



October 2022

REPRESENTATION

MATTERS

California's Higher Education Governing Bodies Still Do Not Reflect the Racial and Gender Diversity of California and Its College Students



REPRESENTATION MATTERS IN CALIFORNIA HIGHER EDUCATION GOVERNING BOARDS

In one of the most diverse states in the nation, it is not surprising that public college students in California are incredibly diverse—71% of the student body is racially/ethnically diverse, with nearly half (45%) of students identifying as Latinx and only about one in four (23%) identifying as white. Unfortunately, that diverse representation by race/ethnicity and gender is not reflected in the decision-making bodies of the University of California (UC) Board of Regents, the California State University (CSU) Board of Trustees, the California Community Colleges (CCC) Board of Governors (BOG), and the California Student Aid Commission (CSAC).

In the next year, both the CSU Board of Trustees and the California Community Colleges Board of Governors will name a new systemwide leader. The leaders who sit on the governing bodies of our higher education systems also make critical decisions on the allocation of resources, hiring of key leadership and faculty, development of policies on admissions, academics, athletics, and more. They can help expand college opportunity or constrain it, they can ensure adequate supports for students, and they can strengthen the quality of instruction or erode it. The decisions made by these governing boards impact all aspects of students' lives. The California Student Aid Commission is responsible for delivering over \$3.5 billion in student aid to hundreds of thousands of students. In 2022, 656,138 students were offered Cal Grants.

California deserves governing board members who value high quality and innovative public higher education that is accessible, affordable, and ensures student success across racial/ethnic lines and regardless of a student's financial circumstances. We also deserve boards that reflect the wealth of diversity and experience in our state.

The Governor appoints most members to these governing boards. During his first term, Governor Newsom has already appointed or reappointed 32 leaders who we include in this analysis: eight to the UC Board of Regents, eight to the CSU Board of Trustees, seven to the Board of Governors, and nine to the CSAC; this does not include five additional pending or upcoming appointments by the end of 2022. If reelected in the fall of 2022, the Governor will have 30 additional appointments to make. Appointments that are inclusive of women and people of color ensure that students see themselves reflected in their college and university leaders, know they belong, and are able to relate with others who carry shared experiences. Just as importantly, students are exposed to the racial/ethnic diversity of individuals that make up the current diversity of California, ensuring they are well-rounded citizens of our state and the world. A track record of diverse appointments demonstrates a real commitment to representation and recognizes the strength and contributions that women and diverse leaders bring with them to our colleges and universities. Actions speak louder than words. In appointments, a clear track record can highlight whether representation matters or not.

This brief provides an updated analysis of the representation on California's higher education governing boards as of September 22, 2022. The analysis reveals some highlights and lowlights when it comes to representation.



KEY FINDINGS



REPRESENTATION HIGHLIGHTS:

- The California Community Colleges Board of Governors and the CSU Board of Trustees have equitable representation of women.
- There has been a positive increase in the number of Latinx appointees to the CSU Board of Trustees, almost reflective of the California population but not the CSU student body.
- Asian American, Native Hawaiian, and Pacific Islander (AANHPI) representation has increased under Governor Newsom on the UC Board of Regents and the CSU Board of Trustees.



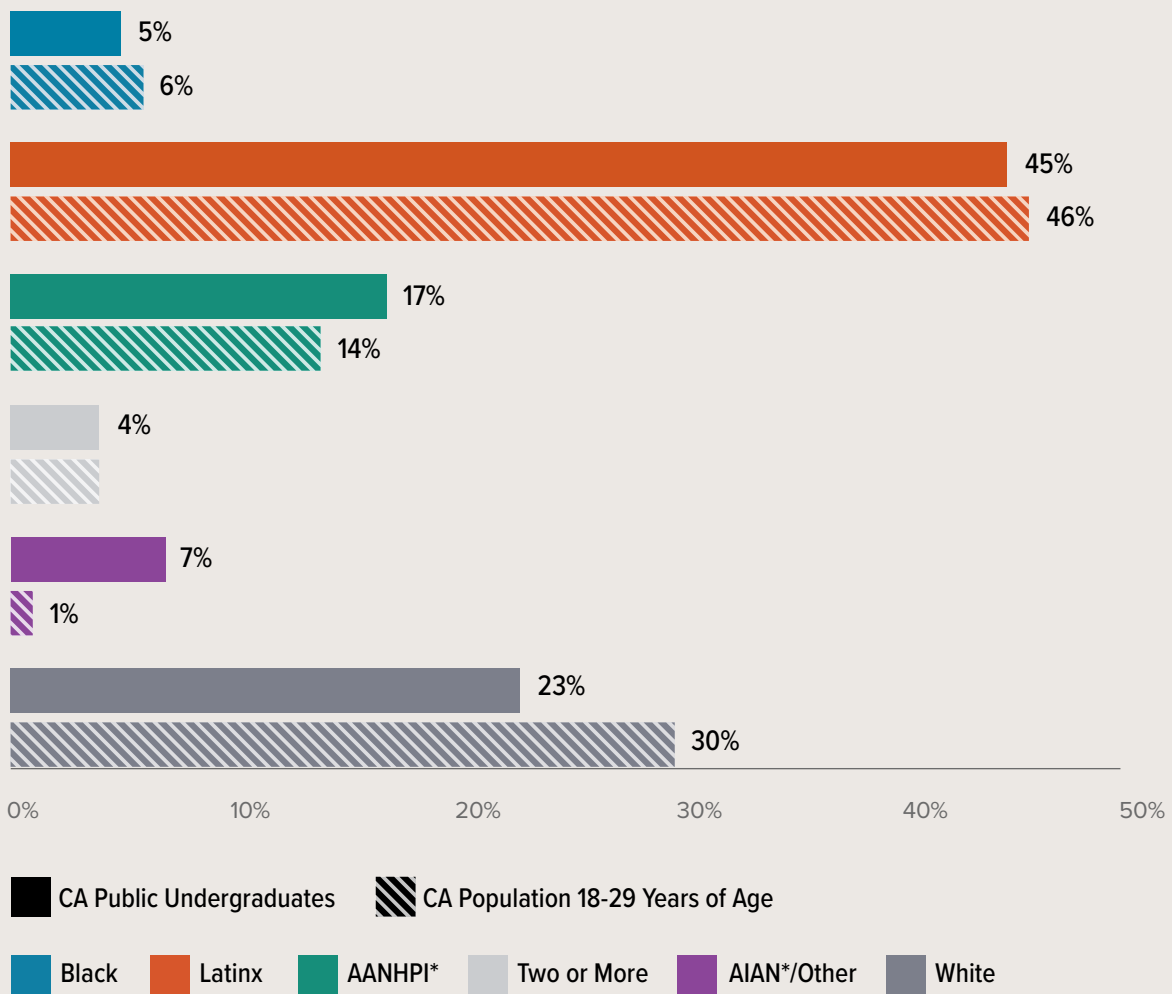
REPRESENTATION LOWLIGHTS:

- There are no American Indian and Alaska Native (AIAN) representatives on any of the Governing bodies.
- The UC Board of Regents has only six women among 16 members appointed by the governor, and only four of the 13 CSAC members appointed by the Governor are women.
- Only 25% of the California Community Colleges Board of Governors are Latinx, while 45% of the student body is Latinx.
- AANHPI are significantly underrepresented on the UC Board of Regents, the California Community Colleges Board of Governors, and the CSAC.
- White men are significantly overrepresented on the UC Board of Regents and the CSU Board of Trustees.

Sixty-nine percent of California’s population is racially/ethnically diverse, and 71% of its undergraduate population is racially/ethnically diverse.

Seventy one percent of Californians between the ages of 18-29 are racially/ethnically diverse.

Figure 1. California Public Undergraduate Population and California 18-29 year-old Population by Race/Ethnicity.



*AANHPI: Asian American, Native Hawaiian and Pacific Islander

*AIAN: American Indian and Alaska Native

Data Source: California Community Colleges, Student Success Metrics [Data Dashboard]; California State University, State Supported Enrollment [Data Dashboard]; University of California, Fall Enrollment at a Glance [Data Dashboard]; US Census, American Community Survey 2016-2020, Public Use Microdata Sample.



Of the 15 women Governor Newsom has appointed:



Of the 17 men Governor Newsom has appointed:



Black
 Latinx
 AANHPI*
 Multiracial
 AIAN*/Other
 White

*AANHPI: Asian American, Native Hawaiian and Pacific Islander

*AIAN: American Indian and Alaska Native

GOVERNOR NEWSOM'S APPOINTMENTS

Governor Newsom made 32 appointments or reappointments included in this analysis since assuming office in January 2019 and will have five more through his first term in office. Of these 32 appointments, 15 were women and 17 were men. Of the 15 women appointed, eight are Latinx, three are white, three are Black, and one is Asian American. Of the 17 men appointed by the Governor, seven are white, four are Latinx, four are Black, and two are Asian American. The Governor has not yet appointed any American Indian and Alaska Native (AIAN) leaders to any of the higher education governing boards.

By the end of 2026, there will have been a total of 73 vacancies on the California higher education governing boards that are gubernatorial or legislative appointees. If re-elected, Governor Newsom will have 30 additional appointments.

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

	UC Board of Regents	CSU Board of Trustees	CCC Board of Governors	California Student Aid Commission	Total
Prior to 2022	4	6	6	12 8 - Appointed by Governor 2 - Appointed by Assembly Speaker 2 - Appointed by Senate Rules Committee	28
2022	6 (2 pending)	3 (1 pending)	1	3 - Appointed by Governor (2 upcoming)	12
2023	0	2	3	6 5 - Appointed by Governor 1 - Appointed by Senate Rules Committee	11
2024	2	2	2	3 2 - Appointed by Governor 1 - Appointed by Senate Rules Committee	9
2025	2	2	2	0	6
2026	1	2	3	0	6
Total	14	17	17	23 (6 - Appointed by Assembly Speaker or Senate Rules)	73



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 Board of Governors sets system policy from these recommendations, including fees, academic, employment, and financial policies for 1.75 million students attending 116 community colleges across California.

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 two current or former members of the local community college district governing boards;
- Two faculty, appointed by the Governor;
- One classified employee appointed by the Governor; and
- Two students appointed by the Governor, both of which are voting members.

There are currently no vacancies on the Board of Governors, but in the next four years, ten members will be appointed by the Governor. Our analysis below focuses on the 12 gubernatorial seats on this body that are currently filled.

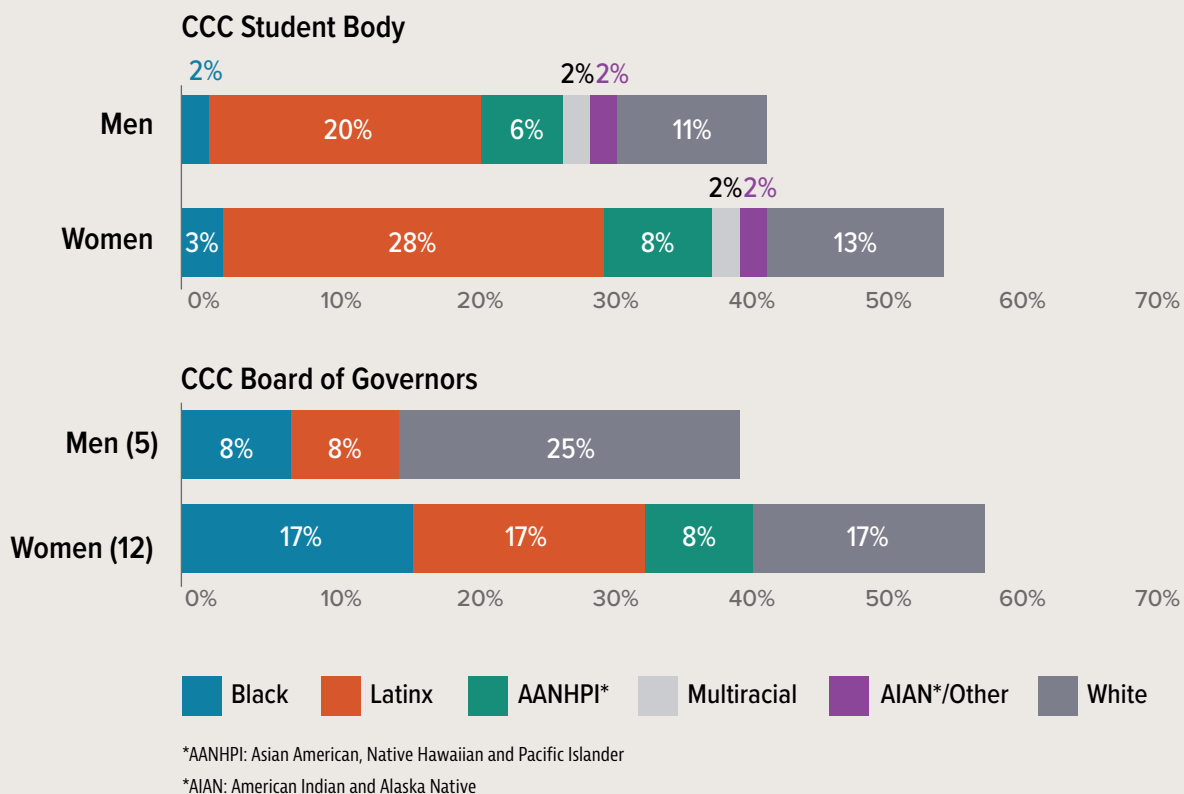
The Board of Governors has solid representation of women, but is not reflective of the racial/ethnic diversity of community college students. Although 45% of community college students are Latinx, there are only three Latinx (25%) gubernatorial appointees on the Board of Governors. There are no AANHPI men or AIAN represented among gubernatorial appointees.



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

White men comprise 25% of the California Community Colleges Board of Governors, though white male students account for 11% of the community college student body.

Figure 2. California Community Colleges Student Body and Board of Governors by Race/Ethnicity and Gender.



Data Source: California Community Colleges, (2022). Board of Governors; California Community Colleges, (2022). Student Success Metrics [Data Dashboard].



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, vice chancellors, and the presidents for the 23 campuses which serve 477,466 students.

In the next year, the Trustees will select a new chancellor to lead the system. The Trustees also set tuition fees, develop broad administrative policies for the campuses, provide broad direction and coordination for curricular development, and manage 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;
- Five ex-officio members, including the Governor, Lieutenant Governor, Speaker of the Assembly, Superintendent of Public Instruction, and the Chancellor of CSU;
- One faculty appointed by the Governor
- One alumnus appointed by the CSU Alumni Council; and
- Two students appointed by the Governor, both of which are voting members.

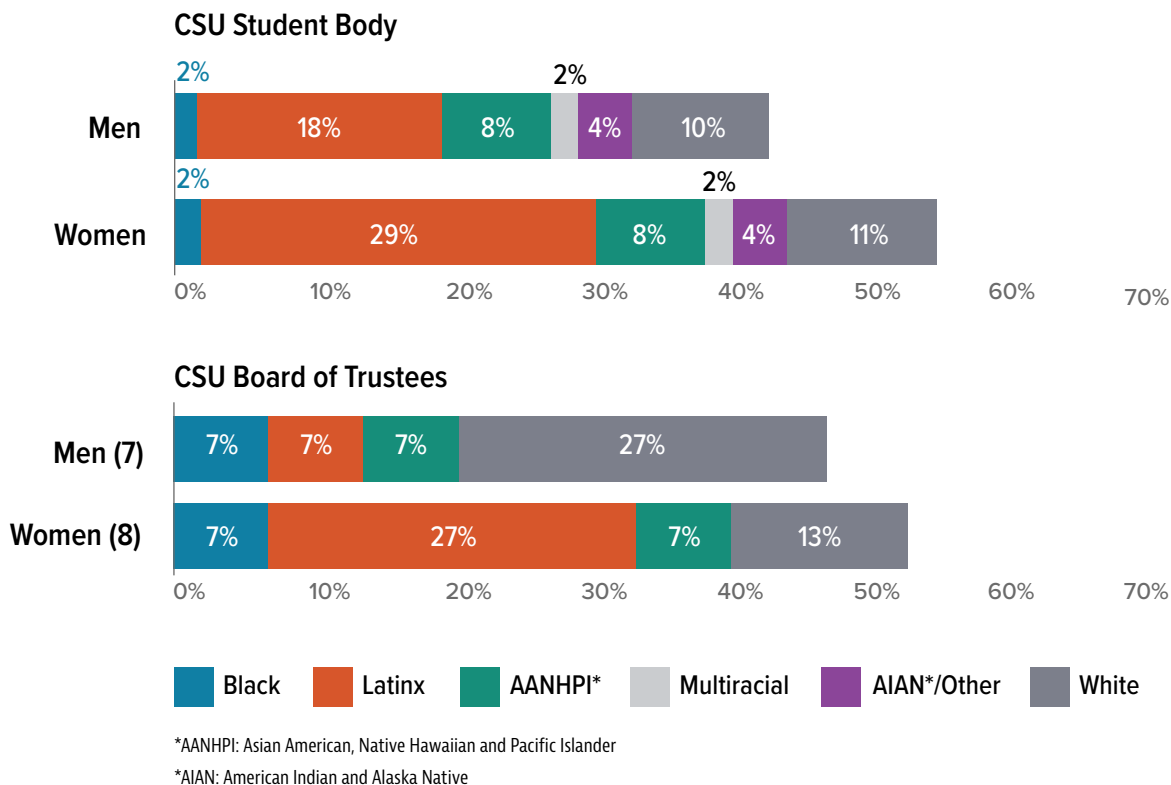
There is currently one vacancy on the Board of Trustees that is a gubernatorial appointee, but in the next four years, eight trustees will be appointed by the Governor. Our analysis below focuses on the 15 of 16 gubernatorial seats on this body that are currently filled. While women make up half of the gubernatorial appointees on the Board, the current composition of this board does not reflect the diversity of the CSU student body or California’s population by race/ethnicity. Only 21% of the CSU student body is white, although white trustees make up 40% of this body. While significant improvements in diversity have occurred over the last few years under Governor Newsom, more needs to be done. For example, Latinx make up 47% of the CSU student body and over 39% of the California population, but they represent only 33% of trustees, which is a significant improvement over the 20% just a few years ago, but still not proportionate to the large Latinx student body. The addition of a second AANHPI trustee by the Governor ensures a more reflective representation for AANHPI students. There are no AIAN members of the Board.



Recommendation: The Governor should appoint more Latinx and AIAN leaders to the CSU Board of Trustees.

One in four CSU Trustees is a white man, compared to one in ten CSU students.

Figure 3. California State University Student Body and Board of Trustees by Race/Ethnicity and Gender.



Data Source: California State University, State Supported Enrollment [Data Dashboard]; California State University. (n.d.). Meet the Board of Trustees.





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.

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;
- Seven 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 one appointed classified employee; and
- One student appointed by the Regents (a second non-voting student is appointed by the Regents), which is voting.

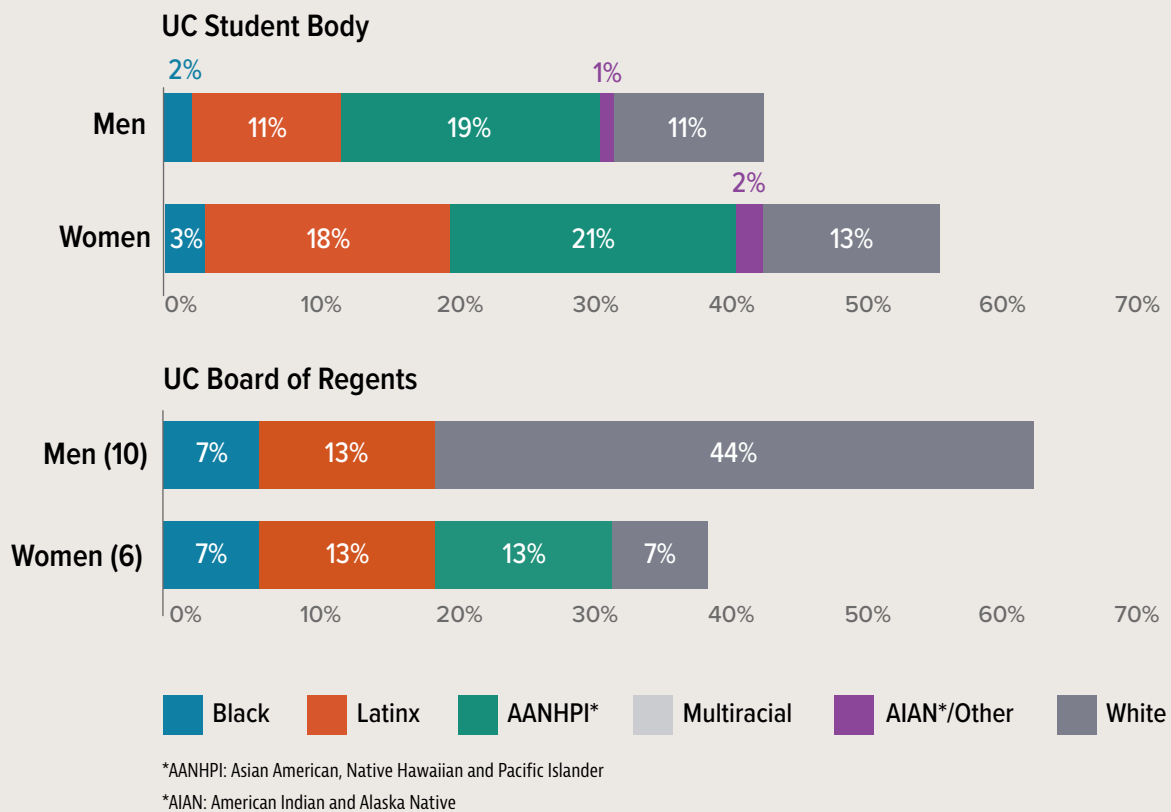
There are currently two vacancies on the Board of Regents, but in the next four years, six additional openings will be appointed by the Governor. Of the current 16 gubernatorial appointments on the UC Board of Regents, there are only six women. In addition, the body is not reflective of the racial and ethnic diversity of the UC student body or the population of the state of California. White men make up 44% of the Regents even though white male students are only 11% of the UC student body. There are only two AANHPI regents (an improvement from just one previously) despite 36% of the student body being AANHPI. Latinx continue to be underrepresented, with only four gubernatorial appointees even though Latinx account for 29% of the domestic student body and 39% of the California population.



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

Half—eight of 16—UC Regents are white, while less than a quarter of the student body is white. Though Asian American male students account for 17% of the UC student body, there are no Asian American or NHPI male Regents.

Figure 4. University of California Student Body and Board of Regents by Race/Ethnicity and Gender.



Data Source: University of California. (n.d.) Board of Regents; University of California, Fall Enrollment at a Glance [Data Dashboard].



Courtesy of Los Angeles Cash for College

CALIFORNIA STUDENT AID COMMISSION

Making education beyond high school financially accessible to all Californians.

The California Student Aid Commission (CSAC) is responsible for administering \$3.5 billion for the state's financial aid programs. This includes the \$2.6 billion Cal Grant aid program and twelve 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 members on the Commission:

- 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;
- Two appointments from the chair of the Senate Rules Committee; and
- Two appointments from the Speaker of the Assembly.

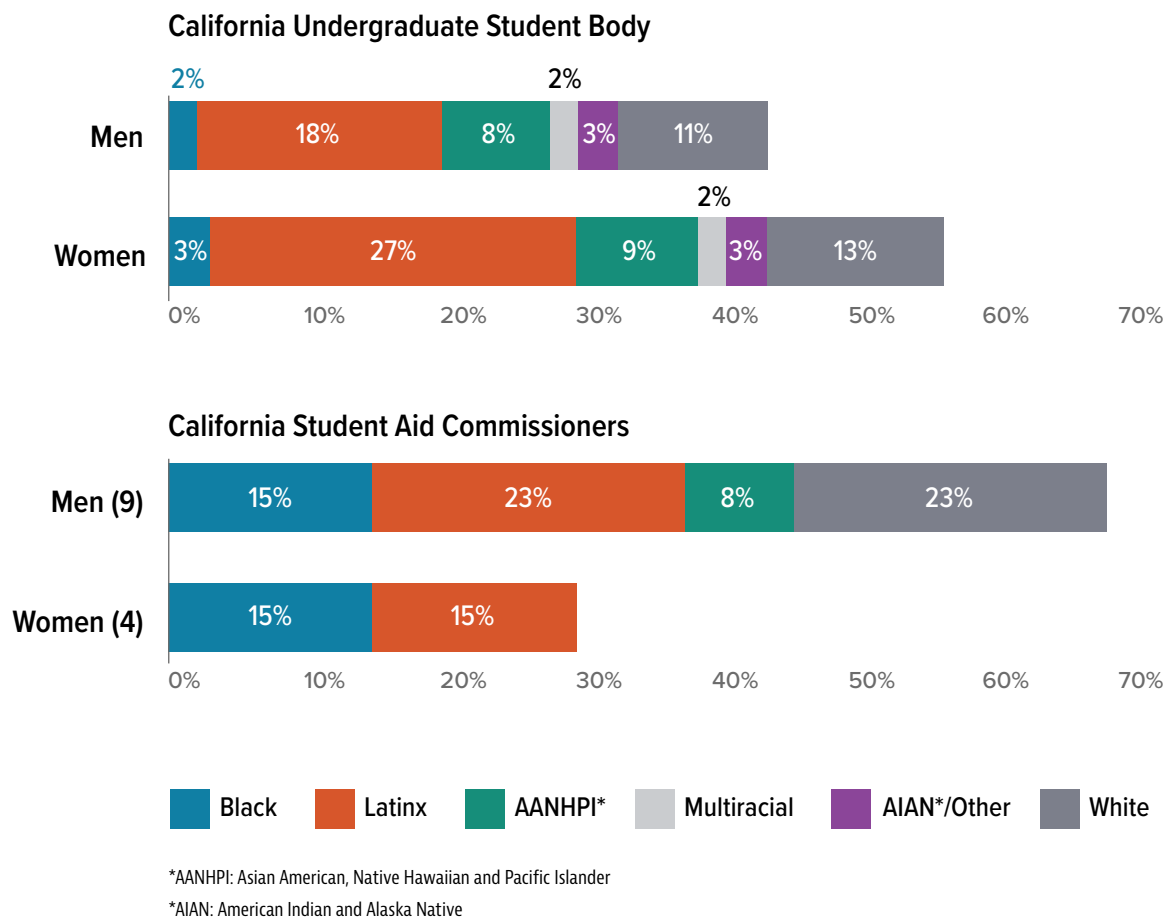
There are currently no vacancies on the California Student Aid Commission, but in the next four years, nine openings will need to be filled by the Governor, Senate Rules Committee, and the Speaker of the Assembly. Of the 13 appointments to CSAC (not including the two student representatives) there are only four women and one AANHPI commissioner despite the majority of California undergraduate students being women (56%) and AANHPI (19%). CSAC is more inclusive of Black and Latinx Californians than the other governing boards.



Recommendation: The Governor should appoint more women, AANHPI and AIAN leaders to CSAC.

Women account for only 30% of CSAC Commissioners, but 56% of California’s public higher education students are women. Latinas account for one in four students, but only two CSAC Commissioners are Latina (not including one student representative).

Figure 5. California Public Undergraduate Student Body and California Student Aid Commission by Race/Ethnicity and Gender.



Data Source: California Community Colleges, Student Success Metrics [Data Dashboard]; California State University, State Supported Enrollment [Data Dashboard]; University of California, Fall Enrollment at a Glance [Data Dashboard]; California Student Aid Commission. (n.d.). Student Aid Commission.



RECOMMENDATIONS FOR CALIFORNIA'S GOVERNOR AND STATE LEGISLATURE

- The Governor must appoint more women to the UC Board of Regents and the California Student Aid Commission, while focusing on more inclusive appointments of Latinx, AANHPI and AIAN, to the UC Board of Regents, CSU Board of Trustees, and California Community Colleges Board of Governors, to make these governing boards more reflective of the students they serve and the population of California.
- The Senate 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 as it reviews and approves gubernatorial appointments.
- Our state and college leaders should request, review, and make demographic data on gubernatorial 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 student outcomes and closing racial/ethnic equity gaps, and whose approach to higher education will ensure that ALL students in the state are successful.

CONCLUSION

Representation MATTERS because diverse Californians have been critical to our past and are essential to the future. Latinx, Black, Asian American, NHPI, white, American Indian and Alaska Natives make up the fabric of our state and deserve to be present and represented in every place and space. While the richness of our diversity is often celebrated, we must also be intentional about the inclusion of diverse voices and representatives in every single one of the governing bodies that play a critical role in our public higher education systems. The strength of California's economy, its incredible talent, and innovation is a direct result of the opportunity for brilliant minds to attend our world-renowned universities and colleges. And while we have much to celebrate in the growing diversity represented by our student body, we have a long way to go to ensure that diverse students complete college and see themselves reflected in the faculty, staff, and leadership on their campuses. As the findings in this brief indicate, California's higher education governing boards can and should be more reflective of the diversity of our students and the population of the state. If representation matters, we can prove it by ensuring that no one is left out and that equity in all aspects of California higher education is more than just a goal, it becomes reality.





METHODOLOGY

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 California Community Colleges 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 [2020](#) and [2018](#) *Left Out: California's Higher Education Governing Boards Do Not Reflect the Racial and Gender Diversity of California and Its Student Body* publications. All four bodies were given the opportunity to confirm or correct their data. We are grateful to the California Student Aid Commission for confirming the data in this report. The UC Office of the President, CSU Chancellor's Office, and California Community Colleges Chancellors Office did not respond to requests to confirm or correct the data. 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.

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This publication is dedicated to the memory of Michael A. Olivas, an acclaimed higher education scholar and law professor who used his brilliant legal mind as an instrument to fight for the rights of immigrants and the inclusion and representation of those left behind. Dr. Olivas was the William B. Bates Distinguished Chair in Law (Emeritus) at the University of Houston (UH) Law Center and Director of the Institute for Higher Education Law and Governance at UH.