

# Non-Precedent Decision of the Administrative Appeals Office

MATTER OF A-A-H-C-

DATE: AUG. 10, 2016

APPEAL OF NEBRASKA SERVICE CENTER DECISION

PETITION: FORM I-140, IMMIGRANT PETITION FOR ALIEN WORKER

The Petitioner, a post production designer and animator who works in advertising, media, television and film, seeks classification as an individual of extraordinary ability in the arts. See Immigration and Nationality Act (the Act) section 203(b)(1)(A), 8 U.S.C. § 1153(b)(1)(A). This classification makes visas available to foreign nationals who can demonstrate their extraordinary ability through sustained national or international acclaim and whose achievements have been recognized in their field through extensive documentation.

The Director, Nebraska Service Center, denied the petition. The Director determined that the Petitioner had not satisfied the initial evidence requirements set forth at 8 C.F.R. § 204.5(h)(3), which necessitates either 1) documentation of a one-time major achievement, or 2) fulfillment of at least three of the ten regulatory criteria listed under 8 C.F.R. § 204.5(h)(3)(i)-(x).

The matter is before us on appeal. In his appeal, the Petitioner submits no new evidence but argues that the Director erred in concluding that he did not meet the lesser nationally or internationally recognized prizes or awards criterion, the published material about the Petitioner criterion and the original contributions of major significance criterion. See 8 C.F.R. § 204.5(h)(3)(i), (iii), (v).

Upon de novo review, we will dismiss the appeal.

#### I. LAW

The Petitioner may establish his eligibility by demonstrating extraordinary ability through sustained national or international acclaim and achievements that have been recognized in the field through extensive documentation. Specifically, section 203(b)(1)(A) of the Act states, in pertinent part:

Aliens with extraordinary ability. -- An alien is described in this subparagraph if -

(i) the alien has extraordinary ability in the sciences, arts, education, business, or athletics which has been demonstrated by sustained national or international acclaim and whose achievements have been recognized in the field through extensive documentation,

- (ii) the alien seeks to enter the United States to continue work in the area of extraordinary ability, and
- (iii) the alien's entry into the United States will substantially benefit prospectively the United States.

The term "extraordinary ability" refers only to those individuals in that small percentage "who have risen to the very top of the field of endeavor." 8 C.F.R. § 204.5(h)(2). The regulation at 8 C.F.R. § 204.5(h)(3) sets forth a multi-part analysis. First, a petitioner can demonstrate his sustained acclaim and the recognition of his achievements in the field through a one-time achievement (that is a major, internationally recognized award). If a petitioner does not submit this documentation, then he must provide sufficient qualifying evidence indicating that he meets at least three of the ten criteria listed at 8 C.F.R. § 204.5(h)(3)(i)-(x).

Satisfaction of at least three criteria, however, does not, in and of itself, establish eligibility for this classification. *See Kazarian v. USCIS*, 596 F.3d 1115 (9th Cir. 2010) (discussing a two-part review where the documentation is first counted and then, if fulfilling the required number of criteria, considered in the context of a final merits determination); *see also Visinscaia v. Beers*, 4 F. Supp. 3d 126, 131-32 (D.D.C. 2013); *Rijal v. USCIS*, 772 F. Supp. 2d 1339 (W.D. Wash. 2011); *Matter of Chawathe*, 25 I&N Dec. 369, 376 (AAO 2010) (holding that the "truth is to be determined not by the quantity of evidence alone but by its quality" and that United States Citizenship and Immigration Services (USCIS) examines "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").

#### II. ANALYSIS

#### A. Previous O-1 Approval

On appeal, the Petitioner notes he is in the United States in O-1 status and indicates his current nonimmigrant visa and the requested immigrant visa are based on the Petitioner's "extraordinary ability as a post production producer/animator." While USCIS has approved at least one O-1 nonimmigrant visa petition filed on behalf of the Petitioner, the prior approval does not preclude USCIS from denying an immigrant visa petition based on a different, if similarly phrased, standard. The regulatory standard and requirements for an immigrant and nonimmigrant alien of extraordinary ability in the arts are different. The regulation at 8 C.F.R. § 214.2(o)(3)(ii) defines extraordinary ability in the arts (including the performing arts) as simply "distinction," which is defined as:

Distinction means a high level of achievement in the field of arts evidenced by a degree of skill and recognition substantially above that ordinarily encountered to the extent that a person described as prominent is renowned, leading, or well-known in the field of arts.

The regulation relating to the immigrant classification, 8 C.F.R. § 204.5(h)(2), however, defines extraordinary ability in any field as "a level of expertise indicating that the individual is one of that small percentage who have risen to the very top of the field of endeavor." While the ten criteria set forth in the regulation at 8 C.F.R. § 204.5(h)(3) appear in the nonimmigrant regulation, 8 C.F.R. § 214.2(o)(3)(iii), they refer only to aliens who seek extraordinary ability in the fields of science, education, business or athletics. Separate criteria for nonimmigrant aliens of extraordinary ability in the arts are set forth in the regulation at 8 C.F.R. § 214.2(o)(3)(iv). The distinction between these fields and the arts, which appears in the regulation at 8 C.F.R. § 214(o), does not appear in the regulation at 8 C.F.R. § 204.5(h). As such, the petitioner's approval for a nonimmigrant visa under the lesser standard of "distinction" is not evidence of his eligibility for the similarly titled immigrant visa.

Moreover, many I-140 immigrant petitions are denied after USCIS approves prior nonimmigrant petitions. See, e.g., Q Data Consulting, Inc. v. INS, 293 F. Supp. 2d 25 (D.D.C. 2003); IKEA US v. United States Dep't of Justice, 48 F. Supp. 2d 22 (D.D.C. 1999); Fedin Bros. Co. Ltd. v. Sava, 724 F. Supp. 1103 (E.D.N.Y. 1989). We are not required to approve applications or petitions where eligibility has not been demonstrated, merely because of prior approvals that may have been erroneous. See, e.g., Matter of Church Scientology Int'l, 19 I&N Dec. 593, 597 (Comm'r 1988). We need not treat acknowledged errors as binding precedent. Sussex Engg. Ltd. v. Montgomery, 825 F.2d 1084, 1090 (6th Cir. 1987), cert. denied, 485 U.S. 1008 (1988).

Furthermore, our authority over the service centers is comparable to the relationship between a court of appeals and a district court. Even if a service center director had approved the nonimmigrant petitions, we would not be bound to follow the contradictory decision of a service center as the law is clear that an agency is not bound to follow an earlier determination as to a visa applicant where that initial determination was based on a misapplication of the law. *Glara Fashion, Inc. v. Holder*, 11 CIV. 889 PAE, 2012 WL 352309 \*7 (S.D.N.Y. Feb. 3, 2012); *Royal Siam v. Chertoff*, 484 F.3d 139, 148 (1st Cir. 2007); *Tapis Int'l v. INS*, 94 F. Supp. 2d 172, 177 (D. Mass. 2000)) (Dkt.10); *Louisiana Philharmonic Orchestra v. INS*, 44 F. Supp. 2d 800, 803 (E.D.La. 1999), aff'd, 248 F.3d 1139 (5th Cir. 2001), cert. denied, 534 U.S. 819 (2001).

### B. Evidentiary Criteria<sup>1</sup>

Under the regulation at 8 C.F.R. § 204.5(h)(3), the Petitioner, as initial evidence, may present a one-time achievement that is a major, internationally recognized award. In this case, the Petitioner has not claimed or shown that he is the recipient of a qualifying award at a level similar to that of the Nobel Prize. As such, the Petitioner must provide at least three of the ten types of documentation listed under 8 C.F.R. § 204.5(h)(3)(i)-(x) to meet the basic eligibility requirements.

<sup>&</sup>lt;sup>1</sup> We have reviewed all of the Petitioner's evidence and will address those criteria he indicates he meets or for which he has submitted relevant and probative documentation.

The Director concluded that the Petitioner met the criteria pertaining to performing in a leading or critical role under 8 C.F.R. § 204.5(h)(3)(viii) and commanding a high salary or other significantly high remuneration under 8 C.F.R. § 204.5(h)(3)(ix). The record does not support these findings and for the reasons set forth below, we are withdrawing the Director's determinations for these two criteria.

On appeal, the Petitioner specifically challenges the Director's findings relating to the lesser nationally or internationally recognized prizes or awards criterion under 8 C.F.R. § 204.5(h)(3)(i), the published material about the Petitioner criterion under 8 C.F.R. § 204.5(h)(3)(iii), and the original contributions of major significance criterion under 8 C.F.R. § 204.5(h)(3)(v). As discussed below, the Petitioner has not demonstrated that he meets these criteria.

Documentation of the alien's receipt of lesser nationally or internationally recognized prizes or awards for excellence in the field of endeavor.

The basis of the Petitioner's claim to meet this criterion is awards that his company received rather than awards that he personally received. It is the Petitioner's burden to establish that the evidence meets every element of this criterion. Not only must the Petitioner demonstrate his receipt of prizes and awards, but he must also demonstrate that those prizes and awards are nationally or internationally recognized for excellence in the field of endeavor, which, by definition, goes beyond the awarding entity.

In his appellate brief, the Petitioner claims that his company received the

awards presented by the

granted by the

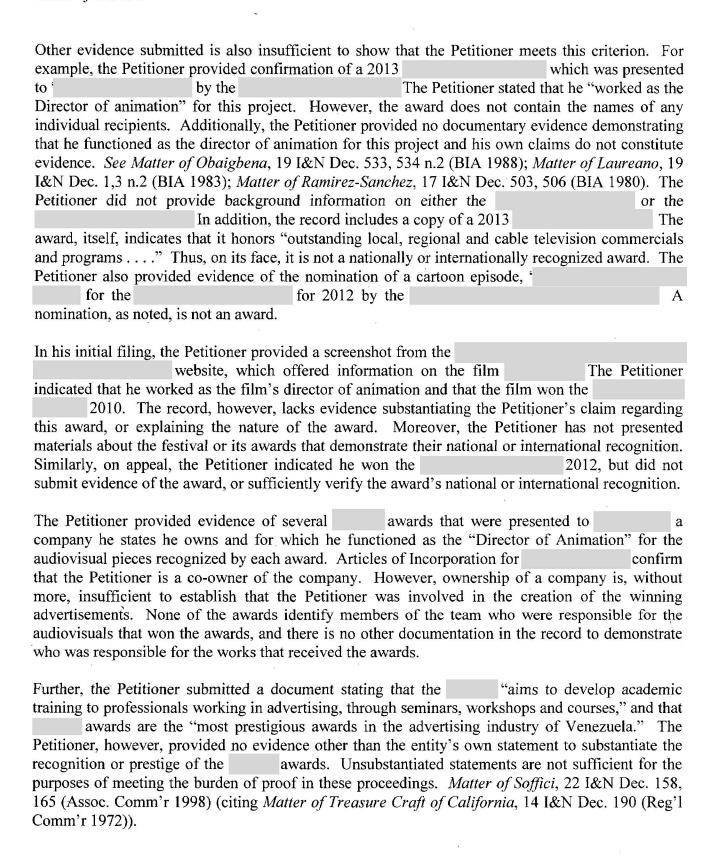
awards, and awards from the

claimed awards, the Petitioner submitted screen prints of websites such as

and

However, the content of the screen prints is in a foreign language and the certifications associated with the accompanying translations do not attest that they are "full," "complete and accurate," in accordance with 8 C.F.R. § 103.2(b)(3). Because the Petitioner did not submit properly certified translations of the documents, he did not demonstrate that the evidence supports his claims.

Additionally, the Petitioner did not provide sufficient information on the events, the entities hosting the competitions, or other material to demonstrate that the prizes or awards are nationally or internationally recognized. Further, in many instances, the Petitioner did not submit evidence to demonstrate that the awards were granted due specifically to his work on the projects. In his initial filing, the Petitioner offered a list of accolades that he claimed met this criterion. The list included projects that did not win, but were on the "shortlist," "nominated" or were "official selection[s]" of certain film festivals. Recognition short of the Petitioner's actual receipt of qualifying awards or prizes, however, is insufficient under the plain language of the criterion.



The Petitioner provided copies of five awards for a video, which the Petitioner wrote				
directed and produced while he was a university student. The awards represent the				
conducted by the				
The Petitioner has not offered any evidence, such as media coverage of				
acknowledgment from the field, showing that the award was nationally or internationally recognize				
as awards of excellence in his field.				
As evidence of awards, the Petitioner submitted a letter from				
project coordinator, awards and global competitions,  In his letter,				
stated that the Petitioner "has been credited in the creation of the following awar				
winning entries honored in the Competitions" and identified nine awards that were				
granted to television programs such as and Th				
Petitioner also included a letter from executive creative director,				
who stated that while he was the senior art director at he worked with the Petitioner, an				
that jobs on which they worked together were recipients of the awards. However				
neither nor explained what the Petitioner did for the various television				
programs or how his work was integral to the success of the various projects that won the award				
The Petitioner has not provided copies of the awards and has not demonstrated that he was the actual				
recipient.				
Moreover, the Petitioner offered no evidence to demonstrate that awards are nationall				
or internationally recognized. The Petitioner presented a document stating that the				
awards "stand for marketing excellence in the media marketing space" and "are regarded as the most				
prestigious awards for creative endeavor in this field." He included the organization's website in the				
document. However, the Petitioner offered no documentation, outside of the awarding entity				
verifying the prestige of the awards. As noted, unsubstantiated statements are not sufficient for the				
purposes of meeting the burden of proof in these proceedings. Soffici, 22 I&N Dec. at 165. For				
these reasons, the Petitioner has not satisfied the plain language of this criterion.				

Published material about the alien in professional or major trade publications or other major media, relating to the alien's work in the field for which classification is sought. Such evidence shall include the title, date, and author of the material, and any necessary translation.

The Petitioner maintains that he meets this criterion because he initially submitted published articles that referenced him or his work. In general, in order for published material to meet this criterion, it must be about the petitioner and, as stated in the regulations, be printed in professional or major trade publications or other major media. To qualify as major media, the publication should have significant national or international distribution. Some newspapers, such as the *New York Times*, nominally serve a particular locality but would qualify as major media because of significant national distribution, unlike small local community papers.<sup>2</sup> Furthermore, the plain language of the

<sup>&</sup>lt;sup>2</sup> Even with nationally-circulated newspapers, consideration must be given to the placement of the article. For example, an

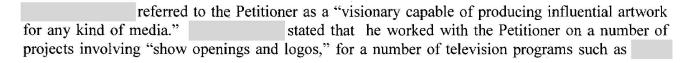
regulation at 8 C.F.R. § 204.5(h)(3)(iii) requires that "[s]uch evidence shall include the title, date, and author of the material, and any necessary translation."

On appeal, the Petitioner identifies eight previously submitted articles that he characterizes as "major." With the articles, the Petitioner submitted translations which the translator did not certify as "full," "complete" or "accurate," in accordance with 8 C.F.R. § 103.2(b)(3). Because the Petitioner did not submit properly certified translations of the documents, he has not demonstrated that the evidence supports his claims. Further, the Petitioner provided no information about the publishers or the websites on which the articles appeared. The Petitioner indicates that "[t]hese publications are major industry trade publications as evidenced in the RFE response." The Petitioner identified circulation levels for each of the publications but did not document the source of the figures, other than to include a website address for each publication. A website address is not sufficient evidence to demonstrate that a publication qualifies as a professional or major trade publication or other major medium. It is the Petitioner's burden to demonstrate that the publications in which his works appear enjoy significant national or international distribution. Without such evidence, the Petitioner has not shown that the articles were published in qualifying publications or major media.

In addition, most of the published materials that the Petitioner submitted in support of this criterion are not about him. While they referenced the Petitioner, they are about the industry in which the Petitioner works or films or television stations where he has worked. As a result, the Petitioner has not met the plain language of this criterion.

Evidence of the alien's original scientific, scholarly, artistic, athletic, or business-related contributions of major significance in the field.

The Petitioner's claim to meet this criterion rests upon four testimonial letters, the publication of some of his works in textbooks and other publications, and presentations which he made at various symposia. To satisfy this criterion, a petitioner's contributions must be both original and of major significance in the field. 8 C.F.R. § 204.5(h)(3)(v). The term "original" and the phrase "major significance" are not superfluous and, thus, they have some meaning. Silverman v. Eastrich Multiple Investor Fund, L.P., 51 F. 3d 28, 31 (3d Cir. 1995), quoted in APWU v. Potter, 343 F.3d 619, 626 (2d Cir. 2003). Regardless of the field, the phrase "contributions of major significance in the field" requires substantiated impacts beyond one's employer, clients or customers. See Visinscaia, 4 F. Supp. 3d at 134-35 (upholding a finding that a ballroom dancer had not met this criterion because she did not demonstrate her impact in the field as a whole).



article that appears in a section that is distributed only in Fairfax County, Virginia, for instance, does not meet the plain language of the criterion.

and	maintained that the Petitioner
"stands out as a world leader in the field of designs and projects upon which has describe the nature of the Petitioner's contribution. Furth Petitioner's work on these projects impacted the field of describe the field of describe the nature of the Petitioner's work on these projects impacted the field of described the	ne worked with the Petitioner, he did not explain how the
projects and stated that he was impressed with the H According to he recommended the Petitioner	"to do the visuals for
Petitioner "made 5 animated sequences" which the characterizes the Petitioner as "an inspirat advertising and entertainment" Although	noted favorable comments which an er provided no documentary evidence to rable review does not equate to an original idence showing that the Petitioner's five
'the executive director of	d D C
organization evidenced by his "outstanding works," "per characterized the Petitioner as an incredibly "ta provided "invaluable advice to selected "to do an animated short film named	
•	or being e an animated film constitutes an original hat the Petitioner has been a valuable asset
success is the work they did for the "Hispanic market in that the Petitioner's benefit to his company is his unders	tanding of the needs of the "Hispanic and bility to stay abreast of technology which is is a "technique for creating or enhancing probinocular vision." noted that called immersive 360° VR videos." While

<sup>&</sup>lt;sup>3</sup> The name of the studio is styled in this fashion on the company's letterhead.

employees, the Petitioner has not demonstrated that this is somehow original. Further, while spoke of the Petitioner's work with "stereoscopy for 3D" and "immersive 360° VR videos," he did not claim that the Petitioner is responsible for creating these technological advances or that his work with these technologies has been emulated by others in his field or has otherwise impacted the field on a broad scale.

The opinions of the Petitioner's references are not without weight and have been considered above. USCIS may, in its discretion, use as advisory opinions statements submitted as expert testimony. See Matter of Caron International, 19 I&N Dec. 791, 795 (Comm'r 1988). However, USCIS is ultimately responsible for making the final determination regarding an alien's eligibility for the benefit sought. Id. The submission of reference letters supporting the petition is not presumptive evidence of eligibility; USCIS may evaluate the content of those letters as to whether they support the alien's eligibility. See id. at 795-796; see also Matter of V-K-, 24 I&N Dec. 500, n.2 (BIA 2008) (noting that expert opinion testimony does not purport to be evidence as to "fact"). Thus, the content of the references' statements and how they became aware of the petitioner's reputation are important considerations. Even when written by independent experts, letters solicited by an alien in support of an immigration petition are of less weight than preexisting, independent evidence that one would expect of a post-production designer/animator who has made original contributions of major significance in the field. Cf. Visinscaia, 4 F. Supp. 3d 131-32 (concluding that USCIS' decision to give little weight to uncorroborated assertions from professionals in the field was not arbitrary and capricious).

The Petitioner maintains that his works have been "selected for and published in text books and other prestigious publications." The Petitioner submitted pictures that he claims represent logos and animated designs which were published in various design books. However, none of the works are signed or otherwise attributed to the Petitioner. Further, the Petitioner provided no information about the publications in which the designs appear and no evidence to show why his designs were selected for publication. The record contains no evidence of the circulation of the volumes of illustrations. Moreover, while the Petitioner refers to the publications as "prestigious," he provided no evidence to substantiate this statement, and his statement alone is insufficient to show that he meets this criterion.

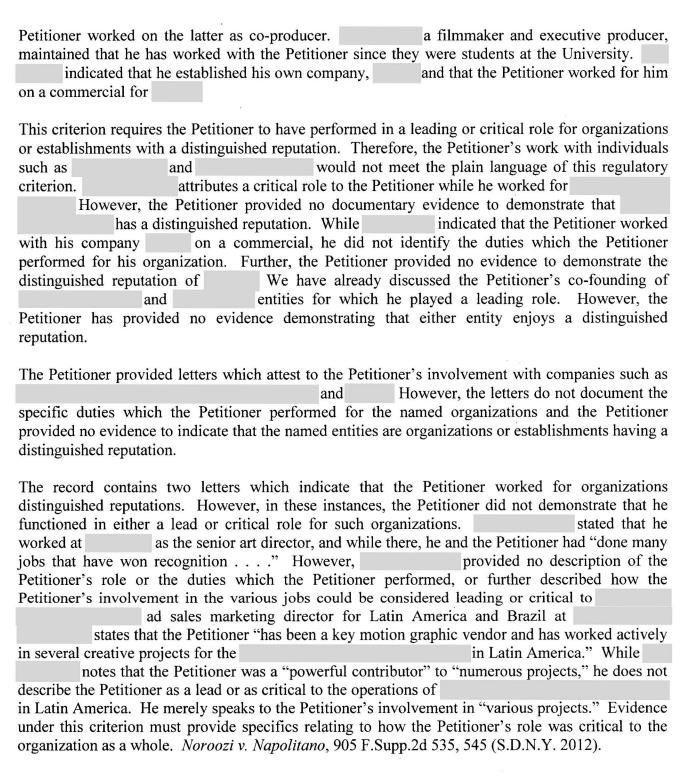
The Petitioner also provided a letter from CEO who indicated that he invited the Petitioner to speak at a conference, called AUDIO + VISUAL New Trends. According to the Petitioner spoke about "animation and stereoscopic 3D," being "the first to develop the stereoscopic technique" with excellent results for advertising. Although claims that the Petitioner was the first to develop the "stereoscopic technique" with respect to its implementation in advertising, the record contains no evidence substantiating such claims, or explaining the "stereoscopic technique" or how it has been implemented. The Petitioner has not demonstrated that he is responsible for the development of this technique or its implementation in the field of advertising. Further, the Petitioner has not shown that the presentation resulted in others implementing his "stereoscopic technique." Through these events, the Petitioner has disseminated his work and ideas, but without evidence of the field's reception of the presentations, the Petitioner has not shown they constitute original contributions of major significance in the field.

In his appellate brief, the Petitioner claimed to have been involved in eight other speaking engagements but provided no evidence to describe these events or otherwise show that he actually participated in them. Without documentary evidence, the Petitioner has not substantiated his claims. *Soffici*, 22 I&N Dec. at 165. For these reasons, the Petitioner has not met the plain language of this criterion.

Evidence that the alien has performed in a leading or critical role for organizations or establishments that have a distinguished reputation.

The Petitioner stated that he meets this criterion because he performed "lead work" for distinguished organizations. The Director found that the Petitioner met the plain language of this criterion. However, the evidence in the record does not support this finding and we withdraw the Director's determination. A leading role should be apparent by its position in the overall hierarchy of an organization and the role's corresponding duties. Similarly, a critical role is evidenced by its overall impact on the organization or establishment. Additionally, the organizations or establishments claimed under this criterion must be marked by eminence, distinction, excellence, or a similar reputation.

In this case, the Petitioner submitted 13	letters from individua	ls who either	worked w	ith the	
Petitioner or are familiar with his work in t	the field. We have re	viewed all of th	ne letters b	ut will	
discuss a representative sample.	owned the	7	when he hi	red the	
Petitioner in 1997 "as a junior designer."	noted that	the Petitioner v	vorked on	several	
"publicity campaigns for the best brands of	the country," such as		and	and	
that "without [the Petitioner's] input, vision	nary artistic talent and	team leadership	p,		
would not have existed and wouldn't	have had the success it	had." Filmmal	ker,		
stated that he has known the Petitioner "for more than fifteen years in which we've worked on many					
successful projects." According to	the Petitioner "su	pervised all the	e post-pro	duction	
work" on master's thesis project	ct. Since then, they ha	ve collaborated	on one sho	ort film	
and several music videos.	an actor and produce	r, explained tha	it he worke	ed with	
the Petitioner on two movie projects:	and		and the	hat the	



The remainder of the letters includes general reference to the Petitioner's talent and his work in the field of graphics and animation. However, none of the authors articulate how the Petitioner's role for each of the named organizations was leading or critical to the various establishments as a whole. For these reasons, the Petitioner has not met the plain language of this criterion.

Evidence that the alien has commanded a high salary or other significantly high remuneration for services, in relation to others in the field.

The Petitioner claimed to have met this criterion because he signed a contract with earned a profit in 2013. The Director found that the Petitioner and because his company met the plain language of this criterion. However, the evidence in the record does not support this finding and we withdraw the Director's determination for this criterion. The Petitioner provided a copy of a contract with in which the Petitioner was offered the position of Creative Director at an annual salary of \$220,000. The contract was drafted one month prior to the filing of the I-140 petition. While the salary is on the higher end of Bureau of Labor Statistics' wage scale for art directors, the Petitioner did not provide documentary evidence, such as bank documents or earnings statements, demonstrating that actually paid him this sum or that he has ever earned a salary similar to that noted in the contract. The Petitioner makes reference to the annual income for during 2013 and provided the income tax return for the company for that year. However, the income reflected on the tax return is for the company, not for an individual. In addition, the tax return submitted is in Spanish and the Petitioner provided no translation. The regulation at 8 C.F.R. § 103.2(b)(3) specifically requires that any foreign language document which the Petitioner submits to USCIS must include a full and certified English language translation. Because the Petitioner did not provide a translation for the tax return, he has not shown that the document supports his claims. Further, although the tax return reflects income for 2013, the Petitioner has provided no comparative data to demonstrate that this income is high relative to the income of other corporations in the industry. Additionally, the Petitioner has provided no separate wage documentation to establish the amount of his own salary or remuneration. For these reasons, the Petitioner has not demonstrated that he received a high salary or other significantly high remuneration associated with his work for and has not met the plain language of this criterion.

#### III. CONCLUSION

The documents submitted in support of extraordinary ability must show that the individual has achieved sustained national or international acclaim and is one of the small percentage who has risen to the very top of his or her field of endeavor. Had the Petitioner provided evidence satisfying at least three evidentiary categories, the next step would be a final merits determination that considers all of the filings in the context of whether or not the Petitioner has demonstrated: (1) a "level of expertise indicating that the individual is one of that small percentage who have risen to the very top of the field of endeavor," and (2) that the individual "has sustained national or international acclaim and that his or her achievements have been recognized in the field of expertise." 8 C.F.R. § 204.5(h)(2), (3); see also Kazarian, 596 F.3d at 1119-20 (discussing a two-part review where the evidence is first counted and then, if satisfying the required number of criteria, considered in the context of a final merits determination). Although we need not provide the type of final merits determination referenced in Kazarian, a review of the record in the aggregate supports a finding that the Petitioner has not established the level of expertise required for the classification sought.

The appeal will be dismissed for the above stated reasons, with each considered as an independent and alternate basis for the decision. It is the Petitioner's burden to establish eligibility for the immigration benefit sought. Section 291 of the Act, 8 U.S.C. § 1361; *Matter of Otiende*, 26 I&N Dec. 127, 128 (BIA 2013). Here, the Petitioner has not met that burden.

**ORDER:** The appeal is dismissed.

Cite as *Matter of A-A-H-C-*, ID# 17404 (AAO Aug. 10, 2016)