U.S. Citizenship and Immigration Services

Non-Precedent Decision of the Administrative Appeals Office

MATTER OF C-A-, INC.

DATE: APR. 30, 2018

APPEAL OF NEBRASKA SERVICE CENTER DECISION

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

The Petitioner, a computer consulting company, seeks to employ the Beneficiary as a computer and network systems administrator. It requests classification of the Beneficiary as a skilled worker under the third preference immigrant category. Immigration and Nationality Act (the Act) section 203(b)(3)(A)(i), 8 U.S.C. § 1153(B)(3)(A)(i). This employment-based immigrant classification allows a U.S. employer to sponsor a foreign national for lawful permanent resident status to work in a position that requires at least two years of training or experience.

The Director of the Nebraska Service Center denied the petition. The Director found that the Beneficiary did not qualify for the job offered because he did not meet the minimum educational requirement of the labor certification.

On appeal, the Petitioner asserts that the Beneficiary meets the minimum educational (and experience) requirements of the labor certification to qualify for the job offered.

Upon *de novo* review, we will dismiss the appeal.

I. LAW

Employment-based immigration generally follows a three-step process. First, an employer obtains an approved labor certification from the U.S. Department of Labor (DOL).[1] *See* section 212(a)(5)(A)(i) of the Act, 8 U.S.C. § 1182(a)(5)(A)(i). By approving the labor certification, DOL certifies that there are insufficient U.S. workers who are able, willing, qualified, and available for the offered position and that employing a foreign national in the position will not adversely affect the wages and working conditions of domestic workers similarly employed. Second, the employer files an immigrant visa petition with U.S. Citizenship and Immigration Services (USCIS). *See* section 204 of the Act, 8 U.S.C. § 1154. Third, if USCIS approves the petition, the foreign national may apply for an immigrant visa abroad or, if eligible, adjustment of status in the United States. *See* section 245 of the Act, 8 U.S.C. § 1255.

[1] The date the labor certification is filed with the DOL, in this case June 23, 2016, is the "priority date" of the succeeding petition. A beneficiary must meet all eligibility requirements for the requested classification as of that date.

The Petitioner requests classification of the Beneficiary as a skilled worker. In order to qualify as a skilled worker, the Beneficiary must possess at least two years of training or experience and meet the "educational, training or experience, and any other requirements of the individual labor certification." 8 C.F.R. § 204.5(l)(3)(ii)(B).

II. ANALYSIS

At issue in this case is whether the Beneficiary possesses the minimum education required by the terms of the labor certification. In section H of the labor certification, the Petitioner specified the following with respect to the education, training, and experience required to qualify for the job of computer and network systems administrator:

4.	Education: Minimum level required:	Bachelor's degree
4-B.	Major Field of Study:	Engineering
5.	Is training required for the job?	No
6.	Is experience in the job offered required?	Yes
6-A.	How long?	24 months
7.	Is an alternate field of study acceptable?	Yes
7-A.	What field?	Computer Science or related
8.	Is an alternate combination of education and experience acceptable?	No
9.	Is a foreign educational equivalent acceptable?	Yes
10.	Is experience in an alternate occupation acceptable?	Yes
10-A.	How long?	24 months
10-B.	Job titles of alternate occupations	Software designer, developer, tester, or analyst
14.	Specific skills or other requirements	Pursuant to 20 C.F.R. § 656.17(h)(4)(ii), we will accept any suitable combination of education, training, or experience for this position.

Section J of the labor certification states that the Beneficiary's highest level of education relevant to the job opportunity is a bachelor's degree in computer applications from [redacted] in [redacted] India, completed in 2010. The record shows that this was a three-year degree. Section K of the labor certification states that the Beneficiary had more than four years of experience as a senior technical support associate with [redacted] (India) in [redacted] India, and as assistant manager of operations migration software with [redacted] India, between 2010 and 2015, before starting work with the Petitioner. The record includes documentary evidence of this experience. The record also includes an evaluation of the Beneficiary's education and experience by [redacted] University who asserts that the Beneficiary's three-year bachelor's degree is equivalent to three years of study at a U.S. college or university, that his first three years of experience in India are equivalent to an

additional year of college or university study, and that the combination of this education and experience is equivalent to a bachelor of science degree in management information systems from an accredited college or university in the United States.

The Petitioner does not claim nor submit evidence to establish, that the Beneficiary's three-year bachelor's degree from India is the foreign equivalent of a U.S. bachelor's degree, which generally requires four years of education. *See Matter of Shah*, 17 I&N Dec. 244, 245 (Comm'r 1977). Rather, the Petitioner asserts that the labor certification allows the Beneficiary to qualify for the offered position with a combination of education and experience.

In his decision denying the petition, the Director interpreted the job offer portion (section H) of the labor certification as requiring a bachelor's degree or a foreign educational equivalent and 24 months of qualifying experience, and found that the Beneficiary did not meet the educational requirement because his degree from India was not the foreign equivalent of a U.S. bachelor's degree. In section H.8 of the labor certification, as the Director pointed out, the Petitioner indicated that no alternate combination of education and experience was acceptable. The Director construed the language in section H.14 of the labor certification stating that "any suitable combination of education, training, or experience" was acceptable to be *Kellogg* language that was added to comply with the requirements of 20 C.F.R. § 656.17(h)(4)(ii), which states that:

> If the alien beneficiary already is employed by the employer, and the alien does not meet the primary job requirements and only potentially qualifies for the job by virtue of the employer's alternative requirements, certification will be denied unless the application states that any suitable combination of education, training, or experience is acceptable.[2]

The Director found that use of the *Kellogg* language was mandatory in this case because the Beneficiary was employed by the Petitioner and only qualified for the job offered by virtue of the alternative field of study and alternative occupations allowed by the labor certification. The Director also found that the *Kellogg* language was not qualified by the Petitioner in any way so as to lower the educational and experience requirements stated on the labor certification – namely, a bachelor's or foreign equivalent degree and 24 months of experience – and that the Petitioner advertised for the proffered position utilizing the same unqualified *Kellogg* language.

On appeal the Petitioner contends that the *Kellogg* language was only mandatory on the labor certification, not on its job advertisements, and claims that its discretionary use of *Kellogg* language on its job advertisements was intended to make the job available to a wider spectrum of applicants. The Petitioner asserts that prospective applicants for the proffered position reading the job announcement -- which required a "bachelor's degree or equivalent . . . and two years' experience"

[2] This regulation incorporates the Board of Alien Labor Certification Appeals (BALCA) ruling in *Matter of Francis Kellogg*, 1994-INA-465 and 544, 1995-INA 68 (BALCA Feb. 2, 1998) (*en banc*) (if the Beneficiary only qualifies for the offered position based on the alternative job requirements, the labor certification must state that "applicants with any suitable combination of education, training or experience are acceptable").

and stated that the "[e]mployer will accept any suitable combination of education, training, or experience" – would interpret such language as allowing the educational requirement to be satisfied by a combination of education and experience that was equivalent to a bachelor's degree. The same interpretation should be applied to the labor certification, the Petitioner claims, since the intent expressed in its recruitment was to "accept US workers possessing any US bachelor's equivalency and the requisite experience." Appeal Brief at 2 (emphasis in the original). In the Petitioner's view: "[U]sing the language in recruitment substantively changed the minimum requirements such that the [B]eneficiary, who possesses a US bachelor's equivalency from a reputable credential evaluation service . . . and two years of relevant professional experience qualifies for the instant job offer . . . by the stated terms of the [labor certification]." Appeal Brief at 3.

We do not agree with the Petitioner's position. In order to determine the minimum requirements of a proffered position, we must examine "the language of the labor certification job requirements." *Madany v. Smith*, 696 F.2d 1008, 1015 (D.C. Cir. 1983). USCIS must examine the certified job offer exactly as it is completed by the prospective employer. *See Rosedale Linden Park Company v. Smith*, 595 F.Supp. 829, 833 (D.D.C. 1984). Our interpretation of the job's requirements must involve reading and applying the plain language of the labor certification application form. *Id.* at 834.

In this case, the labor certification states that the minimum educational requirement is a bachelor's degree or a foreign educational equivalent in engineering, computer science, or a related field of study (sections H.4, H.4-B, H.7, H.7-A, and H.9) and that the minimum experience requirement is 24 months in qualifying jobs (sections H.6, H.6-A, H.10, H.10-A, and H.10-B). Section H.8 is the proper location on the labor certification to identify any acceptable alternate combinations of education and experience. The labor certification in this case does not permit an alternate combination of education and experience. At section H.14, which states that "we will accept any suitable combination of education, training, or experience," the Petitioner indicates that this *Kellogg* language was included to comply with 20 C.F.R. § 656.17(h)(4)(ii) – the regulation requiring such language when a beneficiary already employed by the petitioning employer would qualify for the proffered position only by virtue of the alternative educational and experience requirements in the labor certification. In this case, the Beneficiary does not meet the primary educational requirement of a bachelor's degree in engineering or the primary experience requirement of 24 months in the job offered, and the Petitioner asserts that he qualifies for the proffered position based on the alternative educational and experience requirements of the labor certification.

The minimum education and experience required by the labor certification, however, is unchanged by the *Kellogg* language in section H.14.[3] The minimum requirements are still a bachelor's degree in an acceptable field of study and 24 months of qualifying experience. Neither in section H.14 nor

[3] We generally do not interpret the insertion of *Kellogg* language in part H.14 to mean that an employer would accept lesser qualifications than the primary and alternate requirements stated in the labor certification. If we were to read the *Kellogg* language as an alternate requirement, the actual minimum requirements of the offered position would be impossible to discern, the primary and alternate requirements would be made meaningless, and any labor certification using *Kellogg* language would be potentially ineligible for the requested classification.

in any other section of the labor certification did the Petitioner state that it would accept a "US bachelor's equivalency from a reputable credential evaluation service," as asserted on appeal, in lieu of a U.S. bachelor's or foreign equivalent degree. The plain language of the labor certification does not support the Petitioner's claimed intent to accept less than a U.S. bachelor's or foreign equivalent degree to meet the minimum educational requirement for the proffered position.

Nor does the preceding job advertisement submitted by the Petitioner support this claimed intent. The job advertisement describes the educational and experience requirements as follows:

> Applicant must possess bachelor's degree or equivalent in Engineering, Computer Science, or a related field; and two years' experience in the job offered or as a software designer, developer, tester, or analyst. Employer will accept any suitable combination of education, training, or experience.

Nothing in the above language indicates that the Petitioner would accept an equivalent to a U.S. bachelor's degree, as determined by a credential evaluation service, based on some combination of lesser academic credentials and/or work experience, in lieu of a full U.S. bachelor's or foreign equivalent degree. Thus, the Petitioner has not established that that it intended to require less than a U.S. bachelor's or foreign equivalent degree, as that intent was expressed to U.S. workers during the recruitment process and to DOL during the labor certification process.

We agree with the Director's determination that the *Kellogg* language in section H.14 of the labor certification does not change the minimum educational and experience requirements stated in sections H.4 to H.10 of the labor certification. We find that the labor certification requires a four-year U.S. bachelor's or foreign equivalent degree in engineering, computer science, or a related field of study. The Beneficiary does not possess such a degree.

III. CONCLUSION

The Petitioner has not established that the Beneficiary meets the minimum educational requirement of the labor certification.

ORDER: The appeal is dismissed.

Cite as *Matter of C-A-, Inc.*, ID# 1171149 (AAO Apr. 30, 2018)