112TH CONGRESS 2D SESSION

S. 2233

To amend the Immigration and Nationality Act to stimulate international tourism to the United States.

IN THE SENATE OF THE UNITED STATES

March 26, 2012

Mr. Schumer (for himself, Mr. Lee, Ms. Mikulski, Mr. Blunt, Ms. Klobuchar, Mr. Kirk, Mr. Rubio, and Mr. Coons) introduced the following bill; which was read twice and referred to the Committee on the Judiciary

A BILL

To amend the Immigration and Nationality Act to stimulate international tourism to the United States.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Jobs Originated
- 5 through Launching Travel Act" or the "JOLT Act".
- 6 SEC. 2. VISA VALIDITY PERIOD.
- 7 If the Secretary of State demonstrates that the
- 8 United States would not be adversely affected, the Sec-
- 9 retary may modify or enter into agreements with certain
- 10 countries on a nonreciprocal basis to allow for longer visa

validity periods than the periods with such countries that are in existence as of the date of the enactment of this 3 Act. SEC. 3. EXPEDITING PRIORITY VISITORS. 5 Section 286(u) of the Immigration and Nationality Act (8 U.S.C. 1356(u)) is amended— 7 (1) by amending the subsection heading to read 8 as follows: 9 "(u) Premium Processing Fee.—"; (2) by striking "The Attorney General" and in-10 11 serting the following: 12 "(1) Employment-based petitions and ap-13 PLICATIONS.—The Secretary of Homeland Secu-14 rity"; (3) by striking "This fee" and inserting "The 15 16 fee authorized under this paragraph"; 17 (4) by striking "The Attorney General may ad-18 just this fee" and inserting "The Secretary may ad-19 just the fee authorized under this paragraph"; and 20 (5) by adding at the end the following: "(2) VISITOR VISAS.—The Secretary of State 21 22 shall offer premium processing for visitor visas 23 issued to nonimmigrants described in section 24 101(a)(15)(B) and shall ensure that applicants re-25

questing premium processing for such visas are

1	interviewed and the visa application is adjudicated
2	not later than 3 business days after the date of the
3	applicant's request for a visa appointment, absent
4	compelling security concerns. The Secretary shall
5	charge a fee for premium processing services under
6	this paragraph in an amount sufficient to recover
7	the costs incurred—
8	"(A) to more quickly process such visas in
9	India, China, and Brazil; and
10	"(B) to create mobile interview units to
11	process visa applications and conduct visa inter-
12	views in cities with more than 1,000,000 people
13	that do not have a United States embassy or
14	consulate.".
15	SEC. 4. ENCOURAGING CANADIAN TOURISM TO THE
16	UNITED STATES.
17	Section 211 of the Immigration and Nationality Act
18	(8 U.S.C. 1181) is amended by adding at the end the fol-
19	lowing:
20	"(d) Canadian Retirees.—The Secretary of Home-
21	land Security shall admit any alien, and the spouse and
22	children of the alien, for a period of not less than 240
23	days, if the alien demonstrates, to the satisfaction of the

24 Secretary, that the alien—

1	"(2) is older than 50 years of age;
2	"(3) owns a residence in the United States or
3	has signed a rental agreement for accommodations
4	in the United States for the duration of the alien's
5	stay in the United States;
6	"(4) is not inadmissible under section 212;
7	"(5) is not deportable under section 237;
8	"(6) will not engage in employment in the
9	United States; and
10	"(7) will not seek any form of assistance or
11	benefit described in section 403(a) of the Personal
12	Responsibility and Work Opportunity Reconciliation
13	Act of 1996 (8 U.S.C. 1613(a)).".
14	SEC. 5. INCENTIVES FOR FOREIGN VISITORS VISITING THE
15	UNITED STATES DURING LOW PEAK SEA-
16	SONS.
17	
	(a) Application Fees.—The Secretary of State
18	(a) Application Fees.—The Secretary of State shall give foreign visitors an incentive to apply for a visa
18 19	shall give foreign visitors an incentive to apply for a visa
	shall give foreign visitors an incentive to apply for a visa
19	shall give foreign visitors an incentive to apply for a visa when the demand is lower by decreasing the visa applica-
19 20	shall give foreign visitors an incentive to apply for a visa when the demand is lower by decreasing the visa applica- tion and issuance fees charged to nonimmigrants de-
19 20 21	shall give foreign visitors an incentive to apply for a visa when the demand is lower by decreasing the visa application and issuance fees charged to nonimmigrants described in section 101(a)(15)(B) of the Immigration and

1	(b) Limitation.—In decreasing visa application and
2	issuance fees under subsection (a), the Secretary shall—
3	(1) subject to paragraph (2), maximize the de-
4	mand for such visa applications; and
5	(2) maintain the total amount collected from
6	such fees.
7	SEC. 6. VISA WAIVER PROGRAM ENHANCED SECURITY AND
8	REFORM.
9	(a) Definitions.—Section 217(c)(1) of the Immi-
10	gration and Nationality Act (8 U.S.C. 1187(e)(1)) is
11	amended to read as follows:
12	"(1) Authority to designate; defini-
13	TIONS.—
14	"(A) AUTHORITY TO DESIGNATE.—The
15	Secretary of Homeland Security, in consultation
16	with the Secretary of State, may designate any
17	country as a program country if that country
18	meets the requirements under paragraph (2).
19	"(B) Definitions.—In this subsection:
20	"(i) Appropriate congressional
21	COMMITTEES.—The term 'appropriate con-
22	gressional committees' means—
23	"(I) the Committee on Foreign
24	Relations, the Committee on Home-
25	land Security and Governmental Af-

1	fairs, and the Committee on the Judi-
2	ciary of the Senate; and
3	"(II) the Committee on Foreign
4	Affairs, the Committee on Homeland
5	Security, and the Committee on the
6	Judiciary of the House of Representa-
7	tives.
8	"(ii) Overstay rate.—
9	"(I) Initial designation.—The
10	term 'overstay rate' means, with re-
11	spect to a country being considered
12	for designation in the program, the
13	ratio of—
14	"(aa) the number of nation-
15	als of that country who were ad-
16	mitted to the United States on
17	the basis of a nonimmigrant visa
18	under section $101(a)(15)(B)$
19	whose periods of authorized stay
20	ended during a fiscal year but
21	who remained unlawfully in the
22	United States beyond such peri-
23	ods; to
24	"(bb) the number of nation-
25	als of that country who were ad-

1	mitted to the United States on
2	the basis of a nonimmigrant visa
3	under section 101(a)(15)(B)
4	whose periods of authorized stay
5	ended during that fiscal year.
6	"(II) Continuing designa-
7	TION.—The term 'overstay rate'
8	means, for each fiscal year after ini-
9	tial designation under this section
10	with respect to a country, the ratio
11	of—
12	"(aa) the number of nation-
13	als of that country who were ad-
14	mitted to the United States
15	under this section or on the basis
16	of a nonimmigrant visa under
17	section 101(a)(15)(B) whose pe-
18	riods of authorized stay ended
19	during a fiscal year but who re-
20	mained unlawfully in the United
21	States beyond such periods; to
22	"(bb) the number of nation-
23	als of that country who were ad-
24	mitted to the United States
25	under this section or on the basis

1	of a nonimmigrant visa under
2	section 101(a)(15)(B) whose pe-
3	riods of authorized stay ended
4	during that fiscal year.
5	"(III) Computation of over-
6	STAY RATE.—In determining the over-
7	stay rate for a country, the Secretary
8	of Homeland Security may utilize in-
9	formation from any available data-
10	bases to ensure the accuracy of such
11	rate.
12	"(iii) Program country.—The term
13	'program country' means a country des-
14	ignated as a program country under sub-
15	paragraph (A).".
16	(b) Technical and Conforming Amendments.—
17	Section 217 of the Immigration and Nationality Act (8
18	U.S.C. 1187) is amended—
19	(1) by striking "Attorney General" each place
20	the term appears (except in subsection $(c)(11)(B)$)
21	and inserting "Secretary of Homeland Security";
22	and
23	(2) in subsection (c)—
24	(A) in paragraph (2)(C)(iii), by striking
25	"Committee on the Judiciary and the Com-

1	mittee on International Relations of the House
2	of Representatives and the Committee on the
3	Judiciary and the Committee on Foreign Rela-
4	tions of the Senate" and inserting "appropriate
5	congressional committees";
6	(B) in paragraph (5)(A)(i)(III), by striking
7	"Committee on the Judiciary, the Committee on
8	Foreign Affairs, and the Committee on Home-
9	land Security, of the House of Representatives
10	and the Committee on the Judiciary, the Com-
11	mittee on Foreign Relations, and the Com-
12	mittee on Homeland Security and Govern-
13	mental Affairs of the Senate" and inserting
14	"appropriate congressional committees"; and
15	(C) in paragraph (7), by striking subpara-
16	graph (E).
17	(c) Designation of Program Countries Based
18	ON OVERSTAY RATES.—
19	(1) In general.—Section 217(c)(2)(A) of the
20	Immigration and Nationality Act (8 U.S.C.
21	1187(c)(2)(A)) is amended to read as follows:
22	"(A) GENERAL NUMERICAL LIMITA-
23	TIONS.—
24	"(i) Low nonimmigrant visa re-
25	FUSAL RATE.—The percentage of nationals

of that country refused nonimmigrant visas 1 2 under section 101(a)(15)(B) during the 3 previous full fiscal year was not more than 4 3 percent of the total number of nationals of that country who were granted or re-6 fused nonimmigrant visas under such sec-7 tion during such year. 8 "(ii) Low nonimmigrant overstay 9 RATE.—The overstay rate for that country 10 was not more than 3 percent during the 11 previous fiscal year.". 12 (2)CRITERIA.—Section QUALIFICATION 13 217(c)(3) of such Act (8 U.S.C. 1187(c)(3)) is 14 amended to read as follows: 15 "(3) QUALIFICATION CRITERIA.—After the ini-16 tial period, a country may not be designated as a 17 program country unless the Secretary of Homeland 18 Security, in consultation with the Secretary of State, 19 determines, pursuant to the requirements under 20 paragraph (5), that the designation will be continued.". 21 22 (3)Continuing DESIGNATION.—Section 23 217(c)(5)(A)(i)(II)of such Act (8 U.S.C.

1187(c)(5)(A)(i)(II) is amended to read as follows:

1	"(II) shall determine, based upon
2	the evaluation in subclause (I), wheth-
3	er any such designation under sub-
4	section (d) or (f), or probation under
5	subsection (f), ought to be continued
6	or terminated;".
7	(4) Computation of VISA Refusal Rates;
8	JUDICIAL REVIEW.—Section 217(c)(6) of such Act
9	(8 U.S.C. 1187(c)(6)) is amended to read as follows:
10	"(6) Computation of VISA Refusal Rates
11	AND JUDICIAL REVIEW.—
12	"(A) Computation of Visa Refusal
13	RATES.—For purposes of determining the eligi-
14	bility of a country to be designated as a pro-
15	gram country, the calculation of visa refusal
16	rates shall not include any visa refusals which
17	incorporate any procedures based on, or are
18	otherwise based on, race, sex, or disability, un-
19	less otherwise specifically authorized by law or
20	regulation.
21	"(B) Judicial review.—No court shall
22	have jurisdiction under this section to review
23	any visa refusal, the Secretary of State's com-
24	putation of a visa refusal rate, the Secretary of
25	Homeland Security's computation of an over-

1	stay rate, or the designation or nondesignation
2	of a country as a program country.".
3	(5) VISA WAIVER INFORMATION.—Section
4	217(c)(7) of such Act (8 U.S.C. $1187(c)(7)$) is
5	amended—
6	(A) by striking subparagraphs (B) through
7	(E); and
8	(B) by striking "WAIVER INFORMATION—
9	" and all that follows through "In refusing"
10	and inserting "WAIVER INFORMATION—In re-
11	fusing".
12	(6) Waiver authority.—Section 217(c)(8) of
13	such Act (8 U.S.C. 1187(c)(8)) is amended to read
14	as follows:
15	"(8) Waiver authority.—The Secretary of
16	Homeland Security, in consultation with the Sec-
17	retary of State, may waive the application of para-
18	graph (2)(A)(i) for a country if—
19	"(A) the country meets all other require-
20	ments of paragraph (2);
21	"(B) the Secretary of Homeland Security
22	determines that the totality of the country's se-
23	curity risk mitigation measures provide assur-
24	ance that the country's participation in the pro-
25	gram would not compromise the law enforce-

1 ment, security interests, or enforcement of the 2 immigration laws of the United States; "(C) there has been a general downward 3 4 trend in the percentage of nationals of the country refused nonimmigrant visas under sec-6 tion 101(a)(15)(B); "(D) the country consistently cooperated 7 8 with the Government of the United States on 9 counterterrorism initiatives, information shar-10 ing, preventing terrorist travel, and extradition 11 of the country's nationals to the United States 12 before the date of its designation as a program 13 country, and the Secretary of Homeland Secu-14 rity and the Secretary of State assess that such 15 cooperation is likely to continue; and "(E) the percentage of nationals of the 16 17 country refused a nonimmigrant visa under sec-18 tion 101(a)(15)(B) during the previous full fis-19 cal year was not more than 10 percent of the 20 total number of nationals of that country who 21 were granted or refused such nonimmigrant

23 (d) TERMINATION OF DESIGNATION; PROBATION.— 24 Section 217(f) of the Immigration and Nationality Act (8 25 U.S.C. 1187(f)) is amended to read as follows:

visas.".

1	"(f) Termination of Designation; Probation.—
2	"(1) Definitions.—In this subsection:
3	"(A) Probationary Period.—The term
4	'probationary period' means the fiscal year in
5	which a probationary country is placed in pro-
6	bationary status under this subsection.
7	"(B) Program country.—The term 'pro-
8	gram country' has the meaning given that term
9	in subsection $(c)(1)(B)$.
10	"(2) Determination, notice, and initial
11	PROBATIONARY PERIOD.—
12	"(A) DETERMINATION OF PROBATIONARY
13	STATUS AND NOTICE OF NONCOMPLIANCE.—As
14	part of each program country's periodic evalua-
15	tion required by subsection (c)(5)(A), the Sec-
16	retary of Homeland Security shall determine
17	whether a program country is in compliance
18	with the program requirements under subpara-
19	graphs (A)(ii) through (F) of subsection (c)(2).
20	"(B) Initial probationary period.—If
21	the Secretary of Homeland Security determines
22	that a program country visa is not in compli-
23	ance with the program requirements under sub-
24	paragraphs (A)(ii) through (F) of subsection
25	(c)(2), the Secretary of Homeland Security

shall place the program country in probationary status for the fiscal year following the fiscal year in which the periodic evaluation is completed.

"(3) ACTIONS AT THE END OF THE INITIAL PROBATIONARY PERIOD.—At the end of the initial probationary period of a country under paragraph (2)(B), the Secretary of Homeland Security shall take 1 of the following actions:

"(A) COMPLIANCE DURING INITIAL PROBA-TIONARY PERIOD.—If the Secretary determines that all instances of noncompliance with the program requirements under subparagraphs (A)(ii) through (F) of subsection (c)(2) that were identified in the latest periodic evaluation have been remedied by the end of the initial probationary period, the Secretary shall end the country's probationary period.

"(B) NONCOMPLIANCE DURING INITIAL PROBATIONARY PERIOD.—If the Secretary determines that any instance of noncompliance with the program requirements under subparagraphs (A)(ii) through (F) of subsection (c)(2) that were identified in the latest periodic eval-

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1	uation has not been remedied by the end of the
2	initial probationary period—
3	"(i) the Secretary may terminate the
4	country's participation in the program; or
5	"(ii) on an annual basis, the Secretary
6	may continue the country's probationary
7	status if the Secretary, in consultation
8	with the Secretary of State, determines
9	that the country's continued participation
10	in the program is in the national interest
11	of the United States.
12	"(4) ACTIONS AT THE END OF ADDITIONAL
13	PROBATIONARY PERIODS.—At the end of all proba-
14	tionary periods granted to a country pursuant to
15	paragraph (3)(B)(ii), the Secretary shall take 1 of
16	the following actions:
17	"(A) COMPLIANCE DURING ADDITIONAL
18	PERIOD.—The Secretary shall end the country's
19	probationary status if the Secretary determines
20	during the latest periodic evaluation required by
21	subsection (c)(5)(A) that the country is in com-
22	pliance with the program requirements under
23	subparagraphs (A)(ii) through (F) of subsection
24	(e)(2).

1	"(B) Noncompliance during addi-
2	TIONAL PERIODS.—The Secretary shall termi-
3	nate the country's participation in the program
4	if the Secretary determines during the latest
5	periodic evaluation required by subsection
6	(c)(5)(A) that the program country continues to
7	be in non-compliance with the program require-
8	ments under subparagraphs (A)(ii) through (F)
9	of subsection $(c)(2)$.
10	"(5) Effective date.—The termination of a
11	country's participation in the program under para-
12	graph (3)(B) or (4)(B) shall take effect on the first
13	day of the first fiscal year following the fiscal year
14	in which the Secretary determines that such partici-
15	pation shall be terminated. Until such date, nation-
16	als of the country shall remain eligible for a waiver
17	under subsection (a).
18	"(6) Treatment of nationals after termi-
19	NATION.—For purposes of this subsection and sub-
20	section (d)—
21	"(A) nationals of a country whose designa-
22	tion is terminated under paragraph (3) or (4)
23	shall remain eligible for a waiver under sub-
24	section (a) until the effective date of such ter-
25	mination; and

1 "(B) a waiver under this section that is 2 provided to such a national for a period de-3 scribed in subsection (a)(1) shall not, by such 4 termination, be deemed to have been rescinded or otherwise rendered invalid, if the waiver is 6 granted prior to such termination. "(7) Consultative role of the secretary 7 8 OF STATE.—In this subsection, references to sub-9 paragraphs (A)(ii) through (F) of subsection (c)(2) 10 and subsection (c)(5)(A) carry with them the con-11 sultative role of the Secretary of State as provided 12 in those provisions.". 13 (e) Review of Overstay Tracking Method-OLOGY.—Not later than 180 days after the date of the 14 15 enactment of this Act, the Comptroller General of the United States shall conduct a review of the methods used 16 by the Secretary of Homeland Security— 18 (1) to track aliens entering and exiting the 19 United States; and 20 (2) to detect any such alien who stays longer 21 than such alien's period of authorized admission.

22 (f) EVALUATION OF ELECTRONIC SYSTEM FOR

23 Travel Authorization.—Not later than 90 days after

24 the date of the enactment of this Act, the Secretary of

25 Homeland Security shall submit to Congress—

1	(1) an evaluation of the security risks of aliens
2	who enter the United States without an approved
3	Electronic System for Travel Authorization
4	verification; and
5	(2) a description of any improvements needed
6	to minimize the number of aliens who enter the
7	United States without the verification described in
8	paragraph (1).
9	(g) Sense of Congress on Priority for Review
10	OF PROGRAM COUNTRIES.—It is the sense of Congress
11	that the Secretary of Homeland Security, in the process
12	of conducting evaluations of countries participating in the
13	visa waiver program under section 217 of the Immigration
14	and Nationality Act (8 U.S.C. 1187), should prioritize the
15	reviews of countries in which circumstances indicate that
16	such a review is necessary or desirable.
17	SEC. 7. EXPEDITING ENTRY FOR PRIORITY VISITORS.
18	Section 7208(k)(4) of the Intelligence Reform and
19	Terrorism Prevention Act of 2004 (8 U.S.C. 1365b(k)(4))
20	is amended to read as follows:
21	"(4) Expediting entry for priority visi-
22	TORS.—
23	"(A) IN GENERAL.—The Secretary of
24	Homeland Security shall expand the enrollment
25	in the Global Entry Trusted Traveler Network

1	(referred to in this paragraph as 'Global
2	Entry') to include individuals employed by
3	international organizations, selected by the Sec-
4	retary, which maintain strong working relation-
5	ships with the United States.
6	"(B) Sponsors.—An individual may not
7	be enrolled in Global Entry unless the indi-
8	vidual is sponsored by—
9	"(i) an international organization se-
10	lected by the Secretary under subpara-
11	graph (A); and
12	"(ii) the government that issued the
13	passport that the individual is using to
14	participate in Global Entry.
15	"(C) Security requirements.—An indi-
16	vidual may not be enrolled in Global Entry un-
17	less the individual has successfully completed all
18	applicable security requirements established by
19	the Secretary, including cooperation from the
20	applicable foreign government, to ensure that
21	the individual does not pose a risk to the
22	United States.
23	"(D) DISCRETION.—Except as provided in
24	subparagraph (E), the Secretary shall retain

1	unreviewable discretion to offer or revoke en-
2	rollment in Global Entry to any individual.
3	"(E) Ineligible travelers.—An indi-
4	vidual who is a citizen of a state sponsor of ter-
5	rorism (as defined in section 301(13) of the
6	Comprehensive Iran Sanctions, Accountability,
7	and Divestment Act of 2010 (22 U.S.C.
8	8541(13)) may not be enrolled in Global
9	Entry.".
10	SEC. 8. VISA PROCESSING.
11	(a) In General.—Notwithstanding any other provi-
12	sion of law, the Secretary of State shall—
13	(1) require United States diplomatic and con-
14	sular missions—
15	(A) to conduct visa interviews for non-
16	immigrant visa applications determined to re-
17	quire a consular interview—
18	(i) not later than 15 days after the
19	date on which the applicant requests a visa
20	appointment; and
21	(ii) beginning 1 year after the date of
22	the enactment of this Act, not later than
23	10 days after the date on which the appli-
24	cant requests a visa appointment; and

1	(B) to adjudicate nonimmigrant visa appli-
2	cations determined not to require a consular
3	interview not later than 10 days after the re-
4	ceipt of the completed application and passport;
5	and
6	(2) not later than 90 days after the date of the
7	enactment of this Act, submit a detailed strategic
8	plan that describes the resources needed to carry out
9	paragraph (1)(A)(ii) to—
10	(A) the Committee on the Judiciary of the
11	Senate;
12	(B) the Committee on Foreign Relations of
13	the Senate;
14	(C) the Committee on the Judiciary of the
15	House of Representatives; and
16	(D) the Committee on Foreign Affairs of
17	the House of Representatives.
18	(b) Additional Officers.—The Secretary shall use
19	machine readable nonimmigrant visa fees to hire a suffi-
20	cient number of Foreign Service officers and limited non-
21	career appointment consular officers to continuously meet
22	and maintain the standards set forth in subsection (a).
23	(c) Quarterly Report.—Not later than 30 days
24	after the end of the first full quarter after the implementa-
25	tion of subsection (a), and not later than 30 days after

1	the end of each subsequent quarter, the Secretary shall
2	submit a report to the congressional committees set forth
3	in subsection (a)(2) that identifies—
4	(1) each consular post that failed to comply
5	with the standards set forth in subsection (a) during
6	such quarter;
7	(2) the cause for such noncompliance; and
8	(3) reforms that the Secretary will be imple-
9	ment to comply with such standards.
10	(d) Waiver.—
11	(1) In general.—The provisions under sub-
12	section (a) shall be temporarily waived if a national
13	security emergency requires the Secretary of State
14	to redistribute personnel and resources to assist the
15	affected and surrounding areas.
16	(2) Reinstatement.—
17	(A) In general.—Except as provided in
18	subparagraph (B), the provisions under sub-
19	section (a) shall be reinstated not later than 1
20	year after the national security emergency ends.
21	(B) Noncompliance report.—If the
22	provisions under subsection (a) are not rein-
23	stated by the deadline described in subpara-
24	graph (A), the Secretary of State shall submit

a report to the Committee on Foreign Relations

1	of the Senate and the Committee on Foreign
2	Affairs of the House of Representatives that—
3	(i) describes the cause for noncompli-
4	ance with the provisions under subsection
5	(a); and
6	(ii) includes a detailed timeframe for
7	compliance with such provisions.
8	(e) Savings Provision.—
9	(1) In general.—Nothing in subsection (a)
10	may be construed to affect the consular officer's au-
11	thority—
12	(A) to deny a visa application under sec-
13	tion 221(g) of the Immigration and Nationality
14	Act (8 U.S.C. 1201(g)); or
15	(B) to initiate any necessary or appro-
16	priate security-related check or clearance.
17	(2) Security Checks.—The completion of a
18	security-related check or clearance shall not be sub-
19	ject to the time limits set forth in subsection (a).
20	(f) Effective Date.—Beginning not later than 90
21	days after the date of the enactment of this Act, the Sec-
22	retary shall be in full compliance with the provisions under
23	subsection (a)(1).