.1.
3. SUNY Agricultural and Technical College at Farmingdale, Department of Residence Life, Living in Harmony, A Guide to Residence Life, p. 1.
4. SUNY College at Oneonta, Contract for RA, 1982-83.

### IV State Agency Roles

1. Agreement between Dormitory Authority of the State of New York and the State University of New York, April 1, 1964.
2. Ibid., Sections 4.07-4.08

3. Ibid., Sections 4.11, 5.03(5)
4. Ibid., Section 4.14.
5. Ibid., Section 4.13.
6. Ibid., Section 4.12
7. LCER staff interview with Executive Director, Dormitory Authority, July 16, 1982.
8. Memorandum to Vice Presidents for Student Affairs from the Office of the University Counsel and Vice Chancellor for Legal Affairs, "Questions and Answers on Residence Hall License Agreements," March 20, 1978, Item 14, hereafter cited: Questions and Answers.
9. SUNY, Administrative Policies, "Rules and Regulations Pertaining to Resident Students in State University Owned, Leased or Operating Facilities, Item 005.1, C-2.
10. Ibid., Item 005.1, C-4.
11. LCER staff interview with Vice Chancellor for Capital Facilities, Vice Chancellor for Finance and Business, Assistant Vice Chancellor for Student Services and Assistant Vice Chancellor for Plant Management, April 29, 1982.
12. SUNY, Administrative Policies, "Fees, Rentals and Other Charges, Fees and Deposits," Item 050, IV-D.
13. N.8, Item 5.
14. Opinion of the Attorney General, 74-41.
15. LCER staff telephone interview with Assistant Counsel, SUNY, Office of Counsel, June 10, 1982.
16. 8 NYCRR, Section 535.1.
17. Ibid., Section 535.3 (c,e).
18. Ibid., Section 500.1.
19. SUNY, Office of Capital Facilities, Report on Physical Plant, 1981, p. 1.
20. Ibid., 1980, p. 33.
21. N.19, pp. 8-9.
22. Office of the State Comptroller, Financial and Operating Procedures and Practices-Dormitory Authority of the State of New York, Audit Report AL-Auth 3-81, May 26, 1981.
23. Letter and enclosed memorandum to SUNY Vice Chancellor for Educational Services from President, State University of New York at Stony Brook, April 9, 1982.
24. LCER staff interview with Dormitory Authority, Chief, Property Condition Survey, October 21, 1982.

### V Financing of Dormitory Maintenance and Repair

1. Dormitory Authority of the State of New York and the State University of New York Agreement, April 1, 1964, Section 1.02, 2.01.
2. Ibid., Section 2.03.
3. Ibid., Section 4.05.
4. LCER staff interview with Executive Director, Dormitory Authority, July 16, 1982.
5. LCER staff interview with SUNY Controller, September 28, 1982
6. Dormitory Authority of the State of New York, and the State University of New York Agreement, April 1, 1964, Section 4.06.
7. LCER staff interview with SUNY, Assistant Vice Chancellor for Plant Management, June 21, 1982; Letter from Associate, State University Construction Fund, October 28, 1982.

## APPENDIX A

### LIST OF INTERVIEWS AND CONTACTS

#### State University of New York (SUNY)

Central Administration: University Counsel and Vice Chancellor for Legal Affairs; Deputy to the Chancellor for Governmental Relations; Associate Counsel; Vice Chancellor for Educational Services; Assistant Vice Chancellor for Student Affairs; Vice Chancellor for Finance and Business; Vice Chancellor for Capital Facilities; Assistant Vice Chancellor for Plant Management; Director of University Public Safety; University Controller.

SUNY at Albany: Vice President for Finance and Business; Dean for Student Affairs; Director, Residence Life; Director of Physical Plant; Director of Public Safety.

SUNY at Binghamton: President; Vice President for Student Services; Vice President for Finance and Management; Assistant Vice President for Student Life; Assistant Vice President for Facilities and Operations; Acting Director of Residence Life; Director of Physical Plant; Director, University Law Enforcement; Maintenance Supervisor IV.

SUNY at Buffalo: Vice President for Student Affairs; Vice President for Finance and Management; Assistant to the Vice President for Student Affairs; Director, Student Union/Student Activities; Assistant to the Director of University Libraries; Associate Director of University Housing; Associate Director of Student Union; Director, Housing Office; Assistant Director, Housing Office; Graduate Assistant; Director, University Counseling Office; Staff person, University Counseling Office; Director of Security; Director, Housing Service Operations; Assistant Director, Housing Service Operations.

SUNY at Stony Brook: President; Vice President for Student Affairs; Vice President for Finance and Business; Vice President for Operations; Director of Residence Life; Assistant Director of Residence Life; Assistant Director of Physical Plant; Director of Public Safety; Student Leader.

SUNY College at Buffalo: President; Vice President for Student Affairs; Associate Vice President for Finance and Management; Assistant Vice President and Director of Residence Life; Assistant Vice President for Student Affairs; Assistant Dean of Students; Associate Director for Student Activities and Chairperson, Substance Abuse Committee; Assistant Director of Residence Life; Coordinator of New Student Orientation and Judicial Inquiry Officer; Acting Director of Physical Plant; Director of Security.

SUNY College at New Paltz: President; Vice President for Student Affairs; Vice President for Administration; Dean of Student Life; Director of Residence Life; Director of Physical Plant; Director of Public Safety.

SUNY College at Old Westbury: President; Acting Vice President for Student Development; Vice President for Administration; Associate Vice President for Administration; Director of Housing; Director of Public Safety.

SUNY College at Oneonta: President; Vice President for Student Affairs and Dean of Students; Vice President for Administration; Associate Dean of Students; Director of Housing; Director of Public Safety.

SUNY College at Oswego: President; Vice President for Student Services and Dean of Students; Vice President for Administrative Services; Assistant to the Vice President for Administrative Services for Physical Plant; Director of Housing; Director of Physical Plant; Director of Public Safety.

SUNY College at Potsdam: President; Vice President for Student, Educational, and Administrative Services; Dean of Student Life; Director of Residence Life; Director of Physical Plant; Director of Public Safety and College Services.

SUNY Agricultural and Technical College at Farmingdale: President; Vice President for Student Affairs; Vice President for Administration; Vice President for Security and Student Affairs; Assistant Vice President for Student Life and Dean of Students; Director of Residence Life; Assistant Housing Director.

SUNY Agricultural and Technical College at Morrisville: Vice President for Student Personnel Services; Vice President for Administration; Director of Physical Plant; Director of Public Safety; Housing Coordinator.

#### Dormitory Authority of the State of New York

Executive Director; Deputy Executive Director; Assistant Director of Finance; Director of Program Management; Associate Engineer; Facilities Coordinator.

#### NYS Department of State, Office of Fire Prevention and Control

Field Representative III

#### NYS Department of Health

Commissioner; Director, Bureau of Community Sanitation and Food Protection

#### Independent Colleges in New York State

Director, Commission on Independent Colleges and Universities; Cornell University: Director of Residence Life; Ithaca College: Vice President of Student Affairs, Director of Residential Life; Rensselaer Polytechnic Institute: Assistant Dean of Students, Director of Housing, Director of Maintenance; Assistant Director of Campus Security; St. Lawrence University: Director of Student Services; Syracuse University: Director of Student Services;

Public Colleges and Universities  
Outside New York State

California State College and University System: Coordinator of Public Safety; University of California: Loss Prevention Coordinator; Florida State University System: Director, Business and Financial Services; University of Illinois: Associate Vice Chancellor for Administrative Affairs; Indiana University: Reports and Survey Officer; Massachusetts State College System: Vice Chancellor of Student Services, Associate Vice Chancellor for Facility Management; University of Michigan: Director of Public Safety; University of Minnesota: Associate Vice Chancellor for Finance; University of North Carolina: Director, Department of Student Life; Rutgers University: Assistant Vice President for Auxiliary Services, Assistant Vice President for Public Safety, Chief-Fire and Emergency Services, University Detective, Dean of Students, Director of Housing, Associate Director Residence Halls; University of Texas: Director of Police; University of Vermont: Director of Residence Life; University of Wisconsin System: Vice President and Trust Officer.

APPENDIX B

RESULTS OF LCER SURVEY OF SUNY STUDENTS

1. How would you characterize the level of vandalism of the following locations on your campus during Spring 1982?

	Percent of Respondents					N=
	Not at All Vandalized	2	Somewhat Vandalized	4	Heavily Vandalized	
	1		3		5	
Academic buildings	25.6	48.5	23.1	2.3	.5	390
Library	38.5	44.7	12.4	3.1	1.3	387
Outdoors	18.5	44.2	26.0	7.7	3.5	400
Common areas of dorm	5.5	26.3	29.5	27.5	11.2	403
Dorm rooms	19.1	39.4	27.9	10.8	2.8	398
Dorm bathrooms	18.0	31.8	23.6	16.0	10.5	399
Your own dorm	15.1	37.3	29.4	12.8	5.4	405
Other	6.6	19.8	16.5	20.9	36.3	91

2. Please describe the actions taken by your school's administration during Spring 1982 to deter or reduce vandalism on your campus (Check one.):

12.6%	The administration has instituted many policies to combat vandalism.	N=406
49.3%	The administration has instituted some policies to combat vandalism.	
3.2%	The administration has instituted no policies to combat vandalism.	
35.0%	I am not aware of the administration's actions to combat vandalism.	

**CONTINUED**

**1 OF 2**

3. Please rate the severity of vandalism in the dormitory in which you lived during Spring 1982 for each of the following items or areas.

	Percent of Respondents					N=
	Not at All Vandalized	2	Somewhat Vandalized	4	Heavily Vandalized	
	<u>1</u>		<u>3</u>		<u>5</u>	
<u>Dorm Rooms or Suites</u>						
Furniture	16.7	42.9	22.7	12.0	5.7	401
Telephones	49.4	29.4	11.4	5.1	4.8	395
Window panes	40.6	38.0	13.9	5.8	1.8	382
Window screens	24.2	36.8	20.5	12.1	6.3	380
Doors to rooms	25.4	33.5	24.7	12.6	3.8	397
Bathrooms (if applicable)	27.6	27.3	25.2	11.3	8.6	326
Walls	16.7	33.1	30.3	13.1	6.8	396
Ceilings	37.6	33.2	21.2	5.1	2.8	391
Floors	46.9	35.2	13.3	3.6	1.0	392
Carpeting (if applicable)	33.8	38.5	16.4	6.1	5.2	213
Other	20.6	5.9	38.2	14.7	20.6	34
<u>Common Areas</u>						
Ceilings	34.6	33.1	19.4	8.3	4.7	387
Exit signs	17.2	24.1	23.3	21.5	13.8	390
Fire extinguishers	23.9	26.5	22.4	16.2	11.1	389
Fire doors	43.1	29.9	18.3	5.1	3.5	371
Furniture	7.5	27.7	28.4	22.9	13.5	401
Telephones	28.0	35.7	14.4	12.9	9.0	389
Windows	25.4	34.4	24.6	8.5	7.2	390
Window screens	25.4	32.9	22.9	11.6	7.2	362
Stairs	30.2	31.5	19.4	15.4	3.5	397
Bathrooms	18.2	29.9	24.1	18.7	9.1	395
Walls	12.6	33.2	27.4	16.6	10.3	398
Light fixtures	15.7	28.6	22.0	20.0	13.7	395
Thermostats	47.6	28.1	13.1	8.0	3.2	313
Floors	38.8	37.0	15.8	6.2	2.3	387
Carpeting	28.8	35.2	19.8	11.6	4.7	344
Elevators	22.7	15.6	16.8	19.9	24.9	321
Other	21.2	12.1	12.1	18.2	36.4	33

4. How quickly were damages repaired in the dormitory in which you lived during Spring 1982?

Within One Day	Within One Week	In Two to Three Weeks	In Three to Four Weeks	More Than One Month Later	N=
3.3%	36.4%	28.3%	13.1%	18.9%	396

5. How would you describe the janitorial services in the dormitory in which you lived during Spring 1982?

Scale					N=
Poor <u>1</u>	<u>2</u>	Good <u>3</u>	<u>4</u>	Excellent <u>5</u>	
7.0%	12.9%	30.3%	30.8%	18.9%	402

6. Had you ever complained to the administration because your dormitory was too heavily vandalized? Yes 11.2% No 88.8% N=402

If yes, was any action taken in response to your complaint? Yes 52.6%  
No 47.4% N=38

7. During Spring 1982 did you ever personally witness one or more acts of vandalism in the dorm in which you lived? Yes 48.3% No 51.7% N=408

If yes, how many acts of vandalism did you witness? 634\*

How many of these acts were committed by:

Students of your college? 398

Non-students? 61

Unidentifiable individuals? 75  
Total 534\*

\*100 respondents did not report number of acts of vandalism witnessed.

8. Please describe how significant a role the residence staff in your dormitory played during Spring 1982 in controlling vandalism in your dormitory.

20.9% The residence staff played a very important role in preventing or reducing vandalism in my dorm.

49.1% The residence staff played a somewhat important role in preventing or reducing vandalism in my dorm. N=397

12.1% The residence staff played no part in preventing or reducing vandalism.

17.9% I am not aware of the residence staff's role in preventing or reducing vandalism.

9. Do you feel that vandalism is a significant problem on your campus? Yes 63.6%  
No 36.4% N=398

If yes, please rate the importance of the following factors in causing vandalism on your campus.

	Percent of Respondents			N=
	Very Important	Somewhat Important	Not Important	
Inadequate campus security	29.1	48.3	22.6	234
Lack of respect by individuals for other individuals' property	83.1	14.1	2.7	255
Inadequate campus lighting	32.9	34.2	32.9	243
Drinking	62.8	31.6	5.5	253
Drug use	45.5	42.0	12.6	231
Inadequate maintenance and repair	25.6	48.4	26.0	246
Inadequate recreational space	20.1	26.6	53.3	244
Campus design	11.8	25.4	62.7	228
Dormitory design	13.8	27.6	58.6	232
Quality of furniture	16.5	37.3	46.2	249
Quality of interior dorm material	22.0	35.4	42.7	246
Inadequate dormitory supervision	25.3	44.5	30.2	245
Overcrowded dorms	23.5	35.6	40.9	247
Other	78.3	8.7	13.0	23

10. How effective do you view the following programs or procedures in effect at SUNY campuses in reducing or preventing campus vandalism?

	Percent of Respondents			N=
	Effective	Somewhat Effective	Not Effective	
Dormitory supervision by residence staff	26.6	56.6	16.8	394
A maintenance/repair staff assigned to specific dormitories	35.2	48.2	16.6	361
Rapid suspension or expulsion of students guilty of vandalism	55.2	29.1	15.7	364
Withholding of students' college records until students' bills for damages are paid	58.2	26.6	15.2	376
Improved campus lighting	41.6	39.1	19.3	368
Billing of students for damage to rooms	59.2	33.2	7.7	392
Billing all dorm or corridor residents for common area damage not billed to individual students	16.7	24.9	58.4	365
Programs allowing students to decorate corridors and other common areas	55.4	33.7	10.9	377
Regular inspection of dormitories by Residence Assistants and/or Dorm Directors	32.6	44.2	23.2	380
Programs to reward dormitories with the least amount of damage	44.5	30.9	24.6	346
Programs to combat alcohol abuse	26.8	37.2	36.1	349
Restrictions on drinking in dormitories	16.7	23.3	60.0	365
Emphasis on custodial cleaning of dormitories	40.6	42.2	17.2	377
Immediate repair of damage from vandalism and "wear and tear"	45.9	38.5	15.6	377
Student dormitory patrols	36.1	41.9	22.0	346
Adequate campus police coverage	50.4	39.4	10.2	381
Restrictions on access to dormitories	37.2	35.1	27.7	368



# APPENDIX C

## RESULTS OF LCER SURVEY OF ADMINISTRATORS OF INDEPENDENT COLLEGES

Respondents were asked to indicate which, if any, of the following policies and procedures were used to prevent or reduce vandalism, and whether those policies were ineffective, somewhat effective, or effective in reducing or deterring vandalism.

Campus Policy or Procedure Ranked by Percent of Respondents Rating It "Effective"	Used On Campus	Ineffective	Somewhat Effective	Effective	Effectiveness Not Determined
Billing of individual students for damage to their dormitory rooms.	19	--	--	18	1
Policy of providing a large number of residence hall staff in relation to the dormitory population.	10	--	1	8	1
Billing of all dormitory residents for common area damage not billed to individual students.	16	--	3	12	1
Programs to reward dormitories with the least amount of damage.	4	--	1	3	--
Systematic inspection of dormitories by resident assistants and dorm directors.	13	--	3	9	1
Maintenance/repair staff assigned to specific dormitories, rather than rotating.	7	--	2	5	--
Extensive training of residence hall staff.	16	--	5	10	1
Withholding of students' official college records until their bills for damages are paid.	18	--	5	11	2
Policy of immediately repairing damage from vandalism or "wear and tear."	10	--	4	6	--

Campus Policy or Procedure Ranked by Percent of Respondents Rating It "Effective"	Used On Campus	Ineffective	Somewhat Effective	Effective	Effectiveness Not Determined
Emphasis on campus police coverage.	11	--	4	6	1
Dormitory room deposit to cover damage costs.	12	1	5	6	--
Student dormitory or campus patrols.	10	1	3	5	1
Program to train residence hall staff about the occurrence and prevention of vandalism.	19	--	8	9	2
Provision of adequate outdoor lighting on campus.	17	--	4	8	5
Restricted access to dormitories.	14	1	6	6	1
Limited operating hours for on-campus bars.	14	1	6	6	1
Custodial staff assigned to specific dormitories, rather than rotating.	19	--	9	8	2
Rapid or immediate suspension or expulsion of students guilty of vandalism.	11	--	6	4	1
Programs allowing students to decorate corridors and other common areas.	9	1	4	3	1
Limits on alcohol consumption in dormitories.	16	--	7	5	4
Educational programs intended to reduce students' alcohol consumption.	17	2	8	3	4

*Responding Colleges: Alfred University, Canisius College, Clarkson College, Colgate University, College of Saint Rose, Concordia College, Cornell University, Elmira College, Fordham University, Hartwick College, Ithaca College, LeMoyne College, Marist College, Nazareth College, New York University, Skidmore College, St. Lawrence University and Syracuse University, and Vassar College.*

# APPENDIX D

## PUBLIC CAMPUSES IN OTHER STATES USE OF COMMON AREA CHARGE AND DORMITORY SELF SUFFICIENCY

	Common Area Charge Used	Dormitory Self Sufficiency Reported
University of California	Yes, but varies with campuses	Yes
California State College System	No	N/A
Florida State University System	No	Yes
University of Illinois	Yes	Yes
Indiana University	Yes	N/A
Massachusetts State College System	Yes	Yes
University of Michigan	Yes	Yes
University of Minnesota	No	Yes
University of North Carolina	Yes	N/A
Rutgers, The State University of New Jersey	Yes	Yes
University of Texas	No	No
University of Wisconsin	N/A	Yes
University of Vermont	Yes	Yes

NOTE: N/A = not available.

Source: LCER staff from phone interviews and field visits to Massachusetts State College and Rutgers.

# APPENDIX E

## STATISTICAL TABLES

Table E-1

Cost of Residence Hall Maintenance  
(Structural and Equipment) per Square Foot  
11 LCER Sample Campuses  
1976-77 through 1981-82

State University	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	Five Year Percent Increase
Centers							
Binghamton	\$.18	\$.18	\$.20	\$.23	\$.23	\$.29	61.1
Buffalo*	.39*	.44	.60	.69	.59	.62	59.0
Stony Brook	.43	.52	.52	.55	.47	.47	9.3
Weighted Average	\$.35	\$.40	\$.46	\$.50	\$.45	\$.47	34.3
Colleges							
Buffalo	\$.13	\$.16	\$.16	\$.16	\$.16	\$.19	46.2
New Paltz	.30	.34	.33	.37	.48	.40	33.3
Old Westbury	.15	.14	.14	.14	.22	.21	40.0
Oneonta	.11	.11	.11	.12	.13	.16	45.5
Oswego	.15	.16	.15	.17	.19	.23	53.3
Potsdam	.24	.25	.26	.28	.33	.28	16.7
Weighted Average	\$.18	\$.19	\$.19	\$.20	\$.24	\$.24	33.3
Agricultural and Technical Colleges							
Farmingdale	\$.14	\$.18	\$.19	\$.22	\$.26	\$.21	50.0
Morrisville	.17	.15	.31	.32	.30	.46	170.6
Weighted Average	\$.16	\$.16	\$.26	\$.27	\$.28	\$.37	131.3
Total Weighted Average	\$.25	\$.28	\$.31	\$.34	\$.34	\$.36	44.0

\*Estimated from Division of Plant Management "Final Expenditure Report," 1976-77.

Source: Derived by LCER staff from SUNY, Departmental Allocations, Fiscal Years 1978-79 through 1981-82 and "Official Gross Square Foot Reports."

Table E-2

Cost of Residence Hall Custodial Services per Square Foot  
11 LCER Sample Campuses  
1976-77 through 1981-82

State University	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	Five Year Percent Increase
Centers							
Binghamton	\$.49	\$.52	\$.60	\$.61	\$.64	\$.65	32.7
Buffalo*	.52*	.60	.65	.74	.65	.73	40.4
Stony Brook	.46	.53	.55	.53	.52	.55	19.6
Weighted Average	\$.49	\$.55	\$.59	\$.61	\$.59	\$.63	28.6
Colleges							
Buffalo	\$.49	\$.57	\$.62	\$.68	\$.66	\$.62	26.5
New Paltz	.40	.44	.46	.50	.55	.62	55.0
Old Westbury	.60	.57	.52	.50	.62	.63	5.0
Oneonta	.47	.47	.47	.48	.52	.61	29.8
Oswego	.43	.48	.49	.53	.56	.57	32.6
Potsdam	.51	.53	.56	.58	.63	.65	27.5
Weighted Average	\$.46	\$.50	\$.52	\$.54	\$.58	\$.61	32.6
Agricultural and Technical Colleges							
Farmingdale	\$.32	\$.30	\$.31	\$.36	\$.34	\$.38	18.8
Morrisville	.43	.48	.48	.51	.54	.57	32.6
Weighted Average	\$.39	\$.42	\$.42	\$.44	\$.45	\$.51	30.8
Total Weighted Average	\$.47	\$.51	\$.54	\$.56	\$.57	\$.61	29.8

\*Estimated from Division of Plant Management "Final Expenditure Report," 1976-77.

Source: Derived by LCER staff from SUNY, Departmental Allocations, Fiscal Years 1978-79 through 1981-82 and "Official Gross Square Foot Reports."

Table E-3

Cost of Residence Hall Supervision per Resident  
11 LCER Sample Campuses  
1976-77 through 1981-82

State University	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	Five Year Percent Increase (Decrease)
Centers							
Binghamton	\$ 85.74	\$ 89.17	\$103.66	\$ 96.49	\$109.33	\$108.83	26.9
Buffalo	75.15	56.79	74.79	76.58	77.10	80.07	6.5
Stony Brook	71.84	65.67	64.27	69.54	73.41	89.69	24.8
Weighted Average	\$ 76.51	\$ 68.98	\$ 77.90	\$ 78.92	\$ 83.58	\$ 91.41	19.5
Colleges							
Buffalo	\$ 71.52	\$ 88.09	\$110.44	\$105.48	\$121.91	\$149.33	108.8
New Paltz	55.32	77.62	101.35	93.79	108.92	104.39	88.7
Old Westbury	142.99	144.93	175.78	149.58	132.35	143.84	0.6
Oneonta	96.09	92.08	91.65	102.79	104.31	113.13	17.7
Oswego	65.45	75.23	78.22	85.48	84.14	91.93	40.5
Potsdam	92.68	91.21	89.76	84.47	79.31	82.57	(10.9)
Weighted Average	\$ 79.27	\$ 86.70	\$ 94.12	\$ 95.84	\$ 98.69	\$107.06	35.1
Agricultural and Technical Colleges							
Farmingdale	\$150.71	\$130.60	\$133.88	\$118.61	\$121.34	\$138.37	(8.2)
Morrisville	61.35	55.50	60.21	63.13	52.18	59.51	(3.0)
Weighted Average	\$ 91.12	\$ 80.73	\$ 85.21	\$ 82.65	\$ 75.67	\$ 88.34	(3.1)
Total Weighted Average	\$ 79.17	\$ 78.23	\$ 86.02	\$ 86.99	\$ 89.70	\$ 98.32	24.2
Implicit Price Deflator for State Government Purchases of Goods and Services	138.3	148.4	159.7	173.7	191.6	208.2	50.5
CPI Northeast Housing Maintenance & Repair	NA	102.1	110.7	124.6	138.5	150.1	

\*Estimated

Source: Derived by LCER staff from SUNY, Departmental Allocations 1978-79 through 1981-82 and Utilization of Residence Hall Facilities, Fall 1981 With Trends from Fall 1974, Table 1; Implicit Price Deflator: U.S. Department of Commerce; Consumer Price Index: U.S. Department of Labor, Bureau of Labor Statistics, CPI Detailed Reports, April 1978 through April 1981.

**APPENDIX F**

**AGENCY RESPONSES**

**STATE UNIVERSITY OF NEW YORK**

**DORMITORY AUTHORITY OF THE STATE OF NEW YORK**

*Revisions have been made in the audit as a result of these responses. Please note LCER staff comment on the last page of the State University response. Page numbers referenced in the Dormitory Authority response have been adjusted to correspond to this report.*



State University of New York  
State University Plaza  
Albany, New York 12246

Office of the Chancellor

February 28, 1983

Mr. Sanford E. Russell  
Director  
Legislative Commission on Expenditure Review  
111 Washington Avenue  
Albany, New York 12210

**COPY**

Dear Mr. Russell:

I would first like to commend the staff of the Legislative Commission on Expenditure Review for the preparation of a very comprehensive and useful report on Vandalism in Residence Facilities in the State University of New York. While our comments will focus on items in the report which we feel should be clarified or corrected, our general reaction is that the report is thorough, accurately reflects a very complex operation and has particular value because of the careful attention that was given to presenting descriptive materials within the context of situations and constraints affecting them.

We have two major reservations and objections regarding the report. First, there is no comparative or contextual framework contained in the report against which to judge the State University's performance with that of other public or private universities in New York, the region, or nationally. National studies of vandalism in colleges and universities show that the SUNY incidence of vandalism is about half that of the national average and slightly less than half that of this region.\* Thus, a more accurate statement would be: "While vandalism does exist on SUNY campuses as it does on most campuses, the evidence found in this report reveals that the incidence is half that of the national average."\*

Second, there is another background contributing factor which should, in our view, receive greater emphasis. While it is difficult to measure precisely, there is little doubt that the combined impact of inflation and budgetary reductions in maintenance and support levels for the dormitories has been considerable. It has been our experience that where maintenance is low or where repair or replacement of worn out or damaged equipment is slow, even when not due to vandalism, the setting becomes far more conducive to acts of vandalism. This experience has been repeatedly verified in towns, cities, and local schools, as well as on college campuses.

Our more-detailed comments on the above and other points follow.

In reviewing any report which deals with issues which tend to elicit emotional responses, it is important that the nature and extent of the problem be presented within a contextual framework that gives the reader a clear idea not only of the scope of the problem that is being described but some means to view that scope within a broader context. As pointed out in the report, it has been extremely difficult within SUNY, as it has been at other

\*See LCER Comment at the end of SUNY Response.

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institutions, to identify the specific dollar amounts associated with vandalism because of differing definitions of vandalism and record systems which were not designed to segregate costs by causation.

While the data compiled and analyzed by the LCER staff on costs associated with vandalism represent a very extensive review, we are concerned that their presentation in Table I may be misleading to those readers not familiar with the specific content and purpose of the documents from which the data were drawn. For example, the "Low" figure for the campus at New Paltz represents the campus' best estimate at the time of the study of the actual identifiable cost related to vandalism. The "High" figure represents the cost of all damage resulting from all causes. Recognizing that some of the costs between these two figures may have resulted from damage for which the cause could not be ascertained (a broken window, e.g.), it is our conclusion that the total vandalism figure would be much closer to the "Low" end than the "High" end. The reader unaware of the nature of the "High" figure could very well conclude that the true cost was at or close to the "High" figure, which would be a very distorted picture.

It is our firm conviction that the figures reported to the Central Administration by the Presidents of each campus, which are in most cases used as the "Low" estimate in the report, are representative of true costs.\*

The University fully concurs with the statement that any cost resulting from vandalism is unacceptable. We have felt it important, however, to try to assess the experience of the State University of New York in relationship to experiences at other institutions of higher education. While comparative data for specific institutions are not readily available, a national study conducted by the Association of College and University Housing Officers in 1980 reports costs associated with vandalism by 285 institutions as a percent of the housing operations budget. These data indicate that the national average is 1.99%, with regional averages ranging from 1.63% to 2.82% and the Middle Atlantic region reporting an average of 1.87%. By comparison, the figures for the State University of New York would be 1.03% to 1.07%, using the "Low" and "High" estimates generated by the LCER staff for the total University, and .58% using University data. Within this context it is apparent that while even the level experienced in the State University is undesirable, it falls well within the lower range of experience of colleges and universities throughout the country.\*

It is our reaction that the statement that vandalism is "pervasive throughout the SUNY residence hall system" is an overstatement of the situation and connotes far more extensive existence of heavy vandalism damage than the data in the report would support. That some types of vandalism exist in residence halls throughout the University is evident, but in only eight (8) out of 94 residence halls surveyed was it identified as heavy in nature. Any percent incidence of vandalism is undesirable, but less than ten percent can hardly be characterized as "pervasive."

The report very clearly illustrates one of the more visible results of the toll that inflationary increases have taken. As indicated, in spite of rental rate increases, the University has not been able to maintain the level of resources in both administrative and maintenance staffing in the residence halls which would most effectively address the problem of vandalism. We

\*See LCER Comment at the end of SUNY Response.

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foresee this to be a continuing constraint within the fiscal climate, but will renew our efforts to utilize the resources available most efficiently.

The report accurately reflects the University's concern about the constitutional and administrative issues involved in the development and implementation of a policy through which costs for repairs to damage due to vandalism in common areas could be recovered directly from students living in a close physical proximity to the damage where the individuals specifically responsible could not be identified. However, it should be recognized that such repairs are made from the operations budget and the level of the rental rate charged to all students directly reflects the amount of that budget. As the report points out, there is far from consensus on whether such a policy in every instance acts as a deterrent for such damage. The review and consultative process required for the development of a policy in this area has now been completed and an administrative process which will enable campuses to recover for damages due to vandalism in common areas from residents in those areas will be issued shortly. We have determined that this policy may be issued by the Chancellor or his designee under authority delegated to him by the Board of Trustees.

While data generated by the audit report and University data do not indicate a direct cause and effect correlation between the utilization of residence halls to accommodate a greater number of students than they were designed to accommodate and vandalism, we would concur with the report that such overcrowding is contributory in combination with other factors to the problem. This practice, resulting from students' need for housing, is commonly referred to as "tripling," that is, assigning on a temporary basis three students to a room designed for two. While we have been able to alleviate this problem slightly at some campuses through leasing of off-campus facilities, it has been a chronic problem at several of our campuses. We have attempted to address the problem through including new residential facilities in our capital budget request but have achieved only limited success in obtaining approval for this construction.

We find the result of the survey of student opinions most interesting and supportive of the conclusions of our professional staff about contributive causative factors to the problem of vandalism. It is important to note that the causative factors identified by students are primarily related to ethical and social values rather than environmental factors. While it is far more difficult to change value systems than it is physical conditions, the success of the efforts of our staff is reflected in the sections of the report which describe the reductions in damage due to vandalism which has been accomplished. The illustrative quotes from students included throughout the report were useful in attaining a perspective of perception of the issues involved, although we trust the reader will recognize that such comments do reflect perceptions and opinions and are based upon varying degrees of familiarity with the facts that may be involved.

We have some concern about the manner in which the data in the table on page 36 might be misinterpreted. The narrative does not explain that the "Maintenance Backlog Months" represents the cumulative total of months for all the functions on a campus and is not the backlog for any single function. For example, Buffalo Center indicates that the average backlog of a function is

Mr. Sanford E. Russell

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1.9 months but the reader could conclude that everything would be delayed by 30.9 months.

For clarification it should be noted that the description of the functions which are attributed to the Central Office of Capital Facilities, "to safeguard the capital investment, increase the functional life of the plant, promote health and safety and provide the best possible environment for faculty, staff and students," and attributed to the Division of Plant Management, "maintaining well organized service units," in actuality, in the report from which they were drawn, refer to the Physical Plant staff on the campuses and not the Central Administration staff.

The report also states that the Central Administration Division of Plant Management authorizes campus operation budgets. The Division reviews, analyzes, and makes recommendations on these budgets, but does not authorize them. The final decision of where resources are placed is at the discretion of the individual campus president.

The comments in the report concerning the annual inspection and rating of the condition of campus facilities by the Division of Plant Management illustrate one of the complexities of operation of a university system with many components. The resources available to the central administration must be utilized to oversee operations of these many components, each of which is comprised of many elements. In developing and implementing reporting and rating procedures attention must be given to addressing the total operation. While certain elements may be addressed, to incorporate even a few of those elements in specific detail would require a significant increase in the resources of the University that are allocated to the central administration. While this approach would enable the central administration to respond in a better manner to issues related to specific elements of the operation, we have determined that other priorities must prevail. The lack of an update of the long-range forecast for Dormitory Authority repairs and rehabilitation provides another illustration of the effect of limitation of resources, in this case, primarily on the campuses. We are reviewing the methodology used in our forecasting system and are attempting to streamline the operation so that we can again have more accurate forecasts in the area of rehabilitation and repair.

In the University's study of residence hall self-sufficiency a survey of other public universities was also conducted. We found that they generally defined self-sufficiency as the revenue equalling the operating expenses charged. In all cases where they reported self-sufficiency we found that certain types of expenses (e.g., fringe benefits) were not charged to the residence hall budget or that other types of revenue (e.g., food service) were utilized. Two of the universities cited in the report also reported to us that they were self-sufficient but our analysis of the actual operating budgets indicated that all related costs were not included in their budgets.

Finally, as cited in the report, when the problem of damage due to vandalism became evident, the University initiated a number of actions to reduce the incidents. Among those were incentive programs designed to produce visible rewards in the form of facility improvement when costs resulting from vandalism were reduced; review and revision of campus policies, particularly those related to consumption of alcohol; improving the effectiveness of the

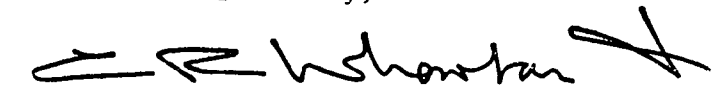
Mr. Sanford E. Russell

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disciplinary systems; and educational programs designed to increase responsible behavior. As indicated by the report, significant progress in reducing the incidents of vandalism has been made. It would have been most useful to have more extensive comments on the perception of the LCER staff on what initiatives and actions by the University professional staff and students had made the greatest contribution to this progress. Where it is somewhat difficult to speculate on the probable effects of doing something not already being done in addressing a problem, the identification of existing effective approaches for implementation elsewhere or expansion can be most valuable.

Sincerely,



Clifton R. Wharton, Jr.  
Chancellor

#### LCER COMMENT ON SUNY RESPONSE

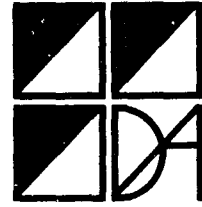
The State University asserts that "the incidence of vandalism on SUNY campuses is half the national average." To support its conclusion, SUNY applies LCER estimated vandalism costs to vandalism expense data reported in a 1980 Association of College and University Housing Offices (ACUHO) study.

LCER staff believe this analysis to be inappropriate because: (1) The ACUHO study uses 1980 data while the LCER program audit uses 1982 data; (2) The ACUHO study is based upon non-validated budget data; and (3) ACUHO housing cost data were for total budgeted housing costs while LCER data were for actual residence hall maintenance and operations (M&O), less utilities and fuel expenditures. These data problems render any such comparison between the two studies invalid.

SUNY contends that the "low estimates" of the cost of vandalism (Table 1) most closely approximate the "true costs of vandalism." While agreeing that the "high estimates" may somewhat overstate the cost of vandalism, LCER staff believe that the "low estimates" understate SUNY's actual vandalism expense. It appears that a middle point (i.e., estimated cost of about \$10.00 per resident or two percent of M&O expense less utilities) best represents the expense of vandalism at the campuses visited by LCER.

SUNY points to New Paltz's 1982 estimated vandalism cost which ranges from a low of \$13,932 to a high of \$73,536. In its February 1982 dormitory condition survey, the Dormitory Authority estimated dormitory vandalism cost at \$31,000 (see Exhibit IV)-- over twice the "low estimate" thought to be the "true cost" by SUNY.





January 20, 1983

Mr. Sanford E. Russell, Director  
State of New York Legislative  
Commission on Expenditure Review  
111 Washington Avenue  
Albany, New York 12210

COPY

Dear Mr. Russell:

In accordance with your request, enclosed are our comments to the Preliminary and Confidential draft of the program audit, "Dormitory Vandalism at SUNY Campuses."

As noted in the attached response, the Dormitory Authority generally concurs with the findings of this very important audit. The Authority staff appreciated working with the Commission's staff during the investigations.

Please advise us if you have any questions whatsoever regarding our specific comments or if we can be of any further assistance.

Sincerely,

Christopher H. Richmond  
Executive Director

CHR/b1b  
Enclosure

cc: The Hon. Arthur J. Kremer  
The Hon. John J. Marchi

January 28, 1983

Via phone call from Lyndon Back, Budget has no problem with our response as drafted. Therefore, we have transmitted our response to Sanford Russell on this date, January 28, 1983.

DORMITORY AUTHORITY—STATE OF NEW YORK—NORMANSKILL BLVD., ELSMERE, N.Y. 12054  
CHRISTOPHER H. RICHMOND—EXECUTIVE DIRECTOR      GEORGE D. GOULD—CHAIRMAN

## DORMITORY AUTHORITY -- STATE OF NEW YORK

### Response to Preliminary and Confidential Draft Program Audit: "Dormitory Vandalism on SUNY Campuses"

The Dormitory Authority generally concurs with the findings contained in the Legislative Commission on Expenditure Review (LCER) Preliminary and Confidential Draft Program Audit, "Dormitory Vandalism on SUNY Campuses." Many of the points raised in the LCER audit tend to reinforce the findings of the Dormitory Authority's own Property Conditions Survey of SUNY facilities. It is indeed unfortunate that a few vandals have the potential to affect the lives, safety and well-being of so many. We commend the efforts of all parties to date in their drive to identify and reduce the impact of vandalism. Further, we would hope that the LCER findings would provide the basis for a continuing effort on the part of all concerned to minimize vandalism in the future.

#### SUMMARY AND CONCLUSIONS

In the second column of page S-1 it is noted that, "... unrepaired vandalism damage accumulated over several years may be included in dormitory rehabilitation projects financed by the DA;" further, that about 15% of repair damage is attributable to vandalism. It should be stressed that it is the Dormitory Authority's and State University's policy not to repair vandalism damage with building and equipment reserve funds and/or surpluses from the bond redemption fund. With any major rehabilitation program it is conceivable that a minor portion of the work may inadvertently include repair of vandalism; however, that is not the primary intent.

#### I INTRODUCTION

On page 4, sixth par., the date June 30, 1982 should be corrected to read June 30, 1981.

#### IV STATE AGENCY ROLES

On page 40 the last paragraph notes that because of the lack of a SUNY consolidated annual report the Dormitory Authority began its own project condition inspection program in 1981. While the lack of a formal report from SUNY had some bearing on this decision, it was not the sole reason. Prior to that time the Dormitory Authority relied upon non-scheduled periodic inspection visits to facilities in both the public and private sectors. In order to strengthen the overall facilities inspection program and obtain more detailed information as to the actual condition of various facilities, additional staff was added and the Authority embarked on a detailed property conditions survey. This will be a continuing program, with the first surveys being completed in the State University sector. At the present time we anticipate an approximate three-year cycle on facility inspections. More frequent individual inspections will be made as particular conditions dictate.

Dormitory Authority--State of New York  
Response to Preliminary and Confidential  
Draft Program Audit: "Dormitory  
Vandalism on SUNY Campuses"

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#### IV STATE AGENCY ROLES (cont'd)

On page 50-51, listing, it should also be noted that the Dormitory Authority survey also evaluates facilities for the handicapped within each of the buildings.

With regard to the 4th paragraph on page 51 it should be noted that the rating system was derived on the basis of a 10-50 scale rather than the 0-50 scale noted.

The chart on page 52 indicates that no response to the Dormitory Authority report had been received from Upstate Medical Center. Please note that a response was received on October 25, 1982. Therefore, on page 51 of the report, second paragraph, last line should indicate 8 campuses had responded to the Dormitory Authority findings as of October 29, 1982.

On page 51 of the report 5th paragraph reference is made to improved SUNY follow up on Dormitory Authority property condition survey findings. As pointed out on page 40 of the report. SUNY is required under the lease agreement to maintain the facilities. The Authority's staff will follow up with SUNY if a response is not received within forty-five days after issuance of the inspection report to SUNY, and will also be following up on selected items to ascertain SUNY's compliance with recommendations.

On page 53 the fourth paragraph discusses the conditions that led to a decision to permit individuals to cook in the dormitories. While the Dormitory Authority was involved in approving this initial proposal, we strongly concur with the LCER staff finding that kitchenette facilities installed in Stony Brook during the early 1970's were a major source of concern from the standpoint of fire protection and sanitation. Based on the approximately twelve years that have transpired since the initial decision, as well as the results of several surveys, the Dormitory Authority is in favor of a re-examination of the entire dorm cooking question.

#### V FINANCING OF DORMITORY MAINTENANCE AND REPAIR

On page 67 second sentence, it should be noted that DA Bond Redemption Fund trustee surpluses began July 1973 rather than July 1982.

In the bond issue tabulation on lower page 63, it appears that there may be a typographical error under the 1960 column. The "Less Expended" item should total 825.5 rather than the 835.5 shown.

Dormitory Authority--State of New York  
Response to Preliminary and Confidential  
Draft Program Audit: "Dormitory  
Vandalism on SUNY Campuses"

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#### V FINANCING OF DORMITORY MAINTENANCE AND REPAIR (cont'd)

On page 67, the 2nd paragraph could be amplified to clarify that trustee surpluses from the DA Bond Redemption Fund can be used for the construction of dormitories or for major renovations to existing dormitories. Since 1973 the Dormitory Authority has utilized these funds to finance the following new projects at a cost of approximately \$31 million.

Purchase Apartment Housing XVI  
Upstate Medical Center Garage  
SUNY Buffalo Dormitory XI  
Stony Brook Garage, Health Sciences Center #2  
Brockport Dormitory XVI

In July 1982 additional surplus was made available that is being used to construct the new dormitory at Binghamton (Stage XVI) at a cost of \$4.8 million. It is expected that additional surpluses after July 1982 will be used to fund major and minor dormitory alteration and improvement projects at the SUNY campuses. In fact, the Authority applied to the Public Authorities Control Board on July 30, 1982 for an initial expenditure of \$2.8 million for ten alteration and improvement projects on SUNY campuses.

1/12/83

## PROGRAM AUDITS\* OF THE LEGISLATIVE COMMISSION ON EXPENDITURE REVIEW

DOT Real Estate Program, April 15, 1976.  
Solid Waste Management in New York State, May 20, 1976.\*\*  
Boards of Cooperative Educational Services Programs, June 28, 1976.\*\*  
Boards of Cooperative Educational Services Finances, June 30, 1976.\*\*  
Workmen's Compensation Program for State Employees, July 30, 1976.\*\*  
Public Pension Fund Regulation, October 29, 1976.  
Computers in New York State Government, December 1, 1976.\*  
Health Planning in New York State, January 3, 1977.\*\*  
The Optional Service Charge Law, March 11, 1977.  
Immunization of Children, May 27, 1977.  
State Parks and Recreation Program, October 11, 1977.  
State Travel Costs, December 15, 1977.\*\*  
Venereal Disease Control, December 16, 1977.  
State Environmental Permits, December 19, 1977.  
Pupil Transportation Programs, January 30, 1978.\*\*  
Housing Maintenance Code Enforcement in New York City, March 31, 1978.  
Vacation Credit Exchange, June 16, 1978.  
Adirondack Park Planning and Regulation, July 31, 1978.  
School Food Programs, August 7, 1978.  
SUNY Developing and Nontraditional Colleges, September 26, 1978.  
Newborn Metabolic Screening Program, October 31, 1978.  
Fiscal Effect of State School Mandates, December 20, 1978.  
School District Budget Voting and Contingency Budgeting, December 26, 1978.  
State Aid for Operating Sewage Treatment Plants, April 16, 1979.  
Crime Victims Compensation Program, April 23, 1979.  
Drinking Driver Program, May 15, 1979.  
Unemployment Insurance for State Employees, July 20, 1979.  
Work Programs for Welfare Recipients, August 3, 1979.  
CETA Programs in New York State, August 24, 1979.  
Parole Resource Centers Program, August 31, 1979.

Local Government Use of State Contracts, October 15, 1979.  
Use of State Adult Psychiatric Centers, February 29, 1980.  
National Guard Strength and Armories, March 17, 1980.  
School District Committees on the Handicapped, April 15, 1980.  
Delinquency Prevention and Youth Development Programs, May 2, 1980.  
Energy Use in State Facilities, June 11, 1980.  
Occupational Education in Secondary Schools, July 8, 1980.  
Use of State Developmental Centers, November 6, 1980.  
Energy Research and Development Programs, December 24, 1980.  
State Subsidized Low Rent Public Housing, December 31, 1980.  
Taxpayer Services Program, March 9, 1981.  
Title XX Social Services, March 13, 1981.\*\*  
State Prison Inmate Health Services, June 19, 1981.  
Runaway and Homeless Youth, July 15, 1981.  
State Mandates to Counties, August 14, 1981.  
Control of the State Telephone System, August 21, 1981.  
Hospital and Nursing Homes Management Fund, October 5, 1981.  
Methadone Program, December 21, 1981.  
Regulation of Automotive Repair Shops, December 24, 1981.  
School District Cash Management, December 29, 1981.  
Pupils With Special Educational Needs, April 30, 1982.\*  
State Division of Probation Programs, June 10, 1982.  
State Physician Shortage-Maldistribution Programs, July 16, 1982\*\*  
Commission on Cable Television, September 15, 1982.  
Management of Youth Rehabilitation Programs, October 29, 1982.  
Impact of Youth Rehabilitation Programs, October 29, 1982.  
Council on the Arts Application Review and Funding, November 29, 1982.  
The Weatherization Assistance Program, December 6, 1982  
SUNY Hospitals, February 28, 1983  
Dormitory Vandalism on SUNY Campuses, March 24, 1983

\*Excludes 45 reports printed 1971 through 1975.  
A list of these publications may be obtained by  
request of the Commission.

\*\*Out of print; loan copies available upon request.

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