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A. Advanced Degree Professionals

1. Eligibility

To qualify for this immigrant classification as a professional with an advanced degree, the following requirements must be met:

- The beneficiary^[1] must be a member of the professions^[2] holding an advanced degree or foreign equivalent degree;
- The position certified in the underlying permanent labor certification application or Schedule A application must require, at a minimum, a professional holding an advanced degree or the equivalent;^[3] and
- The beneficiary must have not only had the advanced degree or its equivalent on the date that the permanent labor certification application was filed, but also must have met all of the requirements needed for entry into the proffered position at that time.^[4]

2. Foreign Equivalent Degrees

An advanced degree is any U.S. academic or professional degree or a foreign equivalent degree above that of baccalaureate.^[5] A U.S. baccalaureate degree or a foreign equivalent degree followed by at least 5 years of progressive experience in the specialty is considered the equivalent of a master's degree. If a doctoral degree is customarily required by the specialty, the beneficiary must have a U.S. doctorate or a foreign equivalent degree.^[6]

A beneficiary can satisfy the advanced degree requirement by holding either a:

- U.S. master's degree or higher or a foreign degree evaluated to be the equivalent of a U.S. master's degree or higher; or
- U.S. bachelor's degree, or a foreign degree evaluated to be the equivalent of a U.S. bachelor's degree, plus 5 years of progressive, post-degree work experience.^[7]

A beneficiary who does not possess at least a U.S. bachelor's degree or a foreign equivalent degree is ineligible for this classification.^[8]

3. Advanced Degree Position

Chapter 3 - Outstanding
Professor or Researcher

Chapter 4 - Multinational
Executive or Manager

**Chapter 5 - Advanced
Degree or Exceptional
Ability**

Chapter 6 - Physician

Chapter 7 - Skilled
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Mere possession of an advanced degree or its equivalent is not sufficient for establishing a beneficiary's eligibility for this classification. The petitioner must also demonstrate that the position certified in the underlying permanent labor certification application or set forth on the Schedule A application requires a professional holding an advanced degree or the equivalent.^[9] The petitioner must demonstrate that the position, and the industry as a whole, normally requires that the position be filled by a person holding an advanced degree.

Where the position requires multiple credentials combined with experience, the issue is not whether a combination of more than one of the foreign degrees or credentials is comparable to a single U.S. bachelor's degree or an advanced degree, but rather that the minimum requirements for the position in the permanent labor certification meet the definition of an advanced degree.^[10]

This requirement has resulted in a particular problem involving petitions filed on behalf of registered nurses. Although many such nurses possess advanced degrees, they are filling nursing positions in the United States that generally do not require advanced degrees. Specifically, the Occupational Information Network (O*Net) ^[11] indicates that, in nursing, only managerial jobs (director of nursing or assistant director of nursing) or advanced level jobs (such as clinical nurse specialist, nurse practitioner) generally require advanced degrees. A registered nurse job, by contrast, usually does not require an advanced degree.

The long waiting periods often required for issuance of third preference employment-based immigrant visas for skilled workers, professionals, or other workers may cause a gap between the available supply of eligible nurses and the high demand for nursing services. Officers must verify the actual minimum requirements for the nursing position offered in the advanced degree petition. As stated, most nursing positions do not qualify for the advanced degree classification.

B. Exceptional Ability

1. Eligibility

The term exceptional ability is defined as a degree of expertise significantly above that ordinarily encountered in the sciences, arts, or business.^[12] This standard is lower than the standard for extraordinary ability classification.^[13] A beneficiary^[14] may qualify for the exceptional ability visa preference classification if:

- He or she has exceptional ability in the sciences, arts, or business;
- He or she will substantially benefit the national economy, cultural or educational interests, or welfare of the United States in the future;^[15] and
- His or her services in one of those fields are sought by an employer in the United States.^[16]

2. Evidence

Officers should use a two-step analysis to evaluate the evidence submitted with the petition to demonstrate eligibility for exceptional ability classification.

Petition for Exceptional Ability Classification: Overview of Two-Step Evidentiary Review

- | | |
|--------|---|
| Step 1 | Assess whether evidence meets regulatory criteria: Determine, by a preponderance of the evidence, which evidence submitted by the petitioner objectively meets the parameters of the regulatory description that applies to that type of evidence (referred to as "regulatory criteria"). |
| Step 2 | Final merits determination: Evaluate all the evidence together when considering the petition in its entirety for the final merits determination, considering the high level of expertise required for this immigrant classification. |

Assess Whether Evidence Meets Any Regulatory Criteria

The first step of the evidentiary review is limited to determining whether the evidence submitted with the petition is comprised of at least three of the six regulatory criteria.^[17] The officer should apply a preponderance of the evidence standard when making this determination.

While officers should consider the quality and caliber of the evidence to determine whether a particular regulatory criterion has been met, officers should not yet make a determination regarding whether or not the beneficiary qualifies for exceptional ability in this first step.

The initial evidence must include at least three of the following six types of evidence listed in the regulations:

- An official academic record showing that the beneficiary has a degree, diploma, certificate, or similar award from a college, university, school, or other institution of learning relating to the area of exceptional ability;
- Evidence in the form of letter(s) from current or former employer(s) showing that the beneficiary has at least 10 years of full-time experience in the occupation in which he or she is being sought;
- A license to practice the profession or certification for a particular profession or occupation;
- Evidence that the beneficiary has commanded a salary or other remuneration for services that demonstrates exceptional ability. (To satisfy this criterion, the evidence must show that the beneficiary has commanded a salary or remuneration for services that is indicative of his or her claimed exceptional ability relative to others working in the field);
- Evidence of membership in professional associations; and
- Evidence of recognition for achievements and significant contributions to the industry or field by peers, governmental entities, or professional or business organizations.^[18]

In some cases, evidence relevant to one criterion may be relevant to other criteria.

Additionally, if these types of evidence do not readily apply to the beneficiary's occupation, the petitioner may submit comparable evidence to establish the beneficiary's eligibility.^[19] This provides petitioners the opportunity to submit comparable evidence to establish the beneficiary's eligibility if the regulatory standards^[20] do not readily apply to the beneficiary's occupation. When evaluating such comparable evidence, officers consider whether the criteria are readily applicable to the beneficiary's occupation and, if not, whether the evidence provided is truly comparable to the criteria listed in the regulation.

General assertions that any of the six objective criteria do not readily apply to the beneficiary's occupation are not acceptable. Similarly, claims that USCIS should accept witness letters as comparable evidence are not persuasive. The petitioner should explain why the evidence it has submitted is comparable.^[21]

Objectively meeting the regulatory criteria alone does not establish that the beneficiary in fact meets the requirements for exceptional ability classification.^[22] For example, being a member of professional associations alone, regardless of the caliber, should satisfy one of the three required regulatory criteria. However, the beneficiary's membership should also be evaluated to determine whether it is indicative of the beneficiary having a degree of expertise significantly above that ordinarily encountered in the sciences, arts, or business. However, this secondary evaluation should be conducted as part of the final merits determination.

Final Merits Determination

Meeting the minimum requirement by providing at least three types of initial evidence does not, in itself, establish that the beneficiary in fact meets the requirements for exceptional ability classification.^[23] Officers must also consider the quality of the evidence. In the second part of the analysis, officers should evaluate the evidence together when considering the petition in its entirety for the final merits determination. The officer must determine whether or not the petitioner, by a preponderance of the evidence, has demonstrated that the beneficiary has a degree of expertise significantly above that ordinarily encountered in the sciences, arts, or business.

When requesting additional evidence or drafting a denial, if the officer determines that the petitioner has failed to demonstrate this requirement, he or she should not merely make general assertions regarding this failure. Rather, the officer must articulate the specific reasons as to why the officer concludes that the petitioner, by a preponderance of the evidence, has not demonstrated that the beneficiary qualifies for exceptional ability classification.

The petitioner must demonstrate that the beneficiary is above others in the field; qualifications possessed by most members of a given field cannot demonstrate a degree of expertise significantly above that ordinarily encountered. The mere possession of a degree, diploma, certificate or similar award from a college, university, school, or other institution of learning is not by itself considered sufficient evidence of exceptional ability.^[24]

Furthermore, formal recognition in the form of certificates and other documentation that are contemporaneous with the beneficiary's claimed contributions and achievements may have more weight than letters prepared for the petition recognizing the beneficiary's achievements. As with all adjudications, if an officer believes that the facts stated in the petition are not true, and can articulate why in the denial, then the officer denies the petition and explains the reasons in the written denial.^[25]

With respect to demonstrating exceptional ability in athletics, USCIS considers a male athlete who has been competing against women to be a negative factor in determining whether the alien has a degree of expertise

significantly above that ordinarily encountered in athletics.^[26]

3. Schedule A, Group II Permanent Labor Certification

Schedule A, Group II permanent labor certification for persons of "exceptional ability in the sciences or arts" ^[27] is distinct from classification as a person of "exceptional ability in the sciences, arts, professions, or business." ^[28] Under the U.S. Department of Labor (DOL)'s regulations, an employer seeking permanent labor certification on behalf of a person of "exceptional ability in the sciences or arts" may apply directly to USCIS for Schedule A, Group II permanent labor certification instead of applying to DOL for issuance of a permanent labor certification. ^[29]

C. Professional Athletes

1. Eligibility

The Immigration and Nationality Act (INA) defines professional athletes for the purpose of allowing them to retain the validity of the underlying permanent labor certification if they change employers. ^[30] These athletes may qualify for exceptional ability classification. ^[31] Specifically, the precedent decision *Matter of Masters* held that a professional golfer could, if he was otherwise eligible, qualify as for exceptional ability classification in the arts. ^[32]

This holding has been interpreted to apply to exceptional ability petitions filed on behalf of any athlete. However, the fact that the beneficiary has signed a contract to play for a major league team may not be sufficient to establish exceptional ability as a professional athlete.

Definition of Professional Athlete

For purposes of this classification, the term professional athlete means a person who is employed as an athlete by:

- A team that is a member of an association of six or more professional sports teams whose total combined revenues exceed \$10,000,000 per year, if the association governs the conduct of its members and regulates the contests and exhibitions in which its member teams regularly engage; or
- Any minor league team that is affiliated with such an association. ^[33]

Permanent Labor Certification Validity

A petition for classification of a professional athlete is supported by an underlying permanent labor certification filed on the beneficiary's behalf, which remains valid even if the athlete changes employers, so long as the new employer is a team in the same sport as the team that filed the petition. ^[34]

Employers filing permanent labor certification applications on behalf of beneficiaries to be employed as professional athletes on professional sports teams file permanent labor certification applications under special procedures for professional athletes directly with the appropriate DOL processing center. ^[35]

2. Evidence

As is the case with all petitions for persons of exceptional ability, the petitioner must provide, as initial evidence, documentation demonstrating that the beneficiary qualifies for exceptional ability classification, as specified in the regulations. ^[36] However, submission of evidence that meets the three required regulatory criteria does not necessarily establish that the beneficiary is qualified for the classification. An officer must assess the quality of such evidence, in addition to the quantity of the evidence presented, in determining whether the petitioner has met its burden in establishing that the beneficiary is qualified for the classification.

Similarly, an approved permanent labor certification submitted on behalf of a professional athlete does not prove that the beneficiary qualifies as an athlete of exceptional ability. Officers should look for evidence of exceptional ability beyond the mere existence of a contract with a major league team or an approved permanent labor certification.

An approved permanent labor certification submitted on behalf of the beneficiary does not bind USCIS to a determination that the person is of exceptional ability. Notwithstanding the grant of a permanent labor certification, the beneficiary may, for any number of reasons, be unable to fulfill the underlying purpose of the petition.

Many athletes, for example, enjoy substantial signing bonuses, but may not, thereafter, prove to be of “major league,” let alone exceptional caliber. Similarly, the fact that a beneficiary played for a portion of a season for a major league team does not automatically establish that the beneficiary will continue to play at an exceptional ability level. It would be inappropriate to approve an immigrant visa petition on behalf of a major league player on the basis of exceptional ability if the beneficiary is unlikely to continue to perform the duties specified in the underlying petition for a reasonable period following approval of lawful permanent resident status.

Additionally, the beneficiary could be cut from the major league roster, may announce his permanent retirement as a player in the sport, or suffer from a career-ending injury prior to adjudication of the petition, thereby removing the job offer that formed the basis of the petition, which would result in a denial of the petition.

D. National Interest Waiver of Job Offer

Since 1990, the INA has provided that a person of exceptional ability^[37] may obtain a waiver of the job offer requirement if USCIS deems such waiver to be in the “national interest.”^[38] A subsequent technical amendment to the INA^[39] extended the job offer waiver to certain professionals.^[40] This waiver provision applies only to the second preference (EB-2) classification for members of the professions holding advanced degrees and persons of exceptional ability. This waiver of the job offer is known as the national interest waiver.

A petition filed with a request for a national interest waiver on behalf of a person does not need to be supported by a job offer; therefore, the person may file as a self-petitioner. A waiver of a job offer also includes a waiver of the permanent labor certification requirement.^[41] In support of the petition, however, the petitioner must submit the employee-specific portions of a permanent labor certification (without DOL approval).^[42] The petitioner may submit either the Form ETA 750B or Form ETA 9089.

1. Eligibility for Second Preference Classification

To establish eligibility for a national interest waiver, a petitioner must first demonstrate the person’s qualification for the underlying EB-2 visa classification as either a member of the professions holding an advanced degree or an individual of exceptional ability in the sciences, arts, or business.^[43] If the person does not have the qualifications for the EB-2 classification, the petition is statutorily ineligible for the national interest waiver.

Because USCIS evaluates threshold eligibility for the EB-2 classification prior to addressing the national interest waiver eligibility, in cases where the person does not have the qualifications for the EB-2 classification, USCIS may request additional evidence or issue a Notice of Intent to Deny, as appropriate, or issue a denial without reaching the national interest waiver determination.

Whether demonstrating EB-2 eligibility as an advanced degree professional or as a person of exceptional ability, the petitioner must clearly describe in a straightforward manner the person’s occupation and proposed endeavor.^[44] The intended occupation is the one through which the person plans to advance the proposed endeavor, and the proposed endeavor is more specific than the general occupation. For example, in *Matter of Dhanasar*, the occupation was engineer while the endeavor was engaging in research and development relating to air and space propulsion systems.^[45]

Meeting Requirements of a Member of the Professions Holding an Advanced Degree

The intended occupation^[46] through which the person plans to advance the proposed endeavor must meet the definition of a profession.^[47] Officers must make this determination in the absence of a DOL-certified labor certification that contains the minimum job requirements for the occupation.^[48] Separately, for those relying on a bachelor’s degree followed by 5 years of progressive experience in the specialty, that experience must be in the specialty, as required by regulation.^[49]

For the second preference classification, a profession is defined as one of the occupations listed in [INA 101\(a\)\(32\)](#), or any occupation for which a U.S. bachelor’s degree or its foreign degree equivalent is the minimum requirement for entry into the occupation.

A professional occupation is determined by the general requirements to enter the intended occupation, and not by the credentials of any one person seeking to work in that field.^[50] Therefore, not everyone who holds an advanced degree (or its defined equivalent) necessarily qualifies for classification as a member of the professions holding an advanced degree; the occupation underlying the endeavor must also require a bachelor’s degree for entry into the occupation.^[51]

It is the petitioner's burden to establish, by a preponderance of the evidence, that the intended occupation requires at least a bachelor's degree or its foreign equivalent degree for entry. USCIS considers, on a case-by-case basis, whether the occupation in which the person proposes to advance the intended endeavor (including certain entrepreneurial endeavors) is a profession.

For example, while a person with a master's degree or Ph.D. in engineering proposing an endeavor in the field of engineering may qualify as an advanced degree professional, a similarly educated person who intends to start a bakery may have difficulty establishing that they are an advanced degree professional. While the engineering degree is an advanced degree and the occupation of engineer is a profession, the occupation of baker does not typically require a bachelor's degree or its foreign equivalent degree for entry into the occupation.^[52] The occupation underlying the endeavor is determinative.

With respect to individuals who seek to qualify as an advanced degree professional based on a combination of a bachelor's degree and "five years of progressive experience in the specialty,"^[53] such experience must occur after completion of the bachelor's degree or foreign equivalent degree.^[54] Absent a labor certification through which the DOL has certified the job requirements, USCIS must necessarily review the proposed endeavor. The following paragraphs discuss how USCIS considers "experience in the specialty" in national interest waiver cases.

Where the person has 5 years of progressive post-baccalaureate experience in the same specialty as the degree and seeks to work in a related endeavor, the experience is generally considered to be qualifying. On the other hand, there may be cases where the post-baccalaureate experience is not qualifying because either the experience is unrelated to the degree, unrelated to the endeavor, or both.

For professions that do not require a degree in a specific field, for purposes of national interest waivers USCIS generally interprets the person's specialty as related to the proposed endeavor.^[55]

Progressive experience in a field unrelated to the bachelor's degree does not equate to an advanced degree in that field. For example, a bachelor's degree in chemistry followed by 5 years of experience as a restaurant manager generally does not equate to a master's degree in chemistry for the purpose of pursuing a chemistry-related endeavor.^[56] It is the petitioner's burden to demonstrate by a preponderance of the evidence that the progressive experience is related to the specialty. USCIS determines whether experience is related to the specialty on a case-by-case basis.

Meeting Requirements of the Person of Exceptional Ability Classification

Similar to the analysis for advanced degree professionals, the analysis for a petition requesting classification as a person with exceptional ability seeking a national interest waiver must also be conducted by an officer in the absence of a DOL-certified labor certification that contains the minimum job requirements for the occupation.

Independent of the national interest waiver analysis, to qualify for the exceptional ability classification, a person must substantially benefit prospectively the national economy, cultural or educational interests, or welfare of the United States because of their exceptional ability.^[57]

All persons seeking the exceptional ability EB-2 classification must demonstrate their eligibility by satisfying at least three of the six categories of evidence outlined in the regulations.^[58] Meeting at least three criteria, however, does not, in and of itself, establish eligibility for this classification.

If a person meets at least three of the six categories of evidence, USCIS then conducts a final merits determination to decide whether the evidence in its totality shows that the person is recognized as having exceptional ability in the sciences, arts, or business; specifically, expertise significantly above that ordinarily encountered in the respective field of sciences, arts, or business.^[59]

In the context of a national interest waiver request, the claimed "area of exceptional ability"^[60] must also be directly related to the person's proposed endeavor.

For example, a person who has computer science education or experience that does not equate to the definition of an advanced degree and who is proposing an endeavor related to computer science may qualify as a person with exceptional ability if USCIS determines that they have satisfied at least three of the six regulatory criteria and demonstrated their exceptional ability in an area such as computer science, which is directly related to their endeavor.^[61]

However, if a person with the same credentials were to propose an endeavor that does not relate to the area of computer science, that person would generally not qualify for the classification even if they have exceptional ability in the area of computer science.

It is the petitioner's burden to demonstrate the connection between their exceptional ability and the proposed endeavor.^[62] In evaluating the relationship between exceptional ability and the endeavor, USCIS considers whether the area of exceptional ability and the proposed endeavor share skillsets, knowledge, or expertise. USCIS makes the determination as to exceptional ability on a case-by-case basis.

2. Eligibility for the National Interest Waiver

To establish eligibility for the national interest waiver, the petitioner has the burden of demonstrating that:

- The person qualifies as either a member of the professions holding an advanced degree or as a person of exceptional ability;^[63] and
- The waiver of the job offer requirement, and thus, the labor certification requirement, is in the “national interest.”

Qualification for the EB-2 classification as a member of the professions holding an advanced degree or as a person of exceptional ability does not automatically mean that the person qualifies for a national interest waiver. Regardless of whether the person is an advanced degree professional or demonstrates exceptional ability, the petitioner seeking a waiver of the job offer must not only demonstrate eligibility for the classification, but also demonstrate that the waiver itself is in the national interest.^[64]

Specifically, in the exceptional ability context, the INA requires that all petitions for a person of exceptional ability show that the person's presence in the United States would substantially benefit the national economy, cultural or educational interests, or welfare of the United States in the future. Even if the petitioner demonstrates such exceptional ability, if the petitioner is seeking a waiver of the job offer, the petitioner must also demonstrate the additional requirement of national interest.^[65] Neither the INA nor the regulations define the term “national interest.”

The burden rests with the petitioner to establish that the waiver of the job offer requirement is in the national interest. USCIS considers every petition on a case-by-case basis.

USCIS may grant a national interest waiver as a matter of discretion if the petitioner demonstrates eligibility by a preponderance of the evidence, based on the following three prongs:^[66]

- The person's proposed endeavor has both substantial merit and national importance;
- The person is well positioned to advance the proposed endeavor; and
- On balance, it would be beneficial to the United States to waive the job offer and thus the permanent labor certification requirements.^[67]

The subsections below provide: an overview of the three prongs that are part of the analysis; guidance specific to persons with advanced degrees in science, technology, engineering, or mathematics (STEM); guidance related to letters of support and other evidence from interested government agencies and quasi-governmental entities; and guidance specific to entrepreneurs.

When an officer denies a national interest waiver petition, the decision must include information about appeal rights and the opportunity to file a motion to reopen or reconsider.^[68]

3. Overview of the Three Prongs

First Prong: The Proposed Endeavor has both Substantial Merit and National Importance

When reviewing the proposed endeavor, officers determine whether the evidence presented demonstrates, by a preponderance of the evidence, the proposed endeavor has substantial merit and national importance. The term “endeavor” is more specific than the general occupation; a petitioner should offer details not only as to what the occupation normally involves, but what types of work the person proposes to undertake specifically within that occupation.^[69]

For example, while engineer is an occupation, the explanation of the proposed endeavor should describe the specific projects and goals, and the area of engineering in which the person will work, rather than simply listing the duties and responsibilities of an engineer. When explaining the endeavor, the petitioner should do so in a straightforward manner and clearly lay out the potential direct impacts of the endeavor and whether the endeavor will be furthered through the course of the person's duties at a particular employer or some other way.

The endeavor's merit may be demonstrated in areas including, but not limited to, business, entrepreneurship, science, technology, culture, health, or education.

In addition, officers may consider evidence of the endeavor’s potential significant economic impact, but “merit may be established without immediate or quantifiable economic impact” and “endeavors related to research, pure science, and the furtherance of human knowledge may qualify, whether or not the potential accomplishments in those fields are likely to translate into economic benefits for the United States.”^[70]

Officers must also examine the national importance of the specific endeavor proposed by considering its potential prospective impact. Officers should focus on the nature of the proposed endeavor, rather than only the geographic breadth of the endeavor.^[71]

For example, the endeavor “may have national importance because it has national or even global implications within a particular field, such as certain improved manufacturing processes or medical advances.” Economically, it may have “significant potential to employ U.S. workers,” that is, at a level that is significant with respect to the population and economic circumstances of the relevant region, or it may offer “other substantial positive economic effects, particularly in an economically depressed area.”^[72] Therefore, petitioners should submit a detailed description explaining the proposed endeavor and supporting documentary evidence to establish that the endeavor is of national importance.

In determining national importance, the officer’s analysis focuses on what the person will be doing rather than the specific job title or occupational classification. The analysis considers whether the petition contains substance that explains and substantiates how working in the proposed endeavor meets the national importance standard.

For example, a proposed endeavor to engage in classroom teaching, without broader implications for a field or region, generally does not rise to the level of having national importance for the purpose of establishing eligibility for a national interest waiver. Citing the general importance of the profession of classroom teaching would not alone be sufficient to demonstrate national importance in the context of a national interest waiver request. Proposing to work in an occupation with a national shortage or serve in a consulting capacity for others seeking to work in an occupation with a national shortage alone, is also insufficient.

As another example, assertions regarding the general importance of business owners or entrepreneurs for job creation or other economic benefits would not alone be sufficient to demonstrate national importance in the context of a national interest waiver request. A petition involving a startup company should demonstrate in detail how this specific endeavor meets the national interest requirement.^[73]

Benefits to a specific employer alone, even an employer with a national footprint, are not sufficiently relevant to the question of whether a person’s endeavor has national importance. At issue is whether the petitioner can demonstrate that the person’s own individual endeavor stands to have broader implications, such as for a field, a region, or the public at large.

For example, a person developing a drug for a pharmaceutical company may establish national importance by demonstrating the prospective public health benefits of the drug, instead of solely projecting the profits that will accrue to the employer.

As another example, a person developing a particular technology for use or sale by a given company may not be able to establish national importance based on evidence that this technology will have benefits for the company or its clients alone. To establish broader public or commercial implications at a level consistent with national importance for this field or industry, the petitioner could demonstrate, through the submission of relevant evidence, widespread interest in adoption or licensing of the technology, a novel and important manufacturing or operational process, or how the technology stands to impact the development of similar technology by other companies.

As a final example, a software engineer adapting their employer’s code for various clients will have difficulty demonstrating the national importance of that endeavor, absent additional broader impacts supported by specific evidence.

Ultimately, if the evidence of record demonstrates that the person’s proposed endeavor has the significant potential to broadly enhance societal welfare or cultural or artistic enrichment, or to contribute to the advancement of a valuable technology or field of study, it may rise to the level of national importance.^[74]

Second Prong: The Person is Well Positioned to Advance the Proposed Endeavor

Unlike the first prong, which focuses on the merit and importance of the proposed endeavor, the second prong centers on the person. Specifically, the petitioner must demonstrate that the person is well positioned to advance the endeavor.

In evaluating whether the person is well positioned to advance the endeavor, USCIS considers factors^[75] including, but not limited to:

- The person's education, skills, knowledge, and record of success in related or similar efforts;
- Evidence of a detailed proposal or plan that the person developed, or played a significant role in developing, for future activities related to the proposed endeavor;
- Any progress towards achieving the proposed endeavor; and
- The interest or support garnered by the person from potential customers, users, investors, or other relevant entities or persons.

The petitioner should submit evidence to document the person's past achievements, explain how those achievements relate to the proposed endeavor or provide evidence of progress towards achieving the endeavor, and corroborate projections related to the proposed endeavor. While there are many types of evidence a petitioner may choose to submit, ultimately the evidence must show that the person is well-positioned to advance the endeavor.

A person may be well-positioned to advance an endeavor even if the person cannot demonstrate that the proposed endeavor is more likely than not to ultimately succeed.^[76] However, unsubstantiated claims would not meet the petitioner's burden of proof.

Below is a non-exhaustive list of the types of evidence that may demonstrate that the person is well positioned to advance a proposed endeavor. This list is not meant to be a checklist or to indicate that any one type of evidence is either required or sufficient to establish eligibility.

- Degrees, certificates, or licenses in the field;
- Patents, trademarks, or copyrights developed by the person;
- Published articles or media reports about the person's achievements or current work;
- Documentation demonstrating a strong citation history of the person's work or excerpts of published articles showing positive discourse around, or adoption of, the person's work;
- Evidence that the person's work has influenced the field of endeavor;
- A plan describing how the person intends to continue the proposed work in the United States;^[77]
- Correspondence from prospective or potential customers, users, investors, or other relevant entities;
- Documentation reflecting feasible plans for financial support;^[78]
- Evidence that the person has received investment from U.S. investors, such as venture capital firms, angel investors, or start-up accelerators, and that the amounts are appropriate to the relevant endeavor;
- Copies of contracts, agreements, or licenses showing the potential impact of the proposed endeavor;
- Letters from government agencies or quasi-governmental entities in the United States demonstrating that the person is well positioned to advance the proposed endeavor (see below for a more detailed discussion of supporting evidence from interested government agencies and quasi-governmental entities);^[79]
- Evidence that the person has received awards or grants or other indications of relevant non-monetary support (for example, using facilities free of charge) from federal, state, or local government entities with expertise in economic development, research and development, or job creation; and
- Evidence demonstrating how the person's work is being used by others, such as, but not limited to:
 - Contracts with companies using products that the person developed or assisted in developing;
 - Documents showing technology that the person invented, or contributed to inventing, and how others use that technology; and
 - Patents or licenses for innovations the person developed with documentation showing why the patent or license is significant to the field.

Letters may be persuasive when they are from experts in the person's field who have first-hand knowledge of the person's achievements, describe those achievements, provide specific examples of how the person is well positioned to advance the person's endeavor, and are supported by other independent evidence. Business plans or other similar descriptions of the person's plans, while useful in explaining the person's objectives, should be supported by other independent evidence.

In each case, officers must consider the totality of circumstances to determine whether the preponderance of evidence establishes that the person is well positioned to advance the proposed endeavor.

USCIS decides each petition on a case-by-case basis, and the more integral a person is to an endeavor, the stronger the case the person presents that they are well-positioned to advance the endeavor.

Third Prong: On Balance, it Would be Beneficial to the United States to Waive the Job Offer and thus the Permanent Labor Certification Requirements

Once officers have determined that the petitioner met the first two prongs, they proceed with the analysis of the third prong. This last prong requires the petitioner to demonstrate that the factors in favor of granting the waiver outweigh those that support the requirement of a job offer and thus a labor certification, which is intended to ensure that the admission of foreign workers will not adversely affect the job opportunities, wages, and working conditions of U.S. workers.^[80]

A person is not precluded from seeking a national interest waiver because the person's employer has applied or could apply to DOL for a labor certification. Congress sought to protect U.S. workers and wages through the labor certification program, and Congress also recognized that in certain instances the national interest is better served by a waiver of the job offer and thus the labor certification requirement. In such cases, a national interest waiver outweighs the benefits inherent to the labor certification process, which primarily focuses on a geographically limited labor market. Within the context of national interest waiver adjudications, Congress entrusted the Secretary of Homeland Security to balance this interest.

For the third prong, an officer assesses whether the person's endeavor and the person being well-positioned to advance that endeavor, taken together, provide benefits to the nation such that a waiver of the labor certification requirement outweighs the benefits that ordinarily flow from that requirement. For example, in the case of an entrepreneur, where the person is self-employed in a manner that generally does not adversely affect U.S. workers,^[81] or where the petitioner establishes or owns a business that provides jobs for U.S. workers, there may be little benefit from the labor certification.

In establishing eligibility for the third prong, petitioners may submit evidence relating to one or more of the following factors, as outlined in *Matter of Dhanasar*:

- Whether, in light of the nature of the person's qualifications or proposed endeavor, it would be impractical to obtain a labor certification;^[82]
- The benefit to the United States from the prospective alien's contributions, even if other U.S. workers were also available;^[83] and
- The national interest in the person's contributions is sufficiently urgent to warrant forgoing the labor certification process,^[84] such as a time-sensitive public health or safety benefit offered by the endeavor.
- Whether the labor certification process may prevent an employer from hiring a person with unique knowledge or skills exceeding the minimum requirements standard for that occupation,^[85] which cannot be appropriately captured by the labor certification;^[86]

More specific considerations may include:

- Whether the person's endeavor has the potential to generate considerable economic impact consistent, for example, with economic revitalization;^[87] and
- Whether the person's endeavor may lead to potential job creation.

Note that evidence of a national labor shortage in the person's occupation would not, by itself, satisfy this third prong.

With respect to athletics, according to an executive order, allowing men to compete in women's sports is demeaning, unfair, dangerous, and denies women and girls the equal opportunity to participate and excel in competitive sports.^[88] Consistent with this reasoning, it is not in the national interest to the United States to waive the job offer and, thus, the labor certification, for male athletes^[89] whose proposed endeavor is to compete in women's sports.^[90]

4. Specific Evidentiary Considerations for Persons with Advanced Degrees in Science, Technology, Engineering, or Mathematics (STEM) Fields

There are specific evidentiary considerations relating to STEM degrees and fields, although the analysis is the same regardless of endeavor, so these considerations may apply in non-STEM endeavors where the petitioner demonstrates that such considerations are applicable.^[91] USCIS recognizes the importance of progress in STEM fields and the essential role of persons with advanced STEM degrees in fostering this progress, especially in focused critical and emerging technologies^[92] or other STEM areas important to U.S. competitiveness or national security.

To identify a critical and emerging technology field, officers consider governmental, academic, and other authoritative and instructive sources, and all other evidence submitted by the petitioner.

Officers may find that a STEM area is important to competitiveness or security in a variety of circumstances, for example, when the evidence in the record demonstrates that an endeavor will help the United States to remain ahead of strategic competitors or current and potential adversaries, or relates to a field, including those that are research and development-intensive industries,^[93] where appropriate activity and investment, both early and later in the development cycle, may contribute to the United States achieving or maintaining technology leadership or peer status among allies and partners.

With respect to the first prong, as in all cases, the evidence must demonstrate that a STEM endeavor has both substantial merit and national importance. Many proposed endeavors that aim to advance STEM technologies and research, whether in academic or industry settings, not only have substantial merit in relation to U.S. science and technology interests, but also have sufficiently broad potential implications to demonstrate national importance.

On the other hand, while proposed classroom teaching activities in STEM, for example, may have substantial merit in relation to U.S. educational interests, such activities, by themselves, generally are not indicative of an impact in the field of STEM education more broadly, and therefore generally would not establish their national importance.^[94]

For the second prong, as mentioned above, the person's education and skillset are relevant to whether the person is well positioned to advance the endeavor.^[95] USCIS considers an advanced degree, particularly a Doctor of Philosophy (Ph.D.), in a STEM field tied to the proposed endeavor and related to work furthering a critical and emerging technology or other STEM area important to U.S. competitiveness or national security, an especially positive factor to be considered along with other evidence for purposes of the assessment under the second prong.^[96]

Persons with a Ph.D. in a STEM field, as well as certain other persons with advanced STEM degrees relating to the proposed endeavor, have scientific knowledge in a narrow STEM area since doctoral dissertations and some master's theses concentrate on a particularized subject matter. Officers should then consider whether that specific STEM area relates to the proposed endeavor. Even when the area of concentration is in a theoretical STEM area (theoretical mathematics or physics, for example), it may further U.S. competitiveness or national security as described in the proposed endeavor.

Examples of evidence that can supplement the person's education are listed above,^[97] but a petitioner may submit any relevant evidence, including letters from interested government agencies as discussed below,^[98] to show how the person is well positioned to advance the proposed endeavor. A degree in and of itself, however, is not a sufficient basis to determine that a person is well positioned to advance the proposed endeavor.

Finally, with respect to the third prong, it is the petitioner's burden to establish that factors in favor of granting the waiver outweigh those that support the requirement of a job offer and thus a labor certification.

When evaluating the third prong and whether the United States may benefit from the person's entry, regardless of whether other U.S. workers are available (as well as other factors relating to prong three discussed above, such as urgency), USCIS considers the following combination of facts contained in the record to be a strong positive factor:

- The person possesses an advanced STEM degree, especially a Ph.D.;
- The person will be engaged in work furthering a critical and emerging technology or other STEM area important to U.S. competitiveness; and
- The person is well positioned to advance the proposed STEM endeavor of national importance.

The benefit is especially weighty where the endeavor has the potential to support U.S. national security or enhance U.S. economic competitiveness, or when the petition is supported by letters from interested U.S. government agencies as discussed in the next subsection.

5. The Role of Interested Government Agencies or Quasi-Governmental Entities

While not required, letters from interested government agencies or quasi-governmental entities in the United States (for example federally-funded research and development centers) can be helpful evidence and, depending on the contents of the letters, can be relevant to all three prongs. Specifically, letters from an interested government agency or quasi-governmental entity could prove favorable for purposes of the first prong if, for example, they establish that the agency or entity has expertise in the proposed endeavor and that the proposed STEM endeavor promises to advance a critical and emerging technology or is otherwise important for purposes of maintaining the United States' technological prominence.

Detailed letters of government or quasi-governmental interest that provide relevant information about how well-positioned the person is to advance the endeavor are valuable for purposes of assessing the second prong.^[99] Finally, an interested government agency or quasi-governmental entity can help explain how granting the waiver may outweigh the benefits of the job offer and labor certification requirement by explaining a particular urgency or detailing how the United States would benefit from the prospective alien's contributions, even if other U.S. workers are available.

6. Specific Evidentiary Considerations for Entrepreneurs

There may be unique aspects of evidence submitted by an entrepreneur petitioner^[100] undertaking a proposed endeavor, including through an entity based in the United States in which the petitioner typically possesses (or will possess) an ownership interest, and in which the petitioner maintains (or will maintain) an active and central role such that the petitioner's knowledge, skills, or experience would significantly advance the proposed endeavor.

Not every entrepreneur qualifies for a national interest waiver. While USCIS decides each case on its merits, broad assertions regarding general benefits to the economy and potential to create jobs will not establish an entrepreneur's qualification for a national interest waiver.

For example, an entrepreneur cannot demonstrate national importance under the first prong solely by opening a consulting firm for those working or seeking to work in a nationally important occupation. Similarly, statements and evidence regarding the importance of the relevant industry overall, such as the car dealership industry, will not demonstrate that a person seeking to start a car dealership satisfies the national importance prong.

As an example related to the second prong, evidence that a person has general work experience in a given field may not be sufficient to demonstrate that such person is well positioned to start a consulting business providing expertise in that field. For instance, if a person's experience in banking is limited to working as a teller or accounts manager, USCIS may determine that the person has not established they are well positioned to advance an entrepreneurial endeavor to establish a consulting business that will advise U.S. banks nationally on how to improve customer relations.

Strong petitions would discuss how the person's record of success would translate to a proposed plan or forecast for continued success, and steps they have taken toward those proposed activities, and plans that tie into the person's background and expertise. A persuasive petition could delineate clear details such as whether the person has met certain achievements toward the endeavor that may have generated interest from potential customers, users, investors, or other relevant entities or individuals. Beyond this, USCIS would also welcome probative evidence to support how the person has anticipated relevant metrics such as market size and share, job creation, and revenue growth.

When evaluating whether petitions for entrepreneurs satisfy the three-pronged framework, officers may consider the fact that many entrepreneurs do not follow traditional career paths and there is no single way in which an entrepreneurial venture entity must be structured.

In addition to the more generally applicable evidence described above, an entrepreneur petitioner may submit the types of evidence discussed under the italicized subheadings below to substantiate any business plans and to establish that the endeavor has substantial merit and national importance, that the petitioner is well positioned to advance the endeavor, and that, on balance, it would be beneficial to waive the job offer and thus labor certification requirements.

USCIS evaluates all of the evidence in the aggregate; not every piece of evidence necessarily establishes eligibility.^[101] For example, ownership of a company, while relevant to whether the person is well positioned to advance the endeavor, rarely establishes eligibility on its own. USCIS reviews all of the evidence submitted, including the person's education, experience, and skills when determining eligibility.

Evidence of Ownership and Role in the U. S.-Based Entity

The petitioner may have an ownership interest in an entity based in the United States, of which the petitioner may also be the founder or co-founder. The petitioner may also play an active and central role in the operations of the entity as evidenced by the petitioner's appointment as an officer (or similar position of authority) of the entity or in another key role within the entity. Such evidence may have probative value in demonstrating the petitioner is well positioned to advance the endeavor.

Degrees, Certifications, Licenses, Letters of Experience

This evidence may indicate that the petitioner has knowledge, skills, or experience that would significantly advance the proposed endeavor being undertaken by the entity. Education and employment history, along

with other factors related to the petitioner's background, may serve to corroborate the petitioner's claims. Some examples include successfully leading prior start-up entities or having a combination of relevant degrees and experience to equip the petitioner to advance the proposed endeavor.

Investments

An investment, binding commitment to invest, or other evidence demonstrating a future intent to invest in the entity by an outside investor, consistent with industry standards, may provide independent validation and support of a finding of the substantial merit of the proposed endeavor or the petitioner being well positioned to advance the proposed endeavor.

This investment may come from persons, such as angel investors, or established organizations, such as venture capital firms. Because different endeavors have different capital needs, USCIS also considers the amount of capital that would be appropriate to advance the endeavor in determining whether the petitioner has secured sufficient investments.

Incubator or Accelerator Participation

Incubators are private or public entities that provide resources, support, and assistance to entrepreneurs to foster the growth and development of an idea or enterprise. Accelerators are generally private venture capital entities and focus on helping entrepreneurs and their start-ups speed the launch, growth, and scale of their businesses.

Officers may consider evidence of an entrepreneur's admission into an incubator or accelerator as an endorsement of the petitioner's proposed plan or past track record, and the petitioner being well positioned to advance the endeavor. Petitioners may submit evidence of the past success of the incubator for officers to consider when evaluating this evidence.

Awards or Grants

Relevant funds may come from federal, state, or local government entities with expertise in economic development, research and development, or job creation. In addition, awards or grants may be given by other entities, such as policy or research institutes. Like investment from outside investors, this evidence may provide independent validation and support for a finding of substantial merit, national importance, or both, of the proposed endeavor or the petitioner being well positioned to advance the proposed endeavor.

Intellectual Property

Intellectual property, including relevant patents held by the petitioner or one of the petitioner's current or prior start-up entities, accompanied by documentation showing why the intellectual property is significant to the field or endeavor, may serve as probative evidence of a prior record of success and potential progress toward achieving the endeavor. The petitioner should submit evidence to document how the petitioner contributed to the development of the intellectual property and how it has or may be used internally or externally.

Published Materials about the Petitioner, the Petitioner's U.S.-Based Entity, or Both

Relevant published materials may consist of printed or online newspaper or magazine articles or other similar published materials evidencing that the petitioner or the petitioner's entity, with some reference to the petitioner's role, has received significant attention or recognition by the media. Petitioners may submit evidence of the media outlet's reputation for officers to consider when evaluating this evidence.

Revenue Generation, Growth in Revenue, and Job Creation

Relevant growth metrics may support that the proposed endeavor, the petitioner's start-up entity, or both, has substantial merit or that the petitioner is well positioned to advance the proposed endeavor. Such evidence may include a showing that the entity has exhibited growth in terms of revenue generation, jobs created in the United States, or both, and the petitioner's contribution to such growth.

This evidence may also support that the proposed endeavor, the petitioner's start-up entity, or both, have national importance when coupled with, for example, evidence that the current or proposed start-up entity is located in an economically depressed area that has benefited or will benefit from jobs created by the start-up entity or that the potential job creation will otherwise be at a significant level with respect to the population and economic circumstances of the relevant area.

Letters and Other Statements from Third Parties

Letters may be from, for example, relevant government entities, outside investors, or established business associations with knowledge of:

The research, products, or services developed by the petitioner, the petitioner's entity, or both; or the petitioner's knowledge, skills, or

Experience that would advance the proposed endeavor.

While entrepreneurs typically do not undergo the same type of peer review common in academia, entrepreneurs may operate in a variety of high-tech or cutting-edge industries that have their own industry or technology experts that provide various forms of peer review.^[102]

Additionally, the merits of the entrepreneur's business, business plan, product, or technology may undergo various forms of review by third parties, such as prospective investors, retailers, or other industry experts. Accordingly, letters and other statements from relevant third-party reviewers, may have probative value in demonstrating the substantial merit and national importance of the endeavor and that the individual is well positioned to advance the endeavor.

Generally, many entrepreneurial endeavors are measured in terms of revenue generation, profitability, valuations, cash flow, or customer adoption. However, other metrics may be of equal importance in determining whether the petitioner has established each of the three prongs.

As noted in *Matter of Dhanasar*, "many innovations and entrepreneurial endeavors may ultimately fail, in whole or in part, despite an intelligent plan and competent execution."^[103] Accordingly, petitioners are not required to establish that the proposed endeavor is more likely than not to ultimately succeed based solely on the typical metrics used to measure entrepreneurial endeavors (although such showings may be considered favorably).

They instead need to show that the proposed endeavor has both substantial merit and national importance, that the petitioner is well positioned to advance the proposed endeavor, and that on balance, it would be beneficial to the United States to waive the requirements of a job offer and thus of a labor certification.

Evidence establishing the petitioner's past entrepreneurial achievements and that corroborates projections of future work in the national interest are favorable factors. Claims lacking corroborating evidence are not sufficient to meet the petitioner's burden of proof. As in all cases, officers must consider the totality of circumstances to determine whether each of the three prongs is established by a preponderance of the evidence.

Footnotes

^[^1] This section uses the term beneficiary to refer to the alien; however, if the advanced degree professional also seeks a national interest waiver of the job offer, he or she can self-petition. See Section D, National Interest Waiver of Job Offer [6 USCIS-PM F.5(D)].

^[^2] See 8 CFR 204.5(k)(2) (defining profession as one of the occupations listed in INA 101(a)(32), as well as any occupation for which a U.S. baccalaureate degree or its foreign equivalent is the minimum requirement for entry into the occupation).

^[^3] See INA 203(b)(2)(A). See 8 CFR 204.5(k). For a discussion of considerations for petitioners seeking a national interest waiver where the U.S. Department of Labor (DOL) does not certify the job requirements, see Section D, National Interest Waiver of Job Offer, Subsection 1, Eligibility for Second Preference Classification [6 USCIS-PM F.5(D)(1)].

^[^4] See 8 CFR 204.5(k)(4).

^[^5] For additional information on medical degrees as advanced degrees, see Chapter 6, Physicians [6 USCIS-PM F.6]. For general information about evaluations of education credentials, see Part E, Employment-Based Immigration, Chapter 9, Evaluation of Education Credentials [6 USCIS-PM E.9].

^[^6] See 8 CFR 204.5(k)(2).

^[^7] The Joint Explanatory Statement of the Committee of Conference, made at the time Congress adopted the Immigration Act of 1990, stated that the equivalent of an advanced degree is a bachelor's degree plus at least 5 years progressive experience in the professions. See 60 FR 29771 (PDF). USCIS has incorporated this standard with respect to establishing equivalency to a master's degree. See 8 CFR 204.5(k)(3)(i)(B).

[^8] Whether the beneficiary has completed all substantive requirements for the degree as of the date on a provisional certificate is a case-specific analysis; but if the petitioner establishes that the beneficiary had completed those requirements, USCIS considers the date of the provisional certificate for purposes of calculating post-baccalaureate experience. See [Matter of O-A-, Inc. \(PDF, 95.16 KB\)](#), Adopted Decision 2017-03 (AAO Apr. 17, 2017).

[^9] For a discussion of considerations for petitioners seeking a national interest waiver where DOL does not certify the job requirements, see Section D, National Interest Waiver of Job Offer, Subsection 1, Eligibility for Second Preference Classification [[6 USCIS-PM F.5\(D\)\(1\)](#)].

[^10] See [8 CFR 204.5\(k\)\(2\)](#).

[^11] See the [Occupational Information Network \(O*Net\) website](#)²⁸, which is sponsored by U.S. Department of Labor (DOL)'s [Employment and Training Administration](#), and developed by the National Center for O*NET Development.

[^12] See [8 CFR 204.5\(k\)\(2\)](#).

[^13] See Chapter 2, Extraordinary Ability [[6 USCIS-PM F.2](#)].

[^14] This section uses “beneficiary” to refer to the alien; however, if the person of exceptional ability also seeks a national interest waiver of the job offer, he or she can self-petition. See Section D, National Interest Waiver of the Job Offer [[6 USCIS-PM F.5\(D\)](#)].

[^15] See [INA 203\(b\)\(2\)\(A\)](#). According to an executive order, allowing male athletes (as defined by executive order) is demeaning, unfair, dangerous, and denies women and girls the equal opportunity to participate and excel in competitive sports. See Keeping Men Out of Women's Sports, [90 FR 9279](#) (Feb. 11, 2025) and Executive Order 14168, Defending Women From Gender Ideology Extremism and Restoring Biological Truth to the Federal Government, [90 FR 8615](#) (Jan. 20, 2025) (Sec. 2 defining “male” and “men”). Consistent with this reasoning, male athletes seeking to enter the United States to compete in women's sports do not substantially benefit prospectively the United States. For more information on evidence of biological sex and the role of biological sex in immigration benefit requests, see Volume 1, General Policies and Procedures, Part E, Adjudications, Chapter 5, Verification of Identifying Information, Section B, Personal Information, Subsection 2, Sex [[1 USCIS-PM E.5\(B\)\(2\)](#)].

[^16] See [INA 203\(b\)\(2\)\(A\)](#). See [8 CFR 204.5\(k\)](#).

[^17] See [8 CFR 204.5\(k\)\(3\)\(ii\)](#).

[^18] See [8 CFR 204.5\(k\)\(3\)\(ii\)](#).

[^19] See [8 CFR 204.5\(k\)\(3\)\(iii\)](#).

[^20] See [8 CFR 204.5\(k\)\(3\)\(ii\)](#).

[^21] See [8 CFR 204.5\(k\)\(3\)\(ii\)](#).

[^22] See [INA 203\(b\)\(2\)](#).

[^23] See [Matter of Chawathe \(PDF\)](#), 25 I&N Dec. 369, 376 (AAO 2010) (“[T]ruth is to be determined not by the quantity of evidence alone but by its quality. Therefore, in adjudicating the application pursuant to the preponderance of the evidence standard, the director must examine 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.”). See [Kazarian v. USCIS \(PDF\)](#), 596 F.3d 1115, 1122 (9th Cir. 2010). USCIS has interpreted *Kazarian* as applicable to exceptional ability petitions. See Evaluation of Evidence Submitted with Certain Form I-140 Petitions; Revisions the *Adjudicator's Field Manual (AFM)* Chapter 22.2, *AFM* Update AD11-14, PM-602-0005.1, issued December 22, 2010.

[^24] See [INA 203\(b\)\(2\)\(C\)](#).

[^25] See [INA 204\(b\)](#).

[^26] See Keeping Men Out of Women's Sports, [90 FR 9279](#) (Feb. 11, 2025). For more information on evidence of biological sex and the role of biological sex in immigration benefit requests, see Volume 1, General Policies and Procedures, Part E, Adjudications, Chapter 5, Verification of Identifying Information, Section B, Personal Information, Subsection 2, Sex [[1 USCIS-PM E.5\(B\)\(2\)](#)].

[^27] See [20 CFR 656.15\(d\)](#).

[^ 28] See [INA 203\(b\)\(2\)](#).

[^ 29] See [20 CFR 656.15\(d\)](#). See Part E, Employment-Based Immigration, Chapter 7, Schedule A Designation Petitions [[6 USCIS-PM E.7](#)].

[^ 30] See [INA 212\(a\)\(5\)\(A\)\(iii\)](#).

[^ 31] See [INA 203\(b\)\(2\)\(A\)](#).

[^ 32] See [Matter of Masters \(PDF\)](#), 13 I&N Dec. 125 (Dist. Dir. 1969).

[^ 33] See [INA 212\(a\)\(5\)\(A\)\(iii\)](#). See [20 CFR 656.40\(f\)](#).

[^ 34] See [INA 212\(a\)\(5\)\(A\)\(iv\)](#).

[^ 35] See [73 FR 11954 \(PDF\)](#). See DOL's [Foreign Labor Certification](#) webpage.

[^ 36] See [8 CFR 204.5\(k\)\(3\)\(ii\)-\(iii\)](#). See Section B, Exceptional Ability, Subsection 2, Evidence [[6 USCIS-PM F.5\(B\)\(2\)](#)].

[^ 37] See Section B, Exceptional Ability [[6 USCIS-PM F.5\(B\)](#)].

[^ 38] See [INA 203\(b\)\(2\)\(B\)\(i\)](#). See [8 CFR 204.5\(k\)\(4\)\(ii\)](#).

[^ 39] See Section 302(b)(2) of the Miscellaneous and Technical Immigration and Naturalization Amendments of 1991, [Pub. L. 102-232 \(PDF\)](#), 105 Stat. 1733, 1743 (December 12, 1991).

[^ 40] See Section A, Advanced Degree Professionals [[6 USCIS-PM F.5\(A\)](#)].

[^ 41] See [8 CFR 204.5\(k\)\(4\)\(ii\)](#).

[^ 42] See [8 CFR 204.5\(k\)\(4\)\(ii\)](#).

[^ 43] See [INA 203\(b\)\(2\)](#), [INA 203\(b\)\(2\)\(A\)](#), and [INA 203\(b\)\(2\)\(B\)\(i\)](#).

[^ 44] USCIS recognizes that many national interest waiver petitioners are involved in highly technical occupations and proposed endeavors. However, it would be helpful to describe those in a way that an average person could understand.

[^ 45] See [Matter of Dhanasar](#), 26 I&N 884, 891 (AAO 2016).

[^ 46] See [Matter of Dhanasar](#), 26 I&N 884, 891 (AAO 2016).

[^ 47] See [8 CFR 204.5\(k\)\(2\)](#). ("Profession means one of the occupations listed in section 101(a)(32) of the Act, as well as any occupation for which a United States baccalaureate degree or its foreign equivalent is the minimum requirement for entry into the occupation."). See also [INA 101\(a\)\(32\)](#) which provides that "[t]he term 'profession' shall include but not be limited to architects, engineers, lawyers, physicians, surgeons, and teachers in elementary or secondary schools, colleges, academics, or seminaries."

[^ 48] For a discussion of the analysis of the job requirements on a labor certification for advanced degree professionals where the petitioner does not seek a national interest waiver, see Section A, Advanced Degree Professionals [[6 USCIS-PM F.5\(A\)](#)].

[^ 49] See [8 CFR 204.5\(k\)\(2\)](#) (definition of advanced degree).

[^ 50] The person's credentials, however, are relevant to whether the person has an advanced degree.

[^ 51] See [Matter of Katigbak \(PDF\)](#), 14 I&N Dec. 45, 46 (Reg. Comm. 1971) (The degree or major must be academically appropriate to the profession for which petitioned.).

[^ 52] See U.S. Bureau of Labor Statistics, [Occupational Outlook Handbook, Bakers](#), indicating no formal education credential is typically required to work as a baker.

[^ 53] A specialty generally refers to the field of study related to the baccalaureate degree.

[^ 54] See [8 CFR 204.5\(k\)\(2\)](#) (definition of advanced degree).

[^ 55] In its joint explanatory statement, Congress' conference committee on the 1990 amendments to the INA stated: "The conferees intend that the equivalent of an advanced degree be defined to mean a bachelor's degree plus at least five years' experience in the particular profession." See H.R. Rep. 101-955 (1990).

Accordingly, the legislative history indicates that the profession, rather than a required major field of study, determines the specialty.

[[^] 56] This analysis would be the same for a petition supported by a labor certification, while also taking into account the job requirements DOL certified.

[[^] 57] See [INA 203\(b\)\(2\)\(A\)](#).

[[^] 58] See [8 CFR 204.5\(k\)\(3\)\(ii\)\(A\)-\(E\)](#). For a discussion of exceptional ability in general, see Section B, Exceptional Ability [[6 USCIS-PM F.5\(B\)](#)].

[[^] 59] See [8 CFR 204.5\(k\)\(2\)](#) (defining exceptional ability in the sciences, arts, or business as a degree of expertise significantly above that ordinarily encountered in the sciences, arts, or business). For a discussion of exceptional ability in general, see Section B, Exceptional Ability [[6 USCIS-PM F.5\(B\)](#)].

[[^] 60] See [8 CFR 204.5\(k\)\(3\)\(ii\)\(A\)](#).

[[^] 61] For a discussion of how USCIS analyzes exceptional ability, see Section B, Exceptional Ability [[6 USCIS-PM F.5\(B\)](#)].

[[^] 62] In discussing persons of exceptional ability seeking a national interest waiver, *Matter of Dhanasar* references such ability in the “given area of endeavor.” See [Matter of Dhanasar](#), 26 I&N Dec. 884, 886 n.3 (AAO 2016).

[[^] 63] See [8 CFR 204.5\(k\)\(1\)-\(3\)](#) (providing definitions and considerations for making advanced degree professional and person of exceptional ability determinations). As explained in [Matter of Dhanasar](#), 26 I&N Dec. 884, 886 n.3 (AAO 2016), advanced degree professionals and persons of exceptional ability are generally subject to the labor certification requirement and are not exempt because of their advanced degree or exceptional ability. See [Matter of Dhanasar](#), 26 I&N Dec. 884, 893 (AAO 2016).

[[^] 64] Therefore, whether a given person seeks classification as a person of exceptional ability or as a member of the professions holding an advanced degree, that person cannot qualify for a waiver just by demonstrating a degree of expertise significantly above that ordinarily encountered in the person’s field of expertise. See [Matter of Dhanasar](#), 26 I&N Dec. 884, 886 n.3 (AAO 2016).

[[^] 65] See [INA 203\(b\)\(2\)](#).

[[^] 66] The three prongs derive from the precedent decision [Matter of Dhanasar](#), 26 I&N Dec. 884 (AAO 2016). The references to the facts in that case in this guidance, however, are illustrative and do not set the standard.

[[^] 67] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 889 (AAO 2016). See [Poursina v. USCIS \(PDF\)](#), 936 F.3d 868 (9th Cir. 2019).

[[^] 68] See [8 CFR 103.3\(a\)](#).

[[^] 69] For instance, although the petitioner was an engineer by occupation, the decision discusses his specific proposed endeavors “to engage in research and development relating to air and space propulsion systems, as well as to teach aerospace engineering.” See [Matter of Dhanasar](#), 26 I&N Dec. 884, 891 (AAO 2016).

[[^] 70] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 892 (AAO 2016) (finding that the petitioner’s proposed research “aims to advance scientific knowledge and further national security interests and U.S. competitiveness in the civil space sector” and therefore has substantial merit).

[[^] 71] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 887 (AAO 2016) (finding that “certain locally- or regionally-focused endeavors may be of national importance despite being difficult to quantify with respect to geographic scope”).

[[^] 72] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 889-90 (AAO 2016).

[[^] 73] For more information, see Subsection 6, Specific Evidentiary Considerations for Entrepreneurs [[6 USCIS-PM F.5\(D\)\(6\)](#)].

[[^] 74] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 889-90 (AAO 2016) (explaining that “an endeavor that has significant potential to employ U.S. workers or has other substantial positive economic effects, particularly in an economically depressed area, for instance, may well be understood to have national importance”). See [Matter of Dhanasar](#), 26 I&N Dec. 884, 892 (AAO 2016) (finding that the petitioner’s evidence demonstrated the national importance of advancements in STEM fields, specifically hypersonic propulsion technologies and research).

[^ 75] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 890, 892-93 (AAO 2016).

[^ 76] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 890, (AAO 2016).

[^ 77] In the case of a petitioner who does not intend to be self-employed, USCIS considers a job offer or communications with prospective employers, while not required, relevant to demonstrate the circumstances or capacity in which the person intends to carry out the endeavor and the feasibility of that plan.

[^ 78] For a discussion of financing for entrepreneurs, see Subsection 6, Specific Evidentiary Considerations for Entrepreneurs [[6 USCIS-PM F.5\(D\)\(6\)](#)].

[^ 79] For a discussion of letters from interested government agencies, see Subsection 5, The Role of Interested Government Agencies or Quasi-Governmental Entities [[6 USCIS-PM F.5\(D\)\(5\)](#)].

[^ 80] See [20 CFR 656.1](#). See Part E, Employment-Based Immigration, Chapter 6, Permanent Labor Certification, Section A, Employer Requirements, Subsection 2, Individual Permanent Labor Certifications [[6 USCIS-PM E.6\(A\)\(2\)](#)].

[^ 81] See discussion of entrepreneurs in Subsection 6, Specific Evidentiary Considerations for Entrepreneurs [[6 USCIS-PM F.5\(D\)\(6\)](#)].

[^ 82] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 890 (AAO 2016).

[^ 83] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 891, 893 (AAO 2016) (holding that “because of his record of successful research in an area that furthers U.S. interests, we find that this petitioner offers contributions of such value that, on balance, they would benefit the United States even assuming that other qualified U.S. workers are available”). In that case, the Administrative Appeals Office (AAO) noted that the petitioner holds three graduate degrees in fields tied to the proposed endeavor, that his proposed research has significant implications for U.S. national security and competitiveness, and that his work had attracted interest from government agencies. Therefore, the AAO considered the petitioner’s endeavor in the field of aerospace engineering, and his level and extent of expertise within that field, taken together, to have the potential to provide great benefit to the United States such that waiver of the job offer was in the national interest.

[^ 84] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 891 (AAO 2016).

[^ 85] An employer may only list the minimum job requirements on a labor certification application. See [20 CFR 656.17\(i\)](#).

[^ 86] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 890 (AAO 2016).

[^ 87] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 889 (AAO 2016) (explaining that when evaluating the first prong, “the potential to create a significant economic impact may be favorable but is not required”). The potential economic impact is an appropriate inquiry when weighing the relative benefit of granting the national interest waiver.

[^ 88] See [Defending Women From Gender Ideology Extremism and Restoring Biological Truth to the Federal Government](#), [90 FR 8615](#) (Jan. 20, 2025).

[^ 89] As defined in [Defending Women From Gender Ideology Extremism and Restoring Biological Truth to the Federal Government](#), [90 FR 8615](#) (Jan. 20, 2025).

[^ 90] See [Keeping Men Out of Women's Sports](#), [90 FR 9279](#) (Feb. 11, 2025). For more information on evidence of biological sex and the role of biological sex in immigration benefit requests, see Volume 1, General Policies and Procedures, Part E, Adjudications, Chapter 5, Verification of Identifying Information, Section B, Personal Information, Subsection 2, Sex [[1 USCIS-PM E.5\(B\)\(2\)](#)].

[^ 91] “STEM” is not defined in the regulations describing the national interest waiver benefit, but officers may refer to the definition found in the context of STEM optional practical training for students for guidance. See [8 CFR 214.2\(f\)\(10\)\(ii\)\(C\)\(2\)\(i\)](#). (defining STEM as “science, technology, engineering, or mathematics”).

[^ 92] Critical and emerging technologies are those that are critical to U.S. national security, including military defense and the economy. While those technologies necessarily evolve and USCIS reviews the specifics of each proposed endeavor on a case-by-case basis, examples may include, but are not limited to, certain critical areas of artificial intelligence or quantum information science. When adjudicating this discretionary benefit, officers should review the entire record and, where officers have concerns, work closely with their supervisors and fraud, benefit integrity, and national security personnel in their offices.

[^ 93] In general, research-intensive industries are those with higher value added from research and development. For example, the Science and Technology Policy Institute provided a list of research and development intensive industries at Appendix C of a report on [Economic Benefits and Losses from Foreign STEM Talent in the United States](#) (October 2021).

[^ 94] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 893 (AAO 2016).

[^ 95] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 892-93 (AAO 2016). In that case, the AAO favorably considered documentation that the petitioner played a significant role in projects funded by grants from the National Aeronautics and Space Administration (NASA) and the Air Force Research Laboratories (AFRL) within the then-U.S. Department of Defense. Therefore, the significance of the petitioner’s research in his field was corroborated by evidence of peer and government interest in his research, as well as by consistent government funding of the petitioner’s research projects. The AAO concluded that the petitioner’s education, experience, and expertise in his field; the significance of his role in research projects; as well as the sustained interest of and funding from government entities such as NASA and AFRL, positioned him well to continue to advance his proposed endeavor of hypersonic technology research.

[^ 96] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 893 (AAO 2016). In that case, the AAO noted that the petitioner holds three graduate degrees in fields tied to the proposed endeavor, including a Ph.D. in a STEM field (Engineering) from a regionally accredited U.S. university.

[^ 97] See Subsection 3, Overview of the Three Prongs [[6 USCIS-PM F.5\(D\)\(3\)](#)].

[^ 98] For a discussion of letters from interested government agencies, see Subsection 5, The Role of Interested Government Agencies or Quasi-Governmental Entities [[6 USCIS-PM F.5\(D\)\(5\)](#)].

[^ 99] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 893 (AAO 2016) (finding detailed expert letters describing U.S. government interest and investment in the petitioner’s research to be persuasive).

[^ 100] This section, because it discusses self-petitions by entrepreneurs, does not distinguish between “petitioner” and “person” as they are one and the same.

[^ 101] See [Matter of Chawathe \(PDF\)](#), 25 I&N Dec. 369, 376 (AAO 2010) (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.).

[^ 102] Petitioners may submit evidence related to the credentials of experts who support a petition for officers to consider when assigning weight to the letter.

[^ 103] See [Matter of Dhanasar](#), 26 I&N Dec. 884, 890 (AAO 2016).

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