

2021-22 FINANCIAL AID REPORT

August 2023



The Nevada System of Higher Education

Board of Regents

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INTRODUCTION

The mission of the Nevada System of Higher Education (NSHE) is to provide higher education services to the citizens of the State. The NSHE Board of Regents and its eight institutions strive to ensure that no student is denied a college education due to an inability to afford the cost of attendance. The cost of attending college is out of reach for many students and families in Nevada, and financial aid plays a critical role in bridging this gap.

The Board of Regents has six strategic goals aimed at improving Nevada's public higher education system: *Access* (increase access to higher education); *Success* (improve student success); *Close Institutional Performance Gaps* (close institutional performance gaps for underserved student populations); *Workforce* (meet workforce needs in Nevada); *Research* (increase solutions-focused research); and *Coordination, Accountability, and Transparency* (ensure system coordination, accountability and transparency). A strong financial aid system is an essential component in ensuring NSHE's students and institutions progress toward the Board's strategic goals of *Access, Success, Close Institutional Performance Gaps, and Workforce*. In order to monitor and measure progress in available financial aid programs, NSHE System Administration produces this annual financial aid report. The information provided in this report is critical for examining the impact of financial aid on the strategic goals of the Board of Regents.

Executive Summary

During 2021-22 financial aid disbursements to NSHE students systemwide totaled \$656.5million, an increase of 0.9 percent over the prior year when disbursements totaled \$650.3 million. Looking over a longer period, between 2017-18 and 2021-22 total aid disbursed to NSHE students saw a 5.5 percent increase. UNLV experienced the highest percentage increase in total financial aid disbursed over the prior year with UNR and NSU also experiencing a modest increase. All other institutions saw decreases over the prior year. Just as in past years, in 2021-22 loans comprised the largest proportion (38.8 percent) of aid disbursed at NSHE institutions, although loan disbursements were down over the prior year, from \$263.8 million in 2020-21 to \$254.9 million in 2021-22. Student employment saw the greatest one-year increase (17.9 percent) while scholarships saw the greatest increase over five years (33.4 percent). Grants had an increase over the prior year (6.7 percent) and so did grants-in-aid (3.8 percent). The remaining two categories decreased over the prior year: scholarships at -7.6 percent and loans at -3.4 percent.

The increases in private, institutional, and state aid, combined with slight decreases in federal aid over the last five years, resulted in an ongoing decrease in the percentage of federal aid as a portion of all aid awarded to NSHE students, from 64 percent in 2017-18 to 59.6 percent in 2021-22. Nationally, the proportion of total aid from federal sources saw a similar decline, from 64 percent in 2016-17 to 56 percent in 2021-22 (Figure 5). In 2021-22 the percentage of grant aid from federal sources decreased over the prior year from 69 percent to 66 percent (Figure 6). However, this figure remains more than twice as high as the national percentage calculated by The College Board (26 percent; *Trends in Student Aid 2022*). This is despite Nevada's growth in state and institutional financial assistance programs and can be partially explained by the state's focus on scholarships.

As mentioned, loans made up the largest portion (38.8 percent) of financial aid disbursed to NSHE students in 2021-22. This has been a long-term trend, both in Nevada and across the nation. This is because loans continue to be one of the primary options for students to fill gaps in covering the full cost of attendance, and, for some students, loans are the only way to finance higher education. Of course, the drawback to student loans is the debt burden after graduation. Loans are particularly burdensome for those students who do not graduate and therefore carry additional debt without a higher income. In 2021-22 loan disbursements decreased by 3.4 percent from the prior year and by 6.6 percent since 2017-18.

The Regents' Higher Education Opportunity Award (RHEOA) program continues to comprise a greater percentage of Nevada state financial assistance dollars to students than the merit-based Governor Guinn Millennium Scholarship (GGMS) program, Nevada's largest formal state-wide financial aid program (51 percent versus 27.4 percent). NSHE campuses continue to gradually increase their tuition set-aside for financial aid as required by the Board of Regents policy approved in April 2010 mandating a goal for increased allocations to student financial assistance. This policy establishes target amounts to be achieved by 2022-23, requiring the distribution of at least 10 percent of the total registration fee be dedicated to student financial assistance at the community colleges (lower division) and at least 15 percent of the total registration fee to be dedicated to student financial assistance for all other institutions, including upper-division at the community colleges (*Handbook*, Title 4, Chapter 18, Section 8). Nevada Grants-in-Aid also continued to steadily increase while Silver State Opportunity Grant (SSOG) disbursements also increased as COVID-19 pandemic related budget cuts were no longer necessary in the respective biennium. Nevada Promise Scholarships also experienced a slight increase in funds disbursed. On the other hand, for the first time since 2011-12, the Governor Guinn Millennium Scholarship (GGMS) experienced a decrease in disbursed funds in 2021-22 due to decreases in the number of eligible high school graduates, enrollment, and award utilization.

The number of NSHE students who completed a Free Application for Federal Student Aid (FAFSA) and subsequently enrolled continued to fluctuate, decreasing in 2021-22 from the prior year by 1,255 students (-1.7%) after increasing in 2020-21 from the prior year by 1,084 students (1.5%). At the same time, the percentage of all NSHE students systemwide who filed a FAFSA and were funded with at least one form of financial aid slightly increased to 47.7 percent compared to 47.4 percent the prior year. It can be difficult to pinpoint the exact reason for the fluctuating number of FAFSA filers due to the process of applying for financial aid. Simply filling out the FAFSA is not the only step to receiving financial aid. For many students, institutions are unable to certify eligibility because they fail to turn in required documents, while others who complete the process are eligible only for student loans and choose not to take them. However, it is likely that the increasing number of dual enrolled high school students at each of the NSHE institutions has an impact on this number as such students are not eligible for federal student aid or other traditional forms of financial assistance.

In addition to the various types of financial assistance normally available to NSHE students and included in this report, during the 2021-22 year the federal government approved the third round of Higher Education Emergency Relief (HEERF III) funds in response to the

COVID-19 pandemic, including student grants totaling \$100.3 million across NSHE institutions (Appendix C). HEERF III awards are not included in the main analysis of ongoing financial aid to NSHE students due to the one-time emergency nature of the funds.

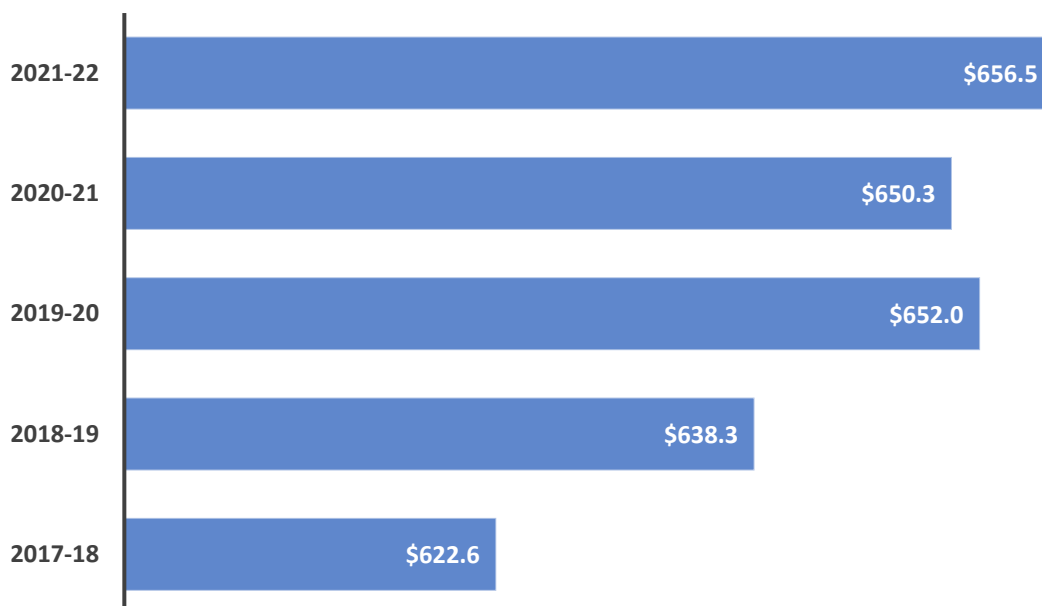
Methodology

The *2021-22 NSHE Financial Aid Report* includes information on the amount of financial assistance provided to students attending institutions within NSHE. The data in this report are provided by the financial aid directors at each NSHE institution. Each fall, institutions submit data for financial aid programs administered in the prior year. In addition to that information, trend analyses are conducted over a rolling five-year period. Comparisons to national data are made where appropriate, with source citations.

NSHE TOTAL FINANCIAL AID

The total amount of financial aid disbursed to NSHE students increased by \$6.2 million over the prior year, from \$650.3 million in 2020-21 to \$656.5 million in 2021-22 (0.9 percent; Figure 1). Looking back over the most recent five-year period, total financial aid disbursements increased by \$67.6 million (5.5 percent).

Figure 1 - NSHE Total Financial Aid Disbursed (in millions)



All institutions except UNLV, UNR and NSU had a decrease in total financial aid disbursed over the prior year. TMCC experienced the highest decrease in total financial aid disbursed over the prior year, whereas UNLV experienced the highest increase. CSN, TMCC, and WNC had a decrease from 2017-18 to 2021-22. There were decreases over the prior-year and over five years in total financial aid disbursements which can be explained by a combination of reductions in overall enrollment, Pell Grant disbursements, and federal loan disbursements, as well as the COVID-19 pandemic and a higher proportion of dual enrolled high school students at some institutions.

Table 1 – NSHE Total Aid Disbursed by Institution (in millions)

	2017-18	2018-19	2019-20	2020-21	2021-22	1-Year Change	5-Year Change
UNLV	\$281.7	\$291.0	\$294.9	\$318.2	\$325.3	2.2%	15.5%
UNR	\$208.9	\$210.1	\$215.4	\$206.6	\$210.1	1.7%	0.6%
NSU	\$23.8	\$24.8	\$26.0	\$26.3	\$26.6	1.3%	11.9%
CSN	\$73.7	\$77.1	\$78.7	\$66.6	\$64.0	-4.2%	-13.2%
GBC	\$7.1	\$8.1	\$8.5	\$7.8	\$7.4	-5.9%	3.8%
TMCC	\$19.3	\$19.8	\$20.7	\$17.7	\$16.4	-8.3%	-15.2%
WNC	\$8.1	\$7.5	\$7.8	\$7.1	\$6.8	-3.5%	-15.2%
Total	\$622.6	\$638.3	\$652.0	\$650.3	\$656.5	0.9%	5.5%

NSHE FINANCIAL AID RECIPIENT RACE & ETHNICITY

Table 2 provides the percent distribution of financial aid recipients in the various racial/ethnic categories, by institution. In 2021-22, GBC awarded the highest percentage of American Indian or Alaska Native students; UNLV awarded the highest percentage of Asian students as well as students of two or more races; CSN awarded the highest percentage of Black students and Native Hawaiian/Pacific Islander students; and NSU awarded the highest percentage of Hispanic students.

Table 2 – NSHE Financial Aid Recipients by Race/Ethnicity* and Institution 2021-22 (percent distribution)

	UNLV	UNR	NSU	CSN	GBC	TMCC	WNC
American Indian or Alaska Native	0.3%	0.7%	0.3%	0.4%	4.1%	1.5%	3.2%
Asian	16.1%	8.8%	10.4%	9.4%	1.2%	5.6%	2.3%
Black	9.8%	4.5%	10.7%	15.2%	4.7%	3.4%	2.5%
Hispanic	32.8%	24.6%	46.4%	41.0%	23.2%	40.5%	28.5%
Native Hawaiian or Other Pacific Islander	0.8%	0.5%	0.8%	1.3%	1.0%	0.0%	0.6%
Two or More Races	11.9%	8.9%	6.3%	8.2%	3.9%	4.6%	5.3%
White	28.4%	52.0%	25.1%	24.6%	62.0%	44.4%	57.5%
Historically Minoritized Aid Recipients	71.6%	48.0%	74.9%	75.4%	38.0%	55.6%	42.5%
Historically Minoritized Enrolled Students*	69.6%	45.0%	77.2%	71.2%	41.0%	49.3%	38.3%

NOTE: percentages exclude unknown race/ethnicity categories. Historically minoritized categories include all ethnicities included in the table except White, Non-Hispanic. Percentages may not total 100 due to rounding.

*IPEDS, Fall 2021

Table 3 provides data on the percent distribution of financial aid disbursements in 2021-22 to students in the various racial/ethnic categories, by institution. This distribution is similar to those above for percentage of recipients.

Table 3 – NSHE Financial Aid Disbursements by Race/Ethnicity* and Institution 2021-22 (percent distribution)

	UNLV	UNR	NSU	CSN	GBC	TMCC	WNC
American Indian or Alaska Native	0.2%	0.7%	0.3%	0.5%	4.9%	1.5%	4.9%
Asian	15.9%	9.0%	11.0%	8.8%	1.3%	6.0%	2.1%
Black	12.1%	6.7%	12.7%	17.6%	4.9%	3.9%	1.6%
Hispanic	28.2%	25.0%	42.4%	38.8%	22.5%	39.6%	33.4%
Native Hawaiian or Other Pacific Islander	1.0%	0.6%	0.8%	1.4%	1.1%	0.0%	0.8%
Two or More Races	11.6%	9.4%	6.7%	8.7%	3.0%	4.7%	5.0%
White	30.9%	48.7%	26.0%	24.1%	62.4%	44.2%	52.2%

*Excludes Non-Resident and Unknown/Nonreported

NSHE FINANCIAL AID RECIPIENT DISABILITY RESOURCE CENTER REGISTRATION STATUS

Table 4 provides the percent distribution of financial aid recipients who were enrolled with the Disability Resource Center (DRC) by institution. As a comparison, it also shows the percentage of the total population of enrolled students registered with the DRC by institution. In 2021-22, UNR awarded the highest percentage of students enrolled in their institution’s Disability Resource Center.

Table 4 – NSHE Financial Aid Recipients and Total Student Population Registered with the Disability Resource Center by Institution 2021-22 (percent distribution)

	UNLV	UNR	NSU	CSN	GBC	TMCC	WNC
Aid Recipients Registered with DRC	4.6%	13.6%	4.4%	2.0%	4.4%	5.5%	8.6%
Enrolled Student Population Registered with DRC	4.4%	12.5%	2.4%	1.2%	2.6%	3.9%	5.5%

Table 5 provides data on the percent distribution of financial aid disbursements in 2021-22 to students enrolled in their institution’s Disability Resource Center.

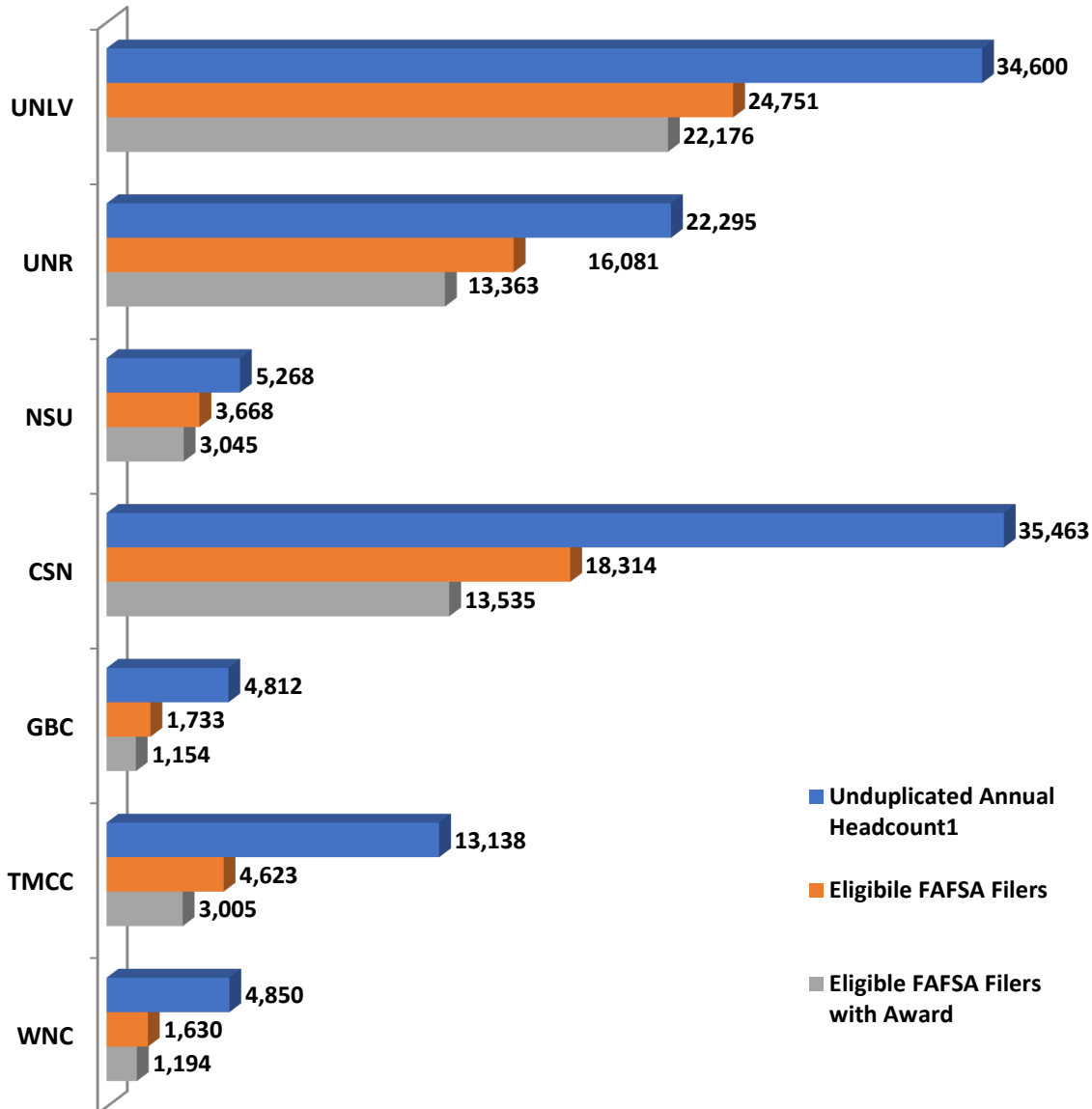
Table 5 – NSHE Financial Aid Disbursed to Students Registered With the Disability Resource Center by Institution 2021-22 (percent distribution)

	UNLV	UNR	NSU	CSN	GBC	TMCC	WNC
Aid Disbursed to Recipients Registered with DRC	5.9%	16.2%	5.3%	2.2%	5.9%	6.9%	10.2%

NSHE FINANCIAL AID APPLICANTS AND RECIPIENTS

Figure 2 shows the number of enrolled FAFSA filers (financial aid applicants) as compared to the FISAP unduplicated institutional headcount (see definition below) and the number of enrolled FAFSA filers who received at least one financial aid award during 2021-22. While not all aid programs require the FAFSA, it is an important step for students to determine aid eligibility. Likewise, it has been shown that simply filing the FAFSA increases the likelihood of a student attending a higher education institution.

Figure 2 - NSHE Total Enrolled Students, FAFSA Filers and Awards 2021-22



Unduplicated Annual Headcount¹: total number of enrolled students as reported on the Title IV Fiscal Operations Report and Application to Participate (FISAP) by each NSHE institution (Part II, Question 7 (a) and (b)).

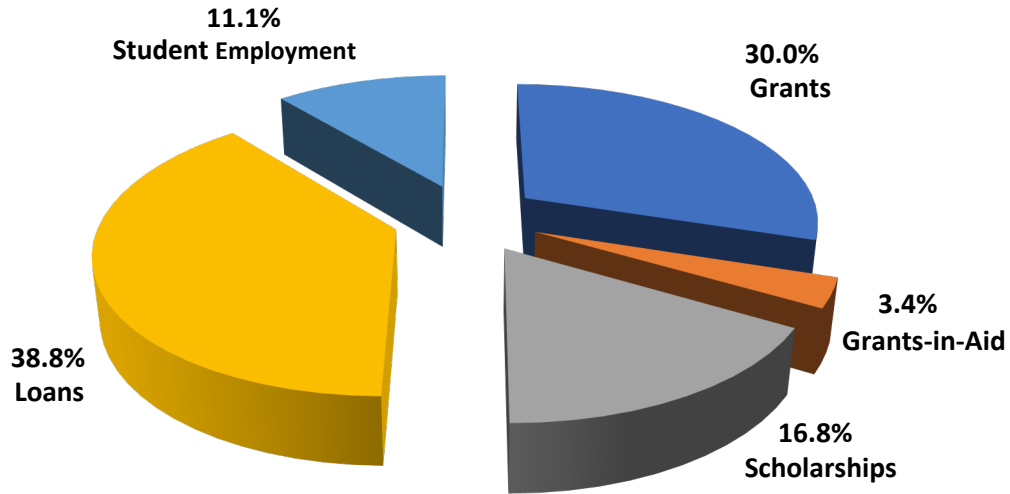
Eligible FAFSA Filers²: total number of enrolled students who completed a FAFSA and met citizenship or residency requirements (FISAP Part II, Question 40).

Eligible FAFSA Filers with Award³: total number of students who completed a FAFSA, met citizenship or residency requirements and received at least one award.

NSHE FINANCIAL AID BY CATEGORY

In 2021-22 the distribution of total aid by category (Figure 3) presented a picture similar to prior years. In comparison, in 2020-21 loans comprised 40.6 percent of total; student employment 9.5 percent; grants 28.4 percent; grants-in-aid 3.3 percent; and scholarships 18.3 percent.

Figure 3 - NSHE Total Financial Aid Disbursed by Category 2021-22 (percent distribution)



In 2021-22 the greatest change over the prior year was in the student employment category, at an increase of 17.9 percent. This is directly attributable to a return to in-person activities after COVID-19 pandemic effects the prior year. Grants and grants-in-aid also showed increases over the prior year, while Scholarships and Loans showed decreases. All categories but loans showed an increase from 2017-18 to 2021-22.

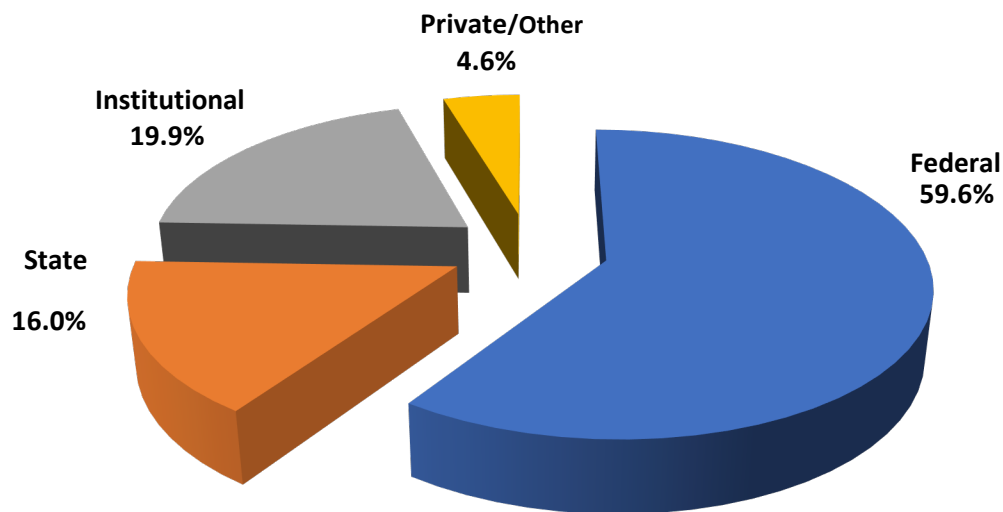
Table 6 – NSHE Total Financial Aid Disbursed by Category (in millions)

	2017-18	2018-19	2019-20	2020-21	2021-22	1-Year % Change	5-Year % Change
Grants	\$182.4	\$183.5	\$188.5	\$184.4	\$196.7	6.7%	7.8%
Grants-in-Aid	\$18.4	\$19.3	\$20.6	\$21.3	\$22.1	3.8%	20.2%
Scholarships	\$82.5	\$94.5	\$102.7	\$119.1	\$110.1	-7.6%	33.4%
Loans	\$272.9	\$274.4	\$274.6	\$263.8	\$254.9	-3.4%	-6.6%
Student Employment	\$66.4	\$66.6	\$65.7	\$61.7	\$72.7	17.9%	9.6%
Total	\$622.6	\$638.3	\$652.0	\$650.3	\$656.5	1.0%	5.5%

NSHE FINANCIAL AID BY SOURCE

The distribution of total aid by source in 2021-22 (Figure 4) was also similar to the prior year; however, the percentage of aid from federal sources continued to decrease from 64.1 percent in 2017-18 to 59.6 percent in 2021-22. In comparison, in 2020-21, federal sources accounted for the majority of all aid disbursed to NSHE students, at 60.1 percent; state sources for 16.1 percent; institutional for 18.9 percent; and private/other for 4.9 percent.

Figure 4 - NSHE Total Financial Aid Disbursed by Source - 2021-22 (percent distribution)



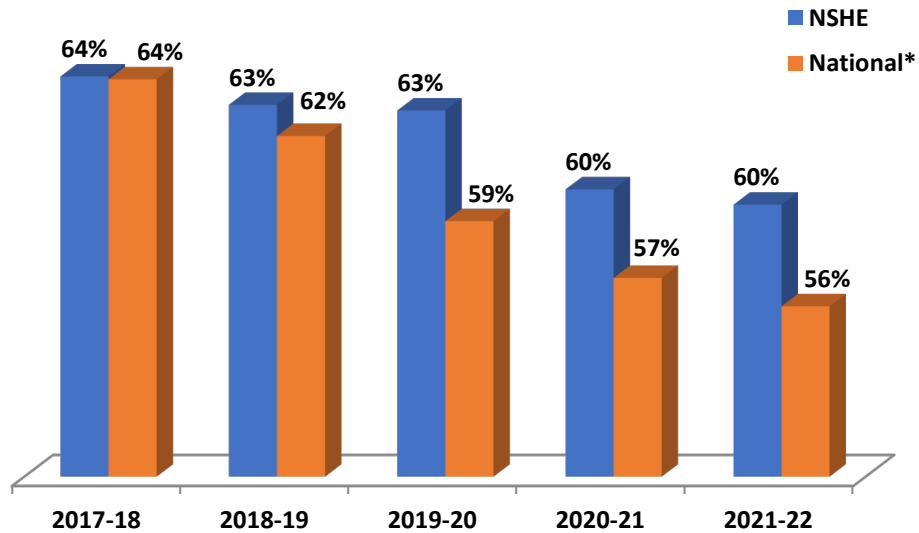
When considering NSHE total aid disbursed in 2021-22 by source, both the greatest prior-year percentage increase and the greatest increase over five years came in the institutional category (Table 7). This differs from 2020-21, when the private/other category showed both the greatest prior-year percentage increase (18.3 percent) and the greatest increase over five years (41.4 percent).

Table 7 – NSHE Total Financial Aid Disbursed by Source (in millions)

	2017-18	2018-19	2019-20	2020-21	2021-22	1-Year % Change	5-Year % Change
Federal	\$398.9	\$402.6	\$409.9	\$390.9	\$391.1	0.0%	-1.9%
State	\$96.3	\$103.0	\$105.5	\$104.8	\$104.9	0.1%	8.9%
Institutional	\$101.6	\$102.6	\$103.7	\$122.6	\$130.3	6.3%	28.3%
Private/Other	\$25.8	\$30.2	\$32.9	\$31.9	\$30.1	-5.5%	16.7%
Total	\$622.6	\$638.3	\$652.0	\$650.3	\$656.5	1.0%	5.5%

The increases in state, private and institutional aid, combined with more modest increases in federal aid over the last five years has resulted in an ongoing decrease in the percentage of federal aid as a portion of all aid awarded to NSHE students, from 64 percent in 2017-18 to 60 percent in 2021-22. Nationally, the proportion of total aid from federal sources saw a sharper decline, from 64 percent in 2017-18 to 56 percent in 2021-22 (Figure 5).

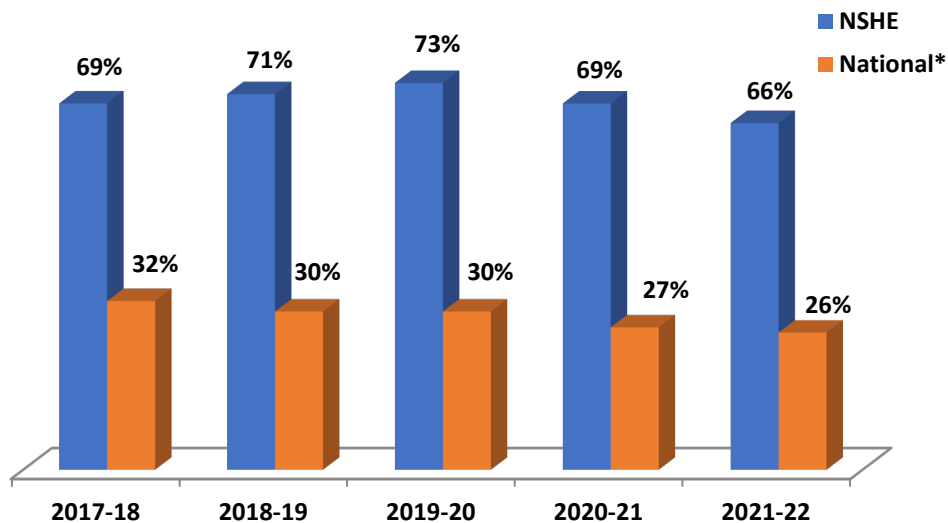
Figure 5 - Percent Total Aid from Federal Sources



* College Board , Trends in Student Aid 2018, 2019, 2020, 2021 and 2022.

In 2021-22 the percentage of grant aid from federal sources decreased over the prior year from 69 percent to 66 percent (Figure 6). However, this figure remains more than twice as high as the national percentage calculated by The College Board (26 percent; Trends in Student Aid 2022). This is despite Nevada’s growth in state and institutional financial assistance programs and can be partially explained by the state’s focus on scholarships—both the growth of the GGMS program and the creation of the NPS program.

Figure 6 - Percent Grant Aid from Federal Sources

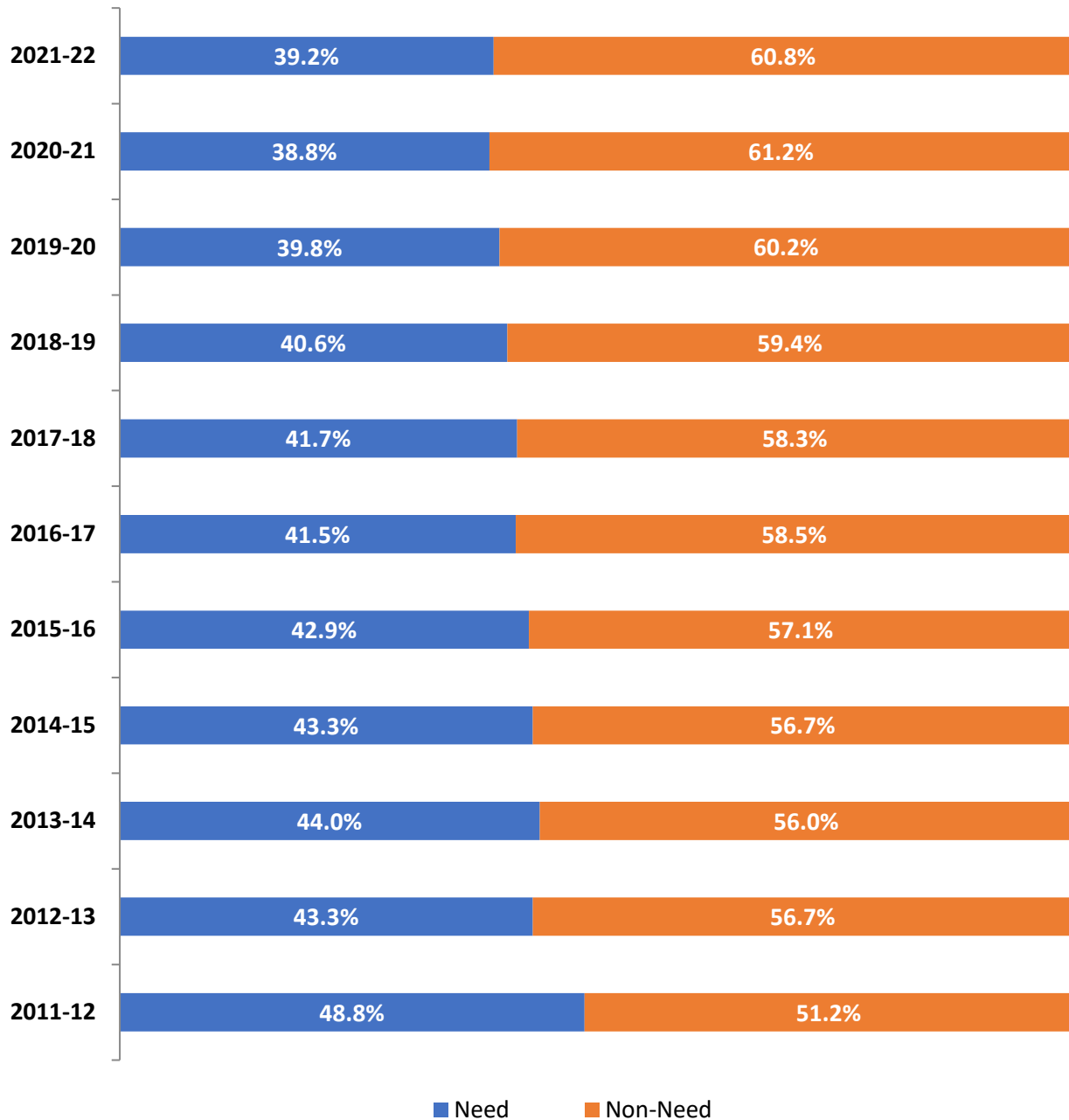


* College Board . Trends in Student Aid 2018, 2019, 2020, 2021 and 2022.

NSHE FINANCIAL AID BY TYPE

In 2021-22 all need-based disbursements to NSHE students totaled \$257.5 million and non-need disbursements totaled \$399 million. The proportion of need-based aid versus non-need-based aid showed a small increase in 2021-22. However, over the last 10 years there is an overall trend of a decreasing percentage of need-based aid as a proportion of all aid awarded to NSHE students. There is no simple explanation for this trend; however a long-term increase in non-need scholarship expenditures, as with the Governor Guinn Millennium Scholarship program, and a reduction in need-based loan expenditures are both contributing factors (for detailed data by category and type, see Appendix A).

Figure 7 - NSHE Total Financial Aid Disbursed by Type (percent distribution)



NSHE PELL GRANTS

According to The College Board, Pell Grant disbursements in 2021-22 accounted for \$25.9 billion in aid to 6.1 million students nationwide. (*Trends in Student Aid 2022*).

Between 2017-18 and 2021-22, the total Pell Grant dollars disbursed to NSHE students increased while the total number of NSHE students receiving a Pell Grant decreased. From 2020-21 to 2021-22, there was an increase in the total dollars disbursed, from \$123.1 million in 2020-21 to \$124.2 million in 2021-22 (Figure 8). The number of recipients also increased between 2020-21 and 2021-22, from 31,585 to 31,894 (Figure 9).

Figure 8 - NSHE Total Pell Grant Disbursements (in millions)

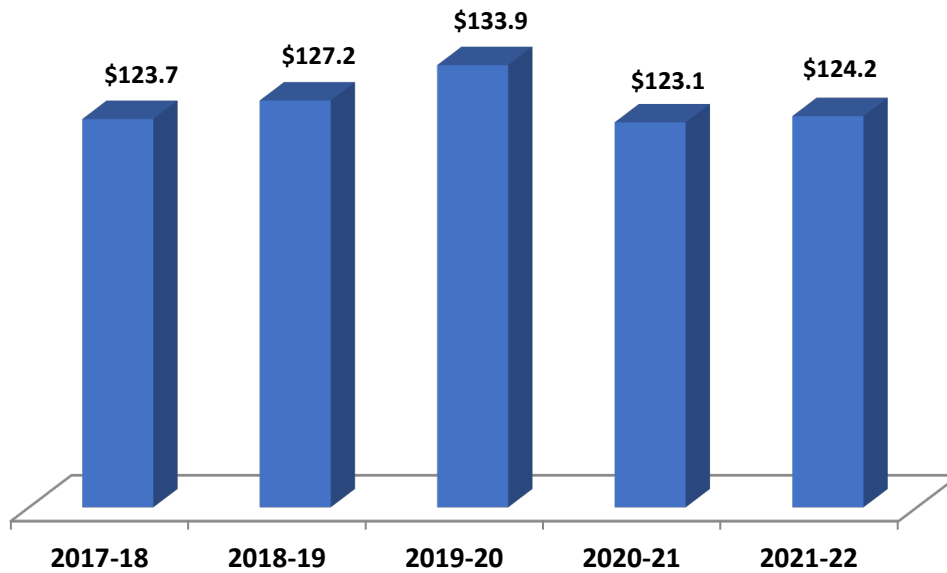
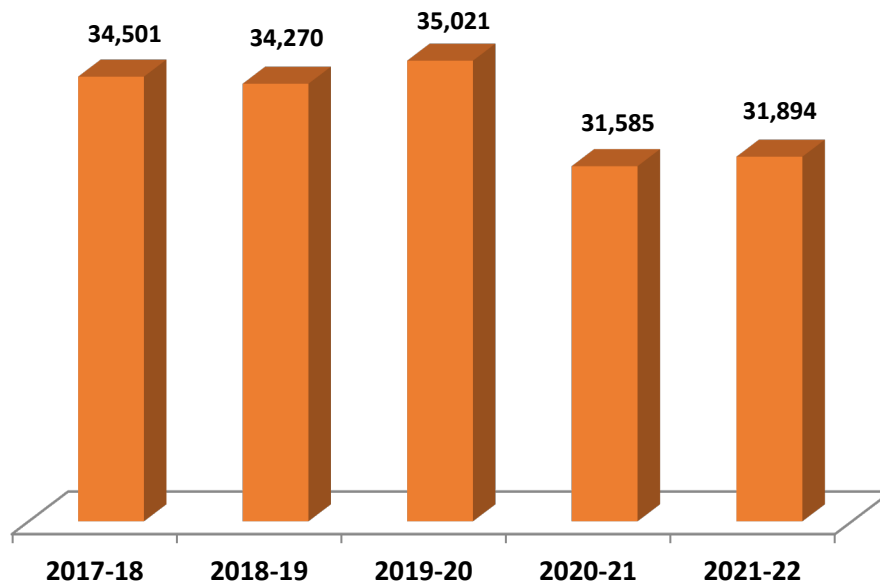
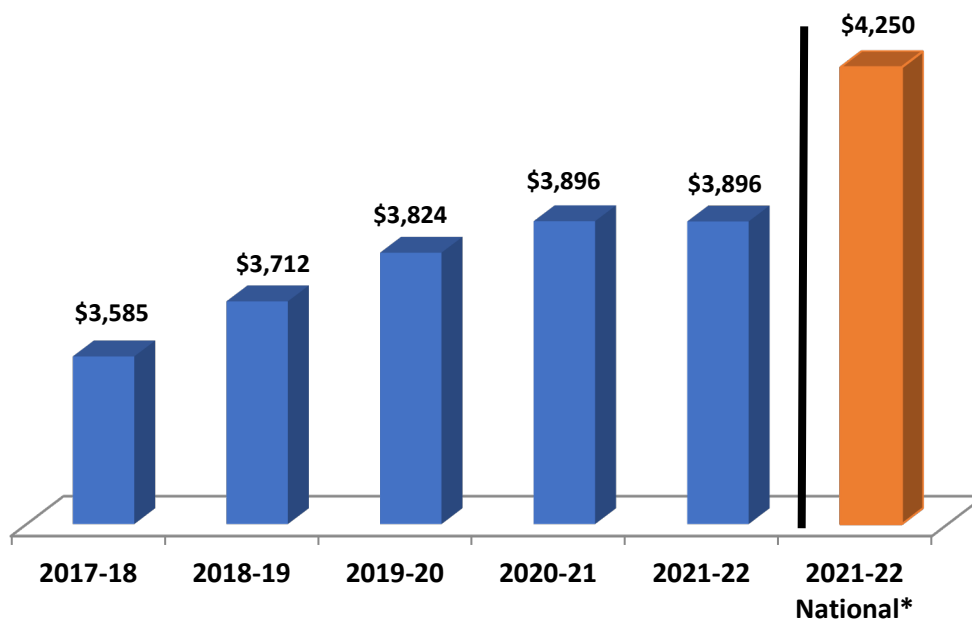


Figure 9 - NSHE Total Pell Grant Recipients



Notably, while the Pell Grant is often discussed in terms of the maximum award, the average student award is lower than the maximum for both NSHE students and nationally (Figure 10). In 2021-22, the maximum annual Pell Grant award increased to \$6,495 from \$6,345 the prior year. To be eligible for the maximum award, students must attend full-time (at least 12 credits per semester) and must have a zero Expected Family Contribution (EFC), as calculated by the federal government and based on student FAFSA data. Having a zero EFC essentially means that the family has no financial resources to contribute toward the student’s Cost of Attendance (COA). Students with a zero EFC who enroll in less than twelve credits receive a prorated award, generally at 75 percent, 50 percent, or 25 percent of the maximum. Students who have an EFC greater than 0 may still qualify for Pell, but receive less than the maximum award, even if they attend full-time. Despite changes in the number of recipients and dollars disbursed between 2020-21 and 2021-22, the average annual Pell award for NSHE students remained flat at \$3,896.

Figure 10 - NSHE Average Annual Pell Grant Disbursements (by Student)



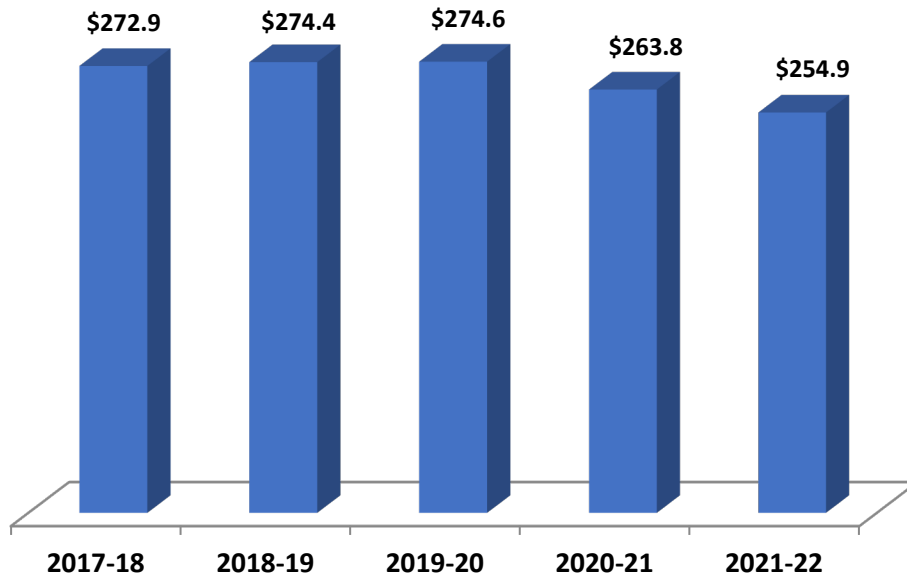
*College Board, *Trends in Student Aid 2022*. Maximum award for 2021-22 was \$6,495.

NSHE STUDENT LOANS

Total loan disbursements to NSHE students from all sources decreased in 2021-22 over the prior year, from \$263.8 million to \$254.9 million. Between 2017-18 and 2021-22, total NSHE loan disbursements also decreased, (Figure 11), and all seven institutions saw a decrease between 2020-21 and 2021-22 (Appendix B).

Measured in inflation-adjusted 2021 dollars, the decrease in loan disbursements between 2017-18 and 2021-22 becomes more pronounced, from \$301.7 million to \$254.9 million (-15.5 percent). This decrease is in line with the national trend; as measured in 2021 dollars, total disbursements of federal and non-federal loans across the nation decreased by 18.6% during the same period. (College Board, *Trends in Student Aid 2022*).

Figure 11 - NSHE Total Loan Disbursements--All Sources (in millions)



In 2021-22 three NSHE institutions had outstanding long- or short-term institutionally funded loans. In accordance with Board of Regents’ policy (*Handbook*, Title 4, Chapter 10, Section 24), institutions must report annually on such loans. Table 8, below, meets this reporting mandate and provides information regarding NSHE loan disbursements in 2021-22.

Table 8 – NSHE Total Long- and Short-Term Institutional Loans 2021-22

	Total Outstanding June 30, 2021	Total Outstanding June 30, 2022	Total Awarded	Total Repayments	Total Written Off*	% Written Off
UNLV	\$2,351,886	\$2,601,992	\$511,776	\$156,178	\$105,493	20.6%
UNR	\$4,491,639	\$3,925,387	\$207,893	\$693,852	\$80,293	38.6%
TMCC	\$11,413	\$11,713	\$1,500	\$1,200	\$0	0.0%
Total	\$6,854,938	\$6,539,092	\$721,169	\$851,230	\$185,786	25.8%

*Write-off category includes Perkins or Health Professions Loans forgiven under federal regulations. Percentage written off calculated per Board of Regents policy as total written off divided by total awarded for combined loan programs for the year.

NEVADA STUDENT FINANCIAL ASSISTANCE PROGRAMS

In 2021-22 six systemwide programs provided financial assistance to NSHE students: Governor Guinn Millennium Scholarship (GGMS); Nevada Grants-in-Aid (GIA); Regents Higher Education Opportunity Award (RHEOA); Regents Service Program (RSP); Silver State Opportunity Grant (SSOG); and the Nevada Promise Scholarship (NPS) (Table 9). RHEOA, commonly referred to as Student Access Aid, has been the largest of the Nevada programs since 2010-11.

Table 9 - NSHE Total State Program Disbursements 2021-22 (dollars in millions)

	Students ²	% Total	Dollars	% Total
Governor Guinn Millennium Scholarship (GGMS)	24,440	39.5%	\$38.3	27.4%
Nevada Grants-in-Aid (GIA)	3,897	6.3%	\$22.1	15.8%
Nevada Promise Scholarship (NPS)	1,238	2.0%	\$2.8	2.0%
Regents' Higher Education Opportunity Award (RHEOA)¹	30,423	49.1%	\$71.3	51.0%
Regents' Service Program (RSP)	66	0.1%	\$0.5	0.4%
Silver State Opportunity Grant (SSOG)	1,859	3.0%	\$5.0	3.6%
Total	61,923	100.0%	\$139.9	100%

¹Of total RHEOA awards, 86.2% of dollars were fee-generated, as compared to 86.4% in 2020-21. RHEOA awarded as grants, scholarships and/or work study.

²Headcount is duplicated for students who received awards in multiple categories.

Governor Guinn Millennium Scholarship

Between its inception in 2000 and the 2015 Nevada Legislative Session, the Governor Guinn Millennium Scholarship (GGMS) program was adjusted through increasingly rigorous initial and continuing eligibility requirements, primarily in an effort to maintain the longevity of the Millennium Scholarship Trust Fund. These requirements, along with the declining value of the scholarship in the face of registration fee increases, resulted over time in a reduced percentage of students who activate their scholarships and maintain eligibility. Until recently, this effect was offset by the increasing number of Nevada high school graduates, which numbered 12,953 in 2000 and reached 30,929 in 2020; however, this number dropped to 30,171 graduates in 2022 (Table 8). Likewise, while the percentage of eligible students activating their scholarships dropped steadily since 2000, the percentage of eligible students out of high school fluctuated. The result is a steadily growing number of students receiving at least one GGMS disbursement, with 2021-22 being the first time there has been a drop in recipients and disbursements in over a decade. When reviewing the program summary data, it is also important to note that students may activate their scholarship at any time within the six-year eligibility window; this means, for example, that the number of activated scholarships for the Class of 2022 will continue to increase until May 31, 2028.

During 2015 Legislative Session two bills were enacted that resulted in an expansion of the GGMS program: Senate Bill 128 (Chapter 373, *Statutes of Nevada 2015*), which increased the maximum number of fundable credits from 12 to 15, and Assembly Bill 150 (Chapter 207, *Statutes of Nevada 2015*), which created a pathway for Nevada high school graduates who do not meet the initial eligibility grade point average (GPA) requirement to qualify instead through a college entrance exam score. Because GGMS awards are made on a per-credit basis, SB 128 resulted in an increase of as much as \$240 per semester for university students, \$180 per semester for state college students and \$120 per semester for community college students.

Table 10- Governor Guinn Millennium Scholarship Program Data Selected Years, 2000-2022

	2000	2016	2018	2020	2022
High School GPA Requirement¹	3.0	3.25	3.25	3.25	3.25
NV Public High School Graduates²	12,953	25,307	30,204	30,929	30,171
MS Eligible Graduates³	7,359	12,725	14,525	15,746	14,909
% Eligible	56.8%	50.3%	48.1%	50.9%	49.4%
Activated Scholarships³	5,657	8,111	9,278	8,947	7,053
% Eligible who Activated	76.9%	63.7%	63.9%	56.8%	47.3%

¹Since 2009, in addition to earning a minimum GPA and meeting other eligibility requirements, students are required to complete the Millennium Core Curriculum.

²Nevada public high school graduates include those earning a standard or advanced diploma (includes Career and College Ready Diploma). Data from the Nevada Accountability Portal (as of 07/20/23). Data prior to 2011 obtained from NDE.

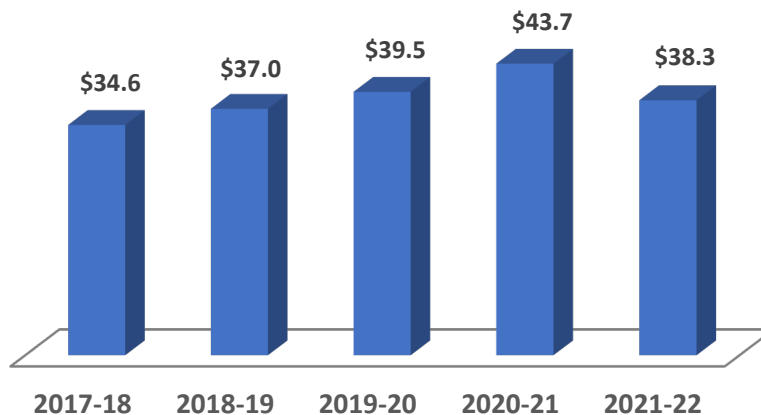
³Eligible graduates and activated scholarships data provided by Nevada Office of the Treasurer (as of 7/20/23). Students may activate their scholarship at any time within the 6-year eligibility window.

During 2019 Legislative Session, Senate Bill 453 (Chapter 290, *Statutes of Nevada 2019*) replaced a tiered semester GPA for continuing eligibility (2.6 for the first year and 2.75 thereafter) to a single semester GPA for all continuing eligibility determinations (2.75). At the same time, to counter the effects of the COVID-19 pandemic on Millennium Scholars, the Legislature gave temporary authority to the Board of Regents to grant a blanket waiver to continuing eligibility requirements (Senate Bill 2, Chapter 2, *Statutes of Nevada 31st Special Session*). Such a waiver was adopted by the Board for Spring 2020 only, resulting in 1,950 students retaining eligibility for the program who otherwise would have lost it.

An additional change to the GGMS program occurred during the 2021 Legislative Session when Senate Bill 347 (Chapter 542, *Statutes of Nevada 2021*) was enacted, thereby removing the requirement for students to affirm citizenship, a lawful immigration status or intent to apply for lawful immigration status as part of GGMS acknowledgement.

In 2021-22, GGMS disbursements to NSHE students were \$38.3 million, a decrease of \$5.4 million over an all-time high amount disbursed the prior year (Figure 12). The recent decrease and longer-term increases are directly attributable to the fluctuating number of Nevada high school graduates and the corresponding fluctuation in GGMS-eligible students.

Figure 12 - Governor Guinn Millennium Scholarship Total NSHE Disbursements (in millions)



Due to the larger number of GGMS students who attend a four-year institution, as well as the larger per-credit award and the greater prevalence of students enrolled in the maximum fundable credit load (15 credits) at these institutions, a substantially higher percentage of program dollars are awarded to students attending UNLV, UNR or NSU compared to the four NSHE community colleges (Table 11).

Table 11 - Governor Guinn Millennium Scholarship Total NSHE Disbursements, 2021-22

Institution	Students	Dollars	Institution	Students	Dollars
UNLV	10,546	\$19,422,557	CSN	3,996	\$2,621,999
UNR	7,182	\$13,594,590	GBC	269	\$234,380
NSU	1,056	\$1,413,799	TMCC	1,120	\$762,520
Subtotal	18,784	\$34,430,946	WNC	271	\$213,860
			Subtotal	5,656	\$3,832,759

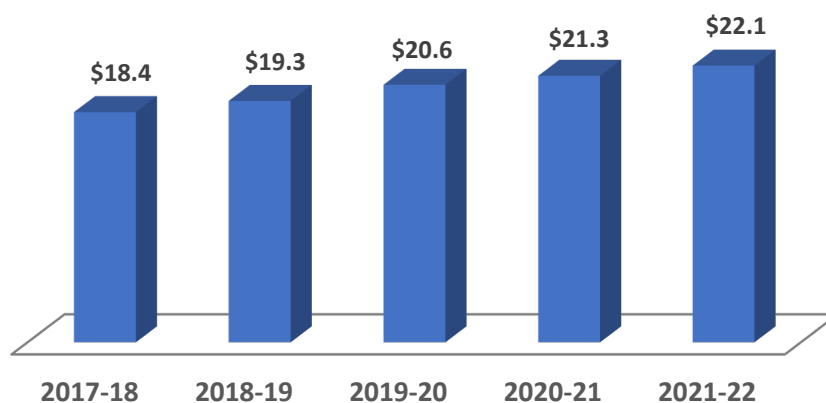
Total Students: 24,440 (76.9% at four-year institutions)
Total Dollars: \$38,263,705 (90% at four-year institutions)

Nevada Grants-in-Aid

Nevada Grants-in-Aid is not a formal financial aid program, but rather a combination of different awards made at the NSHE campuses that fall into this general category. Figures reported here include only those awards that have actual dollars attached to the transaction. Board policy governing grants-in-aid is contained in the *Handbook*, Title 4, Chapter 18, Sections 1 and 2. The different types of grants-in-aid include, but are not limited to: athletics, graduate assistants, members of Native American tribes, dependents of active-duty service members killed in the line of duty, and non-resident students. Notably, faculty/staff grants-in-aid (*Handbook*, Title 4, Chapter 3, Sections 11 through 13) are not included here because they are a benefit of employment with NSHE rather than financial aid in the traditional sense.

In 2021-22 disbursements in the grants-in-aid category totaled \$22.1 million (Figure 13): \$20 million from state sources, \$1.1 million from federal, and \$1 million institutional. Due to the varied nature of these awards, the total disbursements tend to fluctuate considerably from year to year and have increased over the past five-year period.

FIGURE 13 - NEVADA GRANTS-IN-AID TOTAL DISBURSEMENTS (IN MILLIONS)



Nevada Promise Scholarship

During 2017 Session, the Nevada Legislature approved Senate Bill 391 (Chapter 461, *Statutes of Nevada 2017*), which established the Nevada Promise Scholarship (NPS) program to be awarded to students who enroll at a community college during the fall semester immediately following high school graduation and do not have other aid to cover the cost of registration fees. To be eligible for an award, students must meet a number of eligibility requirements, including graduating from a Nevada high school (or equivalent), mentoring, and community service. Disbursements for 2021-22, which marked the fourth year of NPS funding for eligible students, are detailed below.

Table 12 - NSHE Total Nevada Promise Scholarship Disbursements, 2021-22

	Students	Dollars
CSN	580	\$1,278,742
GBC	93	\$262,900
TMCC	432	\$983,998
WNC	133	\$301,337
Total	1,238	\$2,826,977

All NPS applicants who are eligible to do so are required to file the Free Application for Federal Student Aid (FAFSA) in order to leverage all financial aid dollars for which they may qualify. Since NPS is a last-dollar program that covers only registration and other mandatory fees, NPS applicants who receive a full Pell Grant or SSOG award do not receive funds from the NPS program. NPS applicants who are also Millennium Scholars (but not Pell or SSOG recipients) receive funds from both programs as individual GGMS awards are limited by statute and do not cover the full cost of registration and other mandatory fees. While all NPS applicants who complete program requirements benefit from the mentoring, community service, and specialized orientation sessions, the result of this last-dollar approach is that most program funds go to students from middle- and higher-income families (Table 13).

Table 13 - Nevada Promise Scholarship Recipients by Income Level 2021-22

Dependent Students Median Income: \$106,430			Independent Students Median Income: \$121,172		
Income Range	Number	Dollars	Income Range	Number	Dollars
\$19,999 or less	4	\$7,193	\$2,999 or less	1	2,639
\$20,000 - \$39,999	3	\$5,800	\$3,000 - \$5,999		
\$40,000 - \$49,999	17	\$12,123	\$6,000 - \$9,999		
\$50,000 - \$59,999	44	\$61,117	\$10,000 - \$14,999		
\$60,000 - \$79,999	213	\$421,210	\$15,000 - \$19,999		
\$80,000 - \$99,999	232	\$544,305	\$20,000 - \$29,999		
\$100,000 or more	684	\$1,676,061	\$30,000 - \$39,999		
Total	1,197	\$2,727,808	\$40,000 - \$49,999		
			\$50,000 or more	1	1,923
			Total	2	\$4,562

Note: Total program headcount (above) differs from institutional headcount (Table 12) as 37 students did not have a FAFSA on file. Therefore, no income data is reported for these students.

Unlike general patterns seen for need-based financial aid programs, the distribution of NPS recipients by race and ethnicity does not consistently mirror that of the wider campus population. In 2021-22 students from historically minoritized racial groups are underrepresented compared to the overall student population at all but one institution. (Table 14).

Table 14 – Nevada Promise Scholarship Recipients by Race/Ethnicity¹ and Institution 2021-22

	American Indian or Alaska Native	Asian	Black	Hispanic	Native Hawaiian or other Pacific Islander	Two or More Races	White	Historically Minoritized NPS	Historically Minoritized Institution [†]
CSN	0.2%	11.0%	5.3%	36.3%	0.9%	9.9%	36.3%	63.7%	71.2%
GBC	2.2%	1.1%	0.0%	31.2%	0.0%	1.1%	64.5%	35.5%	41.0%
TMCC	0.9%	3.7%	0.7%	39.1%	0.0%	6.6%	48.9%	51.1%	49.3%
WNC	0.0%	0.0%	0.0%	30.0%	0.0%	5.8%	64.2%	35.8%	38.3%

NOTE: Percentages exclude unknown race/ethnicity categories. Historically minoritized categories include all ethnicities included in the table except White, Non-Hispanic. Percentages may not total 100 due to rounding.

[†]IPEDS, Fall 2021.

NSHE Regents’ Higher Education Opportunity Award

As in prior years, the majority of Regents’ Higher Education Opportunity Award (RHEOA) disbursements made to students in 2021-22 were in the form of grants, although most campuses also awarded RHEOA-funded scholarships and three campuses awarded RHEOA funded work study (Table 15). According to Board policy (*Handbook*, Title 4, Chapter 18, Section 8), at least 80 percent of RHEOA disbursements to undergraduates must be need-based. For graduate students the requirements vary: at least 80 percent of state-funded RHEOA disbursements must be need-based, while at least 50 percent of fee-generated RHEOA disbursements must be need-based.

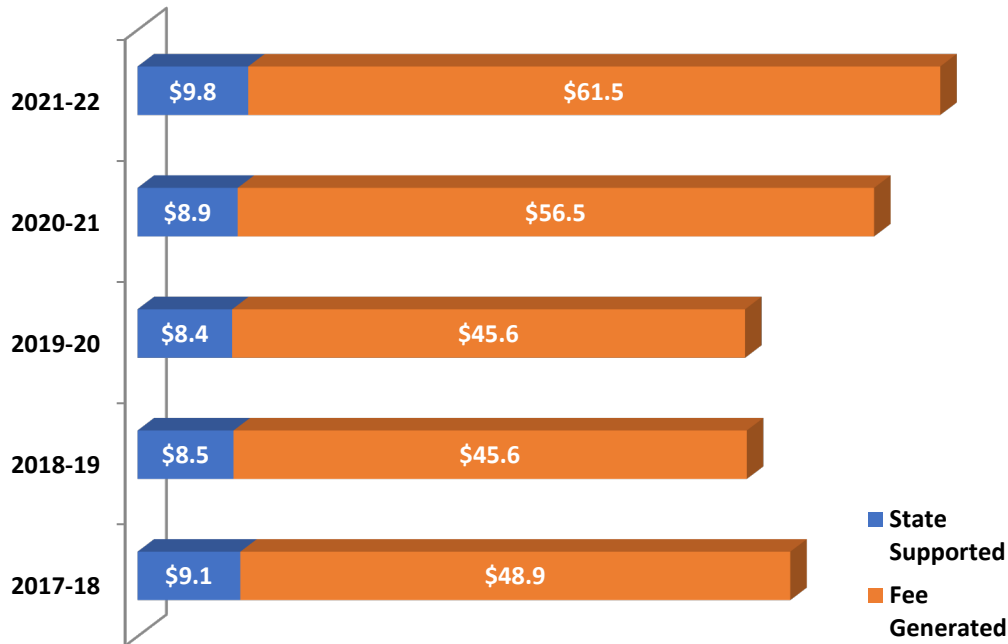
Table 15 – NSHE Total Regents’ Higher Education Opportunity Award Disbursements 2021-22

	UNLV	UNR	NSU	CSN	GBC	TMCC	WNC	NSHE
Grants	\$24,253,958	\$18,284,529	\$1,800,940	\$7,015,459	\$601,172	\$2,041,864	\$655,992	\$54,653,913
Scholarships	\$10,620,155	\$3,705,599	\$1,329,959	\$445,332	\$100,278	\$0	\$395	\$16,201,718
Work Study	\$0	\$265,570	\$0	\$0	\$0	\$110,133	\$84,354	\$460,057
Total	\$34,874,113	\$22,255,698	\$3,130,899	\$7,460,791	\$701,449	\$2,151,997	\$740,741	\$71,315,689

Note: of total RHEOA awards, 86.2% of dollars were fee-generated, as compared to 86.4% in 2020-21. RHEOA awarded as grants, scholarships and/or work study.

RHEOA disbursements increased by 9 percent, from \$65.4 million in 2020-21 to \$71.3 million in 2021-22 (Figure 14). RHEOA dollars come from two sources: the state supported budget and a percentage of registration fees, with the majority coming from registration fees. In 2021-22, the proportion of fee-generated aid to state-supported aid in the RHEOA program calculated to 86.2 percent coming from registration fees and 13.8 percent coming from the state-supported budget, while in 2020-21 the breakdown was 86.4 percent from registration fees and 13.6 percent state-supported.

Figure 14 - NSHE Total Regents Higher Education Opportunity Award Disbursements (in millions)



NSHE Regents' Service Program

According to Board policy, institutions must report on the Regents' Service Program (RSP) annually. The RSP was established by the Board of Regents "...so that NSHE students can make a contribution to the critical needs of the community" (*Handbook*, Title 4, Chapter 18, Section 7). Designed primarily as a work program with priority given to literacy and P-16 programs, awards are targeted to students with a high level of skill or knowledge. Table 14 indicates the number of students that participated in the RSP and total dollars disbursed in 2021-22.

Table 16 – NSHE Total Regents' Service Program Disbursements, 2021-22

	Students	Dollars
UNLV	18	\$73,216
UNR	33	\$199,723
NSU	0	\$0
CSN	0	\$0
GBC	8	\$29,970
TMCC	0	\$0
WNC	7	\$55,551
Total	66	\$358,460

Silver State Opportunity Grant Program

The Silver State Opportunity Grant (SSOG) is a state-supported financial aid program created by the 2015 Legislature pursuant to Senate Bill 227 (Chapter 387, *Statutes of Nevada 2015*). Under the SSOG Program, need-based grants are awarded to eligible low-income students who are college-ready to pay for a portion of the cost of education at a community college or state college within the NSHE. This unique program is built on a

shared responsibility model and guided by a philosophy for awarding grant aid based on the total cost of attendance (tuition and fees, books and supplies, room and board, and other living expenses) being shared by partners (the state, the federal government, the family, and the student). Simply stated, the program is designed to ensure low-income students have both the incentive and the financial resources to enroll full-time each semester and graduate on time as do their more affluent peers. Disbursements for 2021-22, which marked the seventh year of SSOG funding, are detailed below (Table 17).

Table 17 – NSHE Silver State Opportunity Grant Disbursements, 2021-22

	Students	Dollars
NSU	396	\$1,153,237
CSN	871	\$2,150,776
GBC	126	\$438,241
TMCC	301	\$781,723
WNC	165	\$476,023
Total	1,859	\$5,000,000

Since SSOG is the State of Nevada’s first state-supported need-based financial aid program and recipients are required to file a Free Application for Federal Student Aid (FAFSA), income information is available for all recipients. Data collected from the campuses for reporting to the National Association of State Student Grant and Aid Programs (NASSGAP) demonstrate that, as intended, the program is indeed reaching students from low-income families (Table 18).

Table 18 – Silver State Opportunity Grant Recipients by Income Level 2021-22

Dependent Students			Independent Students		
Median Income: \$34,632			Median Income: \$18,201		
Income Range	Number	Dollars	Income Range	Number	Dollars
\$19,999 or less	278	\$701,627	\$2,999 or less	120	\$339,321
\$20,000 - \$39,999	370	\$889,494	\$3,000 - \$5,999	47	\$127,675
\$40,000 - \$49,999	160	\$381,590	\$6,000 - \$9,999	67	\$201,696
\$50,000 - \$59,999	106	\$257,998	\$10,000 - \$14,999	93	\$286,023
\$60,000 - \$79,999	137	\$318,823	\$15,000 - \$19,999	81	\$264,028
\$80,000 - \$99,999	43	\$103,039	\$20,000 - \$29,999	146	\$464,405
\$100,000 or more	4	\$7,855	\$30,000 - \$39,999	87	\$281,934
Total	1,098	\$2,660,426	\$40,000 - \$49,999	51	\$152,729
			\$50,000 or more	69	\$221,764
			Total	761	\$2,339,574

Likewise, the SSOG program has been successful in reaching NSHE’s diverse population of students at each of the participating campuses (Table 19).

Table 19 – Silver State Opportunity Grant Recipients by Race/Ethnicity¹ and Institution 2021-22

	American Indian or Alaska Native	Asian	Black	Hispanic	Native Hawaiian or other Pacific Islander	Two or More Races	White	Historically Minoritized SSOG	Historically Minoritized Institution [†]
NSU	0.3%	9.3%	10.4%	52.3%	0.5%	6.9%	20.3%	79.7%	77.2%
CSN	0.4%	10.3%	15.9%	42.0%	1.0%	8.4%	22.1%	77.9%	71.2%
GBC	9.9%	0.8%	0.0%	27.3%	1.7%	0.8%	59.5%	40.5%	41.0%
TMCC	1.3%	8.3%	1.3%	44.3%	0.0%	6.3%	38.3%	61.7%	49.3%
WNC	4.0%	1.3%	1.3%	41.6%	0.0%	5.4%	46.3%	53.7%	38.3%

NOTE: Percentages exclude unknown race/ethnicity categories. Historically minoritized categories include all ethnicities included in the table except White, Non-Hispanic. Percentages may not total 100 due to rounding.

[†]IPEDS, Fall 2021.

APPENDIX A

Table 20 – NSHE Total Aid Disbursed by Type (Need/Non-Need)

	2017-18	2018-19	2019-20	2020-21	2021-22	1-Year % Change	5-Year % Change
Grants NB	\$175,996,305	\$177,105,474	\$182,300,382	\$176,849,614	\$186,856,965	5.7%	6.2%
Grants NN	\$6,371,581	\$6,441,142	\$6,167,606	\$7,548,512	\$9,807,078	29.9%	53.9%
Grants Total	\$182,367,886	\$183,546,617	\$188,467,987	\$184,398,126	\$196,664,042	6.7%	7.8%
Grants % NB	96.5%	96.5%	96.7%	95.9%	95.0%		
Grants-in-Aid NB	\$94,880	\$85,644	\$90,086	\$68,652	\$83,613	21.8%	-11.9%
Grants-in-Aid NN	\$18,292,758	\$19,200,275	\$20,477,622	\$21,223,012	\$22,017,445	3.7%	20.4%
Grants-in-Aid Total	\$18,387,637	\$19,285,918	\$20,567,708	\$21,291,664	\$22,101,058	3.8%	20.2%
Grants-in-Aid % NB	0.5%	0.4%	0.4%	0.3%	0.4%		
Scholarships NB	\$9,240,180	\$10,207,851	\$10,152,054	\$17,831,668	\$14,026,663	-21.3%	51.8%
Scholarships NN	\$73,279,827	\$84,302,462	\$92,590,400	\$101,255,625	\$96,067,600	-5.1%	31.1%
Scholarships Total	\$82,520,007	\$94,510,314	\$102,742,454	\$119,087,293	\$110,094,263	-7.6%	33.4%
Scholarships % NB	11.2%	10.8%	9.9%	15.0%	12.7%		
Loans NB	\$70,912,800	\$68,201,018	\$63,649,724	\$55,082,024	\$53,905,378	-2.1%	-24.0%
Loans NN	\$201,984,597	\$206,163,599	\$210,904,839	\$208,701,518	\$200,995,082	-3.7%	-0.5%
Loans Total	\$272,897,397	\$274,364,617	\$274,554,563	\$263,783,542	\$254,900,460	-3.4%	-6.6%
Loans % NB	26.0%	24.9%	23.2%	20.9%	21.1%		
Employment NB	\$3,254,698	\$3,886,088	\$3,620,777	\$2,311,807	\$2,587,954	11.9%	-20.5%
Employment NN	\$63,123,069	\$62,748,650	\$62,037,092	\$59,386,670	\$70,133,011	18.1%	11.1%
Employment Total	\$66,377,767	\$66,634,738	\$65,657,869	\$61,698,477	\$72,720,964	17.9%	9.6%
Employment % NB	4.9%	5.8%	5.5%	3.7%	3.6%		
Total Need-Based*	\$259.5	\$259.5	\$259.8	\$252.1	\$257.5	2.1%	-0.8%
NB %	41.7%	40.6%	39.8%	38.8%	39.2%		
Total Non-Need*	\$363.1	\$378.9	\$392.2	\$398.1	\$399.0	0.2%	9.9%
NN %	58.3%	59.4%	60.2%	61.2%	60.8%		
Grand Total*	\$622.6	\$638.3	\$652.0	\$650.3	\$656.5	1.0%	5.5%

* dollars in millions

Key

NB = Need-based

NN =Non-need-based

APPENDIX B

Table 21 – NSHE Total Loan Disbursements from All Sources

	2019-20 Dollars	2019-20 Students	2020-21 Dollars	2020-21 Students	2021-22 Dollars	2021-22 Students	1-Year % Change Dollars	1-Year % Change Students
UNLV	\$150,450,320	11,269	\$154,288,261	10,219	\$151,183,069	10,065	-2.0%	-1.5%
UNR	\$88,667,038	7,495	\$81,097,816	6,774	\$77,418,064	6,422	-4.5%	-5.2%
NSU	\$11,274,694	1,505	\$9,972,738	1,383	\$9,262,244	1,233	-7.1%	-10.8%
CSN	\$17,387,507	4,430	\$13,308,558	3,517	\$12,438,714	3,614	-6.5%	2.8%
GBC	\$2,015,250	294	\$1,655,433	246	\$1,481,630	198	-10.5%	-19.5%
TMCC	\$3,384,514	545	\$2,654,777	434	\$2,396,036	385	-9.7%	-11.3%
WNC	\$1,020,489	159	\$805,959	126	\$720,703	102	-10.6%	-19.0%
Total	\$274,199,812	25,697	\$263,783,542	22,699	\$254,900,460	22,019	-3.4%	-3.0%

APPENDIX C

In March 2021 , the Higher Education Emergency Relief Fund III (HEERF III), was authorized by the American Rescue Plan of 2021. The student emergency grant funding of HEERF III funds was used by institutions to provide students with emergency financial aid grants to help cover expenses related to the COVID 19 pandemic. Awards were disbursed directly to students.

Table 22 - Higher Education Emergency Relief Fund III Total Disbursements

	Students	Dollars
UNLV	22,268	\$34,248,932
UNR	12,118	\$19,888,022
NSU	2,744	\$4,913,133
CSN	32,195	\$30,588,877
GBC	3,432	\$1,255,954
TMCC	6,342	\$6,886,020
WNC	1,330	\$2,533,432
Total	74,087	\$100,314,370