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U.S. Department of Homeland Security
U. S. Citizenship and Immigration Services
Office of Administrative Appeals MS 2090
Washington, DC 20529-2090



U.S. Citizenship
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Services

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FILE:

[REDACTED]
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Office: NEBRASKA SERVICE CENTER

Date: OCT 30 2009

IN RE:

Petitioner: [REDACTED]
Beneficiary: [REDACTED]

PETITION: Immigrant Petition for Alien Worker as a Member of the Professions Holding an Advanced Degree or an Alien of Exceptional Ability Pursuant to Section 203(b)(2) of the Immigration and Nationality Act, 8 U.S.C. § 1153(b)(2)

ON BEHALF OF PETITIONER:

[REDACTED]
INSTRUCTIONS:

This is the decision of the Administrative Appeals Office 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.

Perry Rhew
Chief, Administrative Appeals Office

DISCUSSION: The Director, Nebraska Service Center, denied the employment-based immigrant visa petition. The matter is now before the Administrative Appeals Office (AAO) on appeal. The appeal will be sustained. The petition will be approved.

The petitioner claims to be an import/export wholesaler. It seeks to permanently employ the beneficiary in the United States as a market research analyst. The petitioner requests classification of the beneficiary as an advanced degree professional pursuant to section 203(b)(2) of the Immigration and Nationality Act (the Act), 8 U.S.C. § 1153(b)(2).¹ As required by 8 C.F.R. § 204.5(k)(4), the petition is accompanied by an ETA Form 9089, Application for Permanent Employment Certification (labor certification), certified by the U.S. Department of Labor (DOL).

As set forth in the director's September 10, 2007 denial, the primary issue in this case is whether the job offered requires a member of the professions.

The record shows that the appeal is properly filed, timely, and makes a specific allegation of error in law or fact. The procedural history in this case is documented by the record and incorporated into the decision. Further elaboration of the procedural history will be made only as necessary.

The AAO maintains plenary power to review each appeal on a *de novo* basis. 5 U.S.C. § 557(b); *see also Janka v. U.S. Dept. of Transp.*, 925 F.2d 1147, 1149 (9th Cir. 1991). The AAO's *de novo* authority has been long recognized by the federal courts. *See e.g. Dor v. INS*, 891 F.2d 997, 1002 n. 9 (2d Cir. 1989). The AAO considers all pertinent evidence in the record, including new evidence properly submitted upon appeal.²

On the petition, the petitioner claimed to have been established in 1974, to have gross annual income of over \$20 million, and to employ 52 workers. The proffered wage stated on the labor certification is \$54,704.00 per year. The priority date of the petition is June 30, 2006, which is the date the labor certification was accepted for processing by the DOL. *See* 8 C.F.R. § 204.5(d).

Section 203(b)(2) of the Act provides immigrant classification to members of the professions holding advanced degrees or their equivalent and whose services are sought by an employer in the United States.³ In order to classify the beneficiary in this employment-based preference category, the

¹There is no evidence in the record of proceeding that the beneficiary possesses exceptional ability in the sciences, arts or business. Accordingly, consideration of the petition will be limited to whether the beneficiary is eligible for classification as a member of the professions holding an advanced degree.

²The submission of additional evidence on appeal is allowed by the instructions to Form I-290B, which are incorporated into the regulations by 8 C.F.R. § 103.2(a)(1). The record in the instant case provides no reason to preclude consideration of any of the documents newly submitted on appeal. *See Matter of Soriano*, 19 I&N Dec. 764 (BIA 1988).

³The regulation at 8 C.F.R. § 204.5(k)(2) defines an "advanced degree" as "any United States

petitioner must establish that: the offered position requires an advanced degree professional;⁴ the beneficiary is an advanced degree professional;⁵ and the beneficiary meets the requirements of the offered position as set forth in the labor certification.⁶ The petitioner must also establish that it has the continuing ability to pay the proffered wage from the priority date until the beneficiary obtains lawful permanent residence. 8 C.F.R. § 204.5(g)(2).

It is important to note that the DOL's role in the employment-based immigrant visa process is limited to determining whether there are sufficient U.S. workers who are able, willing, qualified and available and whether the employment of the alien will adversely affect the wages and working conditions of similarly employed U.S. workers. Section 212(a)(5)(A)(i) of the Act; 20 C.F.R. § 656.1(a). It is significant that none of the responsibilities assigned to DOL, nor the remaining regulations implementing these duties at 20 C.F.R. § 656, involve a determination as to whether or not the alien is qualified for a specific immigrant classification or the job offered. Instead, the authority to make this determination rests solely with U.S. Citizenship and Immigration Services (USCIS). See *Madany v. Smith*, 696 F.2d 1008, 1012-1013 (D.C. Cir. 1983); *Tongatapu Woodcraft Hawaii, Ltd. v. Feldman*, 736 F. 2d 1305, 1309 (9th Cir. 1984); *K.R.K. Irvine, Inc. v. Landon*, 699 F.2d 1006, 1008 (9th Cir. 1983).

The minimum education, training, experience and skills required to perform the offered position are set forth at Part H of the labor certification. In the instant case, the labor certification states that the offered position has the following requirements:

- H.4. Education: Master' degree in "Any Major"
- H.5. Required training: None
- H.6. Experience: None
- H.7. Acceptable alternate field of study: "Any Major"
- H.8. Acceptable alternate combination of education and experience: None
- H.9. Foreign educational equivalent acceptable: Yes
- H.10. Acceptable experience in an alternate occupation: None
- H.14. Specific skills or other requirements: Must speak and read Japanese

academic or professional degree or a foreign equivalent degree above that of baccalaureate." The regulation further states that a "United States baccalaureate degree or a foreign equivalent degree followed by at least five years of progressive experience in the specialty shall be considered the equivalent of a master's degree." *Id.*

⁴8 C.F.R. § 204.5(k)(4).

⁵8 C.F.R. § 204.5(k)(3).

⁶8 C.F.R. § 103.2(b)(1), (12). See *Matter of Wing's Tea House*, 16 I&N Dec. 158, 159 (Act. Reg. Comm. 1977); see also *Matter of Katigbak*, 14 I. & N. Dec. 45, 49 (Reg. Comm. 1971).

On the ETA Form 9089, signed by the beneficiary, the beneficiary represented that the highest level of education that she achieved was a master's degree in public administration from Columbia University in 2001.

The job offer portion of the labor certification "must demonstrate that the job requires a professional holding an advanced degree or the equivalent." 8 C.F.R. § 204.5(k)(4). Accordingly, if the offered position does not require a member of the professions, the petition must be denied.

The regulation at 8 C.F.R. § 204.5(k)(2), defines "profession" as:

[O]ne of the occupations listed in section 101(a)(32) of the Act, as well as any occupation for which a United States baccalaureate degree or its foreign equivalent is the minimum requirement for entry into the occupation.

Section 101(a)(32) of the Act states that the term "profession" "shall include but not be limited to architects, engineers, lawyers, physicians, surgeons, and teachers in elementary or secondary schools, colleges, academies, or seminaries." The offered position is not one of the occupations listed at Section 101(a)(32) of the Act. Therefore, the analysis of whether the offered position requires a member of the professions is based on whether a United States baccalaureate degree or its foreign equivalent is the minimum requirement for entry into the occupation.

The director acknowledged these definitions, but then relied on *Matter of Shin*, 11 I&N Dec. 686 (Dist. Dir. 1966) and *Matter of Palanky*, 12 I&N Dec. 66 (Reg'l. Comm'r. 1966), for the proposition that the degree must be related to the field. We note that in *Matter of Shin*, 11 I&N Dec. at 688, the District Director did state that a degree in and of itself was insufficient; rather, the "knowledge acquired must also be of [a] nature that is a realistic prerequisite to entry into the particular field of endeavor." The following discussion, however, was limited to the level of education required, not the major field of study. Moreover, *Matter of Palanky*, 12 I&N Dec. at 68, addressed an occupation that did not require a full baccalaureate. Further, these cases predate the regulation at 8 C.F.R. § 204.5(k)(2). Therefore, the definition of "profession" in that regulation, which states only that a profession must require a baccalaureate for entry into the occupation, takes precedence over the two cases cited in the director's decision.

Although the definition of "profession" at 8 C.F.R. § 204.5(k)(2) does not state that the labor certification must require a field of study that relates to the occupation, the regulation does provide that a profession is an occupation for which a United States baccalaureate degree or its foreign equivalent is the *minimum* requirement for *entry* into the occupation. Thus, some professions may require *more* than a baccalaureate in an unspecified field for entry into that particular profession. In such cases, USCIS is justified in considering whether the labor certification that does not specify one or more fields of study can truly be considered to require a member of the professions. We note that being a member of the professions does not entitle the alien to classification as a professional if he does not seek to continue working in that profession. See *Matter of Shah*, 17 I&N Dec. 244, 246-47 (Reg'l. Comm'r. 1977).

On the labor certification, the DOL categorized the offered position as Standard Occupational Classification (SOC) code 19-3021, Market Research Analysts. The O*NET online database⁷ states that the occupation of Market Research Analysts falls within Job Zone Four,⁸ and that 82% of individuals in this occupation hold a baccalaureate degree or higher.⁹

The corresponding entry in the Occupational Outlook Handbook (OOH) for SOC code 19-3021 is Market and Survey Researchers.¹⁰ The required education for this occupation is summarized as follows:¹¹

A bachelor's degree is the minimum educational requirement for many market and survey research jobs. However, a master's degree may be required, especially for technical positions.

In addition to completing *courses* in business, marketing, and consumer behavior, prospective market and survey researchers should take other liberal arts and social science *courses*, including economics, psychology, English, and sociology. Because of the importance of quantitative skills to market and survey researchers, *courses* in mathematics, statistics, sampling theory and survey design, and computer science are extremely helpful. Market and survey researchers often earn advanced degrees in business administration, marketing, statistics, communications, or other closely related disciplines.

(Emphasis added). In summary, O*NET and the OOH confirm that the offered position requires at least a bachelor's degree. In addition, the OOH states that a master's degree may be required in certain circumstances. The OOH lists relevant courses to prepare for the occupation, and states that

⁷O*NET, located at <http://online.onetcenter.org>, is described as "the nation's primary source of occupational information, providing comprehensive information on key attributes and characteristics of workers and occupations" (accessed September 26, 2009).

⁸According to O*NET, most of occupations in Job Zone Four require a four-year bachelor's degree. <http://online.onetcenter.org/help/online/zones> (accessed September 26, 2009).

⁹Details Report for 19-3021.00 at <http://online.onetcenter.org/link/details/19-3021.00> (accessed September 26, 2009).

¹⁰The OOH, located at <http://www.bls.gov/OCO>, is a nationally recognized source of career information published by the DOL's Bureau of Labor Statistics.

¹¹<http://www.bls.gov/oco/ocos013.htm> (accessed September 26, 2009).

a master's degree in a specific field is helpful, but is not required for entry into the profession.¹² Therefore, it is concluded that the occupation of market research analyst does not require an individual to possess a degree in one or more specific fields of study.¹³

Further, it is noted that the transcript for the beneficiary's master's degree indicates that she completed courses in mathematics and economics. The beneficiary's education is therefore consistent with the requirements of the occupation as stated in the OOH.

In light of the above, the petitioner has established that the position certified by the DOL is a profession.

The burden of proof in visa petition proceedings remains entirely with the petitioner. Section 291 of the Act, 8 U.S.C. § 1361. The petitioner has met that burden.

ORDER: The decision of the director is withdrawn. The appeal is sustained, and the petition is approved.

¹²The regulation at 8 C.F.R. § 204.5(k)(4) states that the labor certification must require a member of the professions *with an advanced degree*. Although the OOH states that entry into the occupation of Market and Survey Researchers does not generally require a master's degree, the *labor certification* in the instant case requires a master's degree. Accordingly, since the labor certification requires an advanced degree, the petition satisfies the requirements of 8 C.F.R. § 204.5(k)(4).

¹³It is noted that the director did not reference a source of information suggesting that a minimum of a baccalaureate in any field of study was not a normal requirement for the occupation.