

REVIEW OF CAMPUS BUILDINGS

SOUTHERN UNIVERSITY BATON ROUGE,
LAW CENTER, AND AGRICULTURAL CENTER



FINANCIAL AUDIT SERVICES
INFORMATIONAL REPORT
ISSUED FEBRUARY 17, 2016

**LOUISIANA LEGISLATIVE AUDITOR
1600 NORTH THIRD STREET
POST OFFICE BOX 94397
BATON ROUGE, LOUISIANA 70804-9397**

LEGISLATIVE AUDITOR
DARYL G. PURPERA, CPA, CFE

ASSISTANT LEGISLATIVE AUDITOR
FOR STATE AUDIT SERVICES
NICOLE B. EDMONSON, CIA, CGAP, MPA

DIRECTOR OF FINANCIAL AUDIT
ERNEST F. SUMMERVILLE, JR., CPA

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LOUISIANA LEGISLATIVE AUDITOR
DARYL G. PURPERA, CPA, CFE

February 17, 2016

The Honorable John A. Alario, Jr.,
President of the Senate
The Honorable Taylor F. Barras,
Speaker of the House of Representatives
Dr. Ray L. Belton, President-Chancellor
Southern University System

Dear Senator Alario, Representative Barras, and Dr. Belton:

This report provides the results of our review of Southern University Baton Rouge (SUBR), including the Law Center and Agricultural Center buildings. The purpose of this review was to evaluate the conditions of campus buildings and to identify any issues that could affect the health and welfare of students, faculty, staff, and visitors to SUBR. The report also analyzes funding and expenditures for building repair and maintenance. The scope of our report was significantly less than an audit conducted in accordance with *Government Auditing Standards*. I hope this report will benefit you in your legislative and operational decision-making processes.

We would like to express our appreciation to the management and staff of the Southern University System for their assistance.

Sincerely,

Daryl G. Purpera, CPA, CFE
Legislative Auditor

DGP/aa

SUBR BUILDINGS 2015

Louisiana Legislative Auditor

Daryl G. Purpera, CPA, CFE



Southern University Baton Rouge, Law Center, and Agricultural Center Review of Campus Buildings

February 2016

Audit Control #80150161

Introduction

Southern University and A&M College is the flagship campus of the Southern University System¹ (System) and includes Southern University Baton Rouge (SUBR), Southern University Law Center, and Southern University Agricultural Research and Extension Center. The mission statement for the SUBR campus notes:

The mission of Southern University and A&M College, a Historically Black, 1890 land-grant institution, is to provide opportunities for a diverse student population to achieve a high-quality, global educational experience; to engage in scholarly, research, and creative activities; and to give meaningful public service to the community, the state, the nation, and the world so that Southern University graduates are competent, informed, and productive citizens.

To accomplish this mission, management of the System and the SUBR campus are responsible for the safety of students, instructors, and guests on the campus, as well as maintaining an environment conducive to learning and teaching. Safe and well-maintained buildings are an integral part of the college experience that students, parents, and faculty expect.

This historically important campus currently has 140 buildings, with 33 of those built during the 30-year tenure of Southern University's second President, Dr. F.G. Clark, from 1938 through 1968. The age of historic buildings and the large number of campus buildings present SUBR management with significant maintenance challenges. Nineteen of the current buildings on campus are vacant, and three buildings are only partially utilized. Per System and SUBR management, the campus buildings are maintained by SUBR Facility Services, utilizing shrinking major repair and maintenance funds resulting from years of state budget shortfalls. For example, for state fiscal years (FY) 2014 and 2015, SUBR submitted capital outlay requests for major repairs totaling \$21.7 million and received \$4.8 million, or 22% of requested funds.

The purpose of this review was to evaluate the conditions of campus buildings and to identify any issues that could affect the health and welfare of students, faculty, staff, and visitors to SUBR. The report also analyzes funding and expenditures for building repair and maintenance.

¹ The System is composed of campuses located in Baton Rouge, New Orleans, and Shreveport. The Baton Rouge campus includes Southern University and A&M College, Southern University Law Center, and Southern University Agricultural Research and Extension Center.

Overall, we found:

- Safety deficiencies and potentially hazardous conditions exist on the SUBR campus. The State Fire Marshal cited numerous Life Safety Code deficiencies that have not been resolved and in some cases have existed for several years. Also, three buildings on campus are not compliant with the Americans with Disabilities Act (ADA) Accessibility Standards.
- Some buildings on the SUBR campus show deteriorating conditions, including buildings with plumbing backups; interior/exterior moisture causing potential environmental issues such as mold; roof leaks; nonoperational heating, ventilation, and air conditioning systems (HVACs); and nonoperational fire detection and suppression systems.
- SUBR has received limited funding for repairs and maintenance through capital outlay appropriations, federal Higher Education Disaster Relief funds, and general appropriations. Without major capital outlay expenditures for repairs, potentially hazardous conditions will remain uncorrected and the deteriorating condition of SUBR buildings will not be remediated.

The value of buildings represents a large portion of the assets reported on SUBR's financial statements. For fiscal year 2014, *Buildings* represented 56% of *Total Assets* for the campus. Significant impairment to the value of SUBR buildings could negatively impact the university's financial position. Also, uncorrected safety violations could leave the university liable for potential health hazards on campus.

Appendix A contains SUBR management's response to this report, Appendix B provides our scope and methodology, and Appendix C includes the timeline for completing ADA modifications.

Objective: Evaluate the conditions of campus buildings and identify any issues that could affect the health and welfare of students, faculty, staff, and visitors to Southern University Baton Rouge.

We reviewed the Southern University Baton Rouge (SUBR) campus building inspection records and other documentation to identify any noted safety violations or potentially hazardous conditions. We also toured the campus with SUBR Facility Services staff and documented the condition of certain buildings. The issues we identified are discussed in detail below, along with an analysis of repair and maintenance funding. We made recommendations for consideration by SUBR management.

Safety deficiencies and potentially hazardous conditions identified on the SUBR campus included citations from the Office of the State Fire Marshal (OSFM) and three buildings on campus that are noncompliant with Americans with Disabilities Act (ADA) Accessibility Standards. Per SUBR management, funding to correct the issues noted below has been requested but not granted.

Twenty-one buildings had life safety code deficiencies cited by the Office of the State Fire Marshal.

OSFM inspectors have cited various SUBR buildings for Life Safety Code deficiencies. Following each inspection, a report is issued that cites the deficiencies and a date by which the deficiency should be corrected. OSFM can extend the time needed to correct the deficiencies identified. The university's corrective action may be short-term or long-term, depending on the deficiency. According to OSFM, its goal is to work with the university until the deficiencies are resolved.

Based on the OSFM reports issued in October 2014, the university **failed to comply with the life safety code** as it relates to various buildings on campus with the following deficiencies cited:

- Exit issues (lighting, doors, signage)
- Combustible items in corridors (e.g., tables, wood planks, etc.)
- Compressed gas containers
- Electrical panel maintenance
- Missing ceiling tiles
- Smoke and heat detectors
- Stand pipe inspections

- Fire alarm systems (service is needed and systems not working)
- Sprinkler systems (service is needed and systems not working)
- Fire extinguishers
- Storage in stairwell
- Hood suppression systems
- Fire panel issues
- Restricted elevator use

In addition, we identified buildings where SUBR was **cited for the same life safety code deficiency multiple times**. Specifically, 19 buildings had previously been cited for 73 repeat deficiencies prior to October 2014, with one repeat violation (non-operational fire alarm) being cited 20 times since 2007. SUBR's response to its delay in correcting the deficiencies noted the lack of funding to complete the necessary repairs. Exhibit 1 provides detail on some of the repeat deficiencies cited by the OSFM. The exhibit is used to provide examples only and is not a complete listing.

Exhibit 1 - Examples of Repeat Life Safety Code Deficiencies	
Buildings	Examples/Description
John B. Cade Library	One citation noted a non-operational fire alarm and noted that the system had not been operational since July 2004. This was cited 20 times dating back to December 2007. Three citations included a red tagged sprinkler system with no alarm, issues with annual inspections of the standpipe system, non-functioning exit lights, and missing ceiling tiles. Each of these had been cited 15 times dating back to March 2010.
James B. Moore Hall	One citation noted issues with the annual inspection of the fire alarm system. This was cited 14 times dating back to November 2007. Two citations noted issues with the annual inspection of the "pyro chem" system, non-functioning exit lights, and broken door closures. Each of these had been cited 11 times dating back to February 2009.
P.B.S. Pinchback Building	Four citations included issues with annual inspection and testing of sprinkler systems, a faulty sprinkler head, storage in stairwells, and combustibles in corridors. Each of these had been cited nine times dating back to February 2010.
James Lee Hall	Three citations included non-functioning exit lights, broken door closures, and large amounts of debris in Room 102. Each of these had been cited 12 times dating back to March 2010.
JW Fisher Hall	Four citations noted issues with the annual inspection of the standpipe system, unsecured gas containers/cylinder tanks, non-function exit lighting, and a large amount of debris in Room 214. Each of these had been cited eight times dating back to March 2010.
Police Station and Annex	One citation noted improper wiring and overloaded cords and no blanks in unused slots in the breaker box. This was cited 13 times dating back to November 2009.
Poultry Farm	One citation noted no blanks in unused slots in the breaker box. This was cited 16 times dating back to November 2009.
Debose Hall	Two citations noted issues with the annual inspection of the fire alarm system, non-functioning exit lights, and broken door closures. Each of these was cited 11 times dating back to March 2010.
Feed and Seed Building	One citation noted issues with annual inspection and testing of fire extinguishers. This was cited nine times dating back to June 2012.
Source: Prepared by legislative auditor staff using OSFM Reports issued in October 2014	

Two buildings are on “fire watch” because fire alarms and/or sprinklers are not operational.

The J.B. Cade Library and A.O. Williams Hall are on **temporary fire watch status due to fire alarm and sprinkler system deficiencies.**

The John B. Cade Library’s fire alarm system is non-operational, so if smoke were present or a fire occurred, it would not be detected, and the alarm would not alert the occupants or the fire department. The library is occupied daily by students, faculty, staff, and the public. Per OSFM guidance, temporary fire watch status requires SUBR management to designate capable personnel, dedicated solely to fire watch duty, to make rounds at one-hour intervals and maintain log sheets that document the begin time and end time of each round. A thorough inspection of the building must be performed and any irregularities or fires promptly reported. Although we were unable to determine when the John B. Cade Library was placed on fire watch, the log entries provided began on June 3, 2013, and were still being performed at the time we examined the reports in August 2015. Personnel conducting fire watch perform fire watch inspections in addition to their regular duties.

The A.O. Williams Hall sprinkler system includes approximately 500 sprinklers and was recalled in 1998. The building was built in 1999 but was not occupied until 2000. A.O. Williams Hall was placed on fire watch because the sprinkler system is “red tagged” as unsafe and inoperable due to numerous issues noted in the OSFM report dated February 6, 2015. The fire watch logs began March 12, 2015, and continued through March 24, 2015. **Fire watch was not performed as required from March 25, 2015, through August 25, 2015.** Fire watch began again on August 26, 2015, after our inquiry. The hall is used for laboratories, offices, and meeting rooms and occupied daily by faculty and staff.

The university requested funding through capital outlay requests for fire detection and alarm system upgrades for both buildings in fiscal years 2014 and 2015, but no funding was appropriated. While the conditions continue, students, faculty, and visitors who use these buildings daily are subjected to a potential safety hazard. Also, SUBR pays staff to conduct and document the fire watch procedures which may detract from the staff’s performance of their regular duties that contribute to the educational and research purposes of the university.

Three buildings are non-compliant with ADA requirements.

SUBR has three buildings that are noncompliant with the Americans with Disabilities Act (ADA): T.T. Allain Hall, A.W. Mumford Stadium, and the F.G. Clark Activity Center. These buildings are named in the ADA lawsuit, *Civil Action No. 11-739-SDD-SCR*, filed on October 31, 2011. SUBR entered into a consent decree for the resolution of the noncompliance issues. The consent decree includes specified timelines in which to perform the physical accessibility improvements to the buildings, as noted in Appendix C.

T.T. Allain Hall - Required ADA modifications include parking spaces and certain access in the building. **The university did not meet the agreed-upon completion date of June 30, 2015, for the first phase of ADA improvements.** Upon knowledge that the agreed-upon completion date would not be met, the university should have requested an extension from the court. As of October 13, 2015, an extension had not been requested. The building remains ADA noncompliant and places SUBR in violation of the consent decree. Currently, a contractor has been selected for this project.

A.W. Mumford Stadium - Required ADA modifications include ramps, handrails, grating, door assists, and additional wheelchair-accessible seats. The improvements must be completed in phases through 2019, with the first phase completed by June 30, 2016. Currently, the project was listed in the FY16 Capital Appropriation Act (HB 2) but has not been funded.

F.G. Clark Activity Center - Required ADA modifications include additional wheelchair-accessible seats, metal railings, and modifications to restrooms. The improvements must be completed in phases through 2018, with the first phase completed by June 30, 2016. Currently, the project was listed in the FY16 HB 2 but has not been funded.

Both A.W. Mumford Stadium and the F. G. Clark Activity Center are venues for Southern University sporting events, as well as campus and community events including SUBR graduation ceremonies in the Activity Center. As long as these venues remain noncompliant with ADA requirements, students, families, alumni, sports fans, and the general public who need special accommodations may be excluded from attending and enjoying important life events, community events, and university sports. Per SUBR management, for major events, the university provides special accommodations to assist those attending.

Many campus buildings have deteriorating conditions causing potential environmental issues.

Some SUBR campus buildings are in deteriorating conditions and in need of repair, including buildings with plumbing backups; interior/exterior moisture causing potential environmental issues such as mold; roof leaks; nonoperational heating, ventilation, and air conditioning systems (HVACs); and nonoperational fire detection and suppression systems.

Two Buildings with Plumbing Infrastructure Issues

William W. Stewart Hall and Frank Hayden Hall have plumbing infrastructure issues caused by a collapsed pipe at the pump station that will not allow sewage to drain properly. As a result, SUBR Facility Services personnel must monitor, unclog, and pump out the sewer line periodically to prevent raw sewage from backing up into restrooms and, on at least three occasions, the hallways of the buildings.

William W. Stewart Hall is used for classes and offices for the College of Education, Arts and Humanities. Frank Hayden Hall is used by the Department of Visual and Performing Arts. These buildings are occupied daily by students, faculty, and staff.

According to an article in the *Southern Digest* (the SUBR campus paper, Issue February 10, 2015) an inch of sewage water covered the first floor of Stewart Hall on Friday, February 6, 2015. Newspapers were piled in front of doors in an effort to prevent classrooms and offices from taking on any more water, while the smell of sewage emanated throughout the building. According to Stewart Hall staff, the building had experienced plumbing issues for at least a week, including overflowing toilets and clogged floor drains in restrooms. The same situation occurred in Hayden Hall on Monday February 9, 2015. However, the problem remained contained inside the restrooms.

Additional repairs and upgrades are required on the lift station and pipe connections in order for them to function properly and meet EPA standards. SUBR requested funding through capital outlay requests for sewer and street improvements in FY14 and FY15. In HB 2 for FY15, \$35,000 was funded for design purposes. No funds for repair have been appropriated.

Three Buildings with Water Damage and Potential Environmental Issues

Three SUBR buildings with water damage and potential environmental issues, such as mold, were identified: James W. Lee Hall, John W. Fisher Hall, and the A.W. Mumford Field House.

Both James W. Lee Hall and John W. Fisher Hall are occupied daily, housing classrooms for students and offices for faculty and staff. The A.W. Mumford Field House houses approximately 20 staff on a day-to-day basis and approximately 300 student athletes in study hall during Fall, Spring, and Summer semesters.

Per SUBR documentation, the lighting and ceilings in these academic facilities are aged and deteriorated. The conditions are inadequate, cause potential environmental issues, and are unsightly. This presents a potential for health and safety hazards for faculty, students, staff, and visitors at the university.

Eighteen Buildings with Roof Leaks

Seven major facilities on the SUBR campus have roofs more than 25 years old with leaky conditions. The following buildings need new roofs per the capital outlay requests:

- **Southern University Lab School Buildings**, including the kindergarten through third grade building, the gymnasium, the boys' and girls' locker rooms, the cafeteria, and covered walkways - houses an elementary school, middle school, and high school and is occupied daily by students ranging in age from five to 18 years old, teachers, and staff, with visits from family members of the students.
- **A.A. Lenoir Law Center** - houses law school classrooms and offices and is occupied daily by students, faculty, and staff.

**Ceiling tiles in
John W. Fisher Hall**



Source: Photos taken by legislative auditor staff (August 2015).

- **J.S. Clark Administration** - houses the primary SUBR and System administration offices. Occupied daily by staff, with visits from students.
- **J.S. Clark Annex** - houses the primary SUBR and System administrative offices. Occupied daily by staff, with visits from students.
- **F.G. Clark Activity Center** - a sports venue and multi-use facility. Occupied routinely by students, student athletes, faculty, staff, families, and the general public.
- **William W. Stewart Hall** - as noted above, houses classes and offices for the College of Education, Arts and Humanities, and is occupied daily by students, faculty, and staff.
- **Benjamin Kraft/Facility Services Building** - used daily by staff and contractors.

Per SUBR documentation, the roof leaks have allowed water intrusion and caused interior damage and deterioration to the buildings, including the possible growth of mold which is an environmental concern. Many of the leaks are caused by the age of the roofs, while others may be due to worn roofing patches. The university requested funding through capital outlay requests for roof replacement in fiscal years 2014 and 2015. The roof replacements have not been funded.

Per SUBR Facility Services personnel, 11 additional buildings have roof leaks that are in need of repair and/or replacement which include: Lottie B. Anthony Hall, Architectural East, Southern University Museum of Art, Rodney G. Higgins Hall, Augustus C. Blanks Hall, Smith-Brown Memorial Union, J.B. Moore Hall Auditorium, Archives, Health Research Center, Meat Processing Plant, and Ronald E. McNair Office (Navy R.O.T.C).

Southern Museum of Art

One of the buildings noted above with roof leaks is the Southern University Museum of Art (SUMA) which features art works, paintings, and collections of African art. Per SUMA literature, the African art exhibit is comprised of two major collections: The President Leon R. Tarver II Collection and the Dr. William Bertrand Collection. The two collections include more than 1,000 artifacts and represent the foundation of the museum's permanent collection of African art.

As shown in the following pictures, roof leaks put these collections at risk. Trash cans catch dripping water, with newspaper placed on the floor to absorb water from additional leaks.

Buckling, discolored, and missing ceiling tiles distract from the overall appearance of the museum and present a risk for the development of mold and potential health hazards. The museum is visited by students, families, faculty, staff, and the general public.

SUBR management reports that no damage has occurred to the collections to this point, but the building cannot be repaired with the collections and displays in place. SUBR plans to move the museum to Riverside Hall prior to repair of the SUMA building. Riverside Hall can serve as a fully-functioning museum while SUMA is under repair. No date for repair is set at this time.

Rainwater falling from SUMA ceiling



Source: Photo taken by legislative auditor staff (September 2015).

Artwork Exhibit in SUMA



Source: Photo taken by legislative auditor staff (September 2015).

SUMA - Mural (back wall)



Source: Photo taken by legislative auditor staff (September 2015).

A.O. Williams Hall

In January 2004, the Legislative Auditor issued a Performance Audit Report on the Southern University Agricultural Research and Extension Center (SUAREC).² The report specifically noted issues with A.O. Williams Hall when saying that SUAREC management did not ensure that all resources were adequately maintained and used to serve the needs of SUAREC clients.

Mold and moisture problems in A.O. Williams Hall, (a two-year-old facility costing \$7.5 million) have resulted in research labs being shut down, scientists having to contract out lab work, and \$646,000 worth of equipment that cannot be used.

² [https://app.lla.state.la.us/PublicReports.nsf/86256F9C007A906786256FB300718D6B/\\$FILE/03203531.PDF](https://app.lla.state.la.us/PublicReports.nsf/86256F9C007A906786256FB300718D6B/$FILE/03203531.PDF)

In the 2004 report, the Legislative Auditor recommended:

The SUAREC and the Southern System Office should take immediate action to address the mold and moisture issue in A.O. Williams Hall. The SUAREC should hire a professional to evaluate the extent of the mold damage and contamination and create a plan for removing the mold. The situation should be addressed immediately because the mold may be causing significant damage to A.O. Williams and equipment. In addition, the situation is slowing down work and posing a potential liability to the SUAREC and state.

Eleven years later, A.O. Williams Hall is still in need of repairs to correct interior moisture and exterior water intrusion issues that are causing mold and deterioration of interior walls. As noted above, the building is also currently under fire watch due to an inoperable sprinkler system. A.O. Williams Hall has experienced water and mold issues since it was built in 1999 at a cost of \$7.5 million. Though completed in 1999, the building was not occupied until over a year later due to a lack of funding to make the building operational. Once occupied, issues with water intrusion due to improper grading of the ground slope surrounding the building and excess building moisture due to a lacking HVAC system, were identified. Since the problems were identified more than one year after accepting the building, the university was not able to force the contractor to remedy the issues.

A.O. Williams Hall, Second Floor, plaster is bubbling and peeling due to interior moisture



Source: Photo taken by legislative auditor staff (February 2015).

The university requested funding through capital outlay requests for A.O. Williams renovations in fiscal years 2014 and 2015. Federal funds have now been identified to apply to the renovations and \$200,000 in seed funds was allocated through capital outlay to initiate the repairs. The Office of Facility Planning and Control will oversee the project.

Limited funding presents challenges to correcting Life Safety Code deficiencies, completing court-ordered ADA modifications, and remediating the deteriorating condition of SUBR buildings.

Due to budget constraints, there is limited funding for repairs and maintenance. In our analysis of SUBR repairs and maintenance funding and expenditures, we noted funding for repairs and maintenance through capital outlay appropriations, federal Higher Education Disaster Relief funds, and general fund appropriations.

Declining Expenditures for Repairs and Maintenance

A five-year analysis of expenditures for repair and maintenance shows an 80 percent decline in capital outlay expenditures from FY11 to FY15 and an overall decline of 49 percent in total repair and maintenance expenditures for that same five year period, as shown in Exhibit 2.

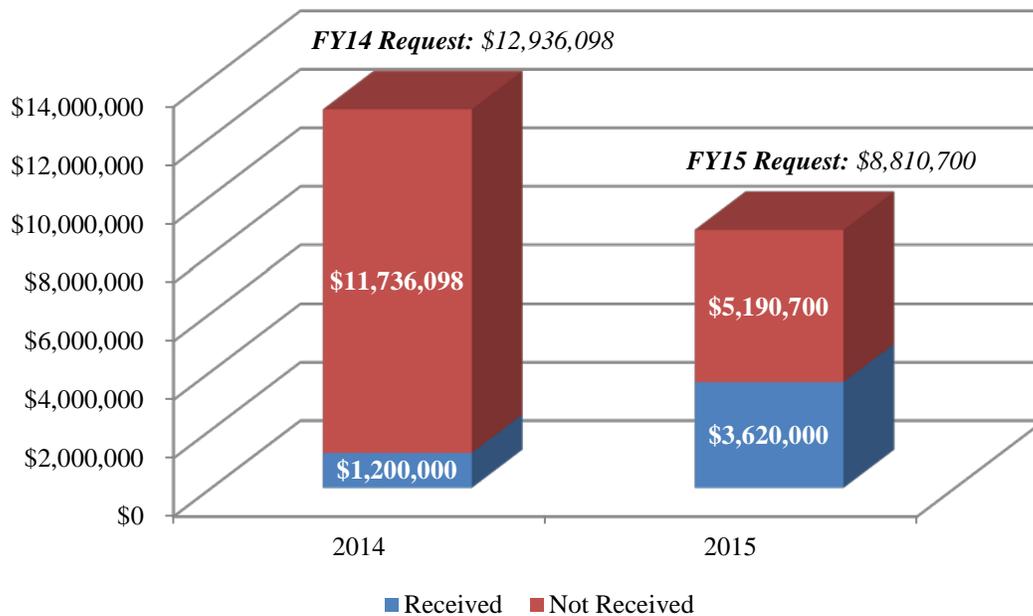
Exhibit 2 - Five-Year Expenditures for Repairs and Maintenance					
Maintenance and Repair Expenses	FY15*	FY14	FY13	FY12	FY11
Capital Outlay	\$1,394,997	\$2,021,793	\$3,569,813	\$5,463,224	\$6,942,058
Other Capital Funding	179,425	1,581,804	525,518	1,261,350	46,328
Major Repair	3,389,152	5,531,670	4,492,722	3,416,637	2,692,584
Preventative	27,658	376,522	149,159	92,025	41,253
Total	\$4,991,232	\$9,511,789	\$8,737,212	\$10,233,236	\$9,722,223
*Unaudited FY15 amounts. Audit is still in progress.					
**Preventative Maintenance Program established by Louisiana Revised Statute 17:3386					
Source: Compiled by auditors using Southern University System audits for FY11 through FY15.					

Limited Funding for State Capital Outlay Projects

Over the past two fiscal years, SUBR management submitted 41 capital outlay appropriations requests³ totaling \$21.7 million to address the major repair and maintenance issues noted for campus buildings. Of these requests, seven repair projects were funded totaling \$4.8 million (22% of requested funding), as shown in Exhibit 3.

³ Note: Some of the requests for FY15 were repeats of FY14 requests that were not funded.

Exhibit 3
Capital Outlay Funds Requested and Received in FY14 and FY15



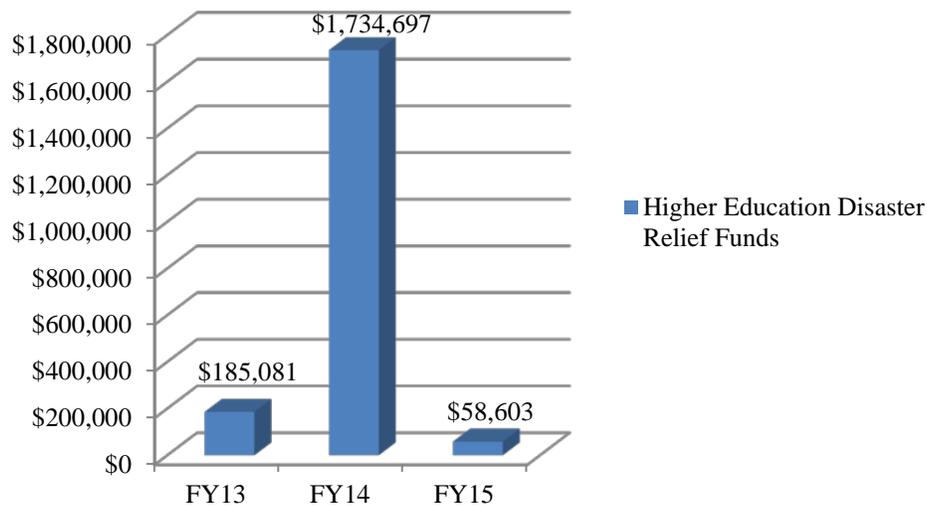
Note: In FY14, only one of 26 requested projects received funding. In FY15, only two of 15 requested projects received funding.

Source: SUBR Capitol Outlay Request forms and House Bill 2, Fiscal Year 2014 and 2015, Priority 1 projects

Each year, capital outlay projects for construction and major repair are requested and funded during an annual appropriations process. The capital outlay appropriation is addressed through HB 2. All Southern University System campuses follow the process to request capital outlay funds. In addition to System campuses, the System Board of Supervisors, the Louisiana Board of Regents, Office of Facility Planning and Control, the Governor's Office, and the Louisiana Legislature are all involved in decisions about the priority and funding of capital outlay projects.

**Federal Higher Education Disaster Relief Funds Utilized
to Supplement FEMA Funding for 2008 Hurricane**

SUBR utilized a Higher Education Disaster Relief award to repair eight of the 140 campus buildings and associated grounds that were damaged by the 2008 hurricane. Per SUBR Facility Services, the damages included some destruction to ceilings, walls, floors, and windows, and water infiltration within buildings and resulting mold. These funds aided the institution in repairing structures where insurance and Federal Emergency Management Agency funds fell short of what was needed to fully restore those buildings to code compliance. SUBR received some federal funding for major repairs, including the \$1.7 million for FY14 as shown in Exhibit 4.

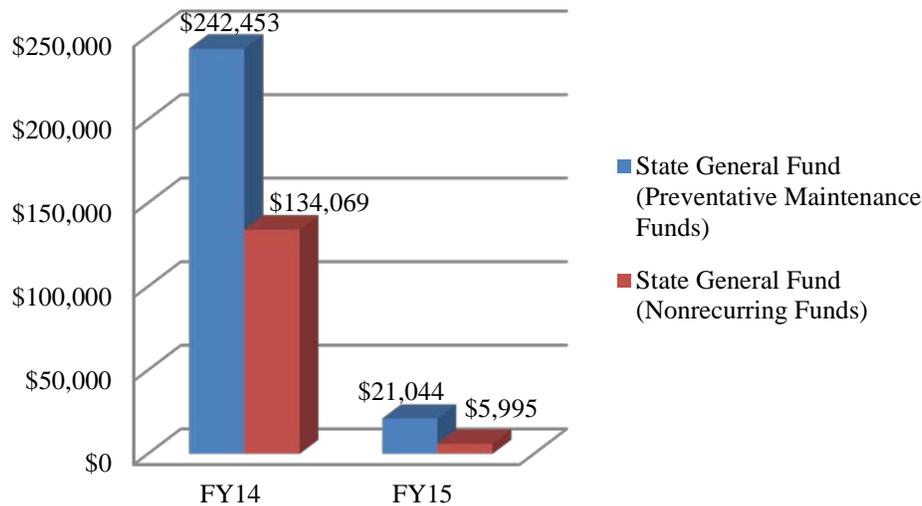
Exhibit 4 - Higher Education Disaster Relief Funds

Source: SUBR Financial Control Supervisor Accountant III

State Funds for Preventative Maintenance Program

At the end of each fiscal year, any residual unexpended and/or unobligated appropriated or allocated state general funds may be spent in accordance with Louisiana Revised Statute (R.S.) 17:3386. Per this law, any public college or university that adopts a building and facility preventative maintenance program approved by the Board of Regents may retain any funds appropriated or allocated from the state General Fund that remain unexpended and unobligated at the end of the fiscal year. However, not less than fifty percent of the retained funds must be maintained by the college or university in a preventative maintenance reserve fund, and the monies from the reserve fund must be used solely for preventative maintenance purposes in accordance with the approved plan. These funds are utilized in the subsequent fiscal year for repairs and maintenance. However, due to tight budgets, small amounts remain unspent at the end of the fiscal year, contributing only insignificant funds to the preventative maintenance program. For FY15, less than \$30,000 was rolled over for preventative maintenance, as shown in Exhibit 5.

Exhibit 5 - State Funds Expended for Preventative Maintenance Program



Source: SUBR Comptroller/Account Manager

Additional Federal Funding Awarded for A.O. Williams Hall Renovations

Due to improper functioning of the HVAC system and needed renovations for A.O. Williams Hall, the Southern University Agricultural Research and Extension Center (SUAREC) was awarded more than \$4.4 million in National Institute of Food and Agriculture (NIFA) grant funds in 2008 with a project start date of September 1, 2008, and an end date of August 31, 2015.

On May 31, 2012, NIFA approved the request to redirect NIFA award funds of \$2,157,332 from the construction of other scheduled projects to the renovation of A.O. Williams Hall and to ensure the proper functioning of the HVAC system. However, it took until November 7, 2013, for the university to transfer the funds to the Office of Facility Planning and Control to be used for renovations.

None of these federal funds have been expended as of September 28, 2015. However the \$200,000 seed funds appropriated for FY15 will be used to begin the project so that federal funds can be drawn.

Recommendations

Based on the issues identified, we recommend that SUBR management:

- (1) immediately address the Life Safety Code deficiencies and other citations from OSFM to ensure the safety of students, faculty, and staff;
- (2) complete ADA modifications according to the established timeline as required by the consent decree;
- (3) consult professionals to evaluate the extent of possible mold damage and, if necessary, create a plan for mold remediation; and
- (4) continue to work closely with the Board of Regents, the Office of Facility Planning and Control, the Governor's Office, and the Legislature to identify and appropriate needed major repair funding.

APPENDIX A: MANAGEMENT'S RESPONSE



SOUTHERN UNIVERSITY AND A&M COLLEGE SYSTEM

J.S. CLARK ADMINISTRATION BUILDING
4TH FLOOR
BATON ROUGE, LOUISIANA 70813

OFFICE OF THE
PRESIDENT - CHANCELLOR
(225) 771-4680

FAX NUMBER
(225) 771-5522

February 4, 2016

Daryl G. Purpera, CPA, CFE
Louisiana Legislative Auditor
Post Office Box 94397
Baton Rouge, Louisiana 70804-9397

RE: Review of Buildings

Dear Mr. Purpera:

Submitted herewith is the University's response to the auditor's **Informational Report** relating to the "**Review of Buildings**" located on the Baton Rouge Campus land mass. The Baton Rouge Campus land mass is comprised of **Southern University A&M College, Southern University Law Center, and Southern University Agriculture Center**. The University's response to specific issues and recommendations in the auditor's Informational Report are discussed below:

ISSUE # 1:

TWENTY-ONE BUILDINGS HAD LIFE SAFETY CODE DEFICIENCIES CITED BY THE FIRE MARSHAL

RECOMMENDATION:

Immediately address the Life Safety code deficiencies and other citations from the Office of the State Fire Marshal to ensure the safety of students, faculty, and staff.

RESPONSE:

The University places a high priority on correcting life safety code issues. The University's Life Safety staff has been working diligently to partially and/or fully correct all life safety code deficiencies. One additional person has been hired in this department to assist with monitoring and following-up on life safety code issues. The University will continue to place a high priority on fully correcting all remaining deficiencies in a satisfactory manner. Despite budgetary constraints in both state and university funding, the University has been and continues to be proactive in addressing all life safety code deficiencies to ensure the safety of students, faculty, and staff. In the absence of immediate capital outlay funding, the University will continue to address building issues on a prioritized basis.

ISSUE # 2:

TWO BUILDINGS ARE ON "FIRE WATCH" BECAUSE FIRE ALARMS AND SPRINKLERS ARE NOT OPERATIONAL

RECOMMENDATION:

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A.1

Immediately address the Life Safety code deficiencies and other citations from the Office of the State Fire Marshal to ensure the safety of students, faculty, and staff.

RESPONSE:

The University acknowledges that the J. B. Cade Library and A. O. Williams Hall are on temporary fire watch status due to fire alarm and sprinkler system deficiencies. Mitigating controls have been implemented in both buildings and will be strictly enforced until these issues are completely resolved. Employees have been temporarily assigned to conduct and document the fire watch procedures to ensure these buildings are operationally safe. To minimize work distractions, these employees are not performing other duties during the hours that they are conducting and documenting the fire watch. Additionally, there is a working fire alarm in the A. O. Williams Hall and employees will receive advance warning in the event of a fire.

As noted in the auditor's informational report, the university requested capital outlay funding for the fire detection and alarm system upgrades for both buildings in fiscal years 2014 and 2015, but funding has not been provided. In the absence of capital outlay funding to address these issues, the University will continue to implement mitigating controls as recommended by the Office of the State Fire Marshal to ensure the safety of students, faculty, and staff.

ISSUE #3:

THREE BUILDINGS ARE NON-COMPLIANT WITH ADA REQUIREMENTS

RECOMMENDATION:

Complete ADA modifications according to the established timeline as required by the consent decree.

RESPONSE:

The University acknowledges that three buildings are non-compliant with the Americans with Disabilities Act (ADA) requirements. These noncompliant issues are being addressed through requests for capital outlay funding and timelines required by the consent decree.

According to the consent decree, the University agreed to a five (5) year plan for modification to the three (3) facilities that were subject to the lawsuit. The Consent Decree was an agreement between the Plaintiff, the Advocacy Center (a non-profit legal organization) and the University. T. T. Allain Hall was mandated for completion this past fiscal year (June 2015). The university has been unable to timely comply with the mandates of the federal consent decree due to limited funding and manpower resources.

The University's counsel communicated to the Plaintiff's counsel both verbally and through the annual report that a delay in the bidding process caused a delay in the contractor selection and, ultimately, the start date of the project. The Advocacy Center, having been apprised of the delay, has not indicated any objection to the delayed completion date.

In February 2015, \$148,000 was allotted to the university via Board of Regents (BOR) through the Office of Facilities Planning and Control's (FP&C) Major Repairs System. The current \$148,000 in major repairs is being utilized to rectify a few of the ADA issues in T. T. Allain Hall (parking, access, and water fountains). No other work is being performed at this time. This work is scheduled for completion in the spring of 2016.

The F. G. Clark Activity Center and A. W. Mumford Stadium have a 3-year, phased-in completion period beginning with a Phase I completion date of June 30, 2016 and ending with a Phase III completion date of June 30, 2019.

As mandated by the Consent Decree, the University requested capital outlay funding for the necessary renovations to the F.G. Clark Activity Center and A. W. Mumford Football Stadium. Unfortunately, funds have not been provided. The University is unable to fund these types of extensive capital improvements without a funded appropriation from the State.

Currently all Capital Outlay funding for the design phase of these buildings is in priority 2 which means there are no available dollars to begin the design process. Also all funding for the construction phase of these projects are in priority 5. If the priority 2 funds are approved for use this fiscal year (placed in priority 1) design may begin. At best, the construction dollars will be made available next year. The university currently has capital outlay projects totaling approximately \$1.6 million in Priority 2 and \$14.5 million in Priority 5.

The University's legal counsel will continue to keep the plaintiff's legal counsel apprised of the ongoing status of completing the ADA requirements for the three buildings in the Consent Decree.

ISSUE #4:

MANY CAMPUS BUILDINGS HAVE DETERIORATING CONDITIONS CAUSING POTENTIAL ENVIRONMENTAL ISSUES

RECOMMENDATION:

Consult professionals to evaluate the extent of possible mold damage and if necessary, create a plan for mold remediation.

RESPONSE:

The University is continuing to proactively address building conditions through deferred and preventative maintenance and routine building inspections. The University will continue to utilize the services of professional consultants to address potential environmental issues, and if needed the services of professionals will be utilized to create a plan for remediation. Preventative and routine maintenance measures will continue to be taken by the University facilities staff to adequately maintain its facilities.

Listed below are some of the actions that are currently in place to address current building conditions:

Two Buildings with Plumbing Infrastructure Issues:--The University has made repeated requests for plumbing infrastructure upgrades over the past ten years with no construction funding allotted. Design funds were given last year but the university did not have permission from the state to start the project.

Three Buildings with Water Damage and Potential Environmental Issues—The University's Physical Plant Department will continue efforts to resolve the water damaged ceiling tile system in Lee and Fisher Halls and Mumford Field House by repairing the mechanical system units and having the roofing system repaired. Additionally, the existing water damaged acoustical ceiling tiles will be replaced with new waterproof tiles to prevent any deterioration issues and to keep the building environmentally safe. Meanwhile, weekly inspections will be performed to monitor the mechanical

system for any unit/piping condensation issues that may arise and if needed, these issues will be resolved to eliminate potential environmental issues.

Eighteen Buildings with Roof Leaks—Funds have been requested in 2013 and 2014 for roof repairs on various university buildings. However, no funds have been provided. The university will continue to address buildings with roof leaks on a prioritized basis.

A. O. Williams Hall—Currently there is a \$2 million project at this facility to correct issues with the environmental control system. The environmentally compromised interior walls are a sign of extreme water damage and a water test has been conducted to determine if the building's envelope has been compromised. An overhaul of the existing fume hood system is now being redesigned. The automatic sprinkler system was not a part of the original project's scope of work. However, since funding for this project is derived from self-generated and federal dollars, the University will make a request to FP&C to make this amendment. The projected cost of this amendment is approximately \$42.5 thousand dollars. The design for this project is still in progress. The University expects to have the completed construction documents by spring 2016.

ISSUE #5:

LIMITED FUNDING PRESENTS CHALLENGES TO CORRECTING LIFE SAFETY CODE DEFICIENCIES, COMPLETING COURT-ORDERED ADA MODIFICATIONS, AND REMEDIATING THE DETERIORATING CONDITION OF SUBR BUILDINGS.

RECOMMENDATION:

Continue to work closely with the Board of Regents, Facility Planning and Control, the Governor's Office, and the Legislature to identify and appropriate needed major repair funding.

RESPONSE:

The University will continue in its efforts to work closely with the appropriate state agencies to secure capital outlay funding for major repairs. The University is unable to fund these types of extensive major repairs and capital improvements without special capital outlay and major repairs funding from the State.

As shown below, the University has made numerous and repeated requests to the appropriate state agencies in its ongoing efforts to secure state funding for capital outlay and major repair projects. Requests for special appropriations to fund major repairs and capital upgrades include the following:

•Sanitary Sewer Upgrades

2007 - \$6,000,000
2008 - \$6,000,000
2009 - \$6,000,000
2010 - 6,000,000
2012 - \$1,500,000
2013 - \$3,500,000
2014 - \$3,500,000

•Site Improvement, Implementation of Master Plan:

1997 - \$2,000,000
2005 - \$2,290,000

•Roofing Repairs

2013 - \$475,000 (Physical Plant)
2013 - \$550,000(J. S. Clark Admin. Bldg.)
2013 - \$560,000(W. W. Stewart Hall)
2013 - \$1,200,000(F. G. Clark Activity Center)
2013 - \$375,000(J. S. Clark Annex)
2014 - \$1,500,000(A. A. Lenoir)
2014 - \$1,400,000(Architecture East and West)
2014 - \$900,000(Lab School)
2014 - \$550,000(J. S. Clark Admin. Bldg.)
2014 - \$1,200,000(F. G. Clark Activity Center)
2014 - \$475,000 (Physical Plant)
2014 - \$375,000(J. S. Clark Annex)
2014 - \$560,000(W. W. Stewart Hall)

•**ADA / Life Safety**

2005 - \$1,515,000
2007 - \$1,515,000
2008 - \$3,000,000
2013 - \$1,800,000
2014 - \$1,000,000
2014 - \$2,500,000(Campus Wide Building Upgrades)
2014 - \$2,500,000(Sidewalks)

•**F. G. Clark Activity Center**

2005 - \$400,000
2010 - \$644,000

•**J. B. Cade Library**

2005 - \$1,000,000
2007 - \$1,000,000
2008 - \$3,000,000

•**Fire Alarm / Sprinklers**

2007 - \$3,200,000
2010 - \$565,000
2014 - \$840,000

•**Campus Lighting**

2007 - \$1,500,000
2009 - \$1,500,000
2010 - \$600,000

•**Major Repairs**

1997 - \$5,240,000
2008 - \$2,385,000
2009 - \$2,385,000
2010 - \$1,500,000
2012 - \$2,000,000
2013 - \$2,000,000
2014 - \$19,000,000 (Deferred Maintenance Request)

•**William James Hall Renovation**

2014 - \$6,000,000

•**James W. Lee Hall**

2008 - \$1,600,000

2009 - \$2,100,000

2010 - \$2,100,000

•**Classroom/Office Ceiling and Lighting**

2012 - \$1,500,000

2013 - \$1,500,000

2014 - \$1,500,000

•**Sewer – E. C. Harrison**

2013 - \$350,000

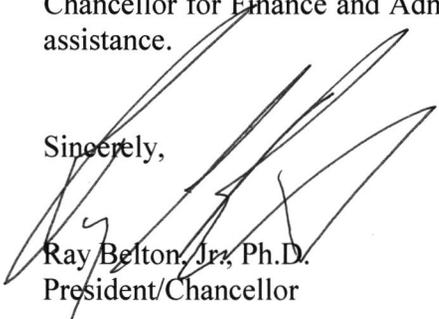
•**W. W. Stewart Hall**

2014 - \$6,500,000

The University takes seriously the health, safety, and well-being of its students, faculty, staff, and other stakeholders. The University will continue to monitor and correct existing deficiencies and implement controls to mitigate the occurrence of any additional environmental issues. The University will continue to make capital requests to the appropriate state agencies for capital outlay and major repairs funding.

We acknowledge and appreciate the professionalism and assistance of your staff during their review of buildings located on the Baton Rouge campus land mass. Please contact Mr. Flandus McClinton, Jr., Vice President for Finance and Business Affairs at (225) 771-5021 or Mr. Benjamin Pugh, Vice Chancellor for Finance and Administration at (225) 771-2637 if you have questions or need further assistance.

Sincerely,



Ray Belton, Jr., Ph.D.
President/Chancellor

Copy: Dr. M. Christopher Brown II, Executive Vice President for Academic Affairs & Provost
Mr. Flandus McClinton, Jr., Vice President for Finance and Business Affairs
Mr. Benjamin Pugh, Vice Chancellor for Finance and Administration, SUBR

APPENDIX B: SCOPE AND METHODOLOGY

We conducted procedures to evaluate the condition of campus buildings and to identify any issues that could affect the health and welfare of students, faculty, staff, and visitors to Southern University Baton Rouge (SUBR). The report also analyzes funding and expenditures for building repair and maintenance. The scope of our audit was significantly less than an audit conducted in accordance with *Government Auditing Standards* issued by the Comptroller General of the United States.

The following procedures were performed:

- Interviewed the Director of Facilities for the Southern University System (SUS) and obtained information relating to the conditions of campus buildings as well as the methods used to finance construction and maintenance on campus.
- Interviewed the SUBR Executive Director of Facility Services and obtained information relating to repairs and maintenance of campus buildings.
- Interviewed the SUBR Executive Director of Risk Management and obtained information relating to the safety conditions of buildings on campus.
- Interviewed the SUS General Counsel and obtained supporting information relating to the American with Disabilities Act Accessibility Standards Consent Decree.
- Interviewed the Area Fire Chief with Office of State Fire Marshal to determine the status of outstanding Life Safety Code deficiencies.
- Interviewed the Public Safety Services Attorney and obtained copies of State Fire Marshal's reports.
- Interviewed project managers at the Office of Facility Planning and Control to determine the status of campus project.
- Toured campus buildings with the SUBR Executive Director of Facilities to inspect for mold and other issues.
- Observed buildings on campus and documented the condition with photos.

APPENDIX C: ADA IMPROVEMENTS TIMELINE AS DIRECTED BY THE CONSENT DECREE

Southern University Baton Rouge (SUBR) has three buildings that are noncompliant with the Americans with Disabilities Act (ADA): T.T. Allain Hall, A.W. Mumford Stadium, and the F.G. Clark Activity Center. These buildings are named in the ADA lawsuit, *Civil Action No. 11-739-SDD-SCR*, filed on October 31, 2011. SUBR entered into a consent decree for the resolution of the noncompliant issues. The consent decree includes the following specified timeline to perform the physical accessibility improvements to the buildings named:

Timeline of Physical Accessibility Improvements

T.T. Allain Hall - Required modifications including parking spaces and certain access in building.

- **Completion Date: June 30, 2015. The university did not meet the agreed-upon completion date for the T.T. Allain Hall ADA improvements. Therefore, the university must request an extension of time. As of October 13, 2015, an extension has not been requested.**
- Current Status: A contractor has been selected for this project.

A.W. Mumford Stadium - Required modifications including ramps, handrails, grating, door assists, and additional wheelchair-accessible seats.

- Completion Dates: Phase I – June 30, 2016
Phase II – June 30, 2018
Phase III – June 30, 2019
- Current Status: Project is listed in fiscal year 2016 House Bill 2 but has not been funded.

F.G. Clark Activity Center - Required modifications including additional wheelchair-accessible seats, metal railings, and modifications to restrooms.

- Completion Dates: Phase I – Completion Date: June 30, 2016
Phase II – Completion Date: June 30, 2017
Phase III – Completion Date: June 30, 2018
- Current Status: Project is listed in fiscal year 2016 House Bill 2 but has not been funded.