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U.S. Department of Homeland Security
Bureau of Citizenship and Immigration Services

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ADMINISTRATIVE APPEALS OFFICE
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BCIS, AAO, 20 Mass, 3/F
Washington, D.C. 20536

JUL 21 2003

File: EAC-01-221-57544 Office: VERMONT SERVICE CENTER Date:

IN RE: Petitioner:
Beneficiary:



PETITION: Petition for a Nonimmigrant Worker Pursuant to Section 101(a)(15)(H)(i)(b) of the Immigration and Nationality Act, 8 U.S.C. § 1101(a)(15)(H)(i)(b)

ON BEHALF OF PETITIONER:



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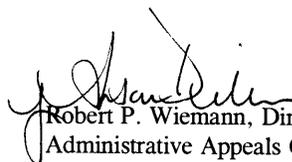
INSTRUCTIONS:

This is the decision in your case. All documents have been returned to the office that originally decided your case. Any further inquiry must be made to that office.

If you believe the law was inappropriately applied or the analysis used in reaching the decision was inconsistent with the information provided or with precedent decisions, you may file a motion to reconsider. Such a motion must state the reasons for reconsideration and be supported by any pertinent precedent decisions. Any motion to reconsider must be filed within 30 days of the decision that the motion seeks to reconsider, as required under 8 C.F.R. § 103.5(a)(1)(i).

If you have new or additional information that you wish to have considered, you may file a motion to reopen. Such a motion must state the new facts to be proved at the reopened proceeding and be supported by affidavits or other documentary evidence. Any motion to reopen must be filed within 30 days of the decision that the motion seeks to reopen, except that failure to file before this period expires may be excused in the discretion of the Bureau of Citizenship and Immigration Services (Bureau) where it is demonstrated that the delay was reasonable and beyond the control of the applicant or petitioner. *Id.*

Any motion must be filed with the office that originally decided your case along with a fee of \$110 as required under 8 C.F.R. § 103.7.


Robert P. Wiemann, Director
Administrative Appeals Office

DISCUSSION: The nonimmigrant visa petition was denied by the director and is now before the Administrative Appeals Office (AAO) on appeal. The appeal will be dismissed.

The petitioner is a long-term care facility with 85 employees and a gross annual income of \$2.9 million. It seeks to employ the beneficiary as a charge registered nurse for a period of three years. The director determined the petitioner had not established that the proffered position is a specialty occupation.

On appeal, counsel submits a letter from the petitioner.

Section 101(a)(15)(H)(i)(b) of the Immigration and Nationality Act (the Act), 8 U.S.C. § 1101(a)(15)(H)(i)(b), provides in part for nonimmigrant classification to qualified aliens who are coming temporarily to the United States to perform services in a specialty occupation. Section 214(i)(1) of the Act, 8 U.S.C. § 1184(i)(1), defines a "specialty occupation" as an occupation that requires theoretical and practical application of a body of highly specialized knowledge, and attainment of a bachelor's or higher degree in the specific specialty (or its equivalent) as a minimum for entry into the occupation in the United States.

Pursuant to section 214(i)(2) of the Act, 8 U.S.C. § 1184(i)(2), to qualify as an alien coming to perform services in a specialty occupation the beneficiary must hold full state licensure to practice in the occupation, if such licensure is required to practice in the occupation. In addition, the beneficiary must have completed the degree required for the occupation, or have experience in the specialty equivalent to the completion of such degree and recognition of expertise in the specialty through progressively responsible positions relating to the specialty.

The director denied the petition because the petitioner had not demonstrated that a baccalaureate degree is required for the proffered position. On appeal, the petitioner states, in part, that the record contains information from various publications to support its claim that a charge nurse is a specialty occupation. The petitioner also states that the duties of a charge nurse are so specialized and complex that a baccalaureate degree is normally required.

The petitioner's statement on appeal is not persuasive. The Bureau does not use a title, by itself, when determining whether a particular job qualifies as a specialty occupation. The specific duties of the offered position combined with the nature of the petitioning entity's business operations are factors that

the Bureau considers. In the initial I-129 petition, the petitioner described the duties of the offered position as follows:

The position we offer to [the beneficiary] is that of a professional nurse in our facility. As such, [the beneficiary] will be involved in all aspects of the nursing care programs. [The beneficiary] will be in charge with [sic] planning, directing and supervising of nursing care in an assigned unit. [The beneficiary] will supervise nursing care and be responsible for nursing activities in a nursing unit.

In addition to the above duties, [the beneficiary] will be expected to maintain knowledge of current developments in the field of nursing by reading and attending seminars and in-service training programs. [The beneficiary] will be supervised by the Director of Nursing.

Pursuant to 8 C.F.R. § 214.2(h)(4)(iii)(A), to qualify as a specialty occupation, the position must meet one of the following criteria:

1. A baccalaureate or higher degree or its equivalent is normally the minimum requirement for entry into the particular position;
2. The degree requirement is common to the industry in parallel positions among similar organizations or, in the alternative, an employer may show that its particular position is so complex or unique that it can be performed only by an individual with a degree;
3. The employer normally requires a degree or its equivalent for the position; or
4. The nature of the specific duties is so specialized and complex that knowledge required to perform the duties is usually associated with the attainment of a baccalaureate or higher degree.

The petitioner has not met any of the above requirements to classify the offered position as a specialty occupation.

First, the Bureau does not agree with the petitioner's assertion that the proffered position would normally require a bachelor's

degree in nursing or a related field. The proffered position is that of a head nurse or nurse supervisor. The Bureau often looks to the Department of Labor's *Occupational Outlook Handbook* (*Handbook*) when determining whether a baccalaureate or higher degree or its equivalent is normally the minimum requirement for entry into a particular position. In the 2002-2003 edition of the *Handbook* at page 269, the *Handbook* states the following about the training and educational requirements for registered nurse positions:

There are three major educational paths to registered nursing: associate degree in nursing (A.D.N.), bachelor of science degree in nursing (B.S.N.), and diploma. . . . Generally, licensed graduates of any of the three program types qualify for entry-level positions as staff nurses.

. . . .

[S]ome career paths are open only to nurses with bachelor's or advanced degrees. A bachelor's degree is often necessary for administrative positions, and it is a prerequisite for admission to graduate nursing programs in research, consulting, teaching, or a clinical specialization.

The *Handbook* does not elaborate on administrative nursing positions within this classification, although reference is made to two nursing positions within the classification of registered nurse that appear analogous to the proffered position. The *Handbook* states the following about head nurses or nurse supervisors:

Head nurses or nurse supervisors direct nursing activities. They plan work schedules and assign duties to nurses and aides, provide or arrange for training, and visit patients to observe nurses and to ensure the proper delivery of care. They also may see that records are maintained and equipment and supplies are ordered.

The proffered position appears to resemble a nursing position beyond the entry-level registered nurse, but it does not appear to be analogous to an administrative nursing position. A recent Bureau policy memo provides the following commentary on administrative nursing positions: "Nursing Services Administrators are generally supervisory level nurses who hold an RN, and a graduate degree in nursing or health administration. (See Bureau of Labor Statistics, U.S. Dep't of Labor, *Occupational Outlook*

Handbook at 75.)”¹ The *Handbook* reference is to the classification of medical and health services managers. On page 75, the *Handbook* states:

The term “medical and health services manager” encompasses all individuals who plan, direct, coordinate and supervise the delivery of healthcare. Medical and health services managers include specialists and generalists. Specialists are in charge of specific clinical departments or services, while generalists manage or help to manage an entire facility or system.

In this case, the petitioner has not demonstrated that the proffered position is an administrative position, which would require a registered nurse with a master’s degree in nursing or health administration. Rather, the proposed duties are similar to those of a head nurse or nurse supervisor, as described above. As such, it is concluded that the petitioner has not demonstrated that the proffered position is a specialty occupation within the meaning of the regulations. Thus, the petitioner has not shown that a bachelor’s degree or its equivalent is required for the position being offered to the beneficiary.

Second, although counsel states that the petitioner has a past practice of imposing a requirement of a bachelor’s degree when hiring individuals for similar positions, the record contains no evidence of such requirement. Simply going on record without supporting documentary evidence is not sufficient for the purpose of meeting the burden of proof in these proceedings. *Matter of Treasure Craft of California*, 14 I&N Dec. 190 (Reg. Comm. 1972).

Third, the petitioner did not present any documentary evidence that a baccalaureate degree in a specific specialty or its equivalent is common to the industry in parallel positions among organizations similar to the petitioner. Factors often considered by the Bureau when determining the industry standard include: whether the DOL’s *Handbook* reports that the industry requires a degree, whether the industry’s professional association has made a degree a minimum entry requirement, and whether letters or affidavits from firms or individuals in the industry attest that such firms “routinely employ and recruit only degreed

¹ Memorandum from Johnny N. Williams, Executive Associate Commissioner, INS Office of Field Operations, *Guidance on Adjudication of H-1B Petitions Filed on Behalf of Nurses*, HQISD 70/6.2.8-P (November 27, 2002).

individuals." *Shanti, Inc. v. Reno*, 36 F.Supp.2d 1151, 1165 (D.Min. 1999) (quoting *Hird/Blaker Corp. v. Slattery*, 764 F.Supp. 872, 1102 (S.D.N.Y. 1991)).

The pages from the publication, *Dimensions of Professional Nursing*, 8th Edition, Copyright 1999, are noted. Although not explicitly stated, the petitioner suggests that such publication indicates that the proffered position has been recognized by the nursing industry as complex and requiring a baccalaureate degree. It is noted, however, that page 333 of such publication states that the requirements for employment in nursing positions in extended and long-term care facilities are similar to those in hospitals for like positions, "although often the need for a degree is not emphasized." (Emphasis added.)

Also noted is the page from another publication, *Encyclopedia of Careers and Vocational Guidance*, 11th Edition, Copyright 2000. Here again, although not explicitly indicated, the petitioner suggests that such publication indicates that a bachelor's degree in nursing is required for most supervisory or administrative positions. The cited reference on page 368 states, however, that a bachelor's degree in nursing is required for most supervisory or administrative positions for jobs in public health agencies, and for admission to graduate nursing programs. It is noted that the petitioner is neither a public health agency nor a graduate nursing program.

The record also contains a position statement by the American Association of Colleges of Nursing (AACN), recognizing the Bachelor of Science degree in nursing as the minimum educational requirement for professional nursing practice. In its February 1998 bulletin, however, the AACN states, in part, as follows:

Although 32 percent of RNs employed in nursing in 1996 held bachelor's degrees as their highest academic credential, an even larger 34 percent held associate degrees, 24 percent had hospital diplomas, 9 percent had obtained master's degrees, and fewer than 1 percent held the doctoral degree, according to the Division of Nursing.

As such, despite the AACN's position statement recognizing the Bachelor of Science degree in nursing as the minimal educational requirement for professional nursing practice, less than a third of the RNs employed in nursing in 1996 held bachelor's degrees as their highest academic credential.

The record additionally contains a news release from the Department of Veterans Affairs (DVA) establishing the baccalaureate degree as the level of educational preparation that its professional nursing work force must have by 2005. Although the DVA is the largest employer of registered nurses, it is just one example of an organization that employs registered nurses. The newspaper advertisements from other health care facilities are also noted. The petitioner, however, has not presented any other evidence, such as letters or affidavits from hospitals or other employers of registered nurses, that such organizations "routinely employ and recruit only degreed individuals" for the position of a charge registered nurse. See *Shanti, Inc. v. Reno, supra* at 1165. One employer's hiring practices does not exemplify the industry standard.

The DVA is merely one government agency among many, and its policies are not binding on the Bureau. The DVA's stipulated educational requirements for its registered nurses do not represent the nursing industry or all employers of registered nurses. Therefore, the Bureau is not bound to find that the position of a registered nurse is a specialty occupation simply because the DVA has determined that it, alone, shall require its registered nurses to hold a baccalaureate degree.

The Bureau further contends that the DVA may not be considered a "similar organization," as it employs approximately 36,000 registered nurses, whereas the petitioner employs far less than this number of registered nurses. Instead of relying solely on the DVA's educational requirements, the petitioner should have presented information regarding the educational requirements for registered nurses in facilities that are similar to the size and scope of its operations, in order to establish that a degree in a specific field of study is common to the industry in parallel positions within similar organizations.

In view of the foregoing, it appears that the petitioner and the nursing industry, in general, prefer rather than require a baccalaureate degree in nursing for the proffered position.

Finally, the petitioner did not demonstrate that the nature of the beneficiary's proposed duties is so specialized and complex that the knowledge required to perform the duties is usually associated with the attainment of a baccalaureate or higher degree.

The petitioner has failed to establish that any of the four factors enumerated above are present in this proceeding. Accordingly, it is concluded that the petitioner has not

demonstrated that the offered position is a specialty occupation within the meaning of the regulations.

The burden of proof in these proceedings rests solely with the petitioner. Section 291 of the Act, 8 U.S.C. § 1361. The petitioner has not sustained that burden.

ORDER: The appeal is dismissed.