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**U.S. Citizenship  
and Immigration  
Services**

*L1*

[REDACTED]

FILE: [REDACTED]  
MSC-05-258-14922

Office: NEW YORK

Date: JUL 25 2008

IN RE: Applicant: [REDACTED]

APPLICATION: Application for Status as a Temporary Resident pursuant to Section 245A of the Immigration and Nationality Act, as amended, 8 U.S.C. § 1255a

ON BEHALF OF APPLICANT:

[REDACTED]

**INSTRUCTIONS:**

This is the decision of the Administrative Appeals Office in your case. If your appeal was dismissed or rejected, all documents have been returned to the National Benefits Center. You no longer have a case pending before this office, and you are not entitled to file a motion to reopen or reconsider your case. If your appeal was sustained or remanded for further action, you will be contacted.

*for Michael F. Kelly*  
Robert P. Wiemann, Chief  
Administrative Appeals Office

**DISCUSSION:** The application for temporary resident status pursuant to the terms of the settlement agreements reached in *Catholic Social Services, Inc., et al., v. Ridge, et al.*, CIV. NO. S-86-1343-LKK (E.D. Cal) January 23, 2004, and *Felicity Mary Newman, et al., v. United States Immigration and Citizenship Services, et al.*, CIV. NO. 87-4757-WDK (C.D. Cal) February 17, 2004 (CSS/Newman Settlement Agreements), was denied by the District Director, New York. The decision is now before the Administrative Appeals Office (AAO) on appeal. The appeal will be dismissed.

The applicant submitted a Form I-687, Application for Status as a Temporary Resident under Section 245A of the Immigration and Nationality Act (Act), and a Form I-687 Supplement, CSS/Newman Class Membership Worksheet, on June 15, 2005 (together, the I-687 Application). The director determined that the applicant had not established by a preponderance of the evidence that she had continuously resided in the United States in an unlawful status for the duration of the requisite period, specifically noting that the applicant “failed to provide additional evidence for consideration” in response to the director’s March 2, 2006 notice of intent to deny. The director denied the application as the applicant had not met her burden of proof and was, therefore, not eligible to adjust to temporary resident status pursuant to the terms of the CSS/Newman Settlement Agreements.

On appeal, counsel submitted a Form I-694 Notice of Appeal of Decision Under Section 210 or 245A and stated that his written brief or statement was attached. On the Form I-687, counsel states that “due weight was not accorded the witness affidavits which testify to [the applicant’s] presence in the United States since before January 1, 1982.” There is no brief or statement from counsel in the record of proceeding. On June 30, 2008, the AAO sent counsel a facsimile regarding the absence of the aforesaid appellate material. As of this date, the AAO has not received a brief or any additional evidence from counsel or the applicant. Therefore, the record is complete.

An applicant for temporary resident status must establish entry into the United States before January 1, 1982, and continuous residence in the United States in an unlawful status since such date and through the date the application is filed. Section 245A(a)(2) of the Act, 8 U.S.C. § 1255a(a)(2). The applicant must also establish that he or she has been continuously physically present in the United States since November 6, 1986. Section 245A(a)(3) of the Act, 8 U.S.C. § 1255a(a)(3). The regulations clarify that the applicant must have been physically present in the United States from November 6, 1986 until the date of filing the application. 8 C.F.R. § 245a.2(b).

For purposes of establishing residence and physical presence under the CSS/Newman Settlement Agreements, the term “until the date of filing” in 8 C.F.R. § 245a.2(b) means until the date the applicant attempted to file a completed Form I-687 application and fee or was caused not to timely file during the original legalization application period of May 5, 1987 to May 4, 1988. CSS Settlement Agreement paragraph 11 at page 6; Newman Settlement Agreement paragraph 11 at page 10.

The applicant has the burden of proving by a preponderance of the evidence that he or she has resided in the United States for the requisite periods, is admissible to the United States under the provisions of section 245A of the Act, and is otherwise eligible for adjustment of status. The inference to be drawn from the documentation provided shall depend on the extent of the documentation, its credibility and amenability to verification. 8 C.F.R. § 245a.2(d)(5).

Although the regulation at 8 C.F.R. § 245a.2(d)(3) provides an illustrative list of contemporaneous documents that an applicant may submit in support of his or her claim of continuous residence in the United States in an unlawful status since prior to January 1, 1982, the submission of any other relevant document is permitted pursuant to 8 C.F.R. § 245a.2(d)(3)(vi)(L). To meet his or her burden of proof, an applicant must provide evidence of eligibility apart from the applicant's own testimony, and the sufficiency of all evidence produced by the applicant will be judged according to its probative value and credibility. 8 C.F.R. § 245a.2(d)(6).

The "preponderance of the evidence" standard requires that the evidence demonstrate that the applicant's claim is "probably true," where the determination of "truth" is made based on the factual circumstances of each individual case. *Matter of E-M-*, 20 I&N Dec. 77, 79-80 (Comm. 1989). In evaluating the evidence, *Matter of E-M-* also stated that "[t]ruth is to be determined not by the quantity of evidence alone but by its quality." *Id.* Thus, in adjudicating the application pursuant to the preponderance of the evidence standard, the director must examine each piece of evidence for relevance, probative value, and credibility, both individually and within the context of the totality of the evidence, to determine whether the fact to be proven is probably true. *See* 8 C.F.R. § 245a.2(d)(6). The weight to be given any affidavit depends on the totality of the circumstances, and a number of factors must be considered. More weight will be given to an affidavit in which the affiant indicates personal knowledge of the applicant's whereabouts during the time period in question rather than a fill-in-the-blank affidavit that provides generic information. The regulations provide specific guidance on the sufficiency of documentation when proving residence through evidence of past employment or attestations by churches or other organizations. 8 C.F.R. §§ 245a.2(d)(3)(i) and (v).

Even if the director has some doubt as to the truth, if the applicant submits relevant, probative, and credible evidence that leads the director to believe that the claim is "probably true" or "more likely than not," the applicant or petitioner has satisfied the standard of proof. *See U.S. v. Cardozo-Fonseca*, 480 U.S. 421 (1987) (defining "more likely than not" as a greater than 50 percent probability of something occurring). If the director can articulate a material doubt, it is appropriate for the director to either request additional evidence or, if that doubt leads the director to believe that the claim is probably not true, deny the application or petition.

The issue in this proceeding is whether the applicant has furnished sufficient credible evidence to demonstrate that she entered before 1982 and continuously resided in the United States for the requisite period.

The record shows that the applicant submitted a Form I-687 Application and Supplement to Citizenship and Immigration Services (CIS) on June 15, 2005. At part #30 of the Form I-687 application where applicants are asked to list all residences in the United States since first entry, the applicant listed her first address in the United States as [REDACTED], Bronx, New York, from June 1981 to August 1996. At part #33, she listed her first employment in the United States as a caregiver for Private Duty Nursing from October 1981 to June 1996. At part #32, the applicant listed two absences from the United States. The applicant visited Canada from December 1987 to January 1988 and Ghana from August 1995 to September 1995. At part #31, the applicant did not list any affiliations or associations.

The applicant has submitted two affidavits and declarations; a copy of the applicant's passport; a copy of the applicant's employment authorization card issued on August 30, 2005; and a copy of the applicant's New York driver's license issued on November 29, 2005. The applicant's passport and employment authorization card are evidence of the applicant's identity, but do not demonstrate that she entered before January 1, 1982 and resided in the United States for the requisite period.

The record includes the following witness statements in support of the application:

- A notarized form-letter affidavit from [REDACTED] dated March 1, 2006. The record of proceeding also contains an unnotarized form-letter declaration from [REDACTED] that is not signed. In her affidavit, the declarant states that she lives in Pittsburg, Pennsylvania. The declarant states that the applicant is personally known to her as the applicant is a family friend. The declarant lists three addresses for the applicant that are consistent with the applicant's Form I-687. In her declaration, Ms. [REDACTED] states that the applicant helped care for her son, [REDACTED], in November 1981 and for her daughter in 1983. The declarant also states that the applicant visits her most Thanksgiving holidays. Although the declarant states that the applicant cared for her son in 1981, the statement does not supply enough details to lend credibility to a 25-year relationship with the applicant. For instance, the declarant does not indicate how she met the applicant, how she dates the time that the applicant cared for her children or how frequently she had contact with the applicant. The document lacks sufficient details to demonstrate that the declarant's contact with the applicant was a reliable basis of knowledge about the applicant's residence during the requisite period. Given these deficiencies, this affidavit has minimal probative value in supporting the applicant's claims that she entered the United States prior to January 1, 1982 and resided in the United States for the entire requisite period.
- A notarized form-letter affidavit from [REDACTED] dated March 1, 2006. The record of proceeding also contains an unnotarized form-letter declaration from [REDACTED] that is not signed. In his affidavit, the declarant states that he lives in Yonkers, New York. The declarant states that the applicant is personally known to him as the applicant is a church

member. The declarant lists three addresses for the applicant that are consistent with the applicant's Form I-687. In his declaration, Mr. ■■■ states that he has known the applicant for "more than 20 years" and goes on to state that he has known the applicant "since the year 1982." The declarant also states that the applicant used to live on Carpenter Avenue in the Bronx and attended The Light of the World Ministry church in the Bronx. Although the declarant adds that he is an elder of the church, he does not explain how he knows that the applicant lived on Carpenter Avenue in the Bronx. The declarant also states that from 1982 to 1986, he and the applicant attended Universal Christian Fellowship in the Bronx. The declarant adds that he and the applicant "used to meet every Sunday between 6:00 p.m. to 10:00 p.m. to study the Bible, sing and dance," but the declarant does not provide a time period during which they met. Finally, the declarant states that he and the applicant attended a wedding in 1983, a funeral in 1988, and "various picnics organized by the Ghanaian community" in New York City. Although the declarant states that he has known the applicant in the United States since 1982, the statement does not supply enough details to lend credibility to a 24-year relationship with the applicant. For instance, the declarant does not indicate how he met the applicant, how he dates the time that the applicant attended church and other activities or how frequently he had contact with the applicant. Given these deficiencies, this affidavit has minimal probative value in supporting the applicant's claims that she entered the United States prior to January 1, 1982 and resided in the United States for the entire requisite period.

The remaining evidence in the record is comprised of the applicant's statements, in which she claims to have entered the United States in June 1981 and to have resided for the duration of the requisite period in New York. As noted above, to meet her burden of proof, the applicant must provide evidence of eligibility apart from her own testimony. In this case, her assertions regarding her entry are not supported by any credible evidence in the record.

The director issued a notice of intent to deny (NOID) on March 2, 2006. The director denied the application for temporary residence on August 27, 2006. In denying the application, the director found that the applicant failed to establish that she entered the United States prior to January 1, 1982 or that she met the necessary residency or continuous physical presence requirements. Thus, the director determined that the applicant failed to meet her burden of proof by a preponderance of the evidence.

On appeal, counsel states that "due weight was not accorded the witness affidavits which testify to [the applicant's] presence in the United States since before January 1, 1982." Neither counsel nor the applicant have submitted any additional evidence in support of her claim that she was physically present or had continuous residence in the United States during the entire requisite period or that she entered the United States in 1981. As noted above, in adjudicating the application pursuant to the preponderance of the evidence standard, the director must examine each piece of evidence for relevance, probative value, and credibility, both individually and within the context of the totality of the evidence, to determine whether the fact to be proven is

probably true. Upon a *de novo* review of all of the evidence in the record, the AAO agrees with the director that the evidence submitted by the applicant has not established that she is eligible for the benefit sought.

In this case, the absence of sufficient credible and probative documentation to corroborate the applicant's claim of continuous residence for the requisite period seriously detracts from the credibility of her claim. Pursuant to 8 C.F.R. § 245a.2(d)(5), the inference to be drawn from the documentation provided shall depend on the extent of the documentation, its credibility and amenability to verification. Given the lack of credible supporting documentation, it is concluded that the applicant has failed to establish by a preponderance of the evidence that she has continuously resided in an unlawful status in the United States for the requisite period, as required under both 8 C.F.R. § 245a.2(d)(5) and *Matter of E- M--*, *supra*. The applicant is, therefore, ineligible for temporary resident status under section 245A of the Act on this basis.

**ORDER:** The appeal is dismissed. This decision constitutes a final notice of ineligibility.