IN THE

Supreme Court of the United States

STUDENTS FOR FAIR ADMISSIONS, INC.,

Petitioner,

v.

UNIVERSITY OF NORTH CAROLINA, ET AL.,

Respondents.

On Petition for a Writ of Certiorari Before Judgment to the United States Court of Appeals for the Fourth Circuit

BRIEF OF PROFESSOR DAVID E. BERNSTEIN AS AMICUS CURIAE IN SUPPORT OF PETITIONER

Cory R. Liu

Counsel of Record

ASHCROFT LAW FIRM LLC

919 Congress Avenue
Suite 1325

Austin, TX 78701

(512) 370-1800

cliu@ashcroftlawfirm.com

Counsel for Amicus Curiae

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INTEREST OF AMICUS CURIAE*

David E. Bernstein is University Professor at George Mason University's Antonin Scalia Law School. He is the author of the article *The Modern American Law of Race* in the Southern California Law Review and the forthcoming book *Classified: The Untold Story of Racial Classification in America*.

^{*} No counsel for a party authored this brief in whole or in part, and no person other than amicus and counsel made a monetary contribution to fund the preparation or submission of this brief. The parties in this case have consented to the filing of this brief and were given notice at least ten days before the due date.

SUMMARY OF ARGUMENT

This amicus brief seeks to highlight an issue that the Supreme Court has not often discussed in its cases on race-conscious admissions: whether the school's methodology for dividing applicants into racial categories is appropriate. This brief identifies two problems with the way UNC sorts applicants based on race.

The first problem is that UNC uses racial categories that are arbitrary and irrational in the context of pursuing "diversity." For example, UNC cannot explain why it groups roughly 60% of the world's "Asian," population together as despite differences within this category in appearance, language, and culture. Nor can it explain why white Europeans from Spain, people of indigenous Mexican descent, people of Afro-Cuban descent, and South and Central Americans who may be any combination of European, African, and indigenous by descent should be grouped together as "Hispanic."

The second problem is that UNC relies on a flawed and unreliable system of racial self-identification. Self-identification is highly susceptible to inaccuracy and disparate treatment of similarly situated applicants. This is due to fraudulent and exaggerated claims of minority ancestry, confusion about how to self-identify, and inconsistent classification of multiracial applicants.

These are grave problems that plague UNC's admissions system. The Court should grant the petition to address them.

ARGUMENT

UNC's race-conscious admissions policy divides applicants into the following racial categories: (1) Asian; (2) Native Hawaiian or Pacific Islander; (3) Hispanic; (4) White; (5) African American; and (6) Native American. ECF No. 154-22 at 10–11. Applicants who identify themselves as African American, Hispanic, or Native American receive a race-based advantage in the admissions process over students of other races. *Id.* at 11.

As Professor David Bernstein has shown, UNC's racial categories were created arbitrarily by federal bureaucrats whose only goal was to unify the racial categories federal agencies used for recordkeeping. David E. Bernstein, The Modern American Law of Race, 94 S. Cal. L. Rev. 171, 197–200 (2021); see also DAVID E. BERNSTEIN, CLASSIFIED: THE UNTOLD STORY OF RACIAL CLASSIFICATION IN AMERICA (forthcoming 2022). The bureaucrats who created the categories expressly warned that they "should not be interpreted as being scientific or anthropological in nature" and should not "be viewed as determinants for eligibility for participation in any Federal [affirmative-action] program." Transfer of Responsibility for Certain Statistical Standards from OMB to Commerce, 43 Fed. Reg. 19,260, 19,269 (May 4, 1978). There was never even a hint in the development of the categories that they were established for the purpose of achieving educationally beneficial diversity in higher education. See Hugh Davis Graham, The Origins of Official Minority Designation, in The New Race Question: HOW THE CENSUS COUNTS MULTIRACIAL INDIVIDUALS 289 (Joel Perlmann & Mary C. Waters eds., 2002) ("[N]one of the career civil servants and appointed officials who shaped the outcomes had any awareness that they were sorting out winners and losers in a process that, by the end of the twentieth century, would grant preference in jobs, government contracts, and university admissions to government-designated official minorities").

UNC's racial categories lump together members of very diverse groups into irrational categories. "These racial categories are rife with inconsistencies and lack parallel construction. Only one category is specifically racial, only one is cultural, and only one relies on a notion of affiliation or community recognition." MICHAEL OMI & HOWARD WINANT, RACIAL FORMATION IN THE UNITED STATES 122 (3d ed. 2015); see also Peter SCHUCK, DIVERSITY IN AMERICA: KEEPING GOVERNMENT AT A SAFE DISTANCE 164 (2003) (describing the racial categories as "almost comically arbitrary").

UNC has provided no explanation for why it chose to use these particular racial categories in its race-conscious admissions process. It also has not explained how it verifies whether a student has submitted an accurate racial self-identification. The Court should grant the petition and hold that UNC's flawed methodology for dividing students into racial categories violates the Constitution's Equal Protection Clause.

I. UNC's Racial Categories are Arbitrary and Irrational

Consider the following ways in which UNC's racial categories are arbitrary and irrational in the context of achieving diversity in higher education.

1. UNC uses the exceedingly broad racial category of "Asian," which classifies East Asians (e.g., Chinese, Korean, Japanese) and South Asians (e.g., Indian, Pakistani, Bangladeshi) as members of one group, even though they are obviously very different in appearance, language, and culture. See RAJ S. BHOPAL, MIGRATION, ETHNICITY, RACE, AND HEALTH IN MULTICULTURAL SOCIETIES 18 (2d ed. 2014) ("The term 'Asian' . . . is extremely broad and masks important variations by country of origin, religion, language, diet, and other factors..."). This difference is reflected in the legal profession's minority bar associations, which are frequently divided into an "Asian" bar association whose members predominantly East Asian and Southeast Asian (though South Asians are not excluded) and a "South Asian" bar association. Compare Who We Are, NAPABA, bit.ly/3sznFsI (last visited Dec. 10, 2021) (National Asian Pacific American Bar Association), with About Us, SABA, bit.ly/3fqzuOT (last visited Dec. 10, 2021) (South Asian Bar Association of North America).

As Justice Alito rightly noted in *Fisher v. University* of *Texas at Austin*, it "would be ludicrous to suggest that all [students classified as 'Asian'] have similar backgrounds and similar ideas and experiences to share." 136 S. Ct. 2198, 2229 (2016) (Alito, J.,

dissenting). Such a "crude" and "overly simplistic" racial category cannot possibly serve as a meaningful basis for deciding how "individuals of Chinese, Japanese, Korean, Vietnamese, Cambodian, Hmong, Indian and other backgrounds comprising roughly 60% of the world's population" would contribute to a college campus. *Id.* (quoting Brief for Asian American Legal Foundation et al. as *Amici Curiae*).

Historically, South Asians had been classified in the United States as Caucasian. In *United States v. Thind*, this Court held that although South Asians were "classified by certain scientific authorities as of the Caucasian or Aryan race," they were not "white" within the meaning of racially exclusionary citizenship laws. 261 U.S. 204, 210–13 (1923). But by the early 1970s, the federal government frequently classified South Asians as white. For example, a 1975 Office of Federal Contract memorandum stated that people "of Indo-European [descent], e.g., Pakistanis and East Indians . . . are regarded as white." MAXINE P. FISHER, THE INDIANS OF NEW YORK CITY: A STUDY OF **INDIA** 119 (1980)**IMMIGRANTS FROM** (quoting Similarly, the Department memorandum). Education's EEO-6 form, used for reporting faculty hiring at universities receiving federal funds, defined people with ancestry in the Indian subcontinent as white. See Higher Education Staff Information Report, 40 Fed. Reg. 25,188, 25,195 (June 12, 1975) ("White (not of Hispanic origin): All persons having origins in any of the original peoples of Europe, North Africa, the Middle East, or the Indian subcontinent.").

When the Office of Management and Budget decided to standardize federal racial categories for record-keeping purposes in the 1970s, a committee entrusted with creating those categories recommended that South Asians, like Western Asian Middle classified Easterners. be as white. INTERAGENCY COMM. ON EDUC., REPORT OF THE AD HOC COMMITTEE ON RACIAL AND ETHNIC DEFINITIONS OF THE FEDERAL INTERAGENCY COMMITTEE ON EDUCATION (1975), perma.cc/6ESE-UJ3X (referring to people with origins in the Indian subcontinent as "Caucasians, though frequently of darker skin than other Caucasians"). The ultimate inclusion of South Asians in the "Asian" category was the result of political lobbying by segments of the South Asian community for recognition as a minority group. See Bernstein, *supra*, at 200–01, 206.

Today, people in the United States still associate the term "Asian" much more with East Asians than South Asians. See Jennifer Lee & Karthick Ramakrishnan, Who Counts as Asian, 43 ETHNIC & RACIAL STUDIES 1733 (2019). Only forty-six and thirty-seven percent of Americans consider Asian Indian and Pakistani Americans, respectively, to be Asian or Asian American. Id.

In Great Britain, the opposite is true. The British use "Asian" to refer to South Asians, whereas "Oriental" was the historic term for East Asians, though that term has recently fallen out of fashion. See Peter J. Aspinall, Who is Asian? A Category that Remains Contested in Population and Health Research, 25 J. Pub. Health Med. 91, 91 (2003)

(noting that in the 2001 Census, Britain used the categories "Asian or Asian British" and "Chinese or other ethnic group").

Given the unduly broad nature of the "Asian" category, it is no surprise that only a minority of people assigned to that category identify as "Asian" or "Asian American." See Janelle Wong et al., Asian POLITICAL PARTICIPATION: AMERICAN **EMERGING** CONSTITUENTS AND THEIR POLITICAL IDENTITIES 162 (2011) (finding that less than 40% of Indian, Chinese, and Filipino respondents identified as "Asian" or "Asian-American," even as a secondary identity); Miranda Oshige McGowan, Diversity of What?, 55 REPRESENTATIONS 129, 133 (1996) (noting that "people categorized racially as Asian often do not view themselves as such, nor do they necessarily feel a sense of identity or kinship with others categorized as Asian").

This confusion about who counts as Asian apparently extended to the admissions office of UNC. In response to an admissions officer's message noting that an applicant had a "perfect 2400 SAT," another admissions officer asked, "Brown?!" Cert. Pet. at 6. The first admissions officer responded, "Heck no. Asian," revealing a misunderstanding of the term "Asian" as excluding dark-skinned individuals with ancestry in South and Southeast Asia. *Id*.

2. UNC treats "Native Hawaiian and Pacific Islander" and "Asian" as two separate groups, even though the United States historically treated them as members of the same group. The old, combined category of "Asian and Pacific Islanders" had

previously existed in the United States for decades and was embraced by Asian advocacy groups that wanted to include as many people as possible. See, e.g., NAPABA, supra (describing the National Asian Pacific American Bar Association's mission as achieving "representation and influence of Asian American and Pacific Islander attorneys in every facet and level of the legal profession").

The disaggregation of the two groups occurred recently in response to political lobbying from Native Hawaiians and Pacific Islanders, who recognized that being grouped with Asians was disadvantageous. See, e.g., Revisions to the Standards for the Classification of Federal Data on Race and Ethnicity, 62 Fed. Reg. 58,782, 58,786 (Oct. 30, 1997) (stating that "Native Hawaiians presented compelling arguments" for increased recognition of the discrimination they face). Native Hawaiians and Pacific Islanders quite rationally sought to avoid the taint of being associated with Asians, whose experiences of discrimination are overlooked by those who view them as overrepresented compared to their share of the population. See Cert. Pet. at 5 (noting that UNC does not treat Asians as underrepresented because its student body is more than 3% Asian); Fisher v. Univ. of Tex. at Austin, 645 F. Supp. 2d 587, 606 (W.D. Tex. 2009) (Sparks, J.) ("Asian-Americans . . . are largely overrepresented compared to their percentage of Texas' population.").

That a single racial group was so suddenly split into two separate groups further underscores the arbitrary and capricious way in which UNC's racial categories originated. To add an additional arbitrary twist, Filipino Americans, all of whom have origins in the Pacific islands of the Philippines, and who are ethnographically related to other Pacific Islanders, remain categorized as "Asians" rather than as "Pacific Islanders."

3. UNC employs the extremely broad category of "Hispanic," which is defined as an "ethnicity" that encompasses people of all races whose ancestors come from countries with Spanish culture, including white Europeans from Spain. As scholars across disciplines have noted, the "Hispanic" category was invented by the United States government for political reasons and does not reflect a coherent social group. See, e.g., Jonathan Borak et al., Who is Hispanic? Implications for Epidemiologic Research in the United States, 15 EPIDEMIOLOGY 240, 241 (2004) ("The term 'Hispanic' was created by the U.S. government; the population so identified is, in fact, an artificial rubric for a set of diverse populations that resulted from the mixture of indigenous American peoples, African slaves, and Europeans."); Jack D. Forbes, The Hispanic Spin: Party Politics and Governmental Manipulation of Ethnic Identity, 19 LATIN AM. PERSP. 59, 67–68 (1992) (explaining that "the Hispanic concept is a Nixonengineered political device"); Martha E. Gimenez, Latino/"Hispanic"—Who Needs a Name? The Case Against a Standardized Terminology, 19 INT'L J. HEALTH SERVS. 557, 558, 568 (1989) (explaining that the Hispanic category "fulfills primarily ideological and political functions" and "identifies neither an ethnic group nor a minority group"); see also Fisher v. Univ. of Tex. at Austin, 644 F.3d 301, 304 (5th Cir. 2011) (Jones, J., dissenting from the denial of rehearing en banc) ("To call these groups a 'community' is a misnomer; all will acknowledge that social and cultural differences among them are significant.").

There is a circuit split on whether including European "Hispanics" in affirmative-action programs while excluding all other European groups is an arbitrary classification that violates the Equal Protection Clause. The Seventh Circuit held that Illinois violated the Equal Protection Clause by using an unconstitutionally overinclusive definition "Hispanic" as including Europeans for its minority business enterprise program. Builders Ass'n of Greater Chi. v. Cook Cty., 256 F.3d 642, 647–48 (7th Cir. 2001). the "the concern According to court, discrimination on the basis of Hispanic ethnicity is limited to discrimination against people of South or Central American origin, who often are racially distinct from persons of direct European origin because their ancestors include blacks or Indians or both." Id. at 647. The court found that there was "nothing to differentiate immigrants from Spain or Portugal from immigrants from Italy, Greece, or other southern European countries so far as a history of discrimination in the United States is concerned." Id. By contrast, the Eleventh Circuit has held that a county fire department's broad definition of "Hispanic" affirmative-action purposes as including Europeans does not run afoul of the Equal Protection Clause. See Peightal v. Metro. Dade Cty., 26 F.3d 1545, 1559-60 (11th Cir. 1994).

These conflicting authorities illustrate the confusing and arbitrary nature of the "Hispanic" classification. The question of who counts as "Hispanic" has continually befuddled federal and state authorities. See, e.g., Marinelli Constr. Corp. v. State, 613 N.Y.S.2d 1000, 1002 (N.Y. App. Div. 1994) (denying Hispanic status to a person of Italian-Argentine descent); Major Concrete Constr., Inc. v. Erie Cty., 521 N.Y.S.2d 959, 960 (NY. App. Div. 1987) (denying Hispanic status to a person with one Mexican grandparent); In Rothschild-Lynn Legal & Fin. Servs., SBA No. MSBE-94-10-13-46, 1995 WL 542398, at *3-4 (Apr. 12, 1995) (granting Hispanic status to a Sephardic Jew whose ancestors had fled Spain centuries earlier); In re DCS Elecs., Inc., SBA No. MSBE-91-10-4-26, 1992 WL 558961, at *4 (May 8, 1992) (recounting agency's conclusion that someone with "blond hair and light skin" was not Hispanic); In re Kist Corp., 99 F.C.C.2d 201, 216–17, 248 (1983) (granting partial minority credit for Hispanic status to a person with one Cuban grandparent); In re Storer Broad. Co., 87 F.C.C.2d 190, 191–93 (1981) (accepting Sephardic Jewish heritage as evidence of Hispanic status); In re Lone Cypress Radio Assocs., Inc., 7 FCC Rcd. 4403, 1992 WL 690184, at *5 (1992) (concluding that while being one-fourth Hispanic is enough to classify someone as Hispanic, being oneeighth Hispanic is not); Participation by Disadvantaged Business Enterprise in Department of Transportation Programs, 62 Fed. Reg. 29,548, 29,550 (May 30, 1997) (reaffirming Department of Transportation decision to classify "persons of European Spanish and Portuguese origin" as Hispanic, even though the latter group is not of Spanish origin or culture).

UNC cannot explain why a white Hispanic with ancestors from Spain contributes to diversity in a way that other white Europeans do not, and in a way that is comparable to the contributions of a person with ancestry in Central or South America (e.g., Mexico, Columbia, Venezuela). See David E. Hayes-Bautista, Identifying "Hispanic" Populations: The Influence of Research Methodology Upon Public Policy, 70 Am. J. Pub. Health 353, 355 (1980) ("Spain is a European country and its inhabitants are white people of European stock."). The Hispanic category is far too broad and arbitrary to serve as a meaningful basis for evaluating a student's potential contributions to the diversity of a college campus.

4. UNC's "white" category irrationally combines all of Europe, Asia west of India, and North Africa into one group. People who self-identify as Arab are classified as white even though they experience racism and discrimination in the United States that people of European ancestry do not face. See Sarah Parvini & Ellis Simani, Are Arabs and Iranians White? Census Says Yes, But Many Disagree, L.A. Times (Mar. 28, 2019), perma.cc/CQW3-QF56 (discussing lobbying efforts by the Arab and Iranian communities to be described as Southwest Asian, North African, or Middle Eastern). Neither UNC nor anyone else has explained why a white Catholic of Spanish descent, classified as Hispanic, contributes to educational diversity, but a dark-skinned Muslim of Arab descent, classified as white, does not.

There is a tremendous amount of ethnic, cultural, linguistic, and religious diversity within the category

of people that UNC classifies as white. See United Jewish Orgs. of Williamsburg, Inc. v. Carey, 430 U.S. 144, 185 (1977) (Burger, C.J., dissenting) ("The 'whites' category consists of a veritable galaxy of national origins, ethnic backgrounds, and religious denominations."). The category includes, others, Welsh, Norwegians, Greeks, Moroccans, Chaldeans, Afghans, Iranians, and North African Berbers. To place people descended from all these groups into one category is inconsistent with the goal of achieving genuine educational diversity. It is hard for example, how diversity is better accomplished by admitting an additional "Hispanic" student of Mexican ancestry over an equally or better qualified student whose parents immigrated from Turkmenistan, who would be the only Turkman in the entire undergraduate student body, because the Turkman is arbitrarily classified as a "non-Hispanic white."

5. A descendant of American slaves who grew up in a working-class, majority-black neighborhood in Milwaukee does not contribute to diversity in the same way as a child of an African diplomat, nor as a blackidentified applicant with multiracial ancestry who grew up in an overwhelmingly white small town in Montana. See KEVIN BROWN, BECAUSE OF OUR SUCCESS: THE CHANGING RACIAL AND ANCESTRY OF BLACKS ON AFFIRMATIVE ACTION (2014) (arguing that the American black population should be divided into three categories for affirmative-action purposes: descendants of enslaved Americans, firstand second-generation immigrants, and individuals with one non-black-identified parent). Yet they all fall into the same diversity category at UNC.

6. Similarly, the experiences of a Navajo Indian who grew up on the tribe's reservation in Arizona are quite different from those of a person with one-sixty-fourth Cherokee ancestry and a European surname whose appearance and life are indistinguishable from his "white" neighbors' except that he has inherited tribal membership. See Grant D. Crawford, Cherokee Citizenship Determined by Dawes Rolls, Not DNA, TAHLEQUAH DAILY PRESS (Nov. 2, 2018), bit.ly/2OLC86s (explaining that the Cherokee Nation does not have a "blood quantum" and citizenship is "based on a person's ability to trace his or her ancestry back to the Dawes Rolls"). But again, UNC puts both applicants in the same diversity category, so long as they both check the Native American box.

* * *

The Court should grant the petition and hold that UNC's arbitrary system of racial classification cannot be used to determine our children's destiny.

II. An Admissions System that Relies on Self-Identified Race is Inherently Flawed and Unreliable

UNC presented no evidence that it attempts to verify an applicant's self-identified race. *Cf.* Transcript of Oral Argument at 33, *Fisher v. Univ. of Tex. at Austin*, 570 U.S. 297 (2013) (No. 11-345) ("CHIEF JUSTICE ROBERTS: You don't check, in any way, the racial identification? MR. GARRE: We do not, Your

Honor, and no college in America . . . that I'm aware of.").

The problem with relying on self-identification is that it invariably results in inaccuracies and disparate treatment of similarly situated applicants. This is due to fraudulent and exaggerated claims of minority ancestry, confusion about how to self-identify, and inconsistent classification of multiracial applicants.

Examples of fraud and exaggeration can be seen in cases adjudicating dubious claims of minority status. See, e.g., Orion Ins. Grp. v. Wash. State Office of Minority & Women Bus. Enters., No. 16-5582, 2017 WL 3387344, at *8 (W.D. Wash. Aug. 7, 2017), aff'd, 754 F. App'x 556 (9th Cir. 2018) (per curiam) (rejecting minority status for a person who presented DNA evidence showing he was 4% Sub-Saharan African and 6% Native American); Malone v. Civil Serv. Comm'n, 646 N.E.2d 150, 151–52 (Mass. App. Ct. 1995) (summarizing proceeding in which twin brothers were found to have "willfully and falsely" identified as black to receive appointments as firefighters); Lagrua v. Ward, 519 N.Y.S.2d 98, 99 (N.Y. Sup. Ct. 1987) (holding that a police officer with a mother from Gibraltar was not Hispanic).

Fraudulent claims of Native American identity have been so rampant in law-school admissions that the American Bar Association passed a resolution urging law schools to require proof of tribal citizenship or other evidence of Native American identity for admissions. See House of Delegates Resolution No. 102, ABA (Aug. 8–9, 2011), perma.cc/PGY4-NXM7 (urging law schools to address the "large systemic

problem" of "providing false information about being Native American on law school applications"). Recently, a professor at George Washington University. Jessica Krug, revealed that fraudulently adopted a black identity to build a career as a scholar of African history. See Leah Asmelash, A White Professor Says She Has Been Pretending to be Black for Her Entire Professional Career, CNN (Sept. 4, 2020), perma.cc/4878-UGN7. And Asian college applicants frequently conceal their race to avoid discrimination. See Jesse Washington, Associated Press, Asian-Americans Fight Stereotypes Getting Into College, HOUSTON CHRON. (Dec. 3, 2011), perma.cc/ C3QR-F3DC.

Even the good-faith efforts of applicants to honestly report their race will inevitably result in inaccuracies due to confusion about how to self-identify. The popularity of genetic tests such as Ancestry.com, 23andMe, and MyHeritage has shown that many Americans are uncertain about their ancestry. See Nikki Graf, Mail-In DNA Test Results Bring Surprises About Family History for Many Users, PEW RESEARCH CTR. (Aug. 6, 2019), perma.cc/YR5M-8DGB ("About four-in-ten (38%) say they were surprised by what their DNA test results showed about what countries or continents their ancestors came from, while 27% express surprise at what these results indicated about their ancestors' racial or ethnic background."). Every Census, millions of Americans change their racial or ethnic identity. See D'vera Cohn, Millions Americans Changed Their Racial or Ethnic Identity from One Census to the Next, PEW RESEARCH CTR. (May 5, 2014), perma.cc/A2F3-KWNF ("People of every race or ethnicity group altered their categories on the census form ").

A system of self-identification also has no way of consistent treatment of multiracial ensuring applicants. As Judge Danny Boggs once observed: "A child might be born who would, in today's conventional terms, be held to be one-half Chinese, one-fourth Eastern-European Jewish, one-eighth (Cuban), and one-eighth general North European, mostly Scots-Irish." BAMN v. Regents of the Univ. of Mich., 701 F.3d 466, 493 (6th Cir. 2012) (en banc) (Boggs, J., dissenting), rev'd, Schuette v. BAMN, 572 U.S. 291 (2014). Suppose that child applied to UNC, identified as Hispanic, and received a race-based advantage. Now suppose that child's younger sibling applied to UNC, identified as Asian, and received a race-based penalty. Even though the two siblings have the same ancestry and grew up in the same family, their different (legitimate) self-identifications would result in vastly different chances of admission.

Because of fraud and exaggeration, confusion about how to self-identify, and inconsistent treatment of multiracial applicants, an admissions system that uses self-identification to determine eligibility for racial preferences is inherently flawed. Such an untrustworthy system of racial preferences cannot justify the imposition of raced-based harms on applicants. The Court should grant the petition and hold that colleges may not award educational opportunities based on self-identified race.

CONCLUSION

The Court should grant the petition.

Respectfully submitted,

Cory R. Liu
Counsel of Record
ASHCROFT LAW FIRM LLC
919 Congress Avenue
Suite 1325
Austin, TX 78701
(512) 370-1800
cliu@ashcroftlawfirm.com

Counsel for Amicus Curiae

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