

Non-Precedent Decision of the Administrative Appeals Office

In Re: 7863037 Date: MAR. 12, 2020

Appeal of Nebraska Service Center Decision

Form I-140, Immigrant Petition for Alien Worker (Extraordinary Ability)

The Petitioner, a vice president of talent acquisition, seeks classification as an individual of extraordinary ability. *See* Immigration and Nationality Act (the Act) section 203(b)(1)(A), 8 U.S.C. § 1153(b)(1)(A). This first preference classification makes immigrant visas available to those 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 of the Nebraska Service Center denied the petition, concluding that the record did not establish that the Petitioner had satisfied at least three of ten initial evidentiary criteria for this classification, as required. The matter is now before us on appeal.

In these proceedings, it is the Petitioner's burden to establish eligibility for the requested benefit. *See* Section 291 of the Act, 8 U.S.C. § 1361. Upon *de novo* review, we will dismiss the appeal.

I. LAW

Section 203(b)(1) of the Act makes visas available to immigrants with extraordinary ability 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 implementing regulation at 8 C.F.R. § 204.5(h)(3) sets forth a multi-part analysis. First, a petitioner can demonstrate sustained

acclaim and the recognition of his or her achievements in the field through a one-time achievement (that is, a major, internationally recognized award). If that petitioner does not submit this evidence, then he or she must provide sufficient qualifying documentation that meets at least three of the ten categories listed at 8 C.F.R. $\S 204.5(h)(3)(i) - (x)$ (including items such as awards, published material in certain media, and scholarly articles).

Where a petitioner meets these initial evidence requirements, we then consider the totality of the material provided in a final merits determination and assess whether the record shows sustained national or international acclaim and demonstrates that the individual is among the small percentage at the very top of the field of endeavor. *See Kazarian v. USCIS*, 596 F.3d 1115 (9th Cir. 2010).

II. ANALYSIS

The Petitioner is currently employed as the Vice President of Talent Acquisition for
which operates the chain of stores in the United States. H
previously worked in employee learning and development and talent acquisition roles for Germa
in both the United States and Ireland. Earlier in his career, the Petitioner worke
for store chain.
A. Evidentiary Criteria
Because the Petitioner has not indicated or established that he has received a major, internationall recognized award, he must satisfy at least three of the alternate regulatory criteria a 8 C.F.R. § 204.5(h)(3)(i)-(x). The Director found that the Petitioner met two of the evidentiar criteria. Specifically, the Director determined that he provided evidence of his leading or critical role for organizations or establishments that have a distinguished reputation, and evidence that he has commanded a high salary or other significantly high remuneration for services in relation to others it his field. See 8 C.F.R. § 204.5(h)(3)(viii) and (ix).
We agree with the Director that the Petitioner met these two criteria. The Petitioner provided detaile letters from his current and former managers at and within the organization sufficient to establish that he held critical roles with these companies. In addition, the Petitioner submitted documentation of his past earnings along with comparative wage information from several reliable sources sufficient to demonstrate that he received significantly high remuneration in comparison to

On appeal, the Petitioner asserts that he meets three additional evidentiary criteria, as discussed below. After reviewing all of the evidence in the record, we find that the Petitioner has not established that he meets three criteria.

others in his occupation who work in the same geographic area.

Documentation of the individual's receipt of lesser nationally or internationally recognized prizes or awards for excellence in the field of endeavor. 8 C.F.R. § 204.5(h)(3)(i)

The plain language of the regulation at 8 C.F.R. § 204.5(h)(3)(i) specifically requires that the Petitioner's awards be nationally or internationally recognized in the field of endeavor and it is his burden to establish

every element of this criterion. Relevant considerations regarding whether the basis for granting the prizes or awards was excellence in the field include, but are not limited to, the criteria used to grant the prizes or awards, the national or international significance of the prizes or awards in the field, and the number of awardees or prize recipients as well as any limitations on competitors.¹

The Petitioner provided evidence regarding the following awards, which he highlights on appeal:

• 2019 HR Retailer Leader of the Year (awarded to the Petitioner)
• 2015 National Training Award for
Learning & Development Organization of the Year (awarded toIreland)
• 2015 National Training Award for Best Learning & Development Organization (Large
500+) (awarded to Ireland)
• 2015 National Training Award for Best Graduate/Internship Program (awarded to
Irelan <u>d)</u>
• 2013 National Training Award for Learning and Development Organization of the Year
(awar <u>ded to</u> Ireland)
• 2013 National Training Award for Best Leading & Development Organization (Large
500+) (awarded to Ireland)
The Director determined that the Petitioner did not submit sufficient evidence to establish that his
HR Retail Leader of the Year Award is a nationally or internationally recognized prize or award
for excellence because it is "limited to members of that association and participants of that
conference," and because the record otherwise lacked sufficient evidence demonstrating the national
or international recognition associated with the award. With respect to the five National Training
Awards received by Ireland, the Director emphasized that the Petitioner was not the direct
recipient of these awards, and therefore the evidence did not satisfy the plain language of the
regulation.
Regarding the Petitioner's receipt of the 2019 HR Retail Leader of the Year award, the record
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¹ See USCIS Policy Memorandum PM 602-0005.1, Evaluation of Evidence Submitted with Certain Form I-140 Petitions; Revisions to the Adjudicator's Field Manual (AFM) Chapter 22.2, AFM Update AD11-14 6 (Dec. 22, 2010), https://www.uscis.gov/policymanual/HTML/PolicyManual.html.

as the Director did not identify the referenced evidence and we have not identified any evidence submitted with respect to this award that appears to be "self-manufactured."

The Petitioner further states that the Director erred by observing that he failed to submit "probative evidence of major trade publications or other major media conveying that the HR Retail] awards are nationally or internationally recognized for excellence in the field of endeavor." Here, while we agree with the Petitioner that the regulations do not specifically require that an individual's awards be announced in major trade publications or in other major media, the Petitioner is required to establish the national or international significance and recognition associated with the award. The Petitioner did not submit evidence demonstrating that the HR Retail Leader award, which appears to have been awarded for the first time in 2019, is regarded as a nationally or internationally recognized award for excellence in his field. The fact that the HR Retail conference organizers accepted nominations on a national or international basis for its inaugural awards does not establish that the award itself has a reputation as a nationally or internationally recognized award for excellence. Therefore, we agree with the Director that the record does not establish the level of recognition associated with his HR Retail Leader award or whether it is recognized beyond the industry conference in which it was given.
For the remaining awards listed by the Petitioner, we agree with the Director that they were awarded to his former employer, Ireland, not to the Petitioner himself. According to the plain language of the regulation at 8 C.F.R. § 204.5(h)(3)(i), the evidence must establish that an individual petitioner is the actual recipient of the prizes or the awards. ² On appeal, the Petitioner, through counsel, emphasizes that he "submitted evidence that his programs and initiatives led Ireland to receive several nationally recognized awards at the and states that the Director took an "overly narrow approach" to evaluating this criterion.
While the Petitioner submitted letters from his former Ireland managers explaining how he was instrumental to the company's receipt of the listed National Awards, it remains that he is not the recipient of any of the awards. The Petitioner also provided a letter from CEO who notes that Ireland's award submissions were "hand crafted by [the Petitioner] himself" and that "the endeavors behind the submissions which lead to 's successes were conceptualized, created, design and delivered by [the Petitioner]." This letter from the awarding entity was written years after the award was granted to Ireland and it does not indicate that the awarding entity's intent was to recognize the Petitioner individually for his work. The Petitioner did not, for example, provide evidence that he received any individual recognition from contemporaneous with the granting of the company awards to Ireland.
The Petitioner, through counsel, also maintains that he distinguished the facts of this case from those in <i>Hristov v. Roark</i> , 09-CV 2731, 2011 WL 4711885 (E.D.N.Y, Sept. 30, 2011), which the Director cited in support of his finding that the Petitioner must demonstrate that he is the named award recipient in order to be officially credited with an award. Specifically, the Petitioner argues that here, "multiple sources have directly attributed sources have directly attributed services to the work of [the Petitioner]," while the petitioner in <i>Hristov</i> did not present similar evidence. The fact that the individual petitioner in

² See also USCIS Policy Memorandum PM-602-0005.1, supra at 6 (stating that for this criterion, the focus should be on an individual's receipt of the awards or prizes, as opposed to his or her employer's receipt of the awards or prizes).

Hristov did not submit similar testimonial evidence from his employer or the awarding entity does not support a conclusion that USCIS will generally accept such evidence in lieu of evidence that satisfies the plain language of the regulation at 8 C.F.R. § 204.5(h)(3)(i). Moreover, the Director properly determined that the Petitioner's evidence did not satisfy the plain language of the regulation, and did not solely rely on Hristov as suggested on appeal.

In light of the above, the Petitioner has not satisfied the requirements of this criterion.

Documentation of the individual's membership in associations in the field for which classification is sought, which require outstanding achievements of their members, as judged by recognized national or international experts in their disciplines or fields. 8 C.F.R. § 204.5(h)(3)(ii)

In order to satisfy this criterion, the Petitioner must show that membership in the association is based on being judged by recognized national or international experts as having outstanding achievements in the field for which classification is sought.³ Relevant factors that may lead to a conclusion that an individual's membership in the association was not based on outstanding achievements in the field may include instances where an individual's membership was based solely on a level of education or years of experience in a particular field or based on the payment of a fee or subscription to an association's publication.⁴

The Petitioner claims that he meets this criterion based on his Fellow membership in the
which is described as "the non-profit professional body
representing members concerned with
We note that the Director determined, in part, that the Beneficiary's "certification as a fellow of is a "certification by a professional body" rather than a "membership in an association." We disagree with this characterization and agree with the Petitioner that the qualifies as an association in the Petitioner's field that offers various levels membership, rather than certifications. However, for the reasons discussed below, we agree with the Director that the record does not establish that the requires Fellow members to demonstrate outstanding achievements as an essential condition for membership, nor does it establish that applications for Fellow membership are judged by recognized national or international experts in the field.
The Petitioner provided a letter from CEO
is awarded to professionals who hold a qualification at Level 9 on the National Framework of Qualifications (NFQ) or higher in Learning & Development or a related

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³ See USCIS Policy Memorandum PM 602-0005.1, supra, at 6 (providing an example of admission to membership in the National Academy of Sciences as a Foreign Associate that requires individuals to be nominated by an academy member, and membership is ultimately granted based upon recognition of the individual's distinguished achievements in original research).

⁴ *Id*. at 7.

discipline. This is a qualification equivalent to a Master's Degree or Post-Graduate Diploma. Alternatively, a may possess at least 10 years of professional experience at a senior level providing strategic contribution in a Learning & Development or related discipline role. To qualify as an an individual must also demonstrate at least 10 days per year of documented continuous development for the most recent five years.
states that "the makes final decisions on membership and is made up of nationally and internationally recognized field experts who are directly responsible for awarding a Her letter was accompanied by a "Membership Criteria" chart on letterhead, which lists the same criteria for the Fellow membership grade that she has outlined in her statement.
In response to a request for evidence (RFE), the Petitioner provided a copy of association. This document lists the requirements for each type of membership, but the requirements listed for admission as a "Fellow" member are not the same as those described in sletter. Rather, the articles of association state that a person may be admitted as a fellow if that person "a. possesses acceptable educational qualifications at NFQ level 9 (or equivalent) or higher in learning and development or in a related discipline" and "b. has made an outstanding contribution to the theory, practice, organization or administration of training." At the same time, the Petitioner re-submitted s letter and the above referenced "Membership Criteria" chart, without explaining why those documents describe different Fellow membership requirements than those outlined in the articles of association. The Petitioner must resolve this inconsistency in the record with independent, objective evidence pointing to where the truth lies. Matter of Ho, 19 I&N Dec. 582, 591-92 (BIA 1988). As a result of this unresolved inconsistency, the submitted evidence does not clearly describe the Fellow membership requirements for and therefore does not demonstrate that membership requires outstanding achievements.
The Petitioner must also establish that prospective Fellow members' achievements are judged by recognized national or international experts in the field as a condition of membership. As noted, states in her letter that Fellow members must meet minimum educational requirements, or, alternatively, meet minimum work experience requirements, with the Council making "final determinations." However, there was no indication that members are required to demonstrate "outstanding achievements" in order to receive approval of an application for Fellow membership. Rather, based on 's statement, admission to this membership class appears to be based primarily on an individual's educational qualifications or on the number of years of experience they have in the employee learning and development or a related field.
The sarticles of association indicate that fellow members must meet minimum educational requirements <i>and</i> establish that they have made an "outstanding contribution." The term "outstanding contribution" is not defined in the articles of association, nor do the articles mention the role of the Council in evaluating applicants' achievements. By contrast, the articles of association state the following with respect to "Honorary Members":

⁵ We note that the record does not contain information about the Petitioner's own educational background, evidence of his educational credentials, or a copy of his resume detailing his full employment history.

Persons may be admitted as Honorary Members or as Honorary Fellows of the Institute if the Council by a majority vote at a meeting if the Council certifies to the Directors that in the opinion of the Council they are persons of outstanding and exceptional distinction and are persons to whom the Institute wishes to give public recognition.

If a regular Fellow member must also undergo a similar review by the Council, it is unclear why such process would not be outlined in the sarticles. We acknowledge the Petitioner's assertion that there are fewer than 50 Fellow members of the but this fact alone is insufficient to establish that his membership satisfies all elements of the regulation at 8 C.F.R. § 204.5(h)(3)(ii). As a result of the lack of clear and consistent information regarding both the requirements for Fellow membership and the review process, the Petitioner has not established that his Fellow membership in satisfies this criterion.
Evidence of the individual's original scientific, scholarly, artistic, athletic, or business-related contributions of major significance in the field. 8 C.F.R. § 204.5(h)(3)(v)
In order to meet this criterion, a petitioner must establish that they have made original contributions of major significance in the field. For example, a petitioner may show that their contributions have been widely implemented in the field, have remarkably impacted or influenced the field, or have otherwise risen to a level of major significance in the field.
The Petitioner states on appeal that previously submitted evidence establishes that he "was instrumental in redesigning the Bachelor of Business in Retail Management at the Business School which had a significant impact on the industry as a whole, by providing the next generation of leaders with a solid foundation to advance the retail field."
The Petitioner provided letters from, former CEO of Business School, and the program manager for the referenced retail management degree at s letter provides background on the degree, noting that was commissioned by Ireland in 2007 to design the six-semester degree program, which had its first cohort of students graduate in 2010. The program, which accommodates 40 trainees in each cohort, is split 50-50 between academic coursework and work-based training with Ireland notes that the retail management degree program is run in collaboration with embedded in the workplace, and designed to meet the learning needs of while upholding the quality and standards of a program. Specifically, she notes that the program is a blending learning solution accredited to a (equivalent to a U.S. associates degree) which encompasses both classroom theory and on-the-job training.
With respect to the Petitioner's role in the program, states that when the Petitioner joined Ireland in 2010, he "became the driving force behind taking the program to the next level in terms of its reputation and relevance" and worked to ensure "that the learning objectives were met in a more efficient and focused way." describes several ways in which the Petitioner "added value" to the existing degree program, such as starting students with a work-based working module, introducing new modules in distribution and supply chain, adapting to different

learning styles, and reducing the overall le			notes that the program
quickly grew in popularity with up to 100	00 applicants for 40 a	vailable places.	
However, the Petitioner has not establish program can be considered an "original of that retail management program was record does not establish that the Petitions fundamentally changed its structure or considered an original contribution. Ra Ireland, it was a three-year old program authorities.	contribution" to the fast ruly unique amoner himself developed content to the extent ther, the evidence in	ield. Even if the g Ireland's and implemented that his improved dicates that at the	programs, the the concept or that he ements alone could be ne time he joined
In addition, the record does not demons influenced the Petitioner's field to a degree stated that "the "Earn as You learn" or practice by a large range of stakeholder agencies in relation to the national initiative and Traineeship 2016-2000." He furth influential stakeholder groups such as a counselors and the media." However, evidence from the referenced government the retail management degree Irish higher education system, as implied	model "has been as a riculated in the remployers, industry these statements are not stakeholders, medical as a best received as	"major significar been acknowledge reference point a Action Plan to I brogram was "en representative be not supported ia, employers, or	ed as a model of best by Irish Government Expand Apprenticeship dorsed by a range of odies, career guidance by any corroborating others indicating that
	fered a similar progra	am to its store pe	
Management International Digest in article and there is no mention of the retailers in the submitted abstract	2014. The Petitic	oner did not prov	ed in <i>Human Resource</i> vide a full copy of the afluence on these other
Letters that specifically articulate how a p and his impact on subsequent work add v hyperbolic language do not add value, an the basis for meeting this criterion. 6 statements. 1756, Inc. v. The U.S. Att'y C indicate that the Petitioner contributed to they are not supported by sufficient corro of attention and interest the "re-designed"	value. On the other lad are not considered Moreover, USCIS of Gen., 745 F. Supp. 9, the retail manage borating evidence to	hand, letters that to be probative e need not accept 15 (D.C. Dist. 19 ement degree pro demonstrate the	lack specifics and use vidence that may form primarily conclusory 190). While the letters ogram offered by significance or amount
In addition to the above-referenced article publication titled <i>Education Reference</i> C			

 $^{^6}$ See USCIS Policy Memorandum PM-602-0005.1, supra, at 8-9.

For the reasons discussed above, considered both individually and collectively, the Petitioner has not shown that he has made original contributions of major significance in the field.

B. O-1 Nonimmigrant Status

We note that the record reflects that the Petitioner received O-1 status, a classification reserved for nonimmigrants of extraordinary ability. Although 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 which is adjudicated based on a different standard - statute, regulations, and case law. Many Form 1-140 immigrant petitions are correctly 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. US Dept. of Justice*, 48 F. Supp. 2d 22 (D.D.C. 1999); *Fedin Bros. Co., Ltd. v. Sava*, 724 F. Supp. 1103, 1108 (E.D.N.Y. 1989), affd, 905 F. 2d 41 (2d. Cir. 1990). Furthermore, our authority over the USCIS service centers, the office adjudicating the nonimmigrant visa petition, is comparable to the relationship between a court of appeals and a district court. Even if a service center director has approved a nonimmigrant petition on behalf of an individual, we are not bound to follow that finding in the adjudication of another immigration petition. *Louisiana Philharmonic Orchestra v. INS*, No. 98-2855, 2000 WL 282785, at *2 (E.D. La. 2000).

III. CONCLUSION

The Petitioner has not submitted the required initial evidence of either a one-time achievement or documents that meet at least three of the ten criteria. As a result, we need not provide the type of final merits determination referenced in *Kazarian*, 596 F.3d at 1119-20. Nevertheless, we advise that we have reviewed the record in the aggregate, concluding that it does not support a finding that the Petitioner has established the acclaim and recognition required for the classification sought.

The Petitioner seeks a highly restrictive visa classification, intended for individuals already at the top of their respective fields, rather than for individuals progressing toward the top. USCIS has long held that even athletes performing at the major league level do not automatically meet the "extraordinary ability" standard. *Matter of Price*, 20 I&N Dec. 953, 954 (Assoc. Comm'r 1994). Here, the Petitioner has not shown that the significance of his work is indicative of the required sustained national or international acclaim or that it is consistent with a "career of acclaimed work in the field" as contemplated by Congress. H.R. Rep. No. 101-723, 59 (Sept. 19, 1990); *see also* section 203(b)(1)(A) of the Act. Moreover, the record does not otherwise demonstrate that the Petitioner has garnered national or international acclaim in the field, and he is one of the small percentage who has risen to the very top of the field of endeavor. *See* section 203(b)(1)(A) of the Act and 8 C.F.R. § 204.5(h)(2).

For the reasons discussed above, the Petitioner has not demonstrated his eligibility as an individual of extraordinary ability. The appeal will be dismissed for the above stated reasons, with each considered as an independent and alternate basis for the decision.

ORDER: The appeal is dismissed.