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### A Benchmark Report On Diversity in State and Local Government

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# Research Report

Center for Women in Politics & Public Policy • McCormack Graduate School of Policy Studies

## A Benchmark Report On Diversity in State and Local Government

*Carol Hardy-Fanta*

*February 7, 2007*



*This research was commissioned by the Pipeline to Public Service and made possible by funding provided by The Boston Foundation, The New Community Fund, and The Herman and Frieda L. Miller Foundation.*



*The Center for*  
**WOMEN IN POLITICS  
& PUBLIC POLICY**





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## ABOUT THE PIPELINE TO PUBLIC SERVICE

The Pipeline to Public Service initiative's mission is to develop a new generation of leaders of color committed to public service, in order to ensure a more representative democracy and a diverse civic community in Greater Boston. The Pipeline to Public Service initiative will provide education and training opportunities to enable individuals from diverse political backgrounds to run successfully for elective office, manage and run political campaigns, and serve in all levels of government. The initiative—like the research reported here—is made possible with funding provided by The Boston Foundation, The New Community Fund, and The Herman and Frieda L. Miller Foundation.

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## ABOUT THE CENTER FOR WOMEN IN POLITICS & PUBLIC POLICY

The mission of the McCormack Graduate School's Center for Women in Politics & Public Policy at the University of Massachusetts Boston is to promote women's leadership by providing quality education, conducting research that makes a difference in women's lives, and serving as a resource for the empowerment of women from diverse communities across the Commonwealth. Recognizing the talent and potential of women from every community, and guided by the urban mission of an intellectually vibrant and diverse university in the heart of Boston, the Center seeks to expand the involvement of women in politics and their influence on policies that affect them, their families, and their communities. The Center was established in 1994 with the support of the Massachusetts Caucus of Women State Legislators; oversees a Graduate Certificate Program for Women in Politics and Public Policy, and supports other initiatives at the McCormack Graduate School. To find out more about the Center and the McCormack Graduate School, or to order copies of this report, please contact the:

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# INTRODUCTION

*The principal difficulty lies, and the greatest care should be employed, in constituting this representative assembly. It should be in miniature an exact portrait of the people at large. It should think, feel, reason, and act like them. . . . Equal interests among the people should have equal interests in it.*

— John Adams, 1776 \*

When John Adams, one of the Founding Fathers of this country and its second President, wrote these words, he may not have envisioned a nation as diverse as it is today. And yet, this quote captures the very essence of our nation's democratic values: that the demographic characteristics of those who hold elected or appointed positions should reflect those of the "people at large." The fact that John Adams was born in Massachusetts—in what is now Quincy, one of the cities included in this report—gives added weight to the premise that, as the Commonwealth of Massachusetts and the communities of Greater Boston become increasingly diverse, our elected and appointed officials should reflect that diversity.

This report offers the first "diversity benchmark" for the Commonwealth by providing a comprehensive analysis of representation by people of color holding statewide positions filled through gubernatorial appointments as well as those holding elected and appointed positions in ten cities and towns in Greater Boston. It comes at a time of significant changes. People of color currently make up about 20% of the state's population—up from 15.5% in 2000.<sup>1</sup> The racial makeup of the state's population<sup>2</sup> is: 6.9% Black/African American; 7.9% Latino/a (who may be of any race); 4.8% Asian<sup>3</sup>; 1.3% "two or more races"; and 0.3% American Indian. The current population of non-Hispanic whites is 80.3%. The cities and towns of Greater Boston selected for inclusion in this study are among the most diverse, with populations that range from 22% to 62% nonwhite.

Another historic change is that the people of Massachusetts elected its first—and the nation's second—African American governor, Deval Patrick. These two changes provide the context for the findings presented here. In some ways, the Commonwealth and the cities and towns of Greater Boston have shown remarkable progress in the election and appointment of people of color to high-level positions; Governor Patrick's election and, as will be seen below, the levels of diversity in appointments by the Cities of Boston and Somerville are two of the most dramatic examples of this progress.

At the same time, this report reveals startling and troubling gaps in representation by people of color in statewide appointed positions and, for many of the cities and towns of Greater Boston, in municipal elected and appointed offices. The data provided in this report offer both a challenge and an opportunity for the Commonwealth and the cities and towns of Greater Boston to examine how well they live up to the democratic values expressed by John Adams at the birth of our nation—representation that is a "portrait of the people at large."

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\* John Adams, *Thoughts on Government*, Apr. 1776 Papers 4:86–93. John Adams was one of the Founding Fathers of the United States of America. He served both as that nation's first Vice President (1789–1797), and as its second President (1797–1801). After being defeated for a second term, he went back to farming in the Quincy area. His son, John Quincy Adams, was the sixth President of the United States (1825–1829).

## ABOUT THE STUDY

The Pipeline to Public Service Initiative asked the McCormack Graduate School's Center for Women in Politics & Public Policy at the University of Massachusetts Boston to ascertain the racial diversity in state and local government. The project had the following three goals:

- To identify the race (and gender) of those holding top-level positions filled through gubernatorial appointments, e.g., secretaries, commissioners, directors, deputy commissioners/directors, and undersecretaries, in the Commonwealth's executive offices and major departments.
- To compile the same information for members of the most influential boards and commissions in the Commonwealth filled through gubernatorial appointments.
- To assess the diversity of elected and appointed officials in ten cities and towns in Greater Boston with the highest percentages of people of color: Boston, Cambridge, Chelsea, Everett, Framingham, Lynn, Malden, Quincy, Randolph, and Somerville.

To determine the race/ethnicity of gubernatorial appointments, we used publicly available information to compile lists of those holding each position. We then contacted the office in charge, or the individuals directly, to ask how each person self-identified in terms of race/ethnicity. See the Appendix for a complete list of executive positions and a list of boards and commissions whose members were included in the analysis. The data for statewide appointments are current as of November 17, 2006, and reflect appointments made during or prior to the Romney administration.

To determine the diversity of municipal officials for each city/town required first collecting the race of elected officials serving as mayors or members of city/town councils, boards of selectmen/aldermen for each of the ten cities/towns. We did the same for the elected school committees/boards for these cities/towns.

We then identified the boards and commissions that exist in each of the cities/towns under study and identified those that were (1) appointed by the executive official of the city/town; (2) most important in terms of policy influence; and (3) comparable across the ten cities/towns. See Appendix for a list of the boards/commissions were included in our analysis; please note that not all boards/commissions exist in all the cities/towns and some boards/commissions were not included because they did not meet one of the criteria listed above. Information on municipal officials is current as of January 19, 2007.

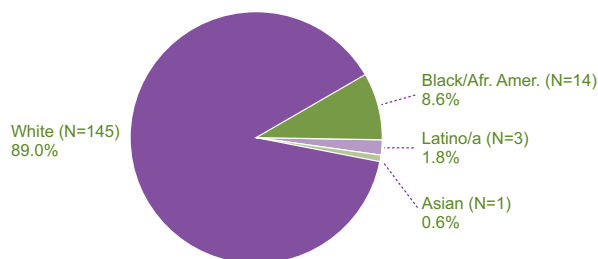
## STATEWIDE POSITIONS FILLED THROUGH GUBERNATORIAL APPOINTMENTS

Of the 163 top-level positions filled through gubernatorial appointments, 82 are classified as executive positions, i.e., secretaries of executive offices, commissioners/directors of departments, deputy commissioners/directors, and/or undersecretaries; 81 are chairs or members of boards and commissions. (See the Appendix for the positions included in each category.)

Major findings include:

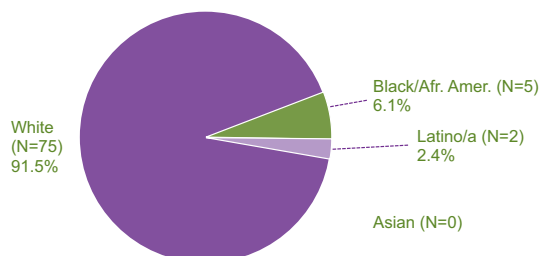
- Of the 163 individuals holding top-level positions, just 11.0% are held by people of color—in a state that is now close to 20% nonwhite.
- 145 (89%) of those holding positions filled by gubernatorial appointments are white, 14 (8.6%) are African American, 3 (1.8%) are Latino/a, and one (0.6%) is Asian (see Figure 1).

**Figure 1.**  
Statewide Top-Level Appointments, by Race (N=163)



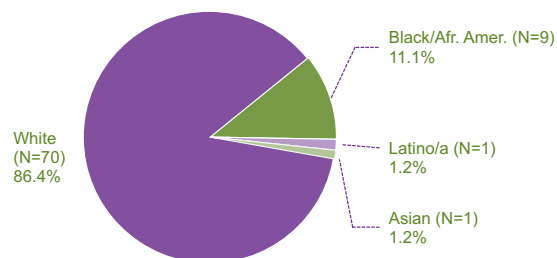
- Figure 2 shows that, for the 82 *executive* positions, African Americans make up a much smaller percentage than that of all appointments; just five (6.1%) of the very top (executive)-level positions are held by African Americans.
- There are only two Latinos/as at this level; they make up just 2.4% of executive appointments.
- Our research shows that no Asians hold any of the 82 *executive* positions studied.

**Figure 2.**  
Executive Appointments, by Race (N=82)



- As can be seen in Figure 3, of the 81 gubernatorial appointments to the major boards and commissions, 70 (86.4%) are white and 9 (11.1%) are African American. Just one is Latino/a and one is Asian. It should be noted that the percent of Latinos/as appointed to boards and commissions has not changed since an earlier study released in 2002.<sup>4</sup>

**Figure 3.**  
Statewide Appointments to Boards and Commissions, by Race (N=81)



## MUNICIPAL OFFICIALS: A PICTURE OF SEVERE UNDERREPRESENTATION

The ten cities/towns in Greater Boston included in this study were selected because they: (1) have the highest percentages of people of color; (2) include cities/towns with the highest proportions of each of the three major racial/ethnic groups; and (3) are in the target areas of The Boston Foundation, which, together with The New Community Fund and The Herman and Frieda L. Miller Foundation, commissioned this research study.

Table 1 lists the cities and towns selected and shows their racial makeup. The first column shows the total nonwhite<sup>5</sup> and the other columns break down the race/ethnicity by group.

Of particular note are the following facts:

- Chelsea is the city with the largest overall nonwhite population (62.4%), followed by Boston (50.6%). The other cities/towns range from 21.5% nonwhite (Quincy) to 38.6% (Randolph).
- Boston leads the way with the largest African American population, followed closely by Randolph.
- Chelsea has the highest Latino/a population (48.4%), followed by Lynn (18.4%) and Boston (14.5%).
- The city with the largest Asian population is Quincy (15.9%); the next largest are Malden (14.0%) and Cambridge (11.9%).

### Elected Municipal Officials

Given the fact that people of color make up, on average, 41.3% of the populations of these cities and towns, the data show they are severely underrepresented in elected positions at the municipal level. (Note: In this study we examined the race and gender of mayors, city/town councilors, members of boards of selectmen/aldermen, and members of school boards/committees.)<sup>6</sup>



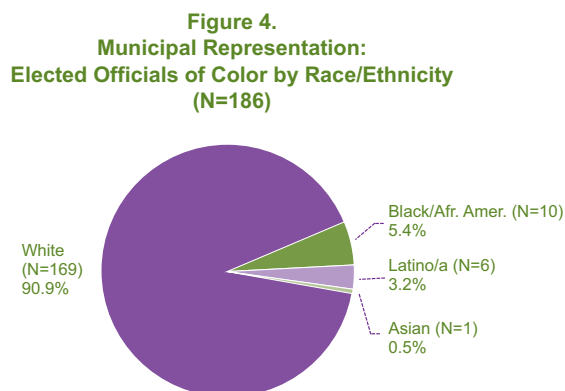
**Table 1. Population by Race/Ethnicity, 2000 (%)**

City/Town	Non-White	African American	Latino/a	Asian
<b>Boston</b>	50.6	23.6	14.5	7.5
<b>Cambridge</b>	35.4	11.5	7.3	11.9
<b>Chelsea</b>	62.4	6.1	48.4	4.0
<b>Everett</b>	25.0	6.0	9.7	3.3
<b>Framingham</b>	24.8	4.5	11.0	5.1
<b>Lynn</b>	37.8	9.1	18.4	6.6
<b>Malden</b>	30.4	7.9	4.8	14.0
<b>Quincy</b>	21.5	1.8	1.8	15.9
<b>Randolph</b>	38.6	20.6	2.7	10.2
<b>Somerville</b>	27.4	6.1	8.6	6.5

Source: Census 2000 Summary File 2 (SF 1 & 2) 100-Percent Data, Census of Places.

Note: Racial/Ethnic data by city/town are only available from the 2000 Census.

- Just 17 (9.1%) of the 186 municipal elected official are people of color (see Figure 4).
- Of the seven cities with a mayoral system of government, just one, Cambridge, has a person of color as its top elected official (Mayor Kenneth Reeves is African American.<sup>7</sup>
- There are ten African American, six Latino/a and one Asian municipal elected official in these ten cities and towns. The city-by-city breakdown is provided below.



## Appointed Municipal Officials

People of color are equally underrepresented in appointed office in all but two of the cities and towns in Greater Boston. We identified 560 individuals serving on the 12 major boards and commissions common across the cities and towns.<sup>8</sup> While they may have somewhat different names depending on the municipality, the boards and commissions included in our study included the following: Board of Assessors; Cable Commission; Conservation Commission; Cultural Commission<sup>9</sup>; Elections Commissions<sup>10</sup>; Board of Health; Fair Housing Commissions<sup>11</sup>; Human Rights Commission<sup>12</sup>; Licensing Board; Parks and Recreation Commission; Planning Board<sup>13</sup>; the (Zoning) Board of Appeals; and, for Boston, its appointed School Committee. We applaud the commitment of public servants in Greater Boston for their remarkable cooperation: we were successful in ascertaining the race/ethnicity of 550 (98.2%) of the appointed officials.

We found that:

- Just 15.5% of appointed officials in Greater Boston are people of color (see Figure 5).
- Thirty-seven (6.7%) are Black/African American; 27 (4.9%) are Latino/a; 14 (2.5%) are Asian; and seven (1.3%) are other nonwhite.
- Of the 93 boards and commissions, 54 (58.1%) are made up of all non-Hispanic white members. Six of the 10 boards/commissions overseeing elections have no appointed officials of color.

**Figure 5.**  
**Municipal Representation:**  
**Appointed Officials by Race/Ethnicity**  
(N=550)

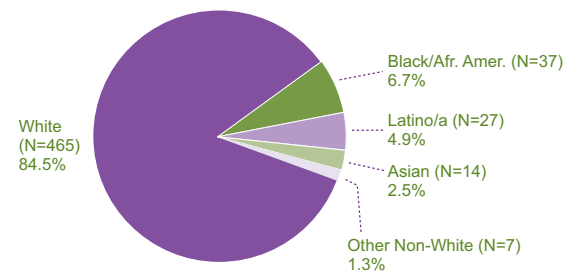


Table 2 shows the “Diversity Ratios” for appointments, where 1.0 means that the percent of appointments held by people of color equals their share of the population in their respective city or town. A diversity ratio of 0.50, for example, would mean that the share of appointments is half of what might be expected given the percent of the population; a diversity ratio of 0.10 means that the share of appointments is one-tenth of what would be proportionate to the population.

With the cities/towns ranked by their diversity ratios from high to low, it is easy to see in Table 2 that:

- The Cities of Somerville and Boston are the only municipalities with a diversity ratio very close to 1.0—in other words, where the level of appointments held by people of color matches their share of the population.
- The cities and towns with the lowest levels of diversity in appointments are Chelsea (0.21), Quincy and Everett (0.18), and Lynn (0.12); Randolph, with a minority population of almost 40%, has the lowest diversity ratio for appointments (0.06).

**Table 2. Diversity in Appointments Ratios, Ranked by City/Town**

City/Town	Ratio
Somerville	0.96
Boston	0.94
Cambridge	0.58
Framingham	0.44
Malden	0.29
Chelsea	0.21
Everett	0.18
Quincy	0.18
Lynn	0.12
Randolph	0.06

# CITY-BY-CITY RESULTS

Figure 6 shows that all of the cities and towns studied have lower levels of elected representation by people of color compared to the diversity of their respective populations. Boston and Chelsea have levels of elected representation by people of color that are closest to the diversity of their populations: 28.6% of elected officials in Boston are people of color, compared to a population that is 50.5% nonwhite, and Chelsea, with 35% elected officials of color. These numbers demonstrate that it is possible to move in the direction of diversity in representation, although there is still room for improvement. In Cambridge, with a smaller nonwhite population, three (20%) of its 15 elected officials are African American.

In contrast, Everett, Lynn, Quincy, and Somerville all have no elected officials of color despite relatively large—and growing—communities of color. Framingham, Malden, and Randolph have one each.

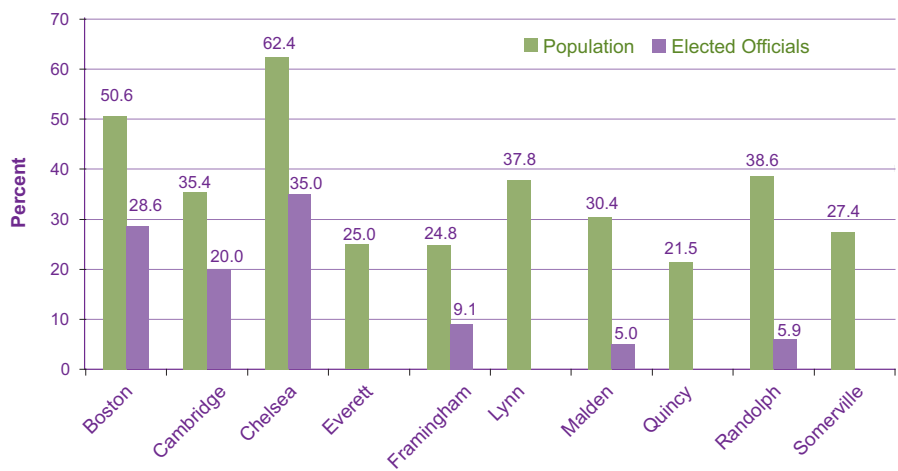


Figure 7 shows that of the 14 elected officials in the City of Boston, 28.6% are people of color—a percentage that is somewhat more than half of their share of the population (50.5%). Four (30.8%) of the 13 members of the City Council are people of color. While this might seem low, comparing its level of diversity to that of the other cities and towns, this report makes it clear that Boston is on its way toward representation more closely aligned with the diversity of its population. People of color hold almost half (47.5%) of all appointed positions—making it the city with one of the best records of diversity in Greater Boston.

Figure 7 also shows that:

- 23.6% of the population and two (15.4%) of Boston City Councilors are African American.
- The population is 14.5% Latino/a; there is one Latino on the Council (7.7%).
- With one Asian City Councilor (7.7%), Asian elected representation matches the Asian share of the population.
- Out of the 61 members of the boards/commissions included for the City of Boston,<sup>14</sup> 29 (47.5%) are people of color. Boston should be commended for a level of diversity in appointments that is remarkably close to that of the population. Furthermore, the distribution by race/ethnicity is relatively proportionate to that of each group.

Figure 6.  
Elected Municipal Officials of Color Compared to Population, by City/Town





- The highest representation is on the nine-member Cultural Commission, with five African Americans and one each Latino and Asian. The Elections Commission is 50% minority but has no African American or Asian presence. The Board of Health is majority minority, with two African Americans and one Latino, and the members of the 5-member Fair Housing Commission include three African Americans and one Asian. The planning board of the City of Boston is the Boston Redevelopment Authority, which has one African American and one Latina member.
- At the same time, the Board of Assessors is all non-Hispanic white and the Zoning Board of Appeals is relatively low on diversity: just three out of ten members are people of color (and none is African American).
- The Boston School Committee is unique among the boards and commissions—both within Boston alone and also among the other cities and towns—in that it is an appointed, not elected, governing body. It also demonstrates the power of political appointments to enhance diversity in that, after having little representation by people of color when its members were chosen by election, the Boston School Committee is now almost three-quarters (71.4%) nonwhite. Of seven members, four (57.1%) are African American, one (14.3%) is Latino, and three (28.6%) are white. There is currently no Asian representative on the Boston School Committee.

**Figure 7.**  
**Municipal Representation: Boston**

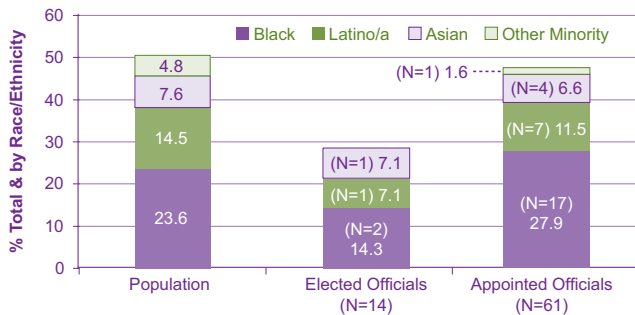
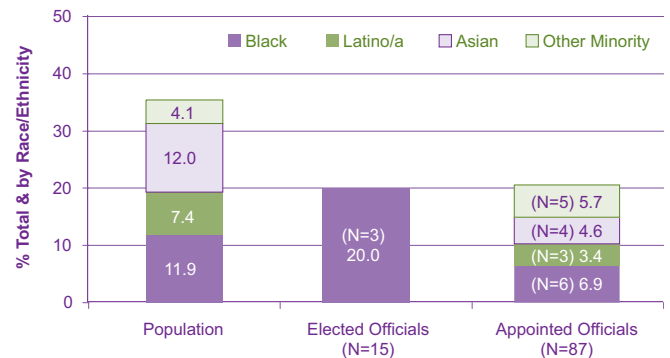


Figure 8 shows that in Cambridge the percentage of elected officials of color (20%) is a little more than half of the share of the population that is made up of people of color (35.4%). People of color make up 20.7% of all appointed officials in the city.<sup>15</sup> Other findings include:

- Cambridge is unique in that the Mayor is African American.<sup>16</sup>
- There is an African American member on both the City Council and the School Committee.
- On the other hand, there are no Asians or Latinos/as represented on either governing body—despite the fact that Asians make up 11.9% of the population and Latinos/as are 7.4%.
- Cambridge has a high number (87) of officials serving on boards and commissions who are appointed by the city manager<sup>17</sup> and 18 (20.7%) are people of color.
- Six (6.9%) are African American, three (3.4%) are Latino/a, and four (4.6%) are Asian; another five nonwhite individuals serve on the nine boards and commissions of the City of Cambridge included in this study (see Appendix for a list of boards and commissions by city/town). The Conservation and Licensing Commissions have no people of color; Elections and Planning have just one African American each. The Human Rights Commission (which includes the duties of the Fair Housing Commission) has two African Americans, and, of the 19 members of the various boards/commissions related to health, there are one African American, one Latino, and one Asian. There are five nonwhite members on the Zoning Board of Appeals.

**Figure 8.**  
**Municipal Representation: Cambridge**





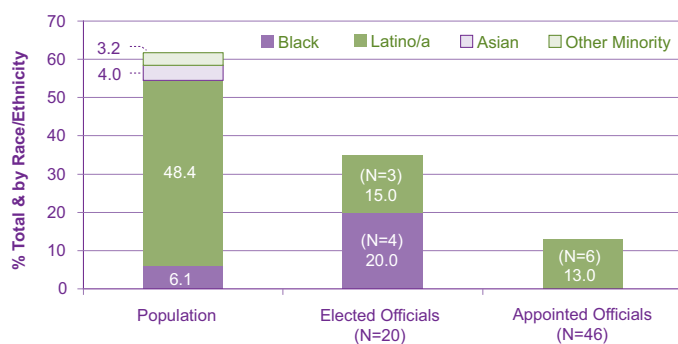
## CITY-BY-CITY RESULTS



Of the ten cities and towns studied, Chelsea is the city with the largest population of color (62.4%). Figure 9 shows that, of these, Latinos make up the largest share (48.4%); 6.1% are African Americans and 4.0% are Asians. People of color make up more than half of the 20 elected officials<sup>18</sup> but just 13.0% of appointed officials.

- Latinos hold just two (18.2%) of the 11 City Council and one (11.1%) of the nine School Committee seats.
- Their overall share of elected positions is 15.0%, well below their share of the population (almost half, according to the 2000 Census).
- There are three African Americans on the City Council and one on the School Committee; at 20.0%, their share of elected offices is greater than that of their population (6.1%).
- There is no Asian elected official in the City of Chelsea.
- Of the 46 appointed officials, six (13.0%) are Latino/a; two of the Latinos sit on the Housing Authority Board, one on the Cultural Commission, and one each on the Board of Health, the Cable Television Advisory Committee, and the Zoning Board of Appeals.
- There is no representation by people of color on the Board of Registrars of Voters, the Licensing Commission, the Planning Board, and the Board of Assessors.<sup>19</sup>

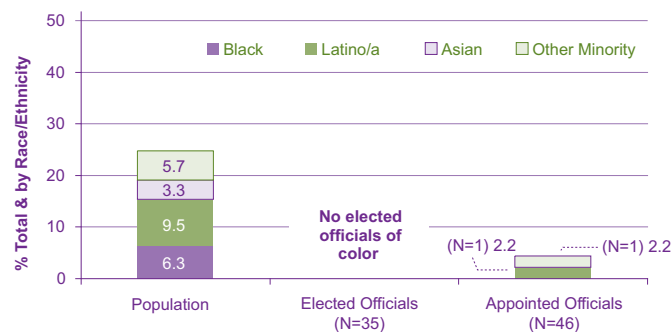
**Figure 9.**  
**Municipal Representation: Chelsea**



Everett is one of the cities in our study that has a relatively smaller—but still sizable—minority population: one-quarter of its population is nonwhite (see Table 1 above). Figure 10 shows that there are no elected officials of color in the City of Everett and only two appointed officials of color.

- The City's Mayor and all seven members of its Board of Aldermen are non-Hispanic white.
- All nine members of its School Committee are non-Hispanic white.
- Everett is distinctive in that it also has a Common Council whose 18 members are elected. There are no people of color serving on the Everett Common Council.
- One Latino serves on the Conservation Commission and one person of color serves on the Board of Health.<sup>20</sup>
- The other eight boards and commissions are composed of 44 members who are all non-Hispanic white; these include the Board of the Registrar of Voters, Planning Board, Licensing Commission, Housing Commission, Board of Assessors, Board of Recreation, Cultural Council, and Zoning Board of Appeals.<sup>21</sup>

**Figure 10.**  
**Municipal Representation: Everett**





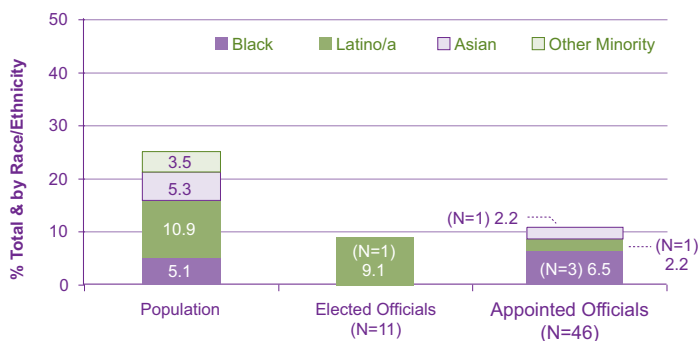
## FRAMINGHAM

The population of Framingham, like Everett, is one-quarter people of color. The town has a five-member Board of Selectmen, a six-member School Board, and 46 appointed positions. People of color hold 9.1% of the elected offices and 10.9% of appointed positions.

As can be seen in Figure 11:

- There is just one elected official of color in the Town of Framingham: a Latino School Board member.
- Of the 46 appointed positions for which we could obtain data on race/ethnicity, we were able to identify just three African Americans, one Latino, and one Asian appointed official.
- All three African Americans and one Latino sit on the Fair Housing Committee; the Asian official is on the Board of the Registrar of Voters.
- The following boards and commissions have no representation by people of color: Conservation Commission, Cultural Council, Parks and Recreation Commission, Planning Board, and the Zoning Board of Appeals. We were not able to determine the full makeup of the Board of Assessors, Board of the Registrar of Voters, and Board of Health.<sup>22</sup>

**Figure 11.**  
**Municipal Representation: Framingham**

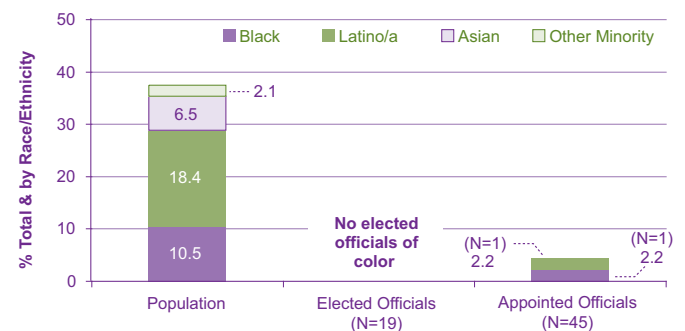


## LYNN

Lynn is a very diverse city: almost 40% of its residents are people of color. Its diversity of population is, however, not matched by who serves in its elected or appointed positions. As can be seen in Figure 12, there are no elected officials of color among the 19 positions available and just 4.4% of those holding appointed office are people of color.

- Besides the Mayor, who is non-Hispanic white, all of the 11 City Councilors are white.
- There is no representation by African Americans, Latinos/as, Asians, or other nonwhite residents on the seven-member School Committee.
- One African American sits on the Lynn Housing Authority and one Latino serves on the Conservation Commission.
- Six of seven other boards and commissions have members who are all non-Hispanic white. These include the Board of Appeals, Cable Television Advisory Board, Election Commission, Licensing Board, Planning Board, and Public Health Commission.<sup>23</sup>

**Figure 12.**  
**Municipal Representation: Lynn**



## CITY-BY-CITY RESULTS

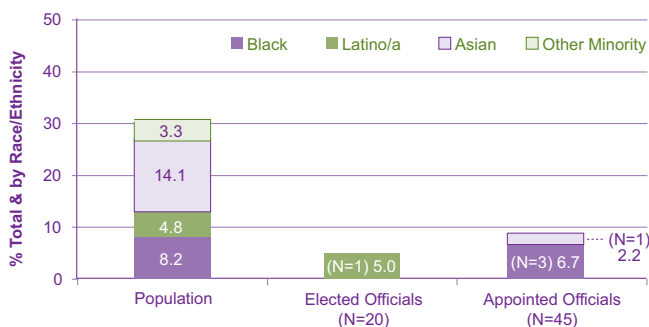
### MALDEN

Malden is another diverse city in Greater Boston (30.4% non-Hispanic white) and has the distinction of being one of the two cities with the highest Asian population (14%). Figure 13 shows that another 8.2% are African American and 4.8% are Latino/a but just 5% of the elected and 8.9% of the appointed officials are people of color.

We found that, in the City of Malden:

- The Mayor and all 11 members of the Malden City Council are non-Hispanic white.
- The lone elected official of color is a Latino who serves on the Malden School Committee.
- Of the nine boards and commissions surveyed, six have no appointed officials of color. These include the Board of Appeals, Board of Assessors, Conservation Commission, Board of the Registrar of Voters, Housing Authority, and the License Board.
- One African American serves on the Cultural Commission and two are on the Planning Board. There is one Asian on the Public Health Commission.

**Figure 13.**  
Municipal Representation: Malden



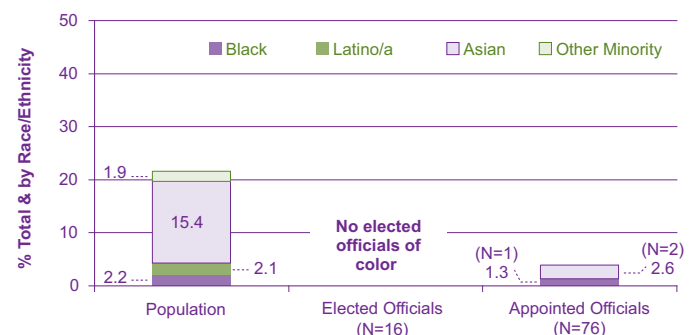
### QUINCY

The City of Quincy, which is almost a quarter non-Hispanic white—and 15.9% Asian—has no elected officials of color (see Figure 14) and just 3.9% of the city's appointed officials are from minority communities.

Highlights from the study show that:

- The Mayor of Quincy and the nine members of the Quincy City Council are non-Hispanic white.
- None of the six Quincy School Committee members is a person of color.
- There are 76 appointed officials in the City of Quincy, and yet just three people of color hold any of those positions. Two Asians serve on the 20-member Fair Housing Committee and one African American is on the 13-member Human Rights Commission.
- The other seven boards and commissions<sup>24</sup> have no representation from African American, Latino/a, or Asian residents of Quincy. These include the Board of Assessors, Board of Registrars of Voters, Cable Commission, License Board, Park and Recreation Board, Planning Board, and Zoning Board of Appeals.

**Figure 14.**  
Municipal Representation: Quincy





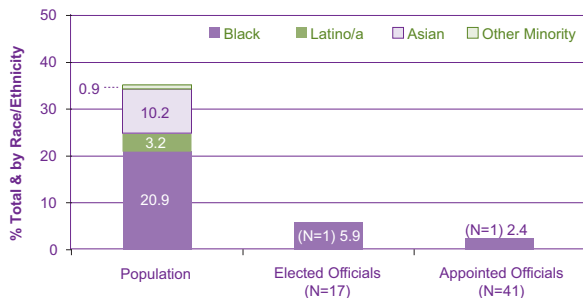


## RANDOLPH

The Town of Randolph is distinctive not only because of the size of its minority population—which is almost 40% (see Table 1)—but also because, among the communities of Greater Boston, the size of its African American community (20.6%) is very close to that of Boston proper (23.6%).<sup>25</sup> Randolph also has a relatively large Asian population (10.2%).

- Figure 15 shows, however, that Randolph has a level of underrepresentation by people of color in both elected and appointed positions that is among the lowest of all the cities and towns in Greater Boston. Just 5.9% of its elected officials and 2.4% of its appointed officials come from communities of color.
- The five-member Board of Selectmen has one African American member.
- There are no people of color on the six-member School Committee.
- Of the 41 appointed officials, there is just one African American; he serves on the Zoning Board of Appeals.<sup>26</sup>
- The 40 members of the other six boards and commissions<sup>27</sup> are all non-Hispanic white. These boards/commissions include the: Cable TV Advisory Board, Conservation Commission, Cultural Council, Housing Authority, Planning Board, and the board of the Registrar of Voters (which oversees the town's elections).

**Figure 15.**  
Municipal Representation: Randolph

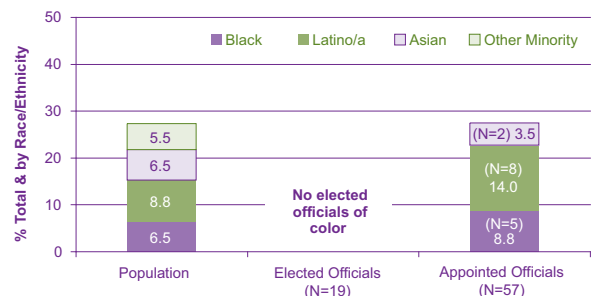


## SOMERVILLE

People of color make up more than one-quarter (27.4%) of the population in Somerville. The City of Somerville is also distinguished by the diversity of the racial/ethnic groups living in the city. Figure 16 shows that 6.5% are African American, 8.8% Latino/a, 6.5% Asian, and another 5.5% come from other minority backgrounds.<sup>28</sup>

- Despite this diversity, there are no elected officials of color in the City of Somerville. At the same time, Somerville stands out in that the percent of appointed officials who are people of color (26.3%) comes closest to their share of the population as a whole in comparison to that of the other cities and towns discussed above.
- The Mayor, all 11 members of the Board of Aldermen, and all seven members of the School Committee are non-Hispanic white.
- Eight appointed officials of color serve on ten boards and commissions. Four African Americans, three Latinos/as, and one Asian hold appointments on either the Human Rights Commission or the Multicultural Affairs Commission.<sup>29</sup>
- There are three Latinos and one Asian on the Fair Housing Commission; one Latino serves on the Elections Commission and another on the Board of Health. No African Americans hold positions on these boards/commissions.
- The other African American appointed official in the City of Somerville sits on the Zoning Board of Appeals.
- Five of the 11 boards and commissions have no representation by people of color; these include the: Arts Council; Board of Assessors; Conservation Commission; Licensing Board; and Planning Board.<sup>30</sup>

**Figure 16.**  
Municipal Representation: Somerville



## SUMMARY AND RECOMMENDATIONS

The findings from this, the first comprehensive study of the diversity of gubernatorial appointments at the state level and of elected and appointed officials at the municipal level, present a sobering portrait of the status of representation in the Commonwealth. In a state that is now about 20% nonwhite, people of color hold just 11.1% of positions filled by gubernatorial appointments at the end of the Romney administration. On the positive side, African Americans have been able to achieve levels of appointment (8.6%) higher than their share of the population (6.9%); we found, however, that they were concentrated on boards and commissions (11.1%) rather than in the more powerful executive positions (6.1%). Particularly troubling at the state level was the virtual absence of Latinos/as and Asians. As the Romney administration came to a close, just three Latinos/as and one Asian held any of the 163 top-level positions filled by gubernatorial appointments.

For our municipal-level analysis, we examined the percent of elected and appointed officials in ten cities and towns in Greater Boston. These included Boston, Cambridge, Chelsea, Everett, Framingham, Lynn, Malden, Quincy, Randolph, and Somerville. The cities and towns were selected in large part because they are among the most diverse in the area, with populations averaging 41.3% people of color and ranging from 21.5% (Quincy) to 62.4% (Chelsea). Our analysis indicates that, out of 186 municipal elected officials, only 17 (9.1%) are people of color. Furthermore, four cities/towns (Everett, Lynn, Quincy, and Somerville) have no elected officials of color despite large minority populations. And three others, Framingham, Malden, and Randolph, have just one each.

On the positive side, the Cities of Boston, Cambridge, and Chelsea have made progress in recent years: people of color make up 28.6% of Boston's City Council, which now includes two African Americans, one Latino, and one Asian in its membership. Twenty percent of Cambridge's elected officials are people of color (although there is no representation by groups other than African Americans), and the diversity of the elected officials in Chelsea has reached 35%.

The status of municipal appointments is mixed. The Cities of Boston and Somerville demonstrate what can be achieved with concerted effort: both of those cities have percentages of appointed officials of color that closely match those of their populations. In contrast, people of color are seriously under-represented in municipal appointments in the other cities and towns studied. Among the cities/towns showing the greatest need for improvement are Randolph (with a nonwhite population of almost 40% but just one African American appointed official); Lynn (37.8% minority, two appointed officials of color); and Quincy and Everett (with 21.5% and 25.0% minority populations, respectively, but just three officials of

color in Quincy and two in Everett). And even relatively high levels of overall diversity occasionally obscure some problematic findings. For example, in Somerville, the city with the best match between the percent of appointed officials of color relative to their share of the population, people of color are concentrated on the Human Rights and Multicultural Affairs Commissions, leaving the other boards either with just one person of color—or none.

In conclusion, this report serves as a “Diversity Benchmark” for the Commonwealth of Massachusetts and the cities and towns of Greater Boston. We hope that, as we move further into the 21st century and the Commonwealth—and its communities—become increasingly diverse, policy makers, civic leaders, and community organizations will use it to measure progress as the new administration takes charge at the state level and as municipalities consider the implications in their election and appointments processes.

It is incumbent upon all of us across the state and around Greater Boston to support initiatives that will increase the diversity of our elected and appointed officials. Our hope is that the findings of this report will serve as:

- A wake-up call to people of color to run for elected office as well as to pursue paths that will assure a greater presence on boards and commissions at the state and municipal levels for members of communities of color.
- A stimulus to the administration of Governor Patrick to assure that gubernatorial appointments lead to an increase in diversity at the executive level as well as on boards and commissions—particularly of Latinos/as and Asians, without sacrificing the gains already made by African Americans.
- An opportunity and a challenge to all the cities and towns included in the study—indeed all municipalities across the Commonwealth—to examine their practices of appointments and election oversight that will make the cities and towns with low participation by people of color more receptive to inclusive representation.
- A call to action to community groups, foundations, and educational institutions—K through 12, community colleges, and four-year colleges and universities—to institute programs that will support greater participation by people of color in public service.
- An invitation to generate dialogue between these groups and institutions with civic leaders—majority and minority alike—to foster greater diversity among elected and appointed officials at the state and local levels.

## APPENDIX

### Statewide Executive Positions Included in Research (N=82)

Secretary, Executive Office of Administration & Finance  
 Secretary, Executive Office of Economic Development  
 Secretary, Executive Office of Elder Affairs  
 Secretary, Executive Office of Environmental Affairs  
 Secretary, Executive Office of Health & Human Services  
 Secretary, Executive Office of Public Safety  
 Secretary, Executive Office of Transportation & Construction  
 Secretary, Veteran's Services  
 Commissioner, Aeronautics  
 Commissioner, Massachusetts Rehabilitation Commission  
 Commissioner, Department of Conservation and Recreation  
 Commissioner, Department of Correction  
 Commissioner, Department of Education  
 Commissioner, Department of Environmental Protection  
 Commissioner, Department of Food & Agriculture  
 Commissioner, Department of Mental Health  
 Commissioner, Department of Mental Retardation  
 Commissioner, Department of Public Health  
 Commissioner, Department of Public Safety  
 Commissioner, Department of Revenue  
 Commissioner, Department of Social Services  
 Commissioner, Department of Transitional Assistance  
 Commissioner, Department of Youth Services  
 Commissioner, Dept. of Fisheries, Wildlife & Environment  
 Commissioner, Division of Banks  
 Commissioner, Division of Capital Asset Management & Maintenance  
 Commissioner, Division of Healthcare Finance & Policy  
 Commissioner, Division of Insurance  
 Commissioner, Mass. Commission for the Blind  
 Commissioner, Mass. Commission for the Deaf & Hard of Hearing  
 Commissioner, Massachusetts Highway Department  
 Commissioner, Office for Refugees and Immigrants  
 Commissioner, Office of Early Education and Care  
 Director, Department of Labor  
 Director, Department of Professional Licensure  
 Director, Department of Workforce Development  
 Director, Executive Director Board of Registration in Medicine  
 Director, Executive Office of Consumer Affairs & Business Regulations Office  
 Director, Housing & Community Development  
 Director, Mass. Emergency Management Agency (MEMA)  
 Director, Office of Diversity and Equal Opportunity (formerly Office of Affirmative Action)  
 Director, Office of Medicaid  
 Director/CIO, Information Technology Division  
 Executive Director, Coastal Zone Management  
 Executive Director, Governor's Highway Safety Bureau  
 Executive Director, Group Insurance Commission  
 Executive Director, Health and Education Facilities Authority  
 Executive Director, Mass. Water Resources Authority  
 Executive Director, Municipal Police Training Committee (MPTC)  
 Executive Director, Office of Travel & Tourism

Executive Director, Architectural Access Board  
 General Manager, MBTA  
 Personnel Administrator, Human Resources Division  
 Registrar, Motor Vehicles Registry  
 State Fire Marshall, Department of Fire Services  
 Superintendent, State Police Department  
 Brigadier General, Mass. National Guard  
 Budget Director, Fiscal Affairs Division (formerly Budget Bureau)  
 Chair, Health and Education Facilities Authority  
 Chairman, Telecommunications & Energy Department  
 Chief, Executive Office for Commonwealth Development (formerly Mass. Development)  
 Controller, Office of the Comptroller  
 Deputy Commissioner, Massachusetts Highway Department  
 Deputy Director, Standards Division  
 Undersecretary, Criminal Justice, EOPS  
 Undersecretary, Forensic Sciences, EOPS  
 Undersecretary, Law Enforcement, EOPS  
 Assistant Commissioner, Substance Abuse Services  
 Board Chair, Board of Higher Education  
 Board Chair, Commonwealth Health Insurance Connector Authority  
 Board Chair, Massachusetts Education Financing Authority Board  
 Board Chair, Massachusetts Turnpike Authority Board  
 Board Chair, MASSPORT Board of Directors  
 Board Chair, MBTA Board  
 Board Chair, MWRA Board  
 Board Chairman, Board of Building Regulations & Standards  
 Board Chairman, Parole Board  
 Board Chairman, State Board of Education  
 Board Vice-Chair, Massachusetts Turnpike Authority Board  
 Commission Chairman, Alcoholic Beverages Control Commission (under Treasurer's review)  
 Commission Chairman, Labor Relations Commission  
 Vice Chair, Board of Higher Education

### List of Members on Statewide Boards and Commissions (N=81)<sup>31</sup>

Aeronautics Commission  
 Appellate Tax Board  
 Board of Higher Education  
 Civil Service Commission  
 Commonwealth Health Insurance Connector Authority  
 Group Insurance Commission  
 Health and Education Facilities Authority  
 Massachusetts Commission against Discrimination Board  
 Massachusetts Education Financing Authority Board  
 Massachusetts Judicial Nominating Commission  
 Massachusetts Turnpike Authority Board  
 MASSPORT Board of Directors  
 MBTA Board  
 MWRA Board  
 State Board of Education

### Municipal-Level Boards and Commissions Included in Study, by Type and City/Town

City/Town	Type of Board/Commission												
	Appeals	Assessors	Cable	Conservation	Cultural	Elections	Health	Housing	Human Rights	Licensing	Parks & Recreation	Planning	Schools
Boston	X	X	I	X	X	X	X	X	I	G	X	X	X
Cambridge	X	X	--	X	X	X	X	*	X	X	--	X	E
Chelsea	X	X	X	P	X	X	X	P	I	X	--	X	E
Everett	X	X	--	X	X	X	X	X	--	X	X	X	E
Framingham	X	P	N/A	X	X	X	P	X	N/A	X	X	X	E
Lynn	X	X	X	X	--	X	X	X	--	X	P	X	E
Malden	X	X	--	X	X	X	X	X	I	X	--	X	E
Quincy	X	X	X	NA	--	X	--	X	X	X	X	X	E
Randolph	X	E	X	X	X	X	E	X	I	--	--	X	E
Somerville	X	X	--	X	X	X	X	X	X	X	N/A	X	E

#### Legend:

- I** Inactive
- G** Appointed by the Governor
- P** Partial data; race/ethnicity not obtained for all officials on this board/commission
- Board/commission does not exist in this city/town
- E** Members to this board/commission are elected, not appointed
- N/A** City/town did not provide data for this board/commission
- \*** The Human Rights Commission handles the duties of the Fair Housing Commission.



## NOTES

1. Source: U.S. Census Bureau: State and County QuickFacts, 2005 estimate. Downloaded from <http://quickfacts.census.gov/qfd/states/25000.html> on January 12, 2007.
2. The racial breakdown does not add up to 100 because Latinos/as may be of any race. The total for "people of color" was calculated by subtracting the 80.3% non-Hispanic white (alone) from 100%.
3. Asians include Pacific Islander, Southeast Asians, etc. American Indians include Alaskan Natives.
4. Carol Hardy-Fanta, *Who's in Charge? Appointments of Latinos to Policymaking Offices and Boards in Massachusetts*. Fact Sheet. (Boston: Mauricio Gastón Institute for Latino Community Development and Public Policy, University of Massachusetts Boston, April 2002).
5. The calculation for "Nonwhite" or "Minority" is as follows: 100 – "Non-Hispanic white-alone." Keep in mind that the populations by race do not add up to 100 because Latinos/as may be of any race.
6. For Boston, the School Committee was included in our analysis of appointed, not elected, positions, and, for Everett, we included the members of the Common Council in addition to the city's Board of Aldermen. For Cambridge, we did include the Mayor, despite the fact that he is elected as a city councilor and then elected by his fellow councilors. City clerks and other elected officials, who vary across municipalities, were not included.
7. As noted above, the Mayor and Vice Mayor in Cambridge are elected as city councilors and then elected by the council members to these top positions. Therefore, technically, none of the cities has a mayor of color who achieved this position through a direct election.
8. Note: Not all boards and commissions exist or are active in all of the cities and towns. See the grid provided in the Appendix for the status of data gathered by type of board/commission for each city and town.
9. In some communities, this was called the Arts Council.
10. Sometimes called Boards of Registrar(s) of Voters.
11. In some cities or towns, these were the Housing Authority Boards; in others, they had this specific name. In Cambridge, the Human Rights Commission handles the duties of the Fair Housing Commission.
12. For Somerville, we include the members of both the Human Rights Commission and the Multicultural Affairs Commission.
13. In Boston, this is the Boston Redevelopment Authority.
14. This list includes 9 of the 12 commissions included in our study plus the Boston School Committee. It does not include the Cable Commission or Human Rights Commission, which are currently inactive, nor the Licensing Board, because its members are appointed by the governor, not the mayor.
15. Note: The boards and commissions included for the City of Cambridge are shown in the Appendix. We were able to obtain the race/ethnicity of 100 percent of the members of these boards and commissions but were more limited in gaining access to this information for other boards and commissions. In the category of Health, there are 19 trustees. The Board of Trustees candidates are selected by the City Manager, not the Mayor, and forwarded to the CEO of the Cambridge Health Alliance, who finally chooses who will be on the Board of Trustees.
16. See Note 5 above.
17. We should acknowledge that, in some cases, the individuals are first selected by the directors of the commissions/boards and submitted for approval to the city manager. However, since the city manager must approve the selections, s/he does have ultimate oversight over the diversity of the appointments.
18. These include the Chelsea City Council and School Committee; the city has a City Manager instead of a Mayor.
19. Because we were unable to get the race/ethnicity for one of the members of the Conservation Commission, it is unclear whether it has any representation by people of color. The records are somewhat incomplete as well for the Housing Authority Board. There is one African American on the Economic Development Board but, as mentioned above, this board does not exist in most of the other cities and, thus, we did not include it in our analysis.
20. The individual on the Board of Health is a person of color other than African American, Latino/a, or Asian.
21. We were informed that Everett does not have a Cable or Human Rights Commission.
22. The Office of the Registrar of Voters for the Town of Framingham was reluctant to provide data on the race/ethnicity of its members; we deduced from the name that one was Asian. We also were able to secure confirmation of data for only some members of the Board of Assessors and the Board of Health. Our experience in Framingham suggests that the percentages of people of color on boards and commissions is slightly overstated, i.e., that their level of representation is somewhat lower than shown.
23. Note: We were not able to obtain the race/ethnicity for three members of the Park Commission and did not ascertain if there is a Board of Assessors in the City of Lynn. However, we would like to thank the officials in Lynn who enabled us to obtain the race/ethnicity of 94% of appointed officials.
24. The City of Quincy has no Cultural or Health Commission and we were not able to obtain racial/ethnic data on the members of the Conservation Commission. Nevertheless, public officials in Quincy were very gracious in responding to our requests.
25. Note: As mentioned before, population figures by city/town are still only available from the 2000 U.S. Census; current populations by race have surely shifted in the past six years.
26. There is also an African American appointed to the Youth Commission but, because that was not one of the boards/commissions included in our analysis, he is not included in the data presented.
27. The Town Assessors and members of the Board of Health in Randolph are elected, not appointed; thus, they are counted among the elected officials rather than in this section of the report. Furthermore, our informants informed us that there is no Licensing Board or Parks and Recreation Commission in the Town of Randolph. Finally, the Human Rights Commission is inactive and has no members.
28. We would like to acknowledge the strong presence of people who are of Portuguese or Brazilian descent living in the City of Somerville—and that some have achieved positions as elected and/or appointed officials in that city. They have not been included in our analysis because, according to the U.S. Census, they are not considered a "minority" group. However, there is at least one Portuguese elected official in Somerville: Teresa Cardoso serves on the Somerville School Committee.
29. After examining its duties, we decided to include the Multicultural Affairs Commission as well as the Human Rights Commission since it works closely with the Human Rights Commission, "to allow different communities in the city to be heard and consulted, to compile and distribute information regarding interracial and intergroup relationships, and to be a voice for underrepresented people in city government."
30. The City of Somerville does not have a Cable Commission and we were not able to obtain the race/ethnicity of the Recreation Commission.
31. Please note: In cases where the board chair or vice chair was counted as an "executive" position, and we did not include members of a board or commission (for example, the Alcoholic Beverages Commission), the board itself is not listed here, although the Commissioner or Chair is counted in the previous list.

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## ACKNOWLEDGMENTS

We would like to thank the many public servants in state and municipal offices for their willingness to take time out to respond to our inquiries. The fact that we were able to obtain the racial/ethnic make-up of virtually 100 percent of gubernatorial and municipal appointments for the state and all ten cities and towns included in this study is due to the support of these many individuals. Their cooperation—and indeed, in many cases, enthusiasm—demonstrates a recognition of the importance of establishing a diversity benchmark for the state as a whole and for Greater Boston specifically.

This study also would not have been possible without Research Assistant Natasha Chatilo, to whose superlative skills and persistence we owe the remarkable response rate. Research Associate Paige Ransford also deserves a note of thanks for her generosity of time and expertise. We would like to acknowledge the Massachusetts Gubernatorial Appointments Project (MassGAP) for providing access to the original lists of top-level statewide appointed positions, and the members of the Steering Committee of the Pipeline to Public Service for their many contributions.

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