



2012-13

Financial Aid Report

Prepared by the Office of
Academic & Student Affairs

- September 2014 -



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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 at an excellent level of quality consistent with the State's resources. 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. Yet, Nevada is last in the nation in terms of college affordability with respect to median family income for students attending two year institutions. 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.

A strong financial aid system is an essential component for assuring access to education and ensuring student persistence and graduation. In order to monitor and measure progress in available financial aid programs, NSHE System Administration produces an annual financial aid report. The information provided in this report is critical for monitoring the impact of financial aid on the strategic goals of the Board of Regents, particularly those related to student access and success.

Executive Summary

In 2012-13 total aid disbursed to NSHE students reached its highest level ever at \$540.7 million. This represents a 44.2 percent increase from 2008-09 levels and a two percent increase from 2011-12. NSC, at 202.1 percent, realized the greatest five-year increase in total aid disbursed, while UNR experienced the greatest one-year increase, at 9.4 percent. Just as in past years, in 2012-13 loans comprised the largest proportion (48.6 percent) of aid disbursed at NSHE institutions, while grants saw the greatest five-year increase (139.1 percent). Breaking down the increase in grants between 2011-12 and 2012-13, primary factors include the influx of a large cohort of GEAR UP students receiving a state-wide grant, accounting for nearly \$2 million, as well as a \$4.6 million increase (32.2 percent) in grants from fee-generated dollars within the Regents Higher Education Opportunity Award (RHEOA) program —also known as Student Access Aid. Unfortunately, RHEOA funds from the state-supported budget decreased in 2012-13 by \$1.8 million, resulting in a net increase of \$2.8 million total in the RHEOA program. In addition, most other disbursements in the grant category declined between 2011-12 and 2012-13, including the Pell Grant, which saw a small decrease in the number of recipients (297, 0.8 percent) but a more considerable decrease in dollars (\$3.4 million, 2.9 percent). Consequently, after four consecutive annual increases, 2012-13 saw a decrease in the percentage of need-based aid from all sources, from 48.8 percent in 2011-12 to 43.3 percent in 2012-13.

Of growing importance to NSHE students, the RHEOA program, for the third consecutive year, comprised a greater percentage of Nevada state financial assistance to students than the merit-based Millennium scholarship program, 49.3 percent versus 29.5 percent. In April 2010 the Board of Regents approved a policy mandating a goal for increased allocations to student financial assistance (*Handbook*, Title 4, Chapter 17, Section 1.4). This policy establishes target amounts to be achieved by 2022-23, requiring the distribution of at least 10 percent of the total registration fee to 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), net the amounts distributed to other fee categories. Of these funds, at least 80 percent of undergraduate dollars must be awarded as need-based, and for graduate students the requirement is at least 50 percent (*Handbook*, Title 4, Chapter 18, Section 8).

As a result of this policy, as well as a commitment by institutions to increase need-based financial assistance to students, the last few award years have seen increases throughout the NSHE, particularly in the fee-generated portion of the RHEOA program. Even with these increases, however, when looking at financial assistance received by NSHE students in 2012-13, grants from federal sources constituted 76 percent of dollars, which was considerably higher than the national average, at 41 percent. So, while Nevada has come far in terms of increasing its grant assistance, it still has a way to go before it can claim to support higher education students as well as other states.

As mentioned previously, loans again made up the largest portion (48.6 percent) of financial aid to NSHE students in 2012-13. 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 their 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. In fact, there has been a great deal of media coverage of student loan debt and the impact it is having on our national economy. Loans are particularly burdensome for those students who do not graduate and therefore carry additional debt without a higher income. The good news for NSHE students is that total loan disbursements in 2012-13 saw a slight decrease (0.1 percent) from the prior year.

Given the economic difficulties—recession, high unemployment, and budget cuts—Nevada experienced over the last several years, it is no surprise that NSHE students continued to file the Free Application for Federal Student Aid (FAFSA) at high rates; in 2012-13, 61.7 percent of enrolled NSHE students filed a FAFSA. However, it is important to note that 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 have failed to complete their financial aid files. For many others, there simply are not enough funds to go around to all qualified applicants, let alone fully cover documented need. In 2012-13 the total unmet need System-wide was \$434.5 million. This figure represents the unfunded gap that students must manage to make up on their own to cover the Cost of Attendance (COA), after their family contribution and all aid sources are subtracted (excluding loans that were offered but not accepted).

Methodology

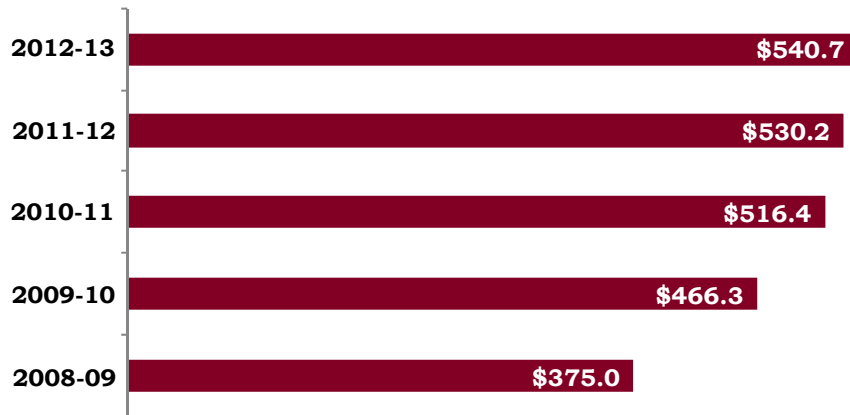
The *2012-13 Financial Aid Report* includes information on the amount of financial assistance provided to students attending institutions within the NSHE. The data in this report are provided by the financial aid directors at each NSHE institution. Each fall, institutions submit a detailed expenditure report for each financial aid program administered. In addition to that information, trend analyses are conducted on 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 students continued to increase during 2012-13 (Figure 1). The increase from 2011-12 was 2.0 percent, while the five-year increase was 44.2 percent. Compared with the last several financial aid reports, both the annual and five-year rates of increase have dropped off considerably.

Figure 1

NSHE Total Aid Disbursed
2008-09 to 2012-13 (in millions)



*Reporting requirements were changed beginning AY 2011-12 to exclude VA Benefits because it was reported as an estimated number in prior years. Prior year figures have been adjusted to exclude VA Benefits so will not match the figure reported in the NSHE Financial Aid Report in past years.

Only the four-year institutions experienced an increase in total aid disbursed between 2011-12 and 2012-13. UNR experienced the greatest one-year increase and NSC the greatest five-year increase, 9.4 percent and 202.1% respectively (Table 1). The decreases at each of the community colleges can be explained by a reduction in Pell Grant, federal loans, or both. In an effort to combat loan default, campuses have been putting proactive procedures in place to encourage educated, conservative borrowing by students.

Table 1

NSHE Total Aid Disbursed
2008-09 to 2012-13 (in millions)

	2008-09	2009-10	2010-11	2011-12	2012-13	1-Year Change	5-Year Change
UNLV	\$175.6	\$218.5	\$237.1	\$231.0	\$237.3	2.7%	35.1%
UNR	\$111.3	\$118.4	\$131.1	\$143.3	\$156.7	9.4%	40.8%
NSC	\$6.5	\$9.6	\$14.5	\$18.1	\$19.6	8.4%	202.1%
CSN	\$52.3	\$72.8	\$76.1	\$78.8	\$74.9	-5.0%	43.1%
GBC	\$4.2	\$6.0	\$6.5	\$7.6	\$6.8	-11.0%	61.3%
TMCC	\$18.4	\$29.6	\$36.8	\$35.2	\$30.0	-14.7%	63.3%
WNC	\$6.6	\$11.4	\$14.4	\$16.2	\$15.5	-4.6%	133.2%
Total	\$375.0	\$466.3	\$516.4	\$530.2	\$540.7	2.0%	44.2%

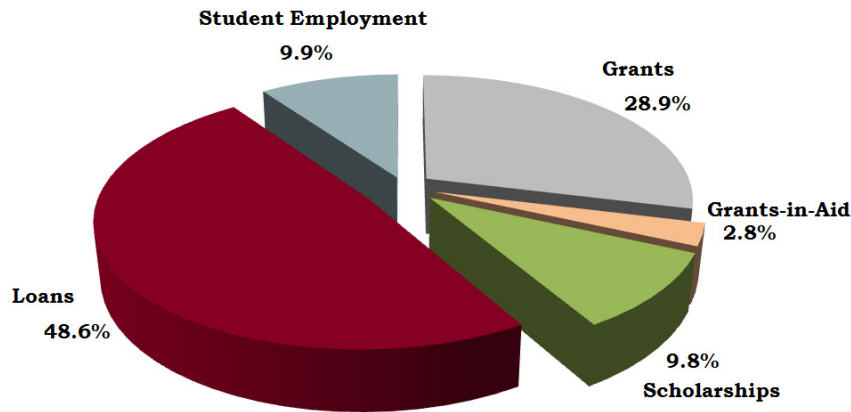
Note: Percent calculations are based on actual and not rounded figures, and therefore may differ if using the rounded figure only.

NSHE Financial Aid by Category

In 2012-13 the distribution of total aid by category (Figure 2) presented a picture similar to the prior year. In comparison, for 2011-12 loans comprised 49.6 percent of total; student employment 9.2 percent; grants 28.9 percent; grants-in-aid 2.5 percent; and scholarships 9.7 percent.

Figure 2

NSHE Total Financial Aid Disbursed by Category
2012-13 (percent distribution)



In 2012-13 the greatest increase from five years prior was in the grants category at 139.1 percent (Table 2). All categories showed an increase over the prior year, with the exception of loans, which saw a slight decrease.

Table 2

NSHE Total Financial Aid Disbursed by Category
2008-09 to 2012-13 (in millions)

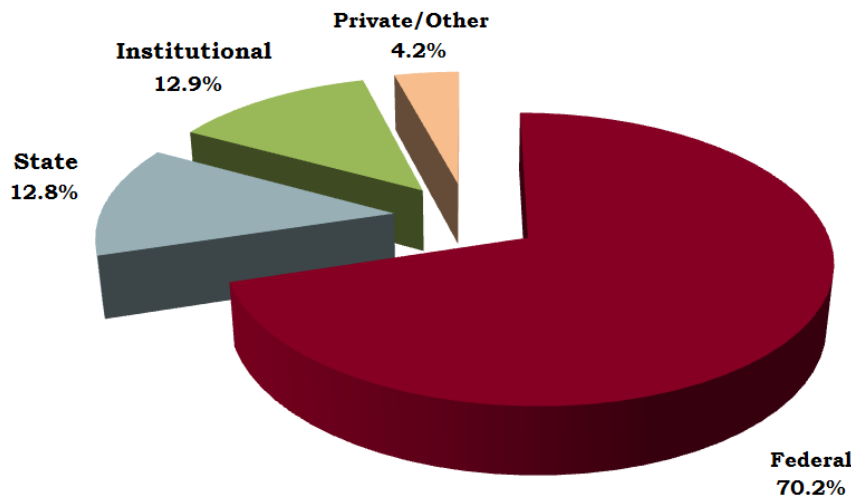
	2008-09	2009-10	2010-11	2011-12	2012-13	1-Year % Change	5-Year % Change
Grants	\$65.3	\$113.6	\$146.8	\$153.4	\$156.1	1.8%	139.1%
Grants-in-Aid	\$12.7	\$14.0	\$13.5	\$13.4	\$15.4	14.4%	21.2%
Scholarships	\$59.6	\$59.4	\$56.0	\$51.6	\$52.9	2.5%	-11.2%
Loans	\$188.0	\$229.6	\$250.6	\$263.1	\$262.9	-0.1%	39.8%
Student Employment	\$49.4	\$49.7	\$49.5	\$48.7	\$53.4	9.8%	8.1%
Total	\$375.0	\$466.3	\$516.4	\$530.2	\$540.7	2.0%	44.2%

NSHE Financial Aid by Source

While the distribution of total aid by source in 2012-13 (Figure 3) also closely resembled the distribution in 2011-12, there was a noticeable decrease in the percent of federal aid and a corresponding increase in institutional aid. In 2011-12 federal sources comprised 72.8 percent of all aid; state, 12.2 percent; institutional, 11.1 percent; and private/other, 3.8 percent.

Figure 3

NSHE Total Financial Aid Disbursed by Source
2012-13 (percent distribution)



When considering NSHE total aid disbursed by source in 2012-13, the greatest five-year percentage increase came from federal sources, while the greatest one-year percentage increase came from institutional sources (Table 3). These same patterns were seen in the *2011-12 Financial Aid Report*.

Table 3

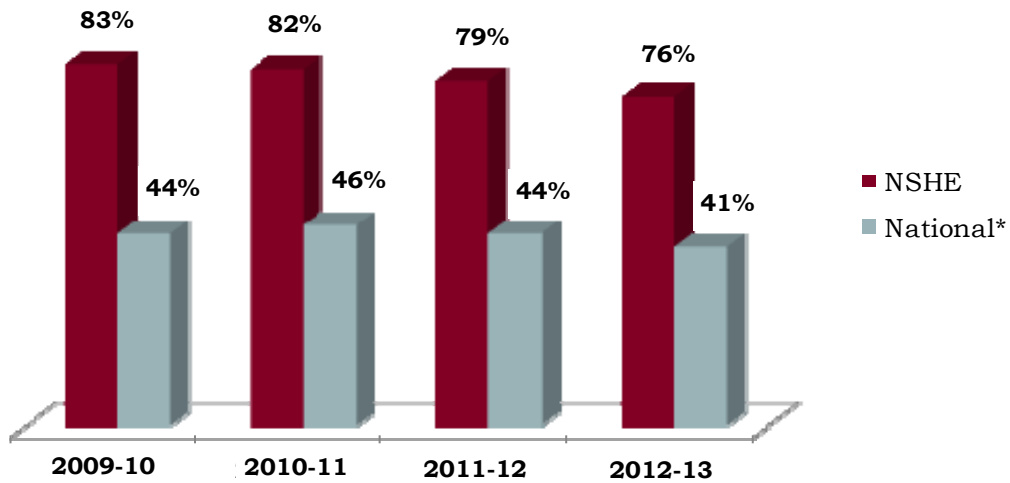
NSHE Total Financial Aid Disbursed by Source
2008-09 to 2012-13 (in millions)

	2008-09	2009-10	2010-11	2011-12	2012-13	1-Year % Change	5-Year % Change
Federal	235.8	328.3	373.8	386.1	379.6	-1.7%	61.0%
State	65.5	64.3	65.2	64.8	69.0	6.5%	5.3%
Institutional	47.9	51.6	54.6	59.1	69.6	17.9%	45.3%
Private/ Other	25.7	22.1	22.9	20.2	22.5	11.3%	-12.7%
Total	\$375.0	\$466.3	\$516.4	\$530.2	\$540.7	2.0%	44.2%

Despite the decrease in federal aid to NSHE students and the efforts by the NSHE to direct student fee revenue to financial assistance, a majority of grant aid continued to come from federal sources (Figure 4). The reliance of NSHE students on federal grant aid is the result of the absence of a state-funded need-based financial aid program. Because such a program does not exist in Nevada, our students are much more susceptible to changes in the Pell Grant and other federal programs.

Figure 4

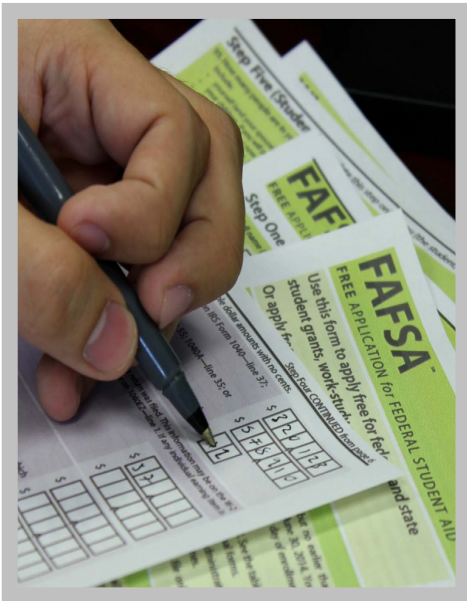
Percent Grant Aid from Federal Sources 2009-10 to 2012-13



* College Board, *Trends in Student Aid, 2010, 2011, and 2013*



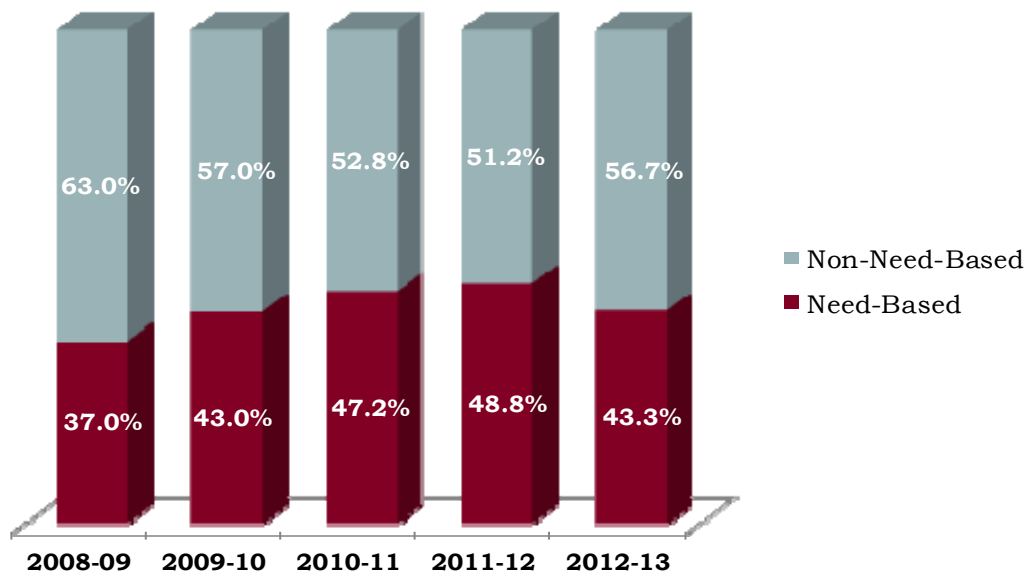
NSHE Financial Aid by Type



After four annual increases in the percentage of need-based aid versus non need-based aid disbursed to NSHE students, 2012-13 saw a decrease (Figure 5). Need-based loans, scholarships and grants-in-aid all saw a decrease, although need-based grants and student employment each saw small increases over the prior year. The five-year picture was different, with an increase in each need-based category except for grants-in-aid (for detailed data, see Appendix A). As mentioned earlier in this report, part of the overall decrease can be attributed to a corresponding decrease in the Pell Grant program, which saw \$3.4 million less disbursed to NSHE students as compared to the prior year (see next page).

Figure 5

NSHE Total Financial Aid Disbursed by Type
2008-09 to 2012-13 (Percent Distribution)



NSHE Pell Grants

By far the largest federal student grant program, Pell Grant disbursements in 2012-13 accounted for nearly \$32.3 billion dollars in aid to students nationwide (down from \$34.5 in 2011-12). Even when considered in terms of 2012 dollars, nationally total Pell Grant expenditures increased from \$14.8 billion in 2002-03 to \$37.5 billion in 2010-11, but declined to an estimated \$32.3 billion by 2012-13 (College Board, *Trends in Student Aid 2013*).



NSHE students saw a similar decrease in Pell Grant disbursement between 2011-12 and 2012-13. In real dollars, the decrease amounted to nearly \$3.5 million (2.9 percent). There was a more modest decrease in the number of NSHE Pell Grant recipients, 297 students or 0.8 percent. These disproportionate decreases between dollars and number of students are most likely attributable to the tightening of Pell Grant eligibility that began in the 2011-12 award year (for details, see the *2010-11 Financial Aid Report*). This is different from the trend over the longer term: NSHE Pell Grant disbursements over five years, between 2008-09 and 2012-13, increased by 156.6 percent and recipients increased by 126.6 percent. In general terms, the five-year trend can be explained by the Nevada economy paired with a few years of expansion of Pell Grant eligibility.

Figure 6

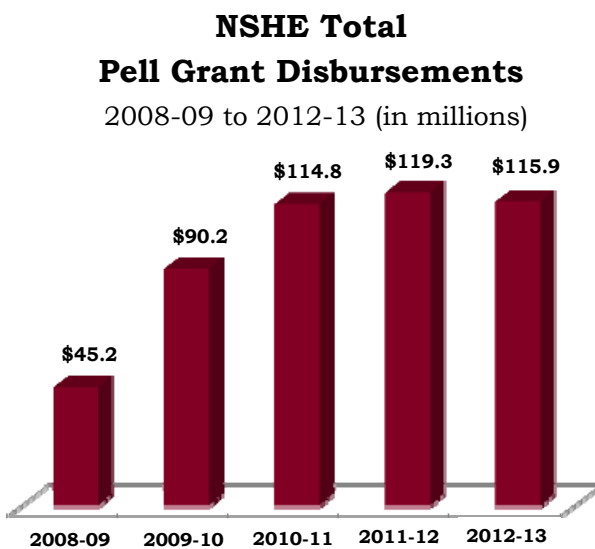
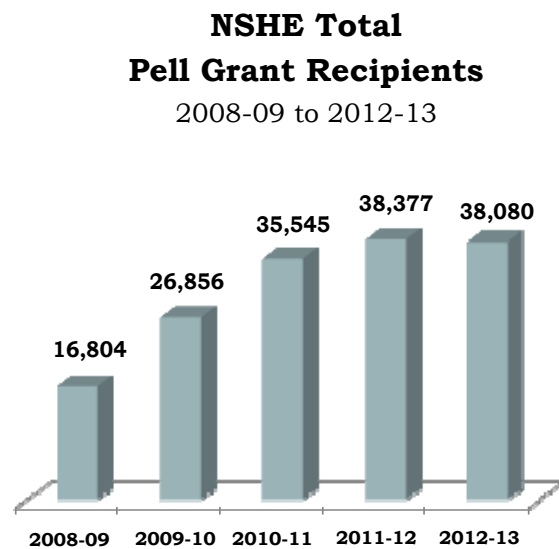


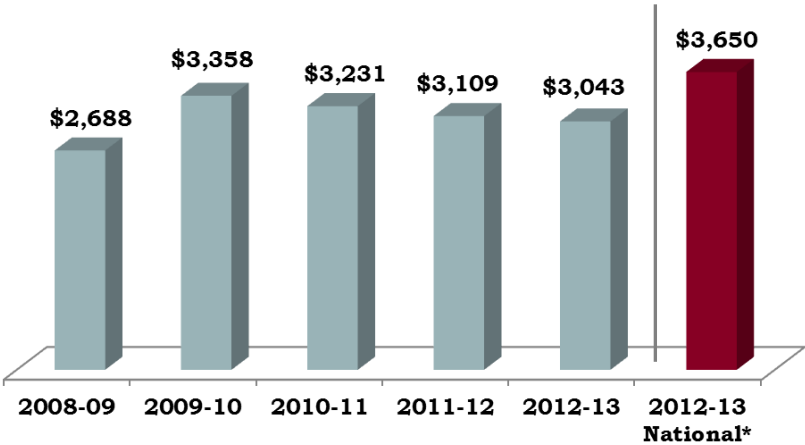
Figure 7



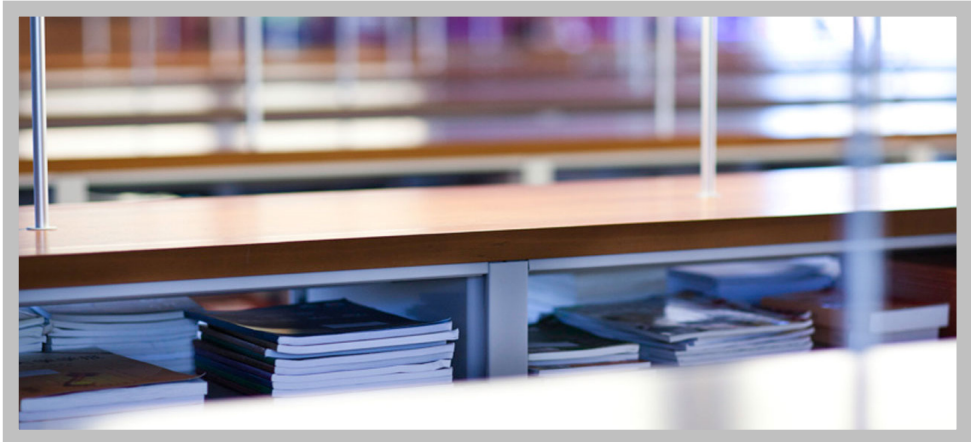
Often the Pell Grant is discussed in terms of the maximum award, although the average student award is lower both among NSHE students and nationally (Figure 8). In 2012-13, the maximum Pell Grant remained flat for a fourth year at \$5,550 annually. In order to be eligible for the maximum award, students must attend full-time (12 credits per semester) and must have a zero Estimated 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 it can 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. It is also important to understand that even students with a zero EFC have no Pell dollars available to them in the summer if they receive a full-time award in both fall and spring. Students who have more than a zero EFC may still qualify for Pell, but at a reduced rate, even if they attend full-time.

Figure 8

NSHE Average Annual Pell Grant Disbursements
2008-09 to 2012-13 (by student)



*College Board, *Trends in Student Aid 2013*. Maximum award for a full-time student in 2012-13 was \$5,550

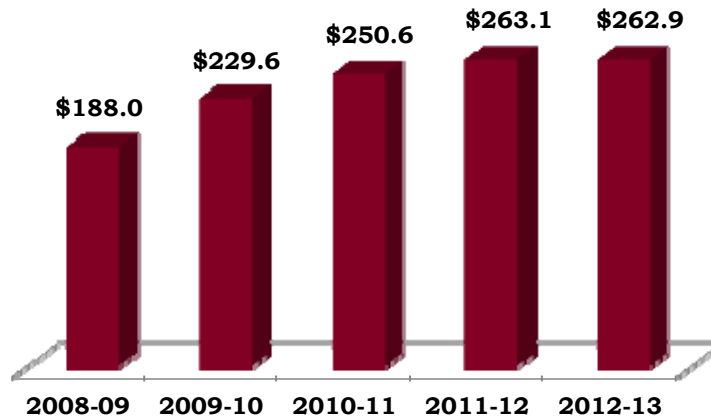


NSHE Student Loans

For NSHE students, 2012-13 total loan disbursements from all sources remained flat compared to the prior year, while nationally the same figure decreased by six percent (College Board, *Trends in Student Aid 2013*). For NSHE, this was the first year in at least 15 years when there was no increase in loans System-wide.

Figure 9

NSHE Total Loan Disbursements - All Sources
2008-09 to 2012-13 (in millions)



Five of the seven NSHE institutions make available to students long- and/or short-term loans that are institutionally-funded. In accordance with Board of Regents policy (*Handbook*, Title 4, Chapter 10, Section 23), institutions must report annually on such loans. Table 4, below, meets that mandate and provides information regarding NSHE loan disbursements in 2012-13.

Table 4

NSHE Total Long and Short Term Institutional Loans
2012-13

	Total Outstanding June 30, 2012	Total Outstanding June 30, 2013	Total Awarded	Total Repayments	Total Written Off*	% Written Off
UNLV	\$3,649,053	\$3,835,286	\$593,193	\$362,265	\$44,695	1.2%
UNR	\$7,779,298	\$8,133,288	\$1,536,138	\$1,120,792	\$61,356	0.8%
GBC	\$4,751	\$4,851	\$800	\$700	\$0	0.0%
TMCC	\$251,064	\$226,765	\$29,000	\$30,167	\$23,132	10.2%
WNC	\$48	\$37	\$2,192	\$2,203	\$0	0.0%
Total	\$11,684,214	\$12,200,227	\$2,161,323	\$1,516,127	\$129,183	1.1%

*Write-off category includes Perkins Loans forgiven under federal regulations.

Nevada Student Financial Assistance Programs

There are four System-wide programs that provide financial assistance to NSHE students: Regents Higher Education Opportunity Award (RHEOA), Nevada Grants-in-Aid (GIA), Regents Service Program (RSP), and the Governor Guinn Millennium Scholarship (GGMS). RHEOA, commonly referred to as Student Access Aid, has been the largest of the Nevada programs since 2010-11 (Table 5).

Table 5

Nevada Program Disbursements 2012-13 (dollars in millions)

	Students	% Total	Dollars	% Total
Regents' Higher Education Opportunity Award*	24,110	51.3%	\$38.6	49.3%
Nevada Grants-in-Aid	4,164	8.9%	\$15.4	19.6%
Regents' Service Program	449	1.0%	\$1.2	1.6%
Millennium Scholarship	18,233	38.8%	\$23.1	29.5%
Total	46,956	100%	\$78.2	100%

*Of total RHEOA awards, 75.4% of dollars are fee-generated, an increase from 68.5% in 2011-12.



NSHE Regents Higher Education Opportunity Award

As in prior years, the majority of Regents Higher Education Opportunity Award (RHEOA) disbursements made to students in 2012-13 were in the form of grants, although some campuses award RHEOA-funded scholarships and work study (Table 6). According to Board policy, at least 80 percent of RHEOA disbursements to undergraduates must be need-based, and at least 50 percent of RHEOA disbursements to graduate students must be need-based. See Appendix B for details on how each NSHE institution awards RHEOA funds.

Table 6

NSHE Regents Higher Education Opportunity Award Disbursements 2012-13

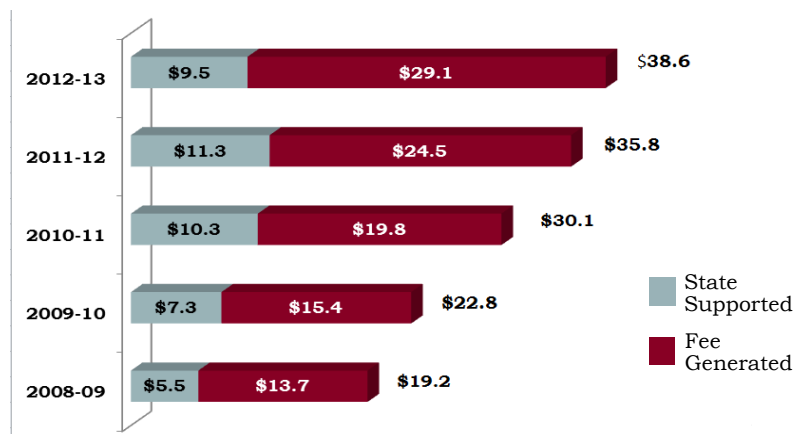
	UNLV	UNR	NSC	CSN	GBC	TMCC	WNC	NSHE
Grants	\$16,812,262	\$10,360,786	\$1,087,451	\$2,968,878	\$310,552	\$642,214	\$495,604	\$32,677,747
Scholarships	\$1,317,465	\$1,936,147	\$75,003	\$233,368	\$29,600	\$0	\$0	\$3,591,583
Work Study	\$564,711	\$266,753	\$834,006	\$2,285	\$14,982	\$414,486	\$185,703	\$2,282,926
Total	\$18,694,438	\$12,563,686	\$1,996,459	\$3,204,531	\$355,133	\$1,056,700	\$681,307	\$38,552,256

Note: of total RHEOA awards, 75.4% of dollars are fee-generated, an increase from 68.5% in 2011-12.

Regents Higher Education Opportunity Award (RHEOA) disbursements increased by 100.7 percent over the last five-year period to \$38.6 million in 2012-13 (Figure 10). The increase over the prior year was 7.8 percent. RHEOA dollars come from two sources: state support and a percentage of registration fees, with the majority coming from registration fees. After remaining steady for the last three years, the proportion of fee-generated aid to state-supported aid in the RHEOA program shifted, with 75.4% coming from registration fees and only 24.6 percent coming from the state supported budget. For the prior three years the percentage of RHEOA funds coming from registration fees were 68.5 (2011-12), 65.8 (2010-11), and 67.7 (2009-10). While the increase in RHEOA dollars is a positive development, unfortunately the percentage distribution between the two funding sources indicates that students carried more of the burden in 2012-13 than ever before.

Figure 10

NSHE Regents Higher Education Opportunity Award Disbursements 2012-13



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 7 indicates the number of students that participated in the RSP and total dollars disbursed.

Table 7

NSHE Regents' Service Program Disbursements 2012-13

	Students	Disbursements
UNLV	97	\$373,575
UNR	108	\$185,220
NSC	0	\$0
CSN	188	\$490,298
GBC	15	\$29,404
TMCC	32	\$119,467
WNC	9	\$47,298
Total	449	\$1,245,262



Governor Guinn Millennium Scholarship

The Governor Guinn Millennium Scholarship program has been adjusted in recent years through increasingly rigorous initial and continuing eligibility requirements 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, have resulted over time in a reduced percentage of students who activate their scholarships and are able to maintain eligibility. 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 2012 will continue to increase until May 2018.

Table 8 **Governor Guinn Millennium Scholarship Data**
Selected Years, 2002-2012

	2000	2006	Class of 2008	2010	2012
High School GPA Requirement	3.0	3.1	3.25	3.25*	3.25*
NV Public High School Graduates	12,953	16,367	18,715	20,901	21,833
MS Eligible Graduates	7,359	8,745	8,790	9,121	9,750
% Eligible	56.8%	53.4%	47.0%	43.6%	44.7%
Activated Scholarships**	5,657	6,244	6,094	5,893	5,600
% Eligible who Activated	76.9%	71.4%	69.3%	64.6%	57.4%

*GPA Requirements plus completion of the Millennium Core Curriculum.

**Students may activate their scholarship at any time within the 6-year eligibility window.

Source: NV State Treasurer's Office as of 2/7/2013; Nevada Department of Education (Nevada public high school graduates include standard and advanced diplomas)

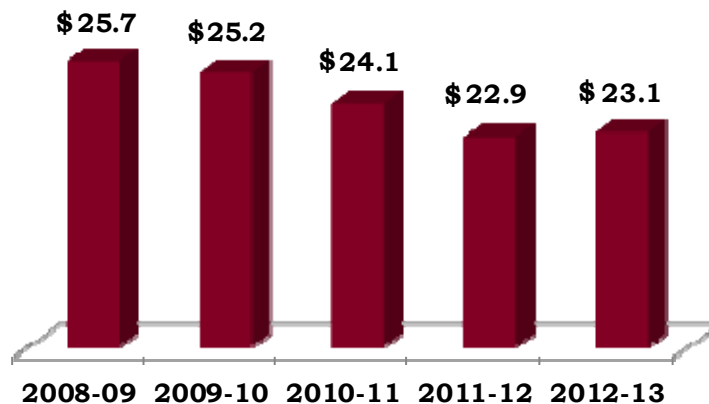
After remaining relatively static for four years, total Millennium disbursements dropped 4.7 percent from 2009-10 to 2010-11 and another 4.7 percent between 2010-11 and 2011-12. Between 2011-12 and 2012-13 disbursements increased slightly (.8 percent).

Figure 11

NSHE Governor Guinn Millennium Scholarship

Total NSHE Disbursements (in millions)

2008-09 to 2012-13



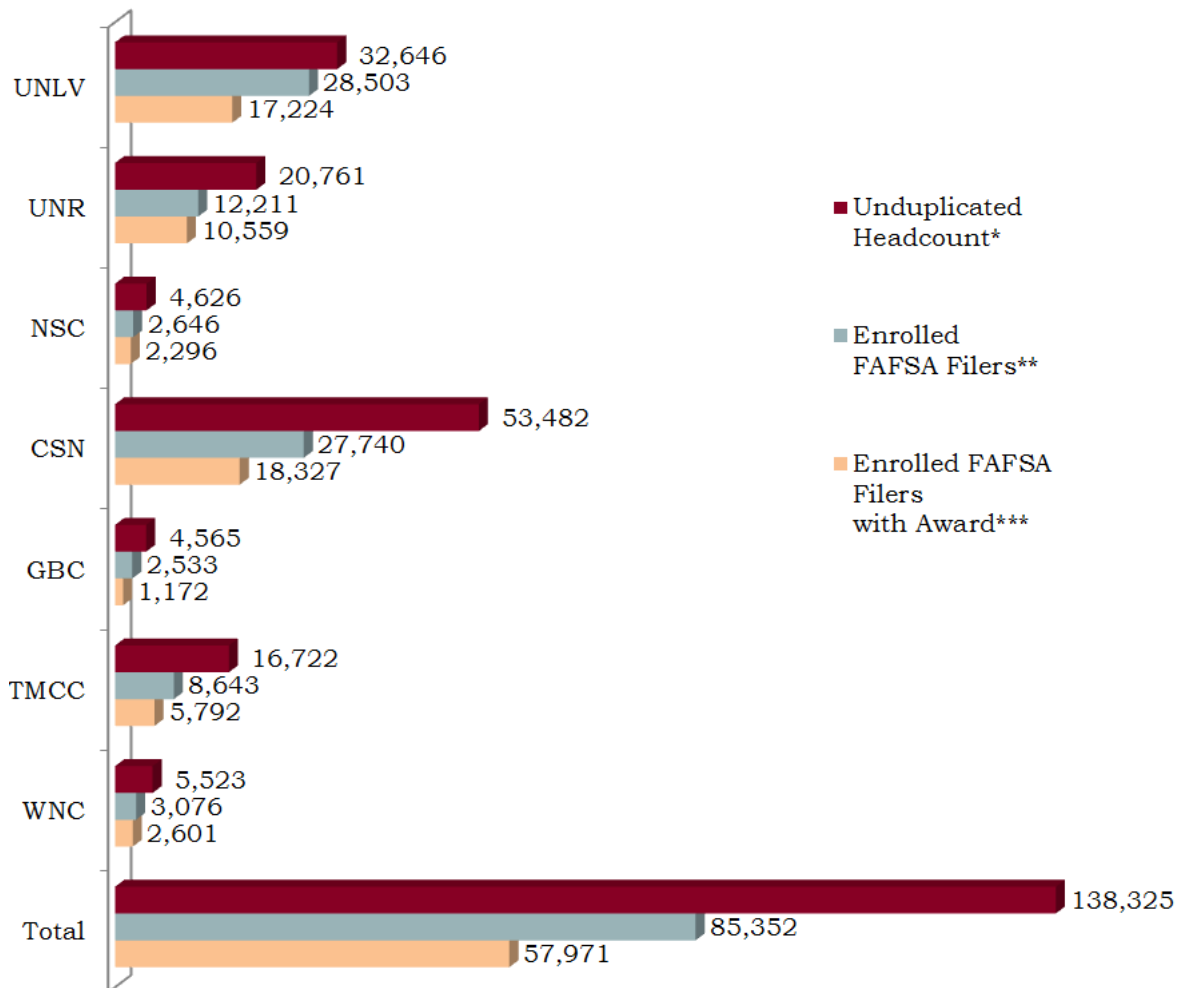
NSHE Financial Aid Applicants & Recipients

Prior to 2011-12, the total reported here for the number of students submitting a FAFSA included both students who enrolled and those who did not enroll during the award year. A student may list up to 10 institutions that will receive their data when they submit the FAFSA, resulting in applicant status at multiple institutions. Since total applicants are viewed here in relationship to enrolled students receiving aid, the methodology was adjusted to include figures for the total number of enrolled applicants rather than total number of applicants (Figure 12).

Figure 12

NSHE Enrolled Students, FAFSA Filers and Awards

2012-13



*Annual unduplicated headcount figures are as reported by each institution to IPEDS and do not correspond to the official headcount figures reported that are for a single semester and are unduplicated across the System.

**FAFSA filers who were enrolled at least one term. A single student may be counted by more than one institution.

***FAFSA Filers who were enrolled at least one term and received at least one award. Not all financial aid requires the FAFSA.

Examining Student Need

In attempting to understand the need of NSHE students, one method is to examine unmet need System-wide. However, before looking at the numbers, it is important to understand how unmet need is determined. Unmet need is calculated on a per student basis for FAFSA filers by beginning with institutional Cost of Attendance (COA) and subtracting Expected Family Contribution (EFC) and all financial assistance received (excluding loans that were offered but not accepted). COA is institutionally defined according to specific Federal Student Aid guidelines and generally includes allowances (or actual expenses) for tuition and fees, books and supplies, room and board, transportation and personal expenses. Institutional unmet need is the total of remaining need for all students who are awarded aid and enroll at least one term (Table 9).

Table 9

Unmet Need for Enrolled NSHE FAFSA Filers 2012-13

	Average Student Unmet Need	Total Unmet Need (in millions)
UNLV	\$7,924	\$120.7
UNR	\$7,039	\$63.0
NSC	\$6,542	\$13.5
CSN	\$10,363	\$175.2
GBC	\$5,231	\$5.5
TMCC	\$7,564	\$40.3
WNC	\$6,642	\$16.4
NSHE	—	\$434.5



NSHE Financial Aid Recipient Race & Ethnicity

Table 10 provides the percent distribution of financial aid recipients in the various racial/ethnic categories, by institution. In 2012-13, as in the prior year, CSN awarded the highest percentage of Black and Hispanic students, while UNLV awarded the highest percentage of Asian students, and GBC awarded the highest percentage of American Indian or Alaska Native students.

Table 10

NSHE Financial Aid Recipients by Race/Ethnicity* and Institution
2012-13 (Percent Distribution)

	UNLV	UNR	NSC	CSN	GBC	TMCC	WNC
American Indian or Alaska Native	0.4%	1.0%	0.7%	0.8%	6.9%	1.7%	4.1%
Asian	13.1%	7.6%	9.0%	7.8%	0.5%	4.5%	1.6%
Black, non-Hispanic	9.8%	4.7%	16.1%	18.2%	3.8%	4.7%	1.6%
Hispanic	21.9%	15.5%	20.6%	26.9%	13.7%	22.4%	15.6%
Native Hawaiian or Other Pacific Islander	1.8%	0.5%	1.5%	1.9%	0.6%	0.4%	0.5%
Two or More Races	6.4%	5.8%	5.9%	7.9%	4.0%	3.8%	3.2%
White, non-Hispanic	46.6%	64.9%	46.1%	36.4%	70.6%	62.5%	73.3%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

*Excludes Non-Resident Alien and Unknown/Nonreported

Table 11 provides data on the percent distribution of financial aid disbursements in 2012-13 to students in the various racial/ethnic categories, by institution. This distribution is similar to those above for percentage of recipients.

Table 11

NSHE Financial Aid Disbursements by Race/Ethnicity* and Institution
2012-13 (Percent Distribution)

	UNLV	UNR	NSC	CSN	GBC	TMCC	WNC
American Indian or Alaska Native	0.5%	1.0%	0.8%	0.8%	7.6%	3.0%	4.0%
Asian	13.3%	8.1%	9.0%	7.0%	0.3%	6.8%	1.3%
Black, non-Hispanic	7.6%	4.8%	17.1%	20.7%	5.2%	8.0%	1.7%
Hispanic	20.2%	14.2%	18.2%	24.9%	13.6%	30.1%	13.7%
Native Hawaiian or Other Pacific Islander	1.8%	0.4%	1.4%	1.8%	0.5%	0.7%	0.6%
Two or More Races	6.3%	5.6%	6.4%	8.4%	3.7%	4.5%	3.3%
White, non-Hispanic	50.2%	65.7%	47.1%	36.4%	69.0%	46.9%	75.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

*Excludes Non-Resident Alien and Unknown/Nonreported

NSHE Financial Aid Initiatives:

Why should the State of Nevada invest in Need-Based Financial Aid?

Nevada is last in the nation in terms of college affordability with respect to median family income for students attending two year institutions. The total unmet need for all Nevada System of Higher Education (NSHE) institutions in 2012-13 was \$434.5 million, based on Free Application for Federal Student Aid (FAFSA) filers who enrolled and completed their financial aid files. This unmet need figure represents the unfunded gap that students must make up on their own to cover the total Cost of Attendance (COA), after their family contribution and all aid sources are subtracted (excluding loans that were offered but not accepted). The reality is that many low income students cannot make up that unfunded gap and therefore choose not to pursue a degree or credential.

According to Complete College America, by the year 2020, 58 percent of jobs in Nevada will require a certificate or degree. As of 2011, only 28 percent of Nevada adults (ages 25 – 34) had an associate degree or higher. For a strong Nevada economy, the skills gap must be closed. This cannot be accomplished without Nevada finding a way to assist more low-income students in accessing and achieving success in higher education.

While the Governor Guinn Millennium Scholarship (GGMS) is a state-supported program that provides for a large number of Nevada students, it is a merit-based program, and therefore it is not designed to target Nevada students who need assistance in paying for college the most. Beyond GGMS recipients, there is a much larger population of college-ready students who need financial assistance in attending college, and they often choose to forego college because they do not think it is affordable.

What is an “affordable” education?

The concept of affordability is a subjective one. What is affordable to one person may not be to another. There are three factors that, when combined, determine affordability: ability to pay (income level), price tag (tuition and fees), and available financial aid. Institutional price based on tuition and fee levels alone does not dictate affordability, and finding a meaningful way to assess the impact of cost of living on decisions about attending college is difficult. One way is to look at the portion of income students and their families must spend to cover the cost of higher education for one year, including living expenses. Employing the concept of net price (tuition and room and board less federal, state need- and non-need based aid, and institutional aid), also makes it possible to take financial aid into consideration.

Percentage of Family Income Needed to Pay for College 2011-12*

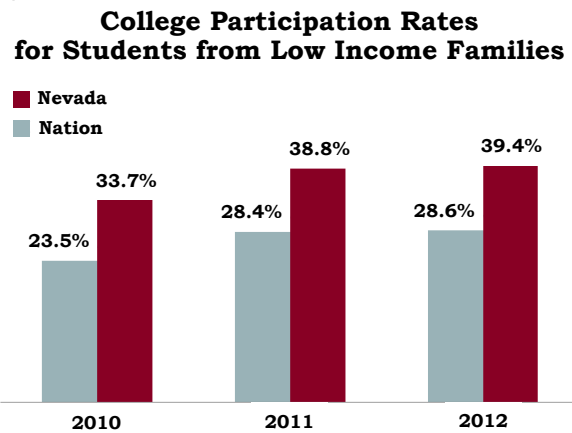
	Median Income	Lowest Income Quintile
Nevada Public 2-year	18.9%	62.4%
National Public 2-year	13.5%	49.9%
Nevada Public 4-year	21.2%	69.9%
National Public 4-year	18.6%	68.7%

Source: NCES, IPEDS, 2012

* Net cost for 1 year

Students from low-income families are a growing share of K-12 and higher education enrollments in Nevada. Students from the lowest income families have the lowest high school graduation rates, the lowest college continuation rates, and the lowest bachelor's degree attainment rates. Nevada's 2012 participation rate for students from low income families was 44th in the nation at 28.6 percent — well below the national average of 39.4 percent.

Figure 13



Of particular concern, Nevada ranks lowest among the states in 2-year college participation rates for students from low-income families at only 6.4 percent in 2012 (Postsecondary Education Opportunity, 2013). This statistic is not surprising when you consider that the percentage of family income required for such a student to attend one year at a community college (tuition and fees and room and board) in Nevada is 62.4 percent, and that's after financial aid has been deducted.

Legislative Proposals for 2015

In 2014, NSHE presented the following two proposals to bolster student success through financial aid to interim legislative committees. The first proposal for a state supported need-based grant program was presented to the Legislature's Committee to Conduct an Interim Study Concerning Community Colleges (Senate Bill 391, Chapter 494, *Statutes of Nevada 2013*). The second proposal to increase the maximum number of funded credits under the Millennium Scholarship was presented to the Legislative Committee on Education (*NRS 218E.605*). Both proposals are anticipated to moved forward as bill draft recommendations for the 2015 Legislative Session.

Proposal #1: State Supported Need-Based Grant Program

NSHE is proposing the creation of a state-supported need-based grant program for the community colleges and state college in order to encourage more low-income students to attend college and earn a degree. It is important to keep the program simple so that it is easy for families to understand and plan for college while at the same time maintaining the necessary flexibility for institutions to focus the aid on students whose chances of enrolling and succeeding are most likely to be improved when they receive state support. The proposed program includes incentives to motivate students to be academically prepared for college as well as the financial means to progress as rapidly as possible toward graduation. Following are the suggested criteria:

1. **Employ federal methodology to identify students with financial need.** When a student completes a FAFSA, an Expected Family Contribution (EFC) figure is calculated. The EFC represents the family's ability to pay for the cost of the student's education and is also used as an index to determine eligibility for federal student aid. NSHE will determine the EFC range to use each year, based on the target population and changes

to federal methodology. The initial target population will likely include students just outside the Pell Grant eligibility range, but who still have considerable financial need. This category of students is sometimes referred to as the working poor, and in terms of federal student aid, they are just outside the range of Pell Grant eligibility, or qualify for a very small Pell Grant. These are the students that often must work full-time in order to support themselves and must therefore attend college part-time. And we know from institutional data that students attending part-time are far less likely to succeed.

2. **Academically prepared for college-level coursework.** Eligible students must have graduated from high school with a standard diploma or equivalent and must demonstrate that they are prepared for the rigors of college-level coursework.
3. **Maximum Award.** Students will be awarded up to \$2,000 per semester (\$4,000 annually) and must enroll full-time to receive the maximum award.
4. **Allocation to Institutions.** Because it is expected that more students will qualify than can be covered with available funds, institutions will receive an allocation for the grant based on institution size, and students will be awarded first-come, first-serve until the allocation is depleted. Eligible students who apply for financial aid after funds are depleted will be kept on a waiting list in the event that awarded students choose not to attend or lose eligibility mid-year.
5. **Funding Level and Reporting Requirement.** While it is understood that state resources are limited, an allocation of five million dollars for the biennium is recommended to start the program. Over time, the System will report on the success of students who receive the award, including the percent who graduate or transfer to another NSHE institution.

Proposal #2: Millennium Scholarship - Revising the Credit Limitation

The Board of Regents and the Nevada System of Higher Education (NSHE) have embraced a strong completion agenda, including initiatives advocated by Complete College America, to significantly increase the number of students who not only complete their degrees or certificates, but complete them on-time: four years for a bachelor’s degree and two years for an associate’s degree. The “15 to Finish” publicity campaign encourages students to enroll full-time (15, not 12 credits) and graduate on time. The campaign stresses academics and completion through state and national data that show students who enroll in 15 or more credits graduate at significantly higher rates and have higher grade point averages. Importantly, NSHE and national data demonstrate that regardless of academic preparedness, work schedules, race, gender, or socioeconomic categories, students are more likely to graduate with a real full-time load. The following table highlights the higher graduation rates for NSHE students who take 15 credits:

Table 12

**Graduation Rates by First-Term Enrollment Load
by Institution Type**

	Credits		
	<12	12-14	15+
4-year institutions (Fall 2004 cohort)	21.0%	43.4%	58.1%
2-year institutions (Fall 2008 cohort)	2.6%	11.4%	22.6%

Note: Fall 2004 cohort, first-time, degree-seeking students who earned a bachelor’s degree within 200% time to a degree at a 4-year institution. Fall 2008 cohort of students who earned a certificate or associate’s degree at a community college within 200% time to degree.

Millennium students who enroll in fewer credits are also far less likely to graduate. The following table highlights graduation rates for Millennium students based on credit loads:

Table 13

Graduation Rates by First-Term Enrollment Load

	Credits			
	<6*	7-11	12-14	15+
Millennium Eligible (all institutions)	7.0%	10.5%	33.2%	50.6%

Note: Fall 2007 cohort, first-time, degree-seeking students who earned a bachelor's degree within 150% time.

*Although six credits is the minimum for community college students, disabled students may receive an exception.

The benefits of taking 15 credits per semester are not only intuitive but compelling: students who take 15 credits per semester (or 30 credits per year) are more likely to graduate, pay less in tuition and living expenses, accumulate less debt, and gain additional years of earnings. In addition, students taking 15 credits generally have higher persistence rates and GPAs than their counterparts taking fewer credits. For institutions, the benefits include not only higher graduation rates and demonstrated student success, but also freeing up limited classroom space for other students. For the State of Nevada, employers will benefit as graduates enter the workforce more quickly.

The Millennium Scholarship award is calculated at a per-credit rate for a maximum of 12 credits per semester. The unfortunate reality is that this 12-credit cap is working against student success because it encourages students to take less than the 15 credits per semester needed to graduate on time. The proposed legislation to increase the maximum per semester award to 15 credits will encourage timely degree completion and will support the State's completion agenda. In addition, Millennium students attending a community college may receive a Millennium award by enrolling in as few as six credits. Students who enroll part-time are far less likely to graduate with a degree or credential.

Thus, to support student success, NSHE recommends increasing the maximum funded credits from 12 to 15 credits and increasing the minimum credit load for community college students from 6 to 12 credits (phased in over 2 years), thereby aligning it with the minimum enrollment requirements at Nevada's 4-year institutions. Based on historical data, it is estimated that increasing the maximum funded credits from 12 to 15 credits and increasing the minimum credit load for community college students from 6 to 12 credits will cost between \$5 and \$6.5 million annually.

Appendix A

Total Aid Disbursed by Type (Need/Non-need)

	2008-09	2009-10	2010-11	2011-12	2012-13	1-Year % Change	5-Year % Change
Grants NB	\$63,346,109	\$111,708,024	\$139,392,188	\$148,255,691	\$149,495,126	0.8%	136.0%
Grants NN	\$1,960,181	\$1,881,884	\$7,376,701	\$5,154,999	\$6,621,694	28.5%	237.8%
Grants Total	\$65,306,289	\$113,589,908	\$146,768,888	\$153,410,690	\$156,116,820		
Grants % NB	97.00%	98.34%	94.97%	96.64%	95.76%		
Grants-in-Aid NB	\$1,217,084	\$673,237	\$180,107	\$158,407	\$78,534	-50.4%	-93.5%
Grants-in-Aid NN	\$11,457,333	\$13,281,737	\$13,290,453	\$13,263,626	\$15,280,646	15.2%	33.4%
Grants-in-Aid Total	\$12,674,417	\$13,954,974	\$13,470,560	\$13,422,033	\$15,359,180		
Grants-in-Aid % NB	9.60%	4.82%	1.34%	1.18%	0.51%		
Scholarships NB	\$660,247	\$401,675	\$1,325,637	\$1,513,776	\$702,808	-53.6%	6.4%
Scholarships NN	\$58,914,344	\$58,999,296	\$54,682,498	\$50,074,249	\$52,197,062	4.2%	-11.4%
Scholarships Total	\$59,574,591	\$59,400,971	\$56,008,135	\$51,588,024	\$52,899,871		
Scholarships % NB	1.11%	0.68%	2.37%	2.93%	1.33%		
Loans NB	\$69,321,722	\$83,860,214	\$98,229,785	\$104,334,693	\$79,336,375	-24.0%	14.4%
Loans NN	\$118,693,198	\$145,723,009	\$152,393,117	\$158,741,329	\$183,585,617	15.7%	54.7%
Loans Total	\$188,014,919	\$229,583,224	\$250,622,902	\$263,076,022	\$262,921,992		
Loans % NB	36.87%	36.53%	39.19%	39.66%	30.17%		
Employment NB	\$4,339,833	\$4,029,107	\$4,358,961	\$4,262,357	\$4,717,582	10.7%	8.7%
Employment NN	\$45,075,123	\$45,705,721	\$45,164,057	\$44,404,630	\$48,712,091	9.7%	8.1%
Employment Total	\$49,414,955	\$49,734,829	\$49,523,018	\$48,666,987	\$53,429,673		
Employment % NB	8.78%	8.10%	8.80%	8.76%	8.83%		
Total Need-Based*	\$138.9	\$200.7	\$243.5	\$258.5	\$234.3	-9.4%	68.7%
NB %	37.0%	43.0%	47.2%	48.8%	43.3%		
Total Non-Need*	\$236.1	\$265.6	\$272.9	\$271.6	\$306.4	12.8%	29.8%
NN %	63.0%	57.0%	52.8%	51.2%	56.7%		
Grand Total*	\$375.0	\$466.3	\$516.4	\$530.2	\$540.7	2.0%	44.2%

*dollars in millions

Key

NB = Need-based

NN = Non-need-based

Appendix B

Regents Higher Education Opportunity Award Methodologies

UNLV

UNLV awarded RHEOA proportionally to graduate and undergraduate students primarily by EFC level. Most of the funds were utilized as grant awards, followed by employment awards, and finally scholarships. RHEOA funds were used to meet scholarship matching requirements for the Latin Chamber of Commerce, Hispanic Employment Program, Indian Affairs and GEAR UP. Students received amounts that varied from \$200 to \$5,000 depending upon their level of need, matching requirement, or scholarship pledge.

UNR

State-Supported

Funds were initially split 80 percent need-based and 20 percent scholarships. The funds were allocated to undergraduate and graduate students based on the percentage breakdown from the prior fall semester. All need-based funds were awarded based on cost of attendance, EFC and remaining need. A portion of the state-supported funds were used to meet the Federal Supplemental Educational Opportunity Grant (FSEOG) matching requirement. FSEOG recipients were awarded from the highest need to the lowest need. For 2012-13, \$3000 was the maximum fall/spring award for full-time undergraduate students and \$4000 was the maximum for full-time graduate students. The awards were prorated for part-time enrollment. All graduate funds are used to make need-based awards. The non-need-based funds were used in a combination with other dollars to fund the Presidential Scholarship.

Fees-Generated

Based on the anticipated revenue the funds were again split 80 percent need-based and 20 percent scholarships. The graduate/undergraduate allocations are done at the time the fees are collected. All need-based funds were awarded based on cost of attendance, EFC and remaining need. A portion of the funds were allocated for low-income students living in the residence halls. Students were awarded from the highest need to the lowest need. For 2012-13, \$3000 was the maximum fall/spring award for both full-time graduate and full-time undergraduate students. The awards were prorated for part-time enrollment. The non-need-based funds were used to fund scholarships and work study for both graduate and undergraduate students. A portion was allocated to fund international students. This allocation was based on percent enrolled the prior fall semester.

NSC

RHEOA funds were awarded to students through need- and non-need based grants, on a first-come, first-served basis. Need-based funds were awarded as Nevada State Access Grants to students with a primary EFC of 7500 or less, or as Nevada Grant-In-Aid to Pell-ineligible students with an EFC of 15000 or less. Non-need awards were awarded on a case-by-case basis, to remedy packaging deficiencies or otherwise supplement award offers for students without need.

Appendix B

Regents Higher Education Opportunity Award Methodologies

CSN

RHEOA funds were used primarily for need-based awards on a first-come, first-served basis. Funds were used to meet federal matching requirements for TRiO grants, FSEOG (Federal Supplemental Education Opportunity Grant) and Federal Work Study.

GBC

Fees-generated RHEOA was awarded through an automated process primarily to students with an EFC greater than 2500 and state-supported to students with an EFC greater than 5000. However, students in desperate need of financial assistance who met all other eligibility requirements were awarded on a case-by-case basis, regardless of EFC.

TMCC

RHEOA funds were awarded to students with specific EFC ranges that are determined annually in order to assist TMCC's diverse student population. A commitment is made to provide a percentage of these funds to the student employment program, which supports student retention. On a rare and individual case-by-case basis, students who do not fit our normal guidelines may be awarded due to unusual or extenuating circumstances. A small portion of funds were set aside to provide grants to low-income first-generation students in our summer bridge program. A second small portion was allocated as a match for qualified GEAR UP students. A portion of RHEOA funds were allocated to the TMCC Incentive Grant and Graduation Incentive Grant, both of which provide higher than the standard grant amount, and are awarded to eligible students enrolled full time and on track to graduate. The graduation rate for Graduation Incentive Grant recipients who were in their third and final year was 75 percent. The persistence rate for the TMCC Incentive Grant recipients who were in their second year was 98 percent.

WNC

WNC awarded RHEOA funds based on lowest EFC and highest need. Additionally, RHEOA was awarded to students on a first-come first-served basis, with some funding reserved throughout the year to assist students with special financial circumstances.

**NSHE Financial Aid Dollars Disbursed
Fall 2007 through Summer 2013**

**New Students in Fall 2007. Graduated as of Summer 2013.
Total aid received during all terms of enrollment.**

Institution	# Students	Federal (excluding loans)*	Millennium Scholarship	State Supported Access**	Fee Generated Access**	Other Aid	Long-term Loans	Total (excluding loans)	Total
UNLV	994	\$4,630,751	\$4,724,038	\$703,635	\$1,472,675	\$4,061,680	\$8,157,544	\$15,592,779	\$23,750,323
UNR	677	\$1,871,841	\$2,830,202	\$421,548	\$644,172	\$4,871,136	\$7,588,459	\$10,638,899	\$18,227,358
NSC	28	\$83,152	\$74,400		\$55,533	\$12,581	\$142,897	\$225,666	\$368,563
CSN	439	\$1,172,484	\$422,520	\$248,162	\$148,134	\$103,264	\$861,064	\$2,094,565	\$2,955,629
GBC	68	\$217,141	\$62,236	\$24,918	\$4,701	\$122,417	\$277,633	\$431,412	\$709,045
TMCC	242	\$651,505	\$240,695	\$81,667	\$48,431	\$108,413	\$330,313	\$1,130,712	\$1,461,025
WNC	128	\$575,925.13	\$123,572	\$507,115.7	\$7,000	\$164,177.29	\$370,798	\$921,386	\$1,292,184
NSHE	2,576	\$9,202,799	\$8,477,664	\$1,530,642	\$2,380,647	\$9,443,668	\$17,728,707	\$31,035,419	\$48,764,126

**New Students in Fall 2007. Still enrolled at ANY INSTITUTION as of Spring 2014.
Total aid received during all terms of enrollment.**

Institution	# Students	Federal (excluding loans)*	Millennium Scholarship	State Supported Access**	Fee Generated Access**	Other Aid	Long-term Loans	Total (excluding loans)	Total
UNLV	282	\$1,185,435	\$723,172	\$170,012	\$283,383	\$235,451	\$2,063,073	\$2,597,452	\$4,660,525
UNR	147	\$273,418	\$265,440	\$58,515	\$131,345	\$158,040	\$1,015,295	\$886,758	\$1,902,053
NSC	20	\$43,421	\$5,220	\$2,000	\$11,815	\$5,760	\$98,454	\$68,216	\$166,670
CSN	220	\$663,593	\$107,835	\$97,558	\$57,755	\$7,971	\$444,915	\$934,712	\$1,379,627
GBC	39	\$75,180	\$4,440	\$4,600	\$1,200	\$7,375	\$82,147	\$92,795	\$174,942
TMCC	142	\$341,106	\$33,520	\$17,465	\$8,750	\$39,978	\$381,402	\$440,818	\$822,220
WNC	42	\$65,511	\$4,600	\$1,675	\$500	\$6,314	\$56,693	\$78,600	\$135,293
NSHE	892	\$2,647,663	\$1,144,227	\$351,824	\$494,748	\$460,888	\$4,141,979	\$5,099,351	\$9,241,330

New Students in Fall 2007. Did not graduate from ANY INSTITUTION as of Summer 2013 and not enrolled at ANY INSTITUTION as of Spring 2014.

Total aid received during all terms of enrollment.

Institution	# Students	Federal (excluding loans)*	Millennium Scholarship	State Supported Access**	Fee Generated Access**	Other Aid	Long-term Loans	Total (excluding loans)	Total
UNLV	1,234	\$2,592,779	\$1,909,830	\$331,195	\$743,961	\$1,608,484	\$4,925,035	\$7,186,249	\$12,111,284
UNR01	615	\$791,942	\$778,036	\$174,049	\$371,956	\$1,063,437	\$2,493,559	\$3,179,420	\$5,672,979
NSC01	121	\$117,487	\$33,060	\$3,519	\$38,957	\$15,642	\$228,117	\$208,666	\$436,783
CSN01	2,222	\$3,615,017	\$364,813	\$382,462	\$375,656	\$140,359	\$2,878,678	\$4,878,307	\$7,756,985
GBC01	363	\$234,368	\$20,100	\$28,777	\$671	\$74,760	\$154,313	\$358,676	\$512,989
TMCC01	1,044	\$1,027,175	\$97,680	\$70,723	\$64,697	\$120,723	\$978,946	\$1,380,998	\$2,359,944
WNC01	454	\$661,131	\$55,548	\$62,014	\$4,750	\$88,186	\$453,645	\$871,629	\$1,325,274
NSHE	6,053	\$9,039,899	\$3,259,067	\$1,052,739	\$1,600,648	\$3,111,592	\$12,112,294	\$18,063,945	\$30,176,238

Source: NSHE Institutions, NSHE Data Warehouse

*Includes Pell Grant, Supplemental Educational Opportunity Grant (SEOG), and Work Study.

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