

LEFT OUT

California's Higher Education Governing Boards Do Not Reflect the Racial and Gender Diversity of California and its Student Body



Public higher education in California has always been a driving economic force. Amid the COVID-19 pandemic, the University of California (UC) quickly mobilized to expand testing capabilities for our state. The UC, along with the California State University (CSU) and the California Community Colleges (CCC), also produce the health care workers we need during this crisis. This year, the UC and CSU will name new system leaders. The leaders who sit on the governing bodies of our higher education systems will not just shape higher education for many years to come, they will directly impact college opportunity for students and the future for all Californians.

The UC Board of Regents, CSU Board of Trustees, the CCC Board of Governors, and the California Student Aid Commission (CSAC) are responsible for selecting college and university chancellors and presidents. They also set policies on academics, admissions, finances, faculty, and campus planning. The decisions made by these governing boards impact all aspects of students' lives. Governing board members must be unyielding in their devotion to high quality and innovative public higher education that is accessible, affordable, and eliminates racial/ethnic inequality so that our diverse state can thrive.

The Governor appoints the majority of members to these governing boards, and Governor Newsom will have the opportunity to appoint 23 key leaders to these bodies during his first term in office. If reelected, he will have 32 additional appointments to make. When the Governor makes appointments that are inclusive of women and people of color, students see themselves reflected in their college and university leaders, they know they belong, and we move toward improving student success. It also ensures that as a state we do more than just speak about the importance and value of diversity, we act upon it. Only a track record of diverse appointments clearly recognizes the strength and contributions that women and diverse leaders bring with them to our colleges and universities.

This brief provides an analysis of the representation on California's higher education governing boards as of May 20, 2020 with attention to the eleven appointments made by Governor Newsom during his first 15 months in office. The analysis reveals some **Bright Spots of Inclusion** and continued **Challenges to Inclusivity**.



Bright Spots of Inclusion

- Women are well-represented in three of our four higher education governing bodies. A majority of the gubernatorial appointees on the CCC Board of Governors and the CSAC are women; almost half of the gubernatorial appointees on the CSU Board of Trustees are women;
- CSAC appointees are 70 percent racially diverse—in part because of the representation from legislative appointees, who constitute a majority of the Black and Latinx Commissioners (four of seven);
- The UC Board of Regents has become significantly more reflective of California’s diversity in the past few years. Of the 18 gubernatorial appointees, 44 percent are Latinx, Asian, or Black Californians.

Challenges to Inclusivity

- The CCC Board of Governors does not have a single Black male representative despite community colleges serving the vast majority of Black males in higher education in California. Less than a third of Board of Governors are Latinx, while nearly half the community college student body is Latinx;
- Latinx make up 47 percent of the CSU student body but represent only 20 percent of the current gubernatorial appointed Trustees;
- There is only one gubernatorial appointee that is Asian American, Native Hawaiian, Pacific Islander (AANHPI) on the CSU Board of Trustees and on the UC Board of Regents, even though AANHPI students make up 17 percent at the CSU and 38 percent at the UC;
- Even though 19 percent of undergraduates in California are AANHPI and one in seven Californians identifies as AANHPI, there is only one AANHPI member on CSAC—a student representative—and no gubernatorial appointees serving as public representatives are AANHPI.

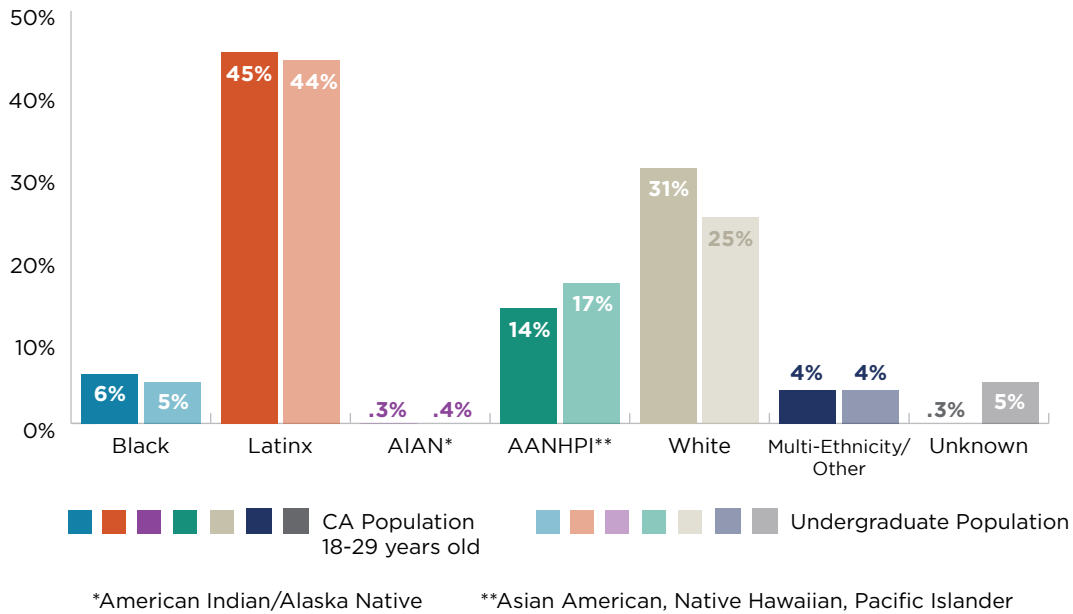


GOVERNOR NEWSOM'S APPOINTMENTS

Governor Newsom made 11 appointments since assuming office in January 2019. Of his appointments, six were women and five were men. Of the six women appointed, three are Latinx, two are White, and one is Black. Of the five men appointed by the governor, all were White. The governor has not yet appointed any American Indian and Alaska Native (AIAN) or AANHPI to any of these higher education governing boards.

Sixty-nine percent of California's population is racially diverse, and 71 percent of its undergraduate population is racially diverse.

Figure 1. California Population (18-29) and California Public Undergraduate Population by Race/Ethnicity



Sources: U.S. Census Bureau. (2020). American Community Survey 2018, 5-Year Estimates, Public Use Microdata Sample. Available from: <https://data.census.gov>

CA Community College Chancellor's Office. (2020). DataMart 2018-2019. [Data portal]. Available from: <https://datamart.cccco.edu/>

California State University Institutional Research and Analyses. (2020). Enrollment summary, Fall 2019. [Data dashboard]. Available from: <http://asd.calstate.edu/dashboard/enrollment-live.html>

University of California. (2020). Fall enrollment at a glance, Fall 2019. [Data dashboard]. Available from: <https://www.universityofcalifornia.edu/infocenter/fall-enrollment-glance>



By the end of 2026, there will be 58 vacancies on the California higher education governing boards that are gubernatorial or legislative appointees.

Table 1. Vacancies on Public Higher Education Boards that are Gubernatorial or Legislative Appointments through 2026

	UC Board of Regents	CSU Board of Trustees	Community College Board of Governors	California Student Aid Commission	Total
Prior to 2020	0	1	0	3	4
2020	0	2	1	2	5
2021	2	2	2	2	8
2022	2	2	1	2	7
2023	0	2	3	4	9
2024	2	2	2	3	9
2025	2	2	2	2	8
2026	3	2	1	2	8
Total	11	15	12	20	58

Note: Vacancies are estimated based on term end dates.

Source: Authors' Analysis of Governor's Appointments Index

Office of the Governor of California. (2020). Volume I Index Governor's Appointments T-Z. Sacramento, CA: Author. Retrieved from: https://www.gov.ca.gov/wp-content/uploads/2019/01/Vol1_BC.pdf

Office of the Governor of California. (2020). Volume I Index Governor's Appointments T-Z. Sacramento, CA: Author. Retrieved from: https://www.gov.ca.gov/wp-content/uploads/2019/01/Vol1_RS.pdf

Office of the Governor of California. (2020). Volume I Index Governor's Appointments T-Z. Sacramento, CA: Author. Retrieved from: https://www.gov.ca.gov/wp-content/uploads/2019/01/Vol1_TZ.pdf



CALIFORNIA COMMUNITY COLLEGES BOARD OF GOVERNORS

To empower the community colleges through leadership, advocacy, and support.

The California Community Colleges Board of Governors selects the system’s chancellor who, in turn, provides recommendations for the governance of the system back to the Board of Governors. The governors set system policy from these recommendations, including tuition, academic, employment, and financial policies.

There are 17 members on the California Community Colleges Board of Governors:

- 12 gubernatorial appointments that must be confirmed by a two-thirds vote in the Senate, appointed for six-year terms and include ten members of the public and 2 current or former members of the local community college district governing boards;
- 2 appointed faculty;
- 1 appointed classified employee; and
- 2 students, one of which is non-voting.

There is currently **one** vacancy on the Board of Governors that is a gubernatorial appointee, but in the next three years, **four** members will be appointed by Governor Newsom. Our analysis below focuses on the 11 of 12 gubernatorial seats on this body that are currently filled.

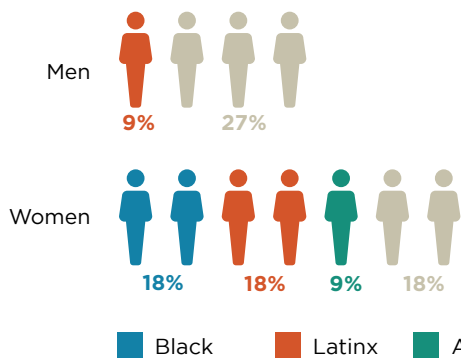
The Board of Governors is not reflective of the racial diversity of community college students. Although 45 percent of Community College students are Latinx, there are only three Latinx gubernatorial appointees on the Board of Governors. There are no Black or AANHPI men represented among gubernatorial appointees.

Women are well-represented with seven of the 11 gubernatorial appointees.

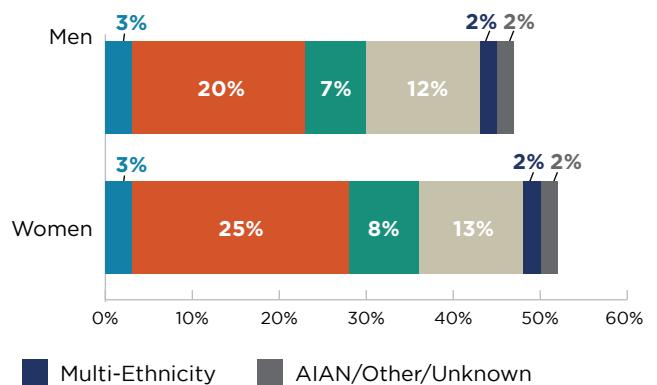
The Governor should appoint more Latinx, AANHPI, and AIAN to the Community College Board of Governors.

Figure 2. California Community Colleges Governor Appointments and Student Demographics

Gubernatorial Appointments to CCC Board of Governors by Gender and Race



Undergraduates by Gender and Race at CCC



Data collection for the gender identity of students at California’s Community Colleges varies by district, and is often limited to female and male. Source: Analysis of CCCC Board of Governors webpage CA Community College Chancellor’s Office. (2020). Members. Retrieved from: <https://www.cccco.edu/About-Us/Board-of-Governors/Members> CA Community College Chancellor’s Office. (2020). DataMart 2018-2019. [Data portal]. Available from: <https://datamart.cccco.edu/>

CALIFORNIA STATE UNIVERSITY BOARD OF TRUSTEES

Responsible for the oversight of the California State University and has authority over curricular development, use of property, development of facilities, and fiscal and human resources management.

The CSU Board of Trustees appoints the system’s chancellor and vice chancellors and the presidents for the campuses. In 2020, the Board will select a new chancellor to lead the system. The Board also sets tuition rates, develops broad administrative policies for the campuses, provides broad direction and coordination for curricular development, and manages the system’s finances.

There are 25 members on the CSU Board of Trustees:

- 16 gubernatorial appointments that must be confirmed by a two-thirds vote in the Senate, who are appointed for eight-year terms;
- 5 ex-officio members, including the Governor, Lieutenant Governor, Speaker of the Assembly, Superintendent of Public Instruction, and the Chancellor of CSU;
- 1 appointed faculty;
- 1 appointed alumnus; and
- 2 students.

There is currently **one** vacancy on the Board of Trustees that is a gubernatorial appointee, but in the next three years, **six** Trustees will be appointed by Governor Newsom. Our analysis below focuses on the 15 of 16 gubernatorial seats on this body that are currently filled.

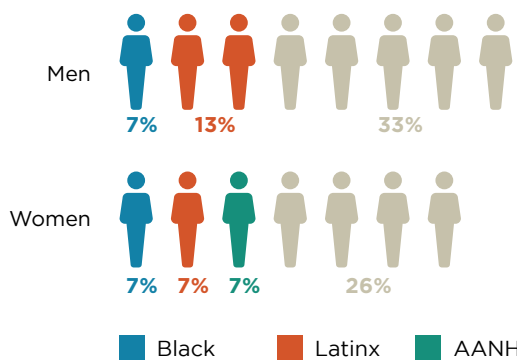
While women are well-represented, the current composition of this Board does not reflect the diversity of the CSU student body or California’s population in terms of race/ethnicity. **Sixty percent of Trustees are White and only 40 percent are Latinx, Asian, or Black Californians.**

Although Latinx make up 47 percent of the CSU student body and over 39 percent of the California population, they represent only 20 percent of Trustees, or three out of 15, that are gubernatorial appointees. And **while AANHPI represent 17 percent of the student body at the CSU, there is only one AANHPI Trustee on the Board.**

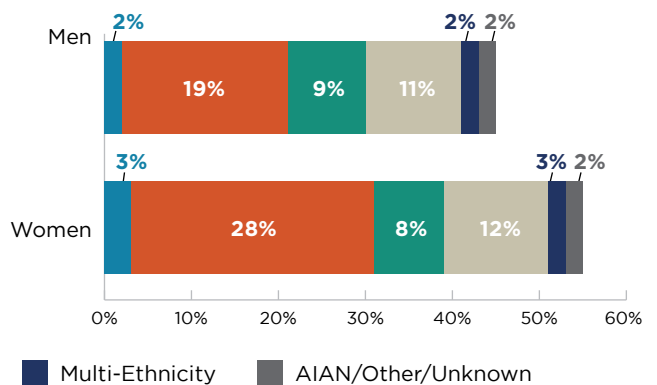
The Governor should appoint more Latinx, AANHPI, and AIAN Californians to the CSU Board of Trustees.

Figure 3. California State University Trustee Appointments and Student Demographics

Gubernatorial Appointments to CSU Board of Trustees by Gender and Race



Undergraduates by Gender and Race at CSU



Data collection for the gender identity of students at California State University is limited to female and male.

Source: Analysis of CSU Board of Trustees web page The California State University. (n.d.) Meet the Board of Trustees. Retrieved from: <https://www2.calstate.edu/csu-system/board-of-trustees/meet-the-board-of-trustees>

Source: California State University Institutional Research and Analyses. (2020). Enrollment summary, Fall 2019. [Data dashboard]. Available from: <http://asd.calstate.edu/dashboard/enrollment-live.html>

UNIVERSITY OF CALIFORNIA BOARD OF REGENTS

The responsibility of individual Regents is to serve as trustees for the people of the State of California and as stewards for the University of California, acting to govern the University as a public trust in fulfillment of its educational, research, and public service missions in the best interests of the people of California.

The UC Board of Regents is responsible for the oversight of the entire UC system, including ten UC campuses, five medical centers, three national labs, and several research and outreach programs and centers. The Regents appoint the President of the system and Chancellors for each campus, set tuition, oversee the finances of the system, and approve specific admissions, academic, student affairs, and campus planning policies. This year, the Regents will select a new President for the system.

There are 26 members of the UC Board of Regents:

- 18 gubernatorial appointments that must be confirmed by majority vote in the Senate, who are appointed to 12-year terms;
- 7 ex-officio members, including the Governor, Lieutenant Governor, Speaker of the Assembly, Superintendent of Public Instruction, President and Vice President of the Alumni Association of the University, and President of the University; and 1 appointed classified employee; and
- 1 student, who is appointed by Regents.

There are currently no vacancies on the Board of Regents, but in the next three years, **four** Regents will be appointed by Governor Newsom.

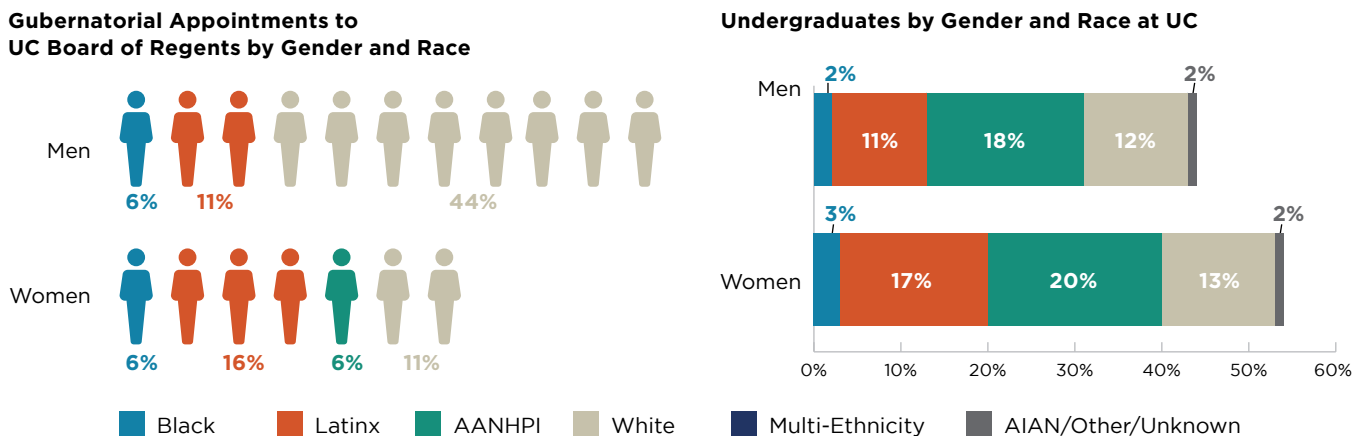
The current 18 gubernatorial appointments on the UC Board of Regents are not reflective of the gender or racial diversity of the UC student body or the state of California.

AANHPI in particular lack representation, with only one gubernatorial appointed seat despite the fact that 38 percent of the UC student body is AANHPI. While Whites are overrepresented on the UC Board of Regents, Latinx continue to be underrepresented with only five gubernatorial appointees even though Latinx account for 28 percent of the student body and 39 percent of the California population.

Women are also underrepresented on the UC Board of Regents when compared to their share of the UC undergraduate student body.

The Governor should appoint more women, AANHPI, and Latinx to the UC Board of Regents.

Figure 4. University of California Regents Appointments and Student Demographics



Data collection for the gender identity of students at the University of California is limited to female and male
 Source: Analysis of the UC Board of Regents webpage, 2019 University of California. (n.d.) Board of Regents – Members and Advisors. Retrieved from: <https://regents.universityofcalifornia.edu/about/members-and-advisors/index.html>
 University of California. (2020). Fall enrollment at a glance, Fall 2019. [Data dashboard]. Available from: <https://www.universityofcalifornia.edu/infocenter/fall-enrollment-glance>

CALIFORNIA STUDENT AID COMMISSION

Making education beyond high school financially accessible to all Californians.

The California Student Aid Commission (CSAC) is responsible for administering the state’s financial aid programs. This includes the \$2 billion Cal Grant aid program and nine other grant or loan repayment programs that support students across the state. CSAC also conducts policy analyses and makes recommendations for streamlining and improving financial aid policies.

There are 15 Commission members:

- 11 gubernatorial appointments that must be confirmed by the Senate, appointed for four-year terms, except for the two student representatives who serve two-year terms;
- 2 appointments from the chair of the Senate Rules Committee; and
- 2 appointments from the Speaker of the Assembly.

There are currently **three** vacancies on the California Student Aid Commission, but in the next three years, **five** will be appointed by Newsom and one will be appointed by the Senate Rules Committee.

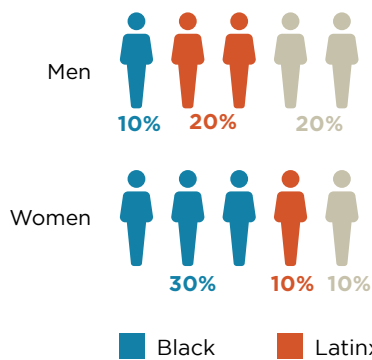
CSAC has strong representation of women and is more inclusive of Black and Latinx Californians than the other governing boards, but lags in representation of AANHPI.

CSAC has no AANHPI gubernatorial appointed members (there is one student Commissioner that is AANHPI) even though 19 percent of undergraduates in California are AANHPI and one in seven Californians identifies as AANHPI.

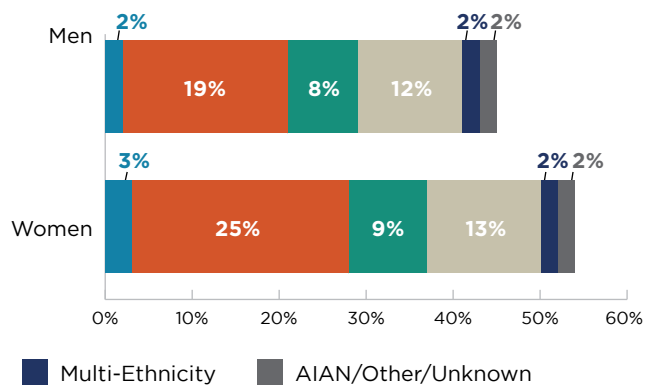
The Governor should appoint more AANHPI to CSAC.

Figure 5. California Student Aid Commission Appointments and Student Demographics

Gubernatorial Appointments to CSAC by Gender and Race



Undergraduates by Gender and Race



Source: Analysis of CSAC webpage, 2019 California Student Aid Commission. (n.d.) Members of the California Student Aid Commission. Retrieved from: <https://www.csac.ca.gov/commission-members>

CA Community College Chancellor’s Office. (2020). DataMart 2018-2019. [Data portal]. Available from: <https://datamart.cccco.edu/>

California State University Institutional Research and Analyses. (2020). Enrollment summary, Fall 2019. [Data dashboard]. Available from: <http://asd.calstate.edu/dashboard/enrollment-live.html>

University of California. (2020). Fall enrollment at a glance, Fall 2019. [Data dashboard]. Available from: <https://www.universityofcalifornia.edu/infocenter/fall-enrollment-glance>



RECOMMENDATIONS FOR CALIFORNIA'S GOVERNOR AND STATE LEGISLATURE

The Governor needs to appoint more women to the UC Board of Regents while focusing on more inclusive appointments of Latinx, AANHPI, AIAN, and Black Californians to the UC Board of Regents, CSU Board of Trustees, and CCC Board of Governors, in order to make these governing boards more reflective of the students they serve and the population of California.

The Senate Rules Committee should continue to make sure their appointments are inclusive and representative of California's diversity and communicate to the Governor that it prioritizes greater diversity and inclusivity in appointments as it reviews and approves gubernatorial appointments.

Our state and college leaders should request, review, and make demographic data on appointments more transparent and easily accessible, and use these data to inform a more inclusive process for appointments to these governing boards.

The Governor should work with stakeholder groups, including the Advisory Selection Committee for the Regents of the University of California, to identify potential appointees from diverse communities - those who are traditionally underrepresented in California public higher education, as required by the California Constitution.

All appointees should not just reflect the diversity of our state, but also be individuals who are knowledgeable and equity-minded, who will prioritize improving students outcomes and closing racial/ethnic equity gaps among students, and whose approach to higher education will ensure that ALL students in the state are successful.

The rich diversity of California has long contributed to the state's storied history of innovation, creativity, and national leadership on key issues like education. **But our pride in the state's diversity must be matched by a renewed focus on ensuring that all Californians have an opportunity to succeed. The success of women, AANHPI, AIAN, Black, and Latinx students is critical to the strength and vitality of our state which boasts the fifth largest economy in the world.** Higher education is critical to that success and we must intensify efforts to keep a college education accessible and affordable, especially for our most vulnerable citizens who are traditionally underrepresented in California public higher education. **California students deserve leadership that represent their interests and experiences, particularly on the governing bodies that make key decisions about academic and financial policies that directly affect student success.** Our continued commitment to these ideals will ensure that California remains a leader and national model for an inclusive and engaged population amongst all our diverse residents.

Counting Appointments

This analysis includes only the current appointed members of the UC Board of Regents, CSU Board of Trustees, Community College Board of Governors, and the California Students Aid Commission. The analysis and recommendations in this brief include the positions appointed by the Governor and confirmed by the Senate for the UC Board of Regents, CSU Board of Trustees, the Community College Board of Governors, and the California Student Aid Commission. Non-Senate-confirmed positions on the California Student Aid Commission were also included. These governance boards include ex-officio, faculty, students, employees, and alumni members who could make these boards more or less reflective of California's population and student body, but were not included in our analysis because the Governor and legislature are not responsible for appointing those members or have additional constraints in how they determine such appointments.

The Campaign for College Opportunity uses the racial and ethnic categories employed by the US Census and California's higher education segments. We acknowledge that the application of these categories can be problematic. We encourage the bodies responsible for data collection and reporting to consider classifications that, among other things, would better reflect our nation's Native population and the growing number of multi-racial Americans more broadly, as well as acknowledge that the experience of individuals of Middle Eastern descent differs from those of others classified as White.

Data Verification

This brief is an update to the 2018 *Left Out: California's Higher Education Governing Boards Do Not Reflect the Racial and Gender Diversity of California and Its Student Body*. All four bodies were given the opportunity to confirm or correct their data. The California Community College Chancellor's Office and the UC Office of the President were not able to confirm or correct the data analysis. We are grateful to the California State University and the California Student Aid Commission for confirming the data in this report. The California Student Aid Commission sent a survey to their Commissioners, two of them declined to confirm their race/ethnicity or gender. We still included our analysis of the race/ethnicity and gender of those commissioners who declined to confirm in this brief.

Data collection for the gender identity of gubernatorial appointments is limited to female and male. As such, gender nonbinary identities are not able to be included in this visualization.

Acknowledgments

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