



U.S. Citizenship  
and Immigration  
Services

HQPRD70/8.5

## Interoffice Memorandum

To: REGIONAL DIRECTORS  
SERVICE CENTER DIRECTORS  
NATIONAL BENEFIT CENTER  
DIRECTOR, OFFICER DEVELOPMENT TRAINING FACILITY, GLYNCO  
DIRECTOR, OFFICER DEVELOPMENT TRAINING FACILITY, ARTESIA

From: William R. Yates /S/  
Associate Director  
Operations

Date: 09/23/05

Re: Current Processing of Pending Forms I-140 for a Schedule A/Group I or II Occupations  
Missing Evidence of Compliance with U.S. Department of Labor (DOL) Notification/Posting  
Requirements and Guidance Effective March 28, 2005 pursuant to new DOL regulations at 20 CFR  
Part 656 Regarding the New Process for Blanket Labor Certification for Schedule A

Revisions to *Adjudicator's Field Manual (AFM)* Chapters 22.2(b)(3)(C) and  
22.2(b)(7) (AFM Update AD 05-08)

This memorandum revises Chapters 22.2(b)(3)(C) and 22.2(b)(7) of the *Adjudicator's Field Manual (AFM)*, superseding USCIS Interoffice Memorandum, Guidance for Processing Pending Forms I-140 for a Schedule A/Group I or II Occupations Missing Evidence of Compliance with DOL Notification/Posting Requirements, dated December 23, 2004. Based on consultation with the U.S. Department of Labor (DOL) Employment and Training Administration, and DOL regulations dated December 27, 2004, this memorandum provides interim policy guidance regarding the notice of posting that is required in support of I-140 petitions filed on behalf of Schedule A beneficiaries before March 28, 2005. The guidance relating to I-140s filed before March 28, 2005 is prospective. In addition, guidance regarding the evidentiary requirements for Form I-140 Schedule A petitions filed on or after March 28, 2005 is also provided. Note that Chapter 22.2 was originally designated as Chapter 22.7.

Questions regarding this memorandum may be directed through appropriate channels to Service Center Operations.

## Adjudication of Schedule A Group I I-140 Petitions

Revisions to *Adjudicator's Field Manual (AFM)* Chapters 22.2(b)(3)(C) and 22.2(b)(7) (AFM Update AD 05-08)

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Please ensure that appropriate personnel within your jurisdiction are aware of this update. Accordingly, the *AFM* is revised as follows:

### 1. Chapter 22.2(b)(3)(C) is revised to read:

(C) Schedule A Blanket Labor Certifications. Schedule A is a list of pre-certified occupations codified in 20 CFR 656.10 and 20 CFR 656.22 for which the Secretary of the Department of Labor previously has determined that there are not sufficient U.S. workers who are able, willing, qualified and available and that the wages and working conditions of U.S. workers similarly employed will not be adversely affected by the employment of aliens in such occupations. The IMMACT '90 amendments to the Immigration and Nationality Act (Act) gave separate visa classifications to some groups that previously were included in Schedule A. As a result, DOL eliminated these groups from Schedule A, leaving only Group I, registered nurses and physical therapists, and Group II, aliens of exceptional ability.

The use of the terms "extraordinary" and "exceptional" ability in both the Immigration and Nationality Act and the DOL regulations resulted in considerable confusion. In writing the regulations for employment based immigrants, it was determined that Congress intended for the "extraordinary ability" classification to be comparable to DOL's "exceptional ability" standard in Schedule A, Group II. "Exceptional ability" as used in the Act is a less restrictive standard. The evidentiary requirements for the two classifications reflect this interpretation.

### **PETITIONS FILED PRIOR TO MARCH 28, 2005:**

In order to apply for certification under Schedule A for petitions filed before March 28, 2005, the petitioner should complete and submit:

- The Form I-140 petition, with appropriate filing fees,
- An uncertified Form ETA-750 A and B, in duplicate, signed in the original by an authorized official of the petitioning entity and by the alien,
- A copy of the posted notice, and
- For Form I-140 petitions filed for registered nurses, an unrestricted permanent license to practice nursing in the state of intended employment, CGFNS certificate issued by the Commission on Graduates of Foreign Nursing Schools or evidence that the alien has passed the National Council Licensure Examination for Registered Nurses (NCLEX-RN), administered by the National Council of State Boards of Nursing

## Adjudication of Schedule A Group I I-140 Petitions

Revisions to *Adjudicator's Field Manual (AFM)* Chapters 22.2(b)(3)(C) and 22.2(b)(7) (AFM Update AD 05-08)

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- For Form I-140 petitions filed for physical therapists, a permanent license to practice in the state of intended employment or a letter or statement, signed by an authorized state physical therapy licensing official in the state of intended employment, stating that the beneficiary is qualified to take that state's written licensing examination for physical therapists.

For Form I-140 petitions filed before March 28, 2005, the DOL regulations 20 CFR 656.22(b)(2) and 656.20(g)(1) require that an employer provide notice of the position(s) it seeks to fill under Schedule A, Group I or II, to the bargaining representative or, if there is no such representative, to the employer's employees via a notice that must be posted for at least 10 consecutive days at the facility or location of the employment. In connection with the adjudication of Forms I-140 for occupations listed in Schedule A/Group I (nurses and physical therapists) or Group II (aliens of exceptional ability in the sciences or arts), USCIS requires evidence of compliance with DOL's notification requirements.

In order to be in compliance with DOL's notification requirements, the notice must be posted for at least 10 consecutive days. The notice must be clearly visible and unobstructed while posted and be posted in conspicuous places, where the employer's U.S. workers can readily read the posted notice on their way to or from their place of employment. The location of employment for notification purposes must be at the location where the alien beneficiary is actually going to be physically working, e.g., for a Schedule A nurse, the hospital or other facility where the alien beneficiary will be providing services, and not at the corporate headquarters or other office of the employer.

The notice must contain a description of the job and rate of pay and state that the notice is being provided as a result of the filing of an application for permanent alien labor certification for the relevant job opportunity. The notice must also state that any person may provide documentary evidence bearing on the Schedule A labor certification application to the appropriate DOL office with jurisdiction over the location where the alien beneficiary will be physically working.

In light of the prolonged period of time in which many Schedule A petitions have been awaiting adjudication for cases filed with the Service prior to March 28, 2005, where a petitioner has failed to provide evidence of compliance with the posting requirements at the time of filing the Form I-140, adjudicators should issue a request for evidence (RFE) that requests evidence of compliance with DOL's notification requirements in the form of a notice of posting that conforms to the conditions noted above. If all posting requirements are met and the notice has been posted the requisite 10 days prior to the date of the RFE response, the posting will be considered timely for adjudication purposes. Issuing an RFE for this documentation is preferable to the issuance of a notice of intent to deny (NOID), so as to minimize the impact on Service Center resources as opposed to the more resource intense process for the issuance of an NOID. Note: the issuance of an RFE specified in this memorandum supercedes the guidance provided in the December 23, 2004 memorandum instructing Service officers to issue a NOID.

**PETITIONS FILED ON OR AFTER MARCH 28, 2005:**

DOL Regulations Effective March 28, 2005: On December 27, 2004, DOL published a final rule, Labor Certification for the Permanent Employment of Aliens in the United States: Implementation of New System, which significantly restructures the permanent labor certification process. This final rule deletes the current language of 20 CFR part 656 and replaces the part in its entirety with new regulatory text, effective on March 28, 2005.

On March 28, 2005, DOL effectively amended its regulations governing the filing and processing of labor certification applications for the permanent employment of aliens in the United States to implement a new system for filing and processing such applications. Many of the evidentiary requirements relating to Schedule A petitions have been changed as of that date.

Schedule A Requirements for petitions filed on or after March 28, 2005:

Pursuant to new 20 CFR 656.10 and 20 CFR 656.15, in order to apply for certification under Schedule A for petitions filed on or after March 28, 2005, the petitioner should complete and submit:

- The Form I-140 petition, with appropriate filing fees,
- An uncertified Form ETA-9089, in duplicate, signed in the original by an authorized official of the petitioning organization, the alien, and the representative, if any,
- A Wage Determination issued by the State Workforce Agency (SWA) having jurisdiction over the proposed area where the job opportunity exists,
- A copy of the posted notice, and
- Copies of any and all in-house media, whether electronic or printed, in accordance with the normal procedures used for the recruitment of similar positions to the position specified in the Form 9089 in the employer's organization.
- For petitions filed for registered nurses, a full unrestricted permanent license to practice nursing in the state of intended employment, CGFNS certificate issued by the Commission on Graduates of Foreign Nursing Schools or evidence that the alien has passed the National Council Licensure Examination for Registered Nurses (NCLEX-RN), administered by the National Council of State Boards of Nursing.
- For petitions filed for physical therapists, a permanent license to practice in the state of intended employment or, a letter or statement, signed by an authorized state physical therapy licensing

official, stating that the beneficiary is qualified to take that state's written licensing examination for physical therapists.

New Labor Certification Form: Pursuant to the new 20 CFR 656.17, the Application for Permanent Employment Certification (ETA Form 9089) will be replacing the Application for Alien Employment Certification (Form ETA-750). The Form 9089 should be provided in duplicate, signed in the original by an authorized official of the petitioning entity, the alien, and the representative, if any, to USCIS in support of Schedule A, Form I-140 petitions. In the event that the Form I-140 petition is approved, one copy of the Form ETA-9089 must be forwarded by USCIS to the Chief, Division of Foreign Labor Certification, identifying the occupation, the Immigration Officer who made the determination, and the date of the determination, see 20 CFR 656.15(f).

Validation Date for ETA-9089 and Scope of Validity: 20 CFR 656.30(b)(2) specifies that an ETA-9089 Labor Certification for a Schedule A occupation will be validated as of the date the application is dated by the USCIS Adjudications Officer.

State Prevailing Wage Determination: In accordance with 20 CFR 656.15(b)(i), the Form 9089 provided with the Form I-140 from the petitioning employer must be accompanied by a prevailing wage determination issued by the SWA having jurisdiction over the proposed area where the job opportunity exists, see 20 CFR 656.40 and 20 CFR 656.41. The petitioner will request a prevailing wage determination from the appropriate SWA using the form required by the state where the job opportunity exists.

A completed SWA form must reflect the date on which the SWA made the prevailing wage determination in order for it to be valid for purposes of being submitted to USCIS together with the Form 9089 in support of a Form I-140 petition. A properly completed SWA, in all cases, must specify on its face the validity of the prevailing wage, and the date on which the SWA made the determination. At the date of filing the Form I-140, for a supporting SWA wage determination to be valid, the ending validity date of the SWA determination may not be less than 90 days or more than 1 year from the date of the SWA determination at the time of filing with USCIS. The purpose of the validity date for the prevailing wage determination is to ensure that the prevailing wage determination is reflective of the wages being offered for comparable positions in the location where the job offer exists at the time that the Form I-140 petitioner recruits the alien worker.

For the purposes of evaluating the validity of the petitioner's proffered wage, be advised that the past practice of allowing a 5 percent variance of the wage actually paid relative to the prevailing wage has been eliminated by the enactment of the H-1B Visa Reform Act of 2004, contained in Public Law 108-447. This Act amended the INA (Section 212(p)(3), 8 USC 1182(p)(3)) by specifying that "...the prevailing wage required to be paid pursuant to 212(a)(5)(A), (n)(1)(A)(i)(II) and (t)(1)(A)(i)(II) shall be 100 percent of the wage determined pursuant to those sections." Therefore, the prevailing wage to be paid must be no less than 100 percent of the prevailing wage determination.

**Labor Application Notice:** In order to comply with 20 CFR 656.10(d), the petitioner must give notice of the filing of the Application for Permanent Employment Certification and be able to document that notice was provided to either:

1. The bargaining representative(s) (if any) of the employer's employees in the occupational classification for which certification of the job opportunity is sought in the employer's location(s) in the area of intended employment, (documentation of this may consist of a copy of the letter that was sent to the bargaining representative(s) and a copy of the Application for Permanent Employment), or
2. If there is no such bargaining representative, by posted notice to the employer's employees at the facility or physical location of the employment. Such notice:
  - must be posted for at least 10 consecutive business days;
  - must be clearly visible and unobstructed while posted; and
  - must be posted in conspicuous places within the location of the job where the employer's U.S. workers can readily read the posted notice on their way to or from their place of employment. (**Note:** The location of employment for notification purposes must be at the location where the alien beneficiary is actually going to be physically employed such as the hospital or other facility where the beneficiary will be directly providing services, and not at the corporate headquarters or other office of the employer.)
  - In addition, the employer must publish the notice in any and all in-house media, whether electronic or printed, in accordance with the normal procedures used for the recruitment of similar positions in the employer's organization. The documentation requirement in support of the I-140 petition may be satisfied by providing a copy of the posted notice and an attestation executed by an authorized official of the employer that identifies the physical location(s) where the notice was posted, and the date of publishing of all in-house media, whether electronic or print, that were used to distribute notice of the application in accordance with the procedures used for similar positions within the employer's organization.

The notice must state that it is being provided as a result of the filing of an application for permanent alien labor certification for the relevant job opportunity. It must also state that any person may provide documentary evidence bearing on the Schedule A labor certification application to the DOL office with jurisdiction over the location where the alien beneficiary will be physically working.

Pursuant to 20 CFR 656.10(d)(3)(iv), such notice must be posted between 30 days and 180 days prior to the filing of the Form I-140 petition. Adjudicators should deny the Form I-140 and any concurrently filed I-485 in instances where the notice was not posted between 30 and 180 days prior to the filing of the petition.

Lastly, in the case of a private household, notice is required only if the household employs one or more U.S. workers at the time the application for labor certification is filed.

Remember that qualifying for Schedule A means only that the labor certification requirement has been met. You must make a separate determination on the alien's qualification for the specific visa classification requested. The minimum requirements in Schedule A cases as listed in Item 14 and 15 of Part A of the ETA-750 for petitions filed before March 28, 2005 and in Item H of the ETA-9089 for petitions filed on or after March 28, 2005 may not be a true reflection of the actual education, training and experience needed to perform the job. In many cases a petitioner will give this particular alien's qualifications rather than actual minimum requirements and because the labor certification form is sent directly to USCIS, this will not be reviewed first by DOL and corrected through DOL involvement. This point is important because many classifications require that the petitioner establish that the position requires a person of a particular caliber. As long as the **duties** shown on the labor certification application are appropriate for a position that requires licensure as a registered nurse, the petition should not be denied and a request for evidence need not be sent to confirm the precise minimum job requirements.

☞ 2. Chapter 22.2(b)(7) is revised to read:

(7) Licensure.

(A) General. Neither the statute nor the regulations require that the beneficiary of an employment-based petition be able to engage in the occupation immediately. There are often licensing and other additional requirements that an alien must meet before he or she can actually engage in the occupation. Unless needed to meet the requirements of a labor certification, such considerations are not a factor in the adjudication of the petition.

(B) Physical Therapists: The petitioner must provide evidence that the alien holds a permanent license to practice in the state of intended employment or, a letter or statement, signed by an authorized state physical therapy licensing official in the state of intended employment, stating that the beneficiary is qualified to take that state's written licensing examination for physical therapists.

(C) Registered Nurses. It should be noted that in the case of Schedule A registered nurses, there are three avenues by which a beneficiary may qualify as a professional nurse pursuant to 20 CFR 656.15(c)(2): The petitioner must provide evidence that the beneficiary:

1. Has a Certificate from the Commission on Graduates of Foreign Nursing Schools (CGFNS). The alien must have received the CGFNS certificate. Proof that the alien has passed the CGFNS nursing skills examination is not sufficient, as the nursing skills examination alone does not verify that the alien has a level of proficiency in the English language to perform the duties of a registered nurse in the United States.
2. Holds a full and unrestricted permanent license to practice professional nursing in the state of intended employment. A temporary license to practice nursing in the state of intended employment is not sufficient; or
3. Has passed the National Council Licensure Examination for Registered Nurses (NCLEX-RN), administered by the National Council of State Boards of Nursing.

The instruction in this guidance affects the adjudication of Form I-140 petitions only and makes no change to the requirements for adjustment of status or an immigrant visa for a professional nurse or physical therapist.

- ☞ 3. The AFM Transmittal Memoranda button is revised by adding a new entry, in numerical order, to read:

|              |                            |  |
|--------------|----------------------------|--|
| AD 05-08     | Chapters 22.2(b)(3)(C) and | This memorandum revises Chapters                   |
| [INSERT      | 22.2(b)(7)                 | 22.2(b)(3)(C) and 22.2(b)(7) of the                |
| SIGNATURE    |                            | <i>Adjudicator's Field Manual (AFM)</i> to provide |
| DATE OF THIS |                            | policy and procedural clarification on the         |
| MEMO]        |                            | adjudication of Schedule A Form I-140              |
|              |                            | Petitions  |

cc: USCIS Headquarters Directors  
Bureau of Immigration and Customs Enforcement  
U.S. Customs and Border Protection