

**SPECIAL MEETING**  
**BOARD OF REGENTS**  
**NEVADA SYSTEM OF HIGHER EDUCATION**

System Administration, Las Vegas  
4300 South Maryland Parkway, Board Room

Thursday, April 24, 2025

Video Conference Connection from the Meeting Site to:  
System Administration, Reno  
2601 Enterprise Road, Conference Room  
and  
Great Basin College, Elko  
1500 College Parkway, Berg Hall Conference Room

Members Present:

Mrs. Amy J. Carvalho, Chair  
Dr. Jeffrey S. Downs, Vice Chair  
Mr. Joseph C. Arrascada  
Mr. Aaron Bautista  
Mrs. Susan Brager  
Mr. Byron Brooks  
Ms. Heather Brown  
Mrs. Carol Del Carlo  
Mr. Carlos D. Fernandez  
Mr. Pete Goicoechea  
Ms. Stephanie Goodman  
Ms. Jennifer J. McGrath

Members Absent:

Mr. Patrick J. Boylan

Others Present:

Ms. Patricia Charlton, Interim Chancellor  
Dr. Daniel Archer, Vice Chancellor for Academic and Student Affairs  
Dr. Natalie Brown, Assistant Vice Chancellor, Workforce Development and Community Colleges  
Ms. Elizabeth Callahan, Public Information Officer  
Mr. James J. Martines, Vice Chancellor and Chief General Counsel  
Mr. Christopher G. Nielsen, Special Counsel to the Board of Regents  
Ms. Keri D. Nikolajewski, Chief of Staff to the Board of Regents  
Ms. Carrie L. Parker, Deputy General Counsel  
Mr. Alejandro Rodriguez, Director of Government Relations  
Ms. Kelly Scherado, Interim Chief Human Resources Officer  
Mr. Chris Viton, Vice Chancellor of Budget and Finance and Chief Financial Officer

Others Present: *(cont.)*

- Dr. James McCoy, CSN *(representing Acting President William L. Kibler)*
- Dr. Kumud Acharya, President, DRI
- Dr. Amber Donnelly, Interim President, GBC
- Dr. DeRionne P. Pollard, President, NSU
- Dr. Karin M. Hilgersom, President, TMCC
- Dr. Chris Heavey, Officer in Charge, UNLV
- Dr. Jeff Thompson, UNR *(representing President Brian Sandoval)*
- Dr. J. Kyle Dalpe, President, WNC

Faculty senate chairs in attendance included the following individuals: Ms. Valerie Conner, CSN *(Chair, Council of Faculty Senate Chairs)*; Mr. David Sexton, GBC; Dr. David Cooper, NSU; Dr. Jinger Doe, TMCC; and Dr. Deborah Arteaga, UNLV. Student body presidents in attendance included the following individuals: Mr. Allister Dias, UNLV-CSUN; and Ms. Teresa Marie, UNLV-GPSA. Classified council representation included the following individual: Ms. Stacy Wallace, NSU, ex-officio.

*Land Acknowledgment*

*Before beginning, we take a moment to recognize that here in Nevada we stand on the land of the Wa She Shu – Washoe; Numu – Northern Paiute; Nuwe – Western Shoshone; and Nuwu – Southern Paiute. We take a moment to recognize and honor their stewardship that continues into today. With this recognition, we state an intention to rightfully include their voice and respect them as the 27 sovereign tribal nations of Nevada.*

Chair Carvalho called the meeting to order at 8:33 a.m. with all members present except Regent Boylan. Regent Brager led the Pledge of Allegiance and Chair Carvalho read the Land Acknowledgement.

Regent Bautista entered the meeting.

1. Information Only–Public Comment

Regents Brooks and Goodman entered the meeting.

The following individuals provided in-person or written public comment in support of the appointment of Chris Heavey as interim President of UNLV:

- Andrew Abboud *(Ref. Abboud.Andrew04.24.25 on file in the Board Office.)*
- Deborah Arteaga
- Benjamin Balderrana
- Jolie Brislin *(Ref. Brislin.Jolie04.24.25 on file in the Board Office.)*
- Gregory Brown *(Ref. Brown.Gregory04.24.25 on file in the Board Office.)*
- Allister Dias
- Jordan Fischette
- Hong Hu Deng
- Teresa Marie
- Deanna Merino Contino
- Gilberto Murillo
- Kelechi Odunze
- William Paulos *(Ref. Paulos.William04.24.25 on file in the Board Office.)*

1. Information Only–Public Comment – *(Continued)*

Public comment in support of the appointment of Chris Heavey as interim President of UNLV – *(Continued)*

- Laurel Pritchard
- Bot Rith
- Bill Robinson
- Don Snyder *(Ref. Snyder.Don04.24.25 on file in the Board Office.)*
- Nicole Thomas *(Ref. Thomas.Nicole04.24.25 on file in the Board Office.)*
- Jill Tolles
- Doug Unger *(Ref. Unger.Doug04.24.25 on file in the Board Office.)*

The following individual provided written public comment voicing concern with Chris Heavey’s pattern of promoting close friends into key roles, undermining the integrity of compensation and hiring practices at UNLV:

- Maryanne Jaxon *(Ref. Jaxon.Maryanne04.24.25 on file in the Board Office.)*

The following individuals provided in-person or written public comment in support of Collective Bargaining for “Professional Employees”:

- Finely Aavatsmark
- Evelyn Airam
- Molly Appel *(Ref. Appel.Molly04.24.25 on file in the Board Office.)*
- Kian Assemi
- Ali Balooch
- Jeremy Bowling *(Ref. Bowling.Jeremy04.24.25 on file in the Board Office.)*
- Amy Cavanaugh
- David Cooper
- Cody Cris
- Greta de Jong *(Ref. deJong.Greta04.24.25 on file in the Board Office.)*
- Krista Diamond
- Allister Dias
- Joaquin Diaz Rossignoli
- Jinger Doe *(Ref. Doe.Jinger04.24.25 on file in the Board Office.)*
- Linda Gannon *(Ref. Gannon.Linda04.24.25 on file in the Board Office.)*
- Weylin Gilbert
- Akhila Gopal
- Laura Gryder *(Ref. Gryder.Laura04.24.25 on file in the Board Office.)*
- Ian Hartshorn
- Craig Hennigan *(Ref. Hennigan.Craig04.24.25 on file in the Board Office.)*
- Jennifer Hill *(Ref. Hill.Jennifer04.24.25 on file in the Board Office.)*
- Keith Hooper *(Ref. Hooper.Keith04.24.25 on file in the Board Office.)*
- Cody Hunter
- Ted Johnson
- Helen Kidane
- Agnes K Koos *(Ref. Koos.AgnesK04.24.25 on file in the Board Office.)*

1. Information Only–Public Comment – (Continued)

Public comment in support of Collective Bargaining for “Professional Employees” –  
(Continued)

- Anne Leonard (*Ref. Leonard.Ann04.24.25 on file in the Board Office.*)
- Stephanie Letourneau
- Logan Magad-Weiss
- Louis Magriel (*Ref. Magriel.Louis04.24.25 on file in the Board Office.*)
- Teresa Marie
- Theresa Martinez-Twa
- Jim New
- Noah Nieman
- Kelechi Odunze
- Madeline Overton
- Amy Pason
- Victoria Peechepp
- Sara Perez
- Isabelle Perron
- Joseph Ray (*Ref. Ray.Joseph04.24.25 on file in the Board Office.*)
- Clay Renshaw
- Bill Robinson
- Alex Smith (*Ref. Smith.Alex04.24.25 on file in the Board Office.*)
- Erin Smith (*Ref. Smith.Erin04.24.25 on file in the Board Office.*)
- Bradley Summerhill (*Ref. Summerhill.Bradley04.24.25 on file in the Board Office.*)
- Carlos Tkacz
- Doug Unger (*Ref. Unger.Doug04.24.25 on file in the Board Office.*)
- Cecilia Vigil (*Ref. Vigil.Cecilia04.24.25 on file in the Board Office.*)
- Nayelle Villanueva (*Ref. Villanueva.Nayelee04.24.25 on file in the Board Office.*)
- Staci Walters (*Ref. Walters.Staci04.24.25 on file in the Board Office.*)
- Corina Weidinger (*Ref. Weidinger.Corina04.24.25 on file in the Board Office.*)
- Claire Williams
- Chris Willoughby (*Ref. Willoughby.Chris04.24.25 on file in the Board Office.*)

The following individuals provided written or in-person public comment in support of Collective Bargaining for “Professional Employees,” but concerned with NSHE’s fiscal note attached to AB 191:

- Ted Chodock
- Kent Ervin (*Ref. Ervin.Kent04.24.25 on file in the Board Office.*)
- Doug Unger

The following individuals provided in-person public comment in support of SB 220 related to economic development and enacting the Nevada Film Infrastructure:

- Brandon Birtcher
- Dan Stewart

1. Information Only–Public Comment – *(Continued)*

The following individual provided in-person public comment in support of the TMCC Fire Rescue Training Facility:

- Jinger Doe

The following individuals provided in-person public comment in support of UNLV IT initiatives:

- Allister Dias
- Kelechi Odunze

The following individuals provided in-person public comment advocating for opportunity and fostering an environment of inclusivity related to transgender female student-athlete participation in collegiate athletics:

- Jenna Atencio
- Jessica Munger
- Kelechi Odunze
- Bree Schmidt

The following individuals provided in-person or written public comment opposed to transgender sports bans and the current rhetoric:

- Amy Cavanaugh
- Andrew Pavlu *(Ref. Pavlu.Andrew04.24.25 on file in the Board Office.)*
- Victoria Peechepp

The following individuals provided in-person public comment asking the Board of Regents to take a stand to protect women's sports at the collegiate level across Nevada:

- Deborah Earl
- Marshi Smith

The following individual provided in-person public comment in support of TMCC President Karin Hilgersom:

- Nancy McCormick

2. Approved–Consent Items – The Board approved the consent items.

2a. Approved–Minutes – The Board approved the minutes from the January 16-17, 2025, and January 31, 2025, special meetings. *(Refs. BOR-2a1 and BOR-2a2 on file in the Board Office.)*

2b. Approved–Appointments, Task Force on Power-Based Violence at Institutions of Higher Education – The Board approved the appointment of the following individuals to the Task Force on Power-Based Violence at Institutions of Higher Education, as required by Nevada Revised Statute 396.141(1). *(Ref. BOR-2b on file in the Board Office.)*

- Luisa Bautista, NSU
- Tara Marjerrison, TMCC

2. Approved–Consent Items – (Continued)

- 2c. Approved–Tenure, NSU – The Board approved awarding tenure to Dr. Jamie Palmer who has met the standards for tenure as outlined in the NSHE Code (Title 2, Chapter 7). Dr. Palmer was inadvertently not included in the NSU tenure recommendations considered by the Board of Regents at the March 6-7, 2025, meeting. (Ref. BOR-2c on file in the Board Office.)
- 2d. Approved–Procedures and Guidelines Manual Revision, Student Fees – The Board approved a correction to the *Procedures and Guidelines Manual* (Chapter 7, Section 11) concerning the UNR Counseling Services fee. A fee increase was approved by the Board of Regents at the December 4-5, 2024, meeting. The proposed correction changes the applicability of the fee. (Ref. BOR-2d on file in the Board Office.)
- 2e. Approved–2026 Board of Regents Meeting Dates and Locations – The Board approved the following meeting dates and locations for calendar year 2026:

Quarterly meetings

- March 5-6, 2026 – CSN Charleston Campus
- June 11-12, 2026 – UNR
- September 3-4, 2026 – TMCC
- December 3-4, 2026 – UNLV

Special meetings – System Administration

- January 16, 2026
- February 20, 2026
- April 17, 2026
- May 15, 2026
- July 17, 2026
- August 27, 2026
- October 16, 2026
- November 20, 2026

Regent Brown moved approval of the consent items.  
Regent Brager seconded. Motion carried. Regent Boylan was absent.

3. Approved–Appointment, Interim President, UNLV – The Board approved the appointment of Chris L. Heavey, Ph.D. to the position of Interim President of the University of Nevada, Las Vegas, the proposed Employment Agreement, and granted authorization to the Interim Chancellor to execute the Agreement. (Refs. BOR-3a and BOR-3b on file in the Board Office.)

Interim Chancellor Patricia Charlton, in consultation with Board of Regents Chair Amy J. Carvalho and Vice Chair Jeffrey S. Downs, recommended the appointment of Chris L. Heavey, Ph.D. to the position of Interim President of the University of Nevada, Las Vegas.

3. Approved–Appointment, Interim President, UNLV – (Continued)

Pursuant to the NSHE Code (*Title 2, Chapter 1, Section 1.5.5*), the recommendation is brought forward following a series of listening sessions held on March 28, 2025, with major constituencies of UNLV to receive their suggestions and input regarding the appointment of an acting or interim President. Interim Chancellor Charlton presented the Employment Agreement.

Chair Carvalho disclosed she and a member of her household are students at UNLV. Because the independence of judgment of a reasonable person would not be materially affected, she will vote on this matter. She disclosed the relationship under NRS Chapter 281A.

Regent Brooks moved approval of the appointment of Chris L. Heavey, Ph.D. to the position of Interim President of the University of Nevada, Las Vegas, the proposed Employment Agreement, and granting authorization to the Interim Chancellor to execute the Agreement. Regent Fernandez seconded.

Regent Fernandez stated it was a true privilege to have worked with Dr. Heavey. UNLV needs stability, and he believes Dr. Heavey will bring that.

Regent Brown believed that the last seven weeks demonstrated Dr. Heavey's leadership style. She has heard overwhelming support from campus and community members.

In response to a request from Regent Arrascada, Interim Chancellor Charlton provided additional details on the process that resulted in her recommendation of Dr. Heavey.

Regent Arrascada asked Dr. Heavey to articulate his leadership style that differentiates him from his predecessors and to provide the opportunities and challenges that he sees for UNLV. Dr. Heavey stated his commitment is to be as transparent and communicative as possible. UNLV has already started ensuring that it is providing accurate information in a timely manner to the Board. He committed that UNLV will be a good partner with the Board in stewarding the resources and efforts of the University. Dr. Heavey stated that UNLV is working on its relationship with the University Medical Center. He is also working with UNLV Director of Athletics Harper to build a team for success by providing the resources that he needs to be successful. He is talking with the UNLV Foundation Board of Trustees about fundraising efforts and how to energize those efforts.

Regent Del Carlo offered her support for Dr. Heavey.

Regent Brooks appreciated the opportunity that Dr. Heavey had to outline some of his leadership interests and capabilities. As officer in charge, Dr. Heavey has made substantial changes to help develop a new culture. He believed the faculty will be impressed with the changes that lie ahead for UNLV.

Regent Brager appreciated what Dr. Heavey has done in the last few weeks.

3. Approved–Appointment, Interim President, UNLV – (Continued)

Regent Goodman stated that every individual she has talked with has said positive things about Dr. Heavey.

Regent Goicoechea said he looks forward to working with Dr. Heavey and lends his full support. It is evident that Dr. Heavey has the necessary leadership skills.

Chair Carvalho stated she knows Dr. Heavey to be ethically and morally bound and that she looks forward to working with him as the next leader of UNLV.

Motion carried by roll call vote. Chair Carvalho, Vice Chair Downs, and Regents Bautista, Brager, Brooks, Brown, Del Carlo, Fernandez, Goicoechea, Goodman, and McGrath voted yes. Regent Arrascada voted no. Regent Boylan was absent.

Dr. Heavey stated he is incredibly honored to have the opportunity to serve in the role. It is his vision to give back as a leader to UNLV and the City of Las Vegas.

The meeting recessed at 10:42 a.m. and reconvened at 10:55 a.m. with all members present except Regent Boylan.

4. Action Taken–AB 191, Collective Bargaining for “Professional Employees” – The Board took action to formally oppose Assembly Bill 191 (AB 191), which would provide for collective bargaining for individuals defined by the bill as “professional employees,” including faculty and graduate student assistants, among others. (*Refs. BOR-4a and BOR-4b on file in the Board Office.*)

Vice Chair Downs disclosed he is an employee of the Nevada System of Higher Education and Western Nevada College. Because the independence of judgment of a reasonable person would not be materially affected, he will vote on this matter. He disclosed the relationship under NRS Chapter 281A.

Chair Carvalho disclosed she and a member of her household are students at UNLV. Because the independence of judgment of a reasonable person would not be materially affected, she will vote on this matter. She disclosed the relationship under NRS Chapter 281A.

Interim Chancellor Patricia Charlton and Deputy General Counsel Carrie Parker provided background regarding AB 191, which would provide for collective bargaining for individuals defined by the bill as “professional employees,” including faculty and graduate student assistants, among others. The Board of Regents discussed its authority, background on graduate student assistants and how such positions are funded, and policy related to the collective bargaining process for faculty, including comparisons of faculty and state classified and unclassified employees. The Board considered the potential policy and fiscal impacts of AB 191.



4. Action Taken–AB 191, Collective Bargaining for “Professional Employees” – (Continued)

In response to a question from Vice Chair Downs related to the number of courses a graduate student can teach, Deputy General Counsel Parker stated she would need to defer to the institutions for a response.

UNLV Officer in Charge Heavey stated UNLV generally assigns two courses of three credits each. There may be instances when a graduate student teaches seven credits.

Regent McGrath asked what the mechanisms are for harassment and retaliation to be dealt with. Interim Chancellor Charlton stated it is codified in Board policy. Interim Chief Human Resources Officer Kelly Scherado stated NSHE institutions have a number of mechanisms in place to report things concerning Title IX, grievances, and employee relations. Depending on the nature of the complaint, there is a pathway taken by the Employee Relations or Human Resources Department. Processes are followed accordingly, with an escalation up to the appointing authority. With respect to Title IX, policy is codified specifically in the *Board of Regents Handbook*. Each institution also has a Faculty Senate Grievance Committee.

In response to a question from Chair Carvalho related to whether the process was for employees and graduate assistants, Interim Chief Human Resources Officer Scherado responded it was for both.

Regent Goicoechea stated there will be a fiscal note attached to AB 191 that the legislature will have to deal with. He believed the Regents and Presidents needed to figure out where the breakdown is with the graduate assistant complaints and how to fix the problems. Interim Chief Human Resources Officer Scherado stated they met with the graduate assistants and received a lot of information. The institutions can speak specifically about the work being done and what the concerns are.

UNLV Officer in Charge Heavey stated UNLV is proactively working to put mechanisms in place irrespective of the progress of AB 191. UNLV has had multiple meetings with the graduate students to listen to the concerns that have been raised. A grievance process is in place where students can raise concerns. Retaliation is illegal and UNLV is working to identify those instances. UNLV is also working on a more independent review process for those concerns to be raised.

In response to a question from Regent Goicoechea related to compensation, Interim Chancellor Charlton stated that NSHE is not able to increase compensation without the legislature appropriating funding. Graduate assistant compensation comes from multiple levels of resources. The biggest spending stream is from state appropriation so it will have to go through the legislative process. There was an increase that was provided in the 2023 session. This is a difficult budget recognizing that the state is in a difficult position just to fund core base operations.

UNR Executive Vice President and Provost Jeff Thompson stated UNR is very concerned with the issues that have come to their attention. UNR meets monthly with the graduate

4. Action Taken–AB 191, Collective Bargaining for “Professional Employees” – *(Continued)*

student association to listen to their concerns and is advocating for the students and student resources. There is not enough information to fully address some of the concerns, but UNR continues to work toward resolution. UNR has released a statement to all faculty, graduate students, and administrators on supervision expectations of graduate students.

DRI President Acharya stated that DRI takes all issues of harassment seriously through faculty senate and human resource processes. To his knowledge and during his tenure he has not heard of any graduate assistant harassment cases. DRI faculty, staff and student compensation is primarily funded by the federal government, and because of the current environment he does have fiscal concerns.

Interim Chief Human Resources Officer Scherado clarified that in November when they heard from the graduate assistants, NSHE Human Resources reached out to the Title IX offices to make them aware of the concerns that were coming forth and the individuals who brought those concerns. The campuses are saying that policies and processes were followed, or they are not able to substantiate the concerns coming forward, or they have not been able to identify the individuals raising the complaints. This is all required by state and federal law and is outlined in Board policy.

Regent Brager stated it is disappointing that this has got to the point that the graduate assistants think they need a union.

Special Counsel Nielsen reminded the Board that while the agenda item has a certain amount of latitude, the Regents are there to potentially take a formal position on AB 191.

In response to a question from Regent Arrascada related to collective bargaining and the Title IX offices, Deputy General Counsel Parker responded that there are issues related to collective bargaining; NSHE would have to follow Title IX federal law. She added that collective bargaining could impact the process for resolving discipline and what the appeals process might be, but if a claim falls under Title IX or other federal or state law, they must follow the law.

Regent Arrascada asked if the expected 20 hours of work were maximum or minimum. UNLV Officer in Charge Heavey stated that is the maximum number of hours that students are expected to work for their graduate assistant assignment and that has been communicated repeatedly to academic leaders across the campus. UNLV would welcome information on where there have been violations that they can address.

UNR Provost Thompson stated that UNR also expects 20 hours.

DRI President Acharya stated they are allowed to pay graduate assistants for 20 hours, but often students are involved in their own research, which creates the blurry line as to what hours they are being paid for.

Regent Brown thanked Regent Goicoechea for his legislative perspective and for sharing his insight. She stated she was surprised to hear the concerns during public comment and

4. Action Taken–AB 191, Collective Bargaining for “Professional Employees” – *(Continued)*

that maybe there is a culture problem. She wanted to acknowledge and thank everyone for the processes that have been identified, but it does sound like there is a gap in students knowing how to report or it's not enough for certain students. The Board and NSHE should examine this outside of AB 191 to see where the gaps are. She appreciated DRI President Acharya's context that students are also working on their own research.

Regent Brown asked for clarification on whether the paid 20 hours includes all teaching time, preparation time, and external student meetings. UNLV Officer in Charge Heavey stated that is the expectation but, as DRI President Acharya noted, it will vary from week to week. If there are instances that consistently take more than 20 hours per week, they are eager to hear about them to solve those instances.

Regent Fernandez left the meeting.

UNR Provost Thompson stated UNR had the same expectation and caveats as UNLV, adding there are certain times in the year when there is a heavier workload. It also depends on what the expectations of the discipline are that the student is in.

Regent Goodman believed there needed to be an awareness campaign so that graduate students know the resources available. She stated she would vote against the bill because NSHE cannot afford it.

Regent Goodman moved to formally oppose Assembly Bill 191 (AB 191), which would provide for collective bargaining for individuals defined by the bill as “professional employees,” including faculty and graduate student assistants, among others. Regent Brager seconded.

Regent Del Carlo didn't realize there is a minimum and maximum pay for graduate students. She asked what the cost of a full year of health insurance, worker's compensation, and Medicare is, noting that should be added to their salary. Interim Chancellor Charlton stated the base rate is \$1,700 minimum with a maximum of \$3,146.

UNLV Officer in Charge Heavey stated that the range varies by level of program, so doctoral students are paid more than master's students, and the salaries also vary by discipline based on national benchmarks.

DRI President Acharya stated that DRI pays its master's level students \$2,050 and Ph.D. students \$2,250 across all disciplines.

UNR Provost Thompson stated that graduate teaching assistants are paid by discipline and degree program to meet national expectations for recruiting students. When faculty are funded externally by the federal government, they request graduate research assistant stipends within the proposals. It is a complicated process, but they try hard to manage expectations for the departments and disciplines.

4. Action Taken–AB 191, Collective Bargaining for “Professional Employees” – (Continued)

UNLV Officer in Charge Heavey stated the full benefit package, including tuition, can often be upwards of \$35,000 a year. The full value of graduate assistantships at 20 hours, including out-of-state tuition waivers, can be up to \$60,000 a year.

Chief Financial Officer Viton added that the current rate for health insurance for the year is approximately \$4,700.

Regent Brooks stated it seems there was a lack of responsiveness at institutions regarding graduate assistant issues or grievances which has led to them wanting to unionize to resolve the issues they’re having. He hoped the students view today as a success because they have brought the matter to Legislators and the Board of Regents. It is tough to support the bill from a fiscal perspective, but that does not mean that any member of the Board who opposes the bill does not support graduate assistants. Students were extraordinarily passionate during public comment. It is really important that the Board look at policies and the levels of accountability that the Board has to ensure that the institutions are doing the things they need to do to make sure that these students are successful and that they have an outstanding experience.

Regent Goicoechea asked Regent Goodman if the motion could be reframed to state the Board cannot support the bill as written, instead of saying the Board opposes the bill. Regent Goodman agreed with Regent Goicoechea’s sentiments and said she would change the motion if possible.

Special Counsel Nielsen stated the motion was made using the appropriate verbiage as stated in the agenda item.

Chair Carvalho stated she found the comparison between AB 191 and NRS Chapter 288 interesting. If AB 191 passes, she asked if it would become a separate statute. Deputy General Counsel Parker responded it would be included in Chapter 288.

Chair Carvalho said she has really tried to understand the ideas behind collective bargaining. There is a lot of power in speaking with one voice. She fully supports the idea of graduate assistants and faculty members having the ability to organize if they choose, but her biggest concern is the fiscal note.

Motion carried by roll call vote. Vice Chair Downs and Regents Arrascada, Brager, Brooks, Del Carlo, Goicoechea, Goodman, and McGrath voted yes. Chair Carvalho and Regents Bautista and Brown voted no. Regents Boylan and Fernandez were absent.

5. No Action Taken–2025-27 Governor’s Recommended Budget Update and Legislative Report – Interim Chancellor Patricia Charlton, Chief Financial Officer Chris Viton, Chief General Counsel James J. Martinez, and Director of Government Relations Alejandro Rodriguez provided an update on the 2025-27 Governor’s Recommended Budget and

5. No Action Taken–2025-27 Governor’s Recommended Budget Update and Legislative Report – (Continued)

presented a summary of legislative measures and a list of legislative measures on which the Chancellor has taken a position on behalf of the Nevada System of Higher Education (*Refs. BOR-5a, BOR-5b, and Supplemental Material on file in the Board Office.*)

Vice Chair Downs disclosed he is an employee of the Nevada System of Higher Education and Western Nevada College. Because the independence of judgment of a reasonable person would not be materially affected, he will vote on this matter. He disclosed the relationship under NRS Chapter 281A.

Chair Carvalho disclosed she and a member of her household are students at UNLV. Because the independence of judgment of a reasonable person would not be materially affected, she will vote on this matter. She disclosed the relationship under NRS Chapter 281A.

Regent Brooks stated he does not think anyone is against professional development in any role.

Regent Del Carlo stated Regents run for office, and if someone thinks they need more professional development she wished they would have asked the Regents to be a part of the conversation. She is in favor of professional development.

Regent Goodman agreed. She finds the requirement to be cumbersome.

Regent Brager believed the Regents receive professional development all the time. She did not think the public and the Legislature were aware of the amount of work Regents do.

Interim Chancellor Charlton clarified that SB 322 provides for an expansion of professional development that includes compensation for three hours of training outside of a meeting, up to a maximum of 18 hours per year.

Chief of Staff Keri Nikolajewski noted the Board has always engaged in professional development and has covered most of the topical areas listed in SB 322, at times exceeding the recommended number of hours.

Regent Brooks stated his concern is about another body setting the requirement. It adds to the frustration that people have in terms of how things move in the state of Nevada regarding higher education as it relates to legislative bodies. He is not in favor of the language in the bill that requires notice be posted on the website and sent to other Board members if a member does not complete their professional development. He wondered if there was room for further adjustments to the language.

Regent Del Carlo found it insulting that the Board was being singled out as the only body that needs professional development. She believed it was retaliatory based on Question 1 failing at the ballot box.

5. No Action Taken–2025-27 Governor’s Recommended Budget Update and Legislative Report – (Continued)

Special Counsel Nielsen stated it was his understanding that the Legislature had also mandated professional development for K-12 trustees, with Director of Government Relations Rodriguez confirming. They are also required to list the names of trustees who are not in compliance.

Chief General Counsel Martines provided background on SB 406, which revises provisions relating to civil liability. The bill provides immunity from money damages in civil actions only for acts and omissions that meet the standard of 1) reasonably related to public health and safety; 2) performed in a good faith effort to comply with the COVID-19 declaration of emergency and subsequent government orders; and 3) the claims that arise from tuition and fees paid for specifically the spring 2020 semester. The Act also sunsets in five years.

Regent Goicoechea felt there would only be one film bill coming out of the session. Interim Chancellor Charlton agreed that it was her understanding there would only be one. There was discussion about merging the two bills, but that has not happened. She has taken a position of support for both bills because it is in the best interest of economic diversification and workforce development.

Regent Brown acknowledged Senator Lange for being a champion of NSHE’s higher education institutions from the beginning. She stressed the importance of talking about NSHE as a workforce pipeline for the state and how any big initiative, especially one that will diversify the economy, must include our higher education institutions. Regent Brown also acknowledged that Assemblymember Jauregui included in their proposal that the film board will include three NSHE representatives. Both bills are looking at NSHE, and she encourages the continuation of that dialogue. It will be an incomplete loop without support for the growing film industry here on our campuses, the jobs that will be created, and the students who will fill those jobs.

Chancellor Charlton stated this has been Senator Lange’s vision for the last five years, and NSHE appreciates her leadership and stewardship.

The meeting recessed at 1:01 p.m. and reconvened at 1:16 p.m. with all members present except Regent Boylan.

6. Approved–Fire Rescue Training Facility, TMCC – The Board approved TMCC’s request to move forward with the construction of a Fire Rescue Training Facility – Phase 1 of 2. (Refs. BOR-6a and BOR-6b on file in the Board Office.)

Truckee Meadows Community College President Karin M. Hilgersom and TMCC Associate Dean of Public Safety Programs Mike Schulz presented a request to move forward with the construction of a Fire Rescue Training Facility – Phase 1 of 2. In Phase 1, TMCC will construct the Fire Rescue Training Tower, Fire Academy Training Grounds, and Fire Academy Running Trail, with a total estimated cost of \$1,454,000, and completion estimated in Fall 2026.

6. Approved–Fire Rescue Training Facility, TMCC – (Continued)

Regent Brown moved approval of TMCC's request to move forward with the construction of a Fire Rescue Training Facility – Phase 1 of 2. Regent Goicoechea seconded.

Regent Goicoechea stated there is a big need for this in northern Nevada. He thanked TMCC President Hilgersom for bringing this forward. Regent Arrascada extended his thanks to TMCC President Hilgersom and her team. TMCC President Hilgersom stated that the Foundation did an amazing outreach effort.

Motion carried. Regent Boylan was absent.

7. Approved–Allocation of General Improvement Fees to Upgrade Campus Network Infrastructure, UNLV – The Board approved the allocation of \$4.3 million in General Improvement Fees to upgrade the UNLV campus network infrastructure in order to maintain secure, reliable, and modern digital services. *(Ref. BOR-7 on file in the Board Office.)*

Chair Carvalho disclosed she and a member of her household are students at UNLV. Because the independence of judgment of a reasonable person would not be materially affected, she will vote on this matter. She disclosed the relationship under NRS Chapter 281A.

University of Nevada, Las Vegas Officer in Charge Chris L. Heavey presented a request to allocate \$4.3 million in General Improvement Fees to upgrade the campus network infrastructure in order to maintain secure, reliable, and modern digital services.

Chair Carvalho pointed out that the Board had asked for additional information and she appreciated the added insight.

UNLV Officer in Charge Heavey clarified that this was a different item than the item that was presented to the Board a year ago. That item was Capital Improvement Funds that would have overlapped with this project, but it was not tied to any specific project because the amount of funds being spent was not sufficient to meet the general need.

In response to a question from Regent Arrascada related to the technology fee, Officer in Charge Heavey stated that only a small portion of the technology fee will be used.

Regent McGrath moved approval to allocate \$4.3 million in General Improvement Fees to upgrade the UNLV campus network infrastructure in order to maintain secure, reliable, and modern digital services. Regent Brown seconded. Motion carried. Regent Boylan was absent.

8. Information Only–Developments Regarding Transgender Female Student-Athlete Participation in Collegiate Athletics – At the request of Regents Brager, Brooks, and Goodman, Senior Associate General Counsel Lynda King presented information on developments regarding transgender female student-athlete participation in collegiate athletics (*Ref. BOR-8 on file in the Board Office.*)

Regent Goodman read the testimony of Lieutenant Governor Stavros S. Anthony into the record, noting he was dialed in during public comment but had difficulty unmuting.

*“Good morning, Chair, members of the Board of Regents- First, I want to sincerely thank each of you for your service to our state and your ongoing commitment to strengthening Nevada’s higher education system. As a former Regent myself, I understand the weight of the decisions you make and the dedication it takes to serve in this role. I appreciate the hard work you do on behalf of our students, our institutions, and Nevada’s future.*

*I’m here to urge this Board to take meaningful steps to protect fairness in women’s sports across Nevada’s public colleges and universities. Just this month, the Nevada Interscholastic Activities Association-the governing body for high school sports-voted to update its policy to ensure that girls’ sports are reserved for biological females. This is a common-sense move that protects safety, fairness, and opportunity for young athletes. At a bare minimum, we should expect our state’s colleges and universities to meet the same standard we now require of our high schools.*

*The stakes only get higher at the collegiate level. For many female athletes, making a college roster isn’t just about playing a sport-it’s about earning a scholarship that makes attending college possible. And today, with the rise of NIL deals, we’re also talking about the potential for significant financial opportunity. When a biological male takes a roster spot meant for a woman, it can cost her a scholarship, her college education, and maybe even millions of dollars in endorsement opportunities-not to mention access to professional or Olympic-level competition.*

*This issue isn’t theoretical-it’s real. We saw it just last year when the concerns of female volleyball players at the University of Nevada were raised publicly. These young women spoke out about what it felt like to have their place on the team-and their athletic futures-put at risk. Their voices deserve to be heard and protected.*

*Unfortunately, the NCAA has largely walked away from this responsibility, leaving individual colleges and universities to make their own policies. That means this Board is not shielded from having to address this issue-and frankly, you’re not shielded from liability either. The responsibility to act now falls squarely at your feet.*

*Thank you to Regents Brooks, Brager, and Goodman for putting this item on the agenda.”*



8. Information Only–Developments Regarding Transgender Female Student-Athlete Participation in Collegiate Athletics – *(Continued)*

Regent Goodman stated there are issues taking place across the country. The Board needs to have a discussion to see where it stands. Regents need to uphold the Constitution and protect young women and girls. This is not an anti-transgender issue. This is a pro-woman's issue.

Senior Associate General Counsel Lynda King presented information on developments regarding transgender female student-athlete participation in collegiate athletics, including background on relevant policies and the current legal landscape.

Regent Brager felt this was a commonsense issue, and they needed to protect women's sports.

Senior Associate General Counsel King stated there is an interest in discussion and making sure the Board members have all the information at their disposal. She will continue to monitor the issue, advise on legal developments, and assist the best she can.

Regent Brooks stated this is a challenging issue. The fastest way to get results is to communicate about active change. There has to be a change in the way they look at collegiate sports when it relates to women. They must maintain the integrity of the sport and the work ethic that the athletes put in to getting to the collegiate level. He added that there are inherent physical differences between men and women. When it comes to women's collegiate sports, he strongly believes it should be reserved for biological women. He finds it unfortunate that they must move through these processes, rather than use common-sense measures.

Senior Associate General Counsel King noted NIAA is a quasi-state actor, which gives it more leeway to do what they have done. She has looked at the legal analysis, and there is no doubt that the Board is a state actor, but regardless of how it got into the Constitution, it is going to apply and will require a heightened scrutiny test under the law. She understood that he was looking for a clear policy, but she believed that the NIAA has wiggle room that the Board does not have.

Regent Brooks stated that Title IX has segregation in sports based on sex. He believed it was unfair to the integrity of women and the achievements they had worked so hard for in order to get to collegiate sports.

In response to a question from Regent Fernandez asking how many transgender students were participating in Nevada collegiate sports, Senior Associate General Counsel King responded she was not aware of any.

Regent Fernandez believed this was an important topic and something impacting the nation. He disagreed with some points made by Regent Brooks. He personally believed this was a non-issue. One thing that has stuck with him is that transgender kids are struggling and wanting to belong. They are trying to make friends and feel they are a part of something. The Board should be protecting all students.

8. Information Only–Developments Regarding Transgender Female Student-Athlete Participation in Collegiate Athletics – *(Continued)*

Senior Associate General Counsel King stated that is why the item is for information, so the discussions can be informed, because there are so many moving parts.

Regent Brown stated that in preparation for this agenda item, she watched the NCAA congressional hearing and took some notes. Nineteen out of 500,000 students identified as transgender across the country. Five different court rulings all say that the way NCAA is operating is legal. She appreciated the dialogue and being able to have a civil conversation, but the NCAA has testified that they are talking about .0038 percent of NCAA students. Nevada has zero transgender students participating. She wished the Board was focusing on things that it had control over.

Chair Carvalho appreciated the concern by the three Regents that brought the item forward. She is thankful that gender identity is protected under the Nevada Constitution. She believed that the transgender community needs opportunities and protections just like female students.

Regent McGrath asked if there had been an examination of the policy related to a refusal of a student-athlete to play or a coach or employee to participate in a match. Senior Associate General Counsel King stated the old policy left it up to the team to determine if it wanted to play another team that has a transgender athlete participating. It is her current understanding that if there is a violation and a team chooses not to participate, they would have the option, but there are no definitions of what the repercussions would be.

UNLV Director of Athletics Erick Harper noted that this past fall in volleyball, UNLV student-athletes chose to play against a team with a transgender athlete. The Department left the decision up to the team and would have supported them no matter what their decision had been.

Chief General Counsel Martines clarified that when these conversations are held and a decision is made, it is in consultation with legal counsel. If any employee were given a certain direction and they refused to listen, it would be outside the scope of their duties, and there would be employment action taken.

Regent Bautista agreed that this is a non-issue and that there are bigger issues this Board should be dealing with.

Regent Brooks stated that there are a lot of things in higher education that need to be addressed. For him, and those who brought the agenda item forward, this is one of those issues.

Regent Goodman felt passionate about this topic, and she did not feel comfortable having female athletes play against biological men and the possibility of someone getting hurt. She also believed that a transgender woman is biologically different than a biological female. She stated transgender women can play sports with biological males. For her, this is an issue of sex.

8. Information Only–Developments Regarding Transgender Female Student-Athlete Participation in Collegiate Athletics – *(Continued)*

Regent Goodman asked if there was a way to implement policy and guidelines that an unaltered birth certificate was needed, or to have the athlete sign an affidavit stating they are a certain sex in order to take some kind of action to make sure that women and girls are protected. Senior Associate General Counsel King believed that a policy would run into the legal challenges described earlier and that NSHE should wait and see how the federal landscape played out.

Regent Brager stated that there is never a non-issue because each Board member has their passions. She will respect all agenda items, and she asks that everyone be cautious about how they treat one another.

Chair Carvalho appreciated everyone’s perspective. She observed that transgender people have been in cultures throughout the world for a very long time. She hoped the Board can move forward with respect and protection.

9. Information Only-New Business

Vice Chair Downs requested to explore duplicated services at the institutions that may be able to be centralized at the business centers. He also requested a discussion about concurrent enrollment to ensure quality and rigor, close any loopholes that may exist, and address concerns with service areas.

Regent Goodman requested staff look into the possibility of creating a task force to address harassment issues for graduate students on various campuses.

Regent Fernandez requested an update from the campuses on how they are continuing to protect Jewish students, particularly in light of the antisemitism that is happening nationwide.

Regent Brown requested refinements to the NSHE data dashboard in order to transition from merely reporting institutional statistics to integrating and highlighting the direct contributions of NSHE institutions to Nevada’s economic development.

10. Information Only – Public Comment

The following individuals provided written public comment in support of the appointment of Chris Heavey as interim President of UNLV:

- Jennifer Swanson *(Ref. Swanson.Jennifer04.24.25 on file in the Board Office.)*
- Kara Wada *(Ref. Wada.Kara04.24.25 on file in the Board Office.)*

The following individuals provided written public comment in support of Collective Bargaining for “Professional Employees”:

- Maggie Otero *(Ref. Otero.Maggie04.24.25 on file in the Board Office.)*
- Roselyn Tomasulo *(Ref. Tomasulo.Roselyn04.24.25 on file in the Board Office.)*

10. Information Only – Public Comment – *(Continued)*

The following individual provided in-person public comment expressing disappointment in the Board for opposing AB 191:

- Ted Johnson

The following individual provided written public comment asking when the Board will address the demand of graduate students to unionize:

- Tracie Williams (*Ref. Williams.Tracie04.24.25 on file in the Board Office.*)

The following individuals provided written public comment opposed to any restrictions on transgender athletes:

- Garion Casale (*Ref. Casale.Garion04.24.25 on file in the Board Office.*)
- Vida Gomez (*Ref. Gomez.Vida04.24.25 on file in the Board Office.*)
- Madeline Overton (*Ref. Overton.Madeline04.24.25 on file in the Board Office.*)

Jinger Doe provided in-person public comment stating that sex and gender are not the same thing, and neither is binary when you look at chromosomal and genetic levels.

Doug Unger provided in-person public comment stating the mass shooting at Florida State University is a painful reminder of the December 6, 2023, UNLV mass shooting and should set off urgent concerns about campus safety and security throughout the System. He urged the Regents to use their legislative contacts to persuade legislators to approve at least the \$11 million in one shot funding that is in the Governor's recommended budget.

Evelyn Airam provided in-person public comment stating that graduate assistants go through training and know how to report harassment but are scared to report the harassment they have experienced. There is a need for independent grievance processes to augment the current processes in place.

The meeting adjourned at 2:38 p.m.

Prepared by:

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Submitted for approval by:

Keri D. Nikolajewski  
Chief of Staff to the Board of Regents