FACILITIES INVENTORY AND SPACE UTILIZATION DATA

RESPONSE TO HCR No. 78 OF THE 2011 REGULAR SESSION OF THE LOUISIANA LEGISLATURE

LOUISIANA BOARD OF REGENTS

December 7, 2011

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EXECUTIVE SUMMARY

HCR 78 of 2011 (Appendix A) requests the Board of Regents to continue to address shortcomings in the data collection system necessary to identify underutilized facilities at public postsecondary education institutions, to continue to study the availability of underutilized facilities, to consider alternative and creative uses of underutilized facilities, and to engage in discussions with various entities with whom collaborative efforts can result in the use of such facilities in a manner that is fiscally and socially responsible. A similar legislative study was conducted in response to House Resolution 200 of 2010. The BOR response concluded that excess space exists and that it can be configured for use by other postsecondary educational entities as the need arises as a result of enrollment pattern changes.

This study in response to HCR 78 of 2011 similarly identified that some institutions have underutilized facilities and goes further to recommend that institutions with a utilization level above 2.0 in classrooms and 4.0 in class laboratories report to the Board of Regents on plans for making use of excess space either by conversion to useful space or by arrangements for use of the space by others. The report also recommends that facility utilization be considered an important factor in the BOR Capital Outlay Budget Recommendation. New classroom and class laboratory facilities should not be recommended for campuses whose facilities utilization levels for that type of space exceed the 2/4 standards identified above.

INTRODUCTION AND BACKGROUND

HR 200 of 2010 reported that an excess of space existed on campuses but also identified some uncertainty in determining a long-term trend of excess space because of implementation of increased student admission standards in 2012-2014. In the short-term community colleges' space may be in higher demand and universities less so as enrollment patterns change as a result of the shift in associate degrees from the four-year to the two-year institutions, more stringent admission standards at the four-year institutions, and lower tuition at the two year institutions. The HR 200 response concluded that the space needs of the two-year institutions are currently being met and there is no immediate need to borrow significant amounts of space from four-year institutions. It further indicated that four-year institutions typically do not have the type of space most used by Technical Colleges, i.e. shop space.

HCR No. 78 seeks to take a next step, that is, to actually identify excess space, make it available, and utilize it. It expands upon HR 200 by forwarding the concept that other state agencies, and perhaps even private entities might use excess campus space.

OVERVIEW OF STUDY

The Board of Regents maintains a Facilities Inventory and Space Utilization Study with data updated annually. This report uses the industry standard methodology for calculating facility utilization developed and recommended by the Western Interstate Commission for Higher Education (WICHE). The industry standard methodology is founded on reasonable and practical net square footage of space assigned per student station.

This WICHE system is based upon providing 18 square feet per student station for classrooms, using classrooms 30 hours per week, and expecting an occupancy rate of 60 percent when a classroom is in use. The computation for class laboratories provides 40 square feet per student station, using class laboratories 20 hours per week and expecting an occupancy rate of 80 percent when the class lab is in use.

The space computation method for classrooms says that it takes approximately 1 net assignable square foot (NASF) of classroom space to deliver one student contact hour (SCH) per week which is what results when classrooms or class labs are used as indicated in the previous paragraph. If a campus has 30,000 NASF of classroom space, they can deliver 30,000 SCH's per week. However, if this campus actually has 40,000 NASF of classroom space, excess space of 10,000 SF exists.

The following facility utilization computations serve as an example of how space factors are computed for classrooms.

Computation: Net Assignable Square Feet available for use (NASF) / Student Contact Hours (SCH)

Campus A: 30,000 NASF / 30,000 SCH = 1.0 (This outcome depicts acceptable space utilization.)

Campus B: 40,000 NASF / 30,000 SCH = 1.33 (This outcome depicts a 10,000 SF excess of space.)

Likewise, a larger square foot area which results in a standard space factor of 2.5 is assigned for each class laboratory individual work station. Utilization is determined by comparing the industry standard utilization against actual utilization. This study identifies the actual amount of excess classroom and class laboratory space at each public postsecondary educational institution in Louisiana. While the study structure, format, and statistical methodologies utilize the industry standard, there are inconsistencies in institutional reporting and therefore, the statistical data may not perfectly represent the realistic day to day facility utilization circumstances with which the institutions must contend.

In undertaking this review, the Board of Regents' staff recognized that what typically occurs on campuses is not an excess of vacant rooms, unused floors of buildings, or even complete buildings but rather, an ongoing use of all space at a level that is less than statistically perfect. This may tend to complicate the use of statistical data as being absolute and practical. Staff also acknowledged the primary purpose of a college campus. As a practical matter, the use of space by others carries with it considerable compromise by the institution and the lessee.

For example: an institution may have excess classroom space or class laboratory space, but it very likely does not have excess parking space that would be necessary for the lessee's operations. Not all potential lessees will be a good fit for co-location on a college campus.

FINDINGS

The Board of Regents' staff found that current statistical data portrays an excess of space on the campuses of many institutions of postsecondary education in Louisiana. Overall, LSU A&M is utilizing its facilities most efficiently (Space Factor of 0.88) and may be in need of additional classroom space or may need to restrict enrollment. Within the LSU system, LSU Shreveport, at Space Factor of 3.28 has an excess of space which indicates that there is almost double the amount of unused space than there is used space. Within the University of Louisiana System, Grambling State University with a Space Factor of 2.61, Northwestern State University (SF = 3.61), and the University of Louisiana at Monroe (SF = 2.20) have an excess of classroom space. The other institutions within that system are within the generally accepted utilization pattern.

Within the Southern System, Southern University and A & M College has a Space Factor of 2.25 which indicates an excess of space equal to the utilized space. No conclusion can be drawn about Southern University in New Orleans as that institution still occupies substandard temporary facilities in the wake of Hurricane Katrina. Major renovation of the campus is scheduled to begin by December 2011.

Within the LCTCS system, the space utilization statistics range from 1.09 to 1.88 which shows good utilization among the community colleges. Not shown is the obvious growth pattern that exists, and classroom facilities are needed at Baton Rouge Community College (Space Factor of 1.16) and South Louisiana Community College (Space Factor of 1.21). Other LCTCS facilities are being upgraded under the provisions of Act 391 of 2007.

The reporting of space utilization at the Community and Technical Colleges will need to be reviewed more closely to address statistical anomalies especially in relation to laboratory space. Vocational education classrooms and labs in specific programs that require especially large (such as aircraft hangars) shop space may be adjusted in determining utilization. A statistical data summary for all institutions is shown as Appendix B. With regard to class laboratory space, the statistics reveal that almost without exception, an excess of class lab space exists. Capital construction requests for class laboratories should be scrutinized carefully for the foreseeable future.

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Space utilization has become especially important to the colleges and universities. Too little space limits enrollment and excess space increases utility and maintenance costs. The data has identified several institutions that are efficient beyond the industry standard Space Factor of 1.0. Institutions with a Space Factor of 2.0 or greater are identified as having excess space and should seek ways to maximize the use of this space.

It is recommended that institutions with a utilization level in classrooms resulting in a space factor of more than 2.0 and in class labs of more than 4.0 report to the Board of Regents on plans for making use of excess space either by conversion to useful space or by arrangements for use of the space by others. The report also recommends that facility utilization be consider an important factor in the BOR Capital Outlay Budget Recommendation. New classroom and/or class laboratory facilities should not be recommended for institutions if the space utilization factors are in excess of the generally accepted space factors included in Facilities Inventory and Space Utilization Study.

APPENDICES

A. House Concurrent Resolution #78 of 2011

B. Statistical Data Summary from BOR Facilities Inventory and Space Utilization Study

APPENDIX A

ENROLLED

Regular Session, 2011

HOUSE CONCURRENT RESOLUTION NO. 78

BY REPRESENTATIVES SCHRODER, BARRAS, BURFORD, CARMODY, CARTER, CHAMPAGNE, CHANEY, DANAHAY, HARRISON, HENRY, HOFFMANN, LIGI, LORUSSO, NOWLIN, PEARSON, PUGH, RICHARD, SEABAUGH, AND TALBOT AND SENATOR NEVERS

A CONCURRENT RESOLUTION

To urge and request the Board of Regents to study alternative uses of underutilized facilities at public postsecondary education institutions.

WHEREAS, statistical data maintained by the Board of Regents suggest that facilities at Louisiana public postsecondary institutions are underutilized; and

WHEREAS, in 2008, the totality of space in the state's postsecondary education institutions accommodated 148,300 full-time students, but standards developed by the Western Interstate Commission for Higher Education indicated that 211,757 students could easily be accommodated in existing facility space; and

WHEREAS, based on these figures, these institutions can accommodate an additional 63,000 students within existing facility space, but reality is that enrollment numbers are trending downward; and

WHEREAS, empty space is not only costly but a missed opportunity to generate income, encourage economic development, and provide an additional resource to both public and private entities within the community; and

WHEREAS, an article in *The Chronicle of Higher Education*, September 15, 2010, entitled "European Universities Look for Alternative Revenue Streams" suggests that alternative sources of financing, such as making alternative use of university infrastructure, can result in a higher level of financial autonomy at an institution; and

WHEREAS, state law authorizes alternative use of university facilities, which law provides:

R.S. 17:3353. Cooperation with public agencies

A. Each board may enter into contracts and agreements with any public agency for the establishment of state or other public offices on the property and in the buildings of the university. It also can enter into contracts and agreements for joint construction, equipment, maintenance and financing of such buildings, and enter into contracts and agreements for the joint financing, supervision and conduct of cooperative enterprises and undertakings.

B. Any public agency is authorized to enter into contracts and agreements with any board for the purposes mentioned in this Section.

WHEREAS, the legislature recognizes that consideration must be given for peak class demand times and that there is a need to utilize postsecondary facilities in a manner that does not conflict with the mission of higher education nor jeopardize the health or safety of its students and faculties and, as such, considers the following as examples of possible appropriate uses of underutilized university infrastructure; and

WHEREAS, community and technical colleges expect an increase in enrollment as the result of expected tuition and fee increases as well as stricter academic standards at four-year institutions and, in response to House Resolution No. 200 of the 2010 Regular Session of the Legislature, the Board of Regents concluded, in part, that "classroom overcrowding at community colleges may be alleviated through the use of classroom space at proximate four-year institutions... [and] the Board of Regents will continue to analyze space utilizations to promote facility sharing and to seek to address shortcomings in the current data collection system"; and

WHEREAS, the Louisiana Department of Economic Development which utilizes various incentives and programs to encourage businesses to expand or relocate to Louisiana, including the Mega-Project Development Fund, various tax credits and exemptions, tax abatements, and workforce recruitment, may very well be interested in exploring the use of public postsecondary education facilities as yet another incentive to encourage economic development in this state; and

WHEREAS, the Louisiana Business & Technology Center, E.J. Ourso College of Business, and other like institutions, which endeavor to enhance economic development in Louisiana through the support of existing small businesses and the development of new businesses, may also be interested in utilizing otherwise underutilized postsecondary education facilities in further support of their missions; and

WHEREAS, the office of facility planning and control, division of administration, which is responsible for providing appropriate owned or leased facilities to house the operations of state government, may be able to further one of its objectives of housing state agencies in a cost-effective manner by entering into cooperative agreements with public postsecondary institutions for the use of otherwise underutilized facilities; and

WHEREAS, the Louisiana Association of Nonprofit Organizations (LANO), whose mission is to strengthen, promote, and build the capacity of nonprofits through various means, including strategic collaboration, may be interested in collaborating with postsecondary education boards for use of institution facilities; and

WHEREAS, these are but a few examples of possible symbiotic relationships between public institutions of higher education, government, and the community.

THEREFORE, BE IT RESOLVED that the Legislature of Louisiana does hereby urge and request the Board of Regents to continue to address shortcomings in the data collection system necessary to identify underutilized facilities at public postsecondary education institutions, to continue to study the availability of underutilized facilities, to consider alternative and creative uses of underutilized facilities, and to engage in discussions with various entities with whom collaborative efforts can result in the use of such facilities in a manner that is fiscally or socially responsible, and to submit a written report of its findings and conclusions, including any recommendations for legislation relative to the issue, to the House Committee on Education and the Senate Committee on Education not later than sixty days prior to the beginning of the 2012 Regular Session of the Legislature of Louisiana.

BE IT FURTHER RESOLVED that copies of this Resolution be transmitted to the chairman of the Board of Regents, the commissioner of higher education, the chairman of the Board of Supervisors of Community and Technical Colleges, the secretary of the Department of Economic Development, the executive director of the Louisiana Business &

Technology Center, E.J. Ourso College of Business, the director of the office of facility planning and control, division of administration, and the president of the Louisiana Association of Nonprofit Organizations.

SPEAKER OF THE HOUSE OF REPRESENTATIVES

PRESIDENT OF THE SENATE

Appendix B

Facilities Inventory and Space Utilization Data

(red indicates shortage of space, blue indicates excess space)

System / Institution	Classroom Data ASF	Classroom Data SCH	Classroom Data Space Factor	Classroom Data Excess over 2nd tier	Classroom Data Total Excess Space	Laboratory Data ASF	Laboratory Data SCH	Laboratory Data Space Factor	Laboratory Data Excess over 2nd tier	Laboratory Data Total Excess Space
Louisiana State University System										
LSU A&M	347,988	397,010	0.88			207,974	42,421	4.90	38,290	101,922
LSU Law Ctr (incl. in LSU A&M Data)										
LSU Ag Ctr (incl. in ASU A&M Data)										
LSU Ag Research Stations										
LSU - Alexandria	39,142	25,016	1.56		14,126	26,653	3,175	8.39	13,953	18,716
LSU - Eunice	25,024	15,246	1.64		9,778	19,695	3,271	6.02	6,611	11,518
LSU - Shreveport	60,475	18,423	3.28	23,629	42,052	45,296	6,385	7.09	19,756	29,334
LSU Health Sciences Ctr N.O.										
Pennington Biomedical Research										
LSU Health Sciences Ctr S'port										
E. A. Conway										
H. P. Long										
	472,629	455,695	1.04	23,629	65,956	299,618	55,252	5.42	78,610	161,488
Southern University System										
Southern University and A&M	156,142	69,248	2.25	17,646	86,894	116,970	16,778	6.97	49,858	75,025
Southern University Law Ctr.										
Southern University Ag Ctr.										
Southern University in New Orleans	36,632	24,626	1.49		12,006	16,806	2,942	5.71	5,038	9,451
Southern University in Shreveport	28,812	15,528	1.86		13,284	21,440	3,964	5.41	5,584	11,530
	221,586	109,402	2.03	17,646	112,184	155,216	23,684	6.55	60,480	96,006
University of Louisiana System										
Grambling State University	114,834	44,076	2.61	26,682	70,758	82,414	8,882	9.28	46,886	60,209
Louisiana Tech University	134,465	93,416	1.44		41,049	99,216	14,151	7.01	42,612	63,839
McNeese State University	86,307	80,921	1.07		5,386	64,503	15,494	4.16	2,527	25,768
Nicholls State University	114,470	65,685	1.74		48,785	91,147	12,198	7.47	42,355	60,652
Northwestern State Univesity	192,601	53,336	3.61	85,929	139,265	139,192	19,770	7.04	60,112	89,767
Southeastern Louisiana University	175,266	131,444	1.33		43,822	108,374	25,573	4.24	6,082	44,442
University of Louisiana at Lafayette	181,333	159,851	1.13		21,482	96,189	20,045	4.80	16,009	46,077
University of Louisiana at Monroe	151,635	68,979	2.20	13,677	82,656	82,658	17,782	4.65	11,530	38,203
University of New Orleans	174,554	93,738	1.86		80,816	62,922	8,778	7.17	27,810	40,977
	1,325,465	791,446	1.67	126,288	534,019	826,615	142,673	5.79	255,923	469,933

Facilities Inventory and Space Utilization Data

(red indicates shortage of space, blue indicates excess space)

	Classroom Data					Laboratory Data				
	ASF	SCH	Space Factor	Excess over 2nd tier	Total Excess Space	ASF	SCH	Space Factor	Excess over 2nd tier	Total Excess Space
Louisiana Community and Technical College System										
Baton Rouge Community College	78,006	66,998	1.16		11,008	28,365	10,265	2.76		2,703
Bossier Parish Community College	42,315	38,682	1.09		3,633	24,977	9,591	2.60		1,000
Delgado Community College	132,316	92,476	1.43		39,840	191,862	29,695	6.46	73,082	117,625
Louisiana Delta Community College	40,669	21,629	1.88		19,040	37,771	16,006	2.36		
Nunez Community College	25,310	24,537	1.03		773	1,722			1,722	1,722
River Parishes Community College	24,624	17,985	1.37		6,639	2,688	1,465	1.83		
South Louisiana Community College	26,704	22,141	1.21		4,563	12,834	5,724	2.24		
Fletcher Technical Community College	52,876	26,714	1.98		26,162	43,995	7,486	5.88	14,051	25,280
SOWELA Technical Community College	23,774	10,087	2.36	3,600	13,687	124,259	30,074	4.13	3,963	49,074
	446,594	321,249	1.39	3,600	125,345	468,473	110,306	4.25	92,818	197,403
Louisiana Technical Colleges										
Acadian	1,914	480	3.99	954	1,434	41,232	17,318	2.38		
Alexandria	15,412	15,382	1.00		30	36,985	7,834	4.72	5,649	17,400
Avoyelles	4,549	8,694	0.52			12,265	5,237	2.34		
Bastrop	2,751	459	5.99	1,833	2,292	14,232	17,062	0.83		
Baton Rouge	23,316	11,282	2.07	752	12,034	46,494	20,898	2.22		
Coreil	5,690	7,327	0.78			10,841	6,725	1.61		
Delta Ouachita	15,160	8,354	1.81		6,806	10,091	15,472	0.65		
Evangeline						8,154	8,235	0.99		
Florida Parishes	4,198	2,837	1.48		1,361	7,555	6,850	1.10		
Folkes	8,302	3,312	2.51	1,678	4,990	8,582	850	10.10	5,182	6,457
Gulf Area	2,674	1,054	2.54	566	1,620	37,101	17,271	2.15		
Hammond	3,009	8,048	0.37			24,824	35,086	0.71		
H. P. Long	2,144	221	9.70	1,702	1,923	37,510	10,645	3.52		10,898
Jumonville	7,361	2,536	2.90	2,289	4,825	7,787	288	27.04	6,635	7,067
Lafayette	13,008	17,902	0.73			80,343	56,914	1.41		
Lafourche	10,058	12,250	0.82			26,068	14,581	1.79		
Lamar Salter	5,404	13,325	0.41			32,508	20,216	1.61		
Mansfield	4,103	3,073	1.34		1,030	8,296	2,909	2.85		1,024
Morgan Smith	4,427	5,188	0.85			11,238	4,532	2.48		
Natchitoches	140	1,609	0.09							
North Central	1,146	1,394	0.82			10,072	6,576	1.53		
Northeast	1,771	422	4.20	927	1,349	7,512	2,143	3.51		2,155
Northwest	23,760	32,801	0.72			14,989	22,039	0.68		
Oakdale	4,763	3,348	1.42		1,415	10,379	1,480	7.01	4,459	6,679

Facilities Inventory and Space Utilization Data

(red indicates shortage of space, blue indicates excess space)

	Classroom Data					Laboratory Data				
	ASF	SCH	Space Factor	Excess over 2nd tier	Total Excess Space	ASF	SCH	Space Factor	Excess over 2nd tier	Total Excess Space
River Parishes	12,031	3,791	3.17	4,449	8,240	21,068	18,059	1.17		
Ruston	2,656	1,091	2.43	474	1,565	14,662	8,247	1.78		
Westside	9,177	2,140	4.29	4,897	7,037	2,955			2,955	2,955
Young Memorial	7,081	2,146	3.30	2,789	4,935	46,054	26,715	1.72		
Sabine Valley	2,748	1,210	2.27	328	1,538	800			800	800
Shelby Jackson	6,431	7,339	0.88			8,611	1,645	5.23	2,031	4,499
Shreveport Bossier	36,760	80,403	0.46			69,383	33,848	2.05		
Sullivan - Bogalusa	8,955	13,909	0.64			27,234	27,411	0.99		
t. H. Harris - Lafayette	25,746	12,397	2.08	952	13,349	63,905	18,785	3.40		16,943
Teche Area - New Iberia	1,910	67	28.51	1,776	1,843	43,760	26,856	1.63		
	278,555	285,791	0.97	26,366	79,616	803,490	462,727	1.74	27,711	76,875
	2,744,829	1,963,583	1.40	197,529	917,120	2,553,412	794,642	3.21	515,542	1,001,704