

# The U.S Legal Immigration System's Visa Backlog and its Social and Economic Impacts

Arjun Abhilash

Ardrey Kell High School, USA

## ABSTRACT

The U.S. visa backlog has emerged as a significant issue, driven by high demand, outdated immigration policies, and systemic inefficiencies. This research paper explores the origins of the backlog, tracing its escalation from historical legislative decisions such as the Immigration Act of 1990 and the effects of the country-based quota system. The backlog has led to severe consequences including extended wait times, family separations, and economic drawbacks like job losses and diminished entrepreneurial activity. The paper examines the impacts on both immigrants and U.S. citizens, detailing how prolonged processing times affect emotional well-being, economic stability, and legal status. It also looks at the administrative burden on immigration courts, which has contributed to increased delays and strained resources. Various proposed solutions are evaluated, including maintaining the status quo, expanding premium processing, increasing visa quotas, and reforming per-country caps. Each solution presents distinct advantages and challenges, highlighting the complexity of addressing the backlog. The research underscores the need for a comprehensive approach to mitigate the backlog's effects and improve the efficiency of the immigration system. By analyzing these factors, the paper aims to provide a comprehensive understanding of the visa backlog and its broad implications.

## Introduction

The visa backlog in the United States legal immigration system has become a significant and multi-dimensional issue, affecting millions of individuals and families. This backlog, which has been worsened by high demand and outdated immigration policies, has far reaching consequences for both immigrants and U.S citizens. The high demand for both family-based and employment-based visas far exceeds the annual caps set by U.S immigration laws ("National Visa Center (NVC) Immigrant Visa Backlog Report"), leading to prolonged processing times and significant delays. The country-based quota system, which allocates the same number of green cards to countries with vastly different populations, further exacerbates the backlog. This system creates significant disparities, with countries like India, China, and Mexico facing enormous backlogs while smaller countries have relatively shorter wait times. The impacts of the visa backlog are profound, leading to the separation of families, economic losses, and legal limbo for many immigrants. Clearing the current backlog could result in trillions of dollars of GDP Gains over the next decade(Meade), underscoring the economic importance of addressing this issue. Various solutions have been proposed, including expanding premium processing, increasing visa quotas, and eliminating per-country caps. This research paper aims to explore the causes and impacts of the visa backlog, evaluate potential solutions, and recommend a course of action to address this pressing issue.

## Discussion:

Why is there a visa backlog and when did it start?

The visa backlog in the United States is primarily driven by high demand for both family-based and employment-based visas. Currently, the number of applicants far exceeds the annual caps set by U.S immigration laws (“National Visa Center (NVC) Immigrant Visa Backlog Report”). Each year “there are roughly a million immigrant visas issued each year and hundreds of thousands of nonimmigrant visas” (National Immigration Forum). However, the demand for these visas continues to outpace the supply. For instance, there are only “65,000 H1-B visas in the ‘regular cap’ available each fiscal year for those who want to temporarily enter the U.S. to work in a specialty occupation” (National Immigration Forum). Additionally, “each country is allotted 7 percent of the available green cards for both family-based and employment-based immigrants. This means that every country has a maximum number of 44,100 family-based immigrants and 14,700 employment-based immigrants for each fiscal year” (National Immigration Forum). This quota system results in countries with large immigrant applicants, such as India, China, and Mexico, facing enormous backlogs, while smaller countries like the Marshall Islands, with a population of just 42,000 people, have the same number of allocated green cards.

The visa backlog has been a growing issue since the Immigration Act of 1990, which set the 7 percent rule for country-based quotas. This rule has led to a significant and worsening backlog over time. As of July 2024, there were 394,835 immigrant visa applicants still pending scheduling of interviews after the July 2024 appointment scheduling was completed (“National Visa Center (NVC) Immigrant Visa Backlog Report”). Historical data shows that the backlog has been a persistent problem, with 3.5 million backlogged cases reported in March 2003 (Citizenship and Immigration Services Ombudsman). Some offices, such as those in Orlando, Florida, have had processing times over 700 days for greencards. In one notable case, an applicant who filed for naturalization in July 1998 with a USCIS service center still had their application pending as of March 2006 (Citizenship and Immigration Services Ombudsman). This is the reality for hundreds of thousands of visa applicants, even today.

## Impacts

The impacts of immigration backlogs are profound and multidimensional, affecting families, the economy, and the legal system. “According to the State Department, nearly 4 million people are currently waiting abroad in the family-based immigration backlogs. This does not include family members already in the United States with some other immigration status who have applied to adjust their status to a green card” (Moriarty). The prolonged wait times can keep families apart for years, causing emotional and psychological distress.

### *Economic Impact*

Economically, clearing the green card backlogs could unlock trillions in GDP gains. The Bipartisan Policy Center estimates that clearing the current backlog of about 7.6 million individuals could result in \$3.9 trillion in GDP gains over the next ten years (Meade). The visa backlog is hindering the economy, business operations, and growth. The visa backlog also causes a loss of jobs, which negatively impacts the economy. Some employers are threatening to move work overseas if the backlog is not addressed quickly, which could result in the loss of American jobs and negatively impact the economy (North). A combination of the visa backlog and COVID-19 caused a loss of “one million college-educated immigrants” which would “leave the U.S economy with lower productivity and growth (Peri and Zaiour). Local U.S. economies have also been affected, as there are “2.5 million fewer jobs in those local economies where the immigrants would have worked” (Peri and Zaiour). Additionally, “Immigrants have a three times higher probability of starting firms than natives in the U.S...Immigrants are more likely to start small firms (with 0-10 employees) but also medium size and large firms (with 1000 employees or more) relative to natives.” Immigrants are more likely to be entrepreneurs than U.S natives. Because of the current backlog, “two million fewer immigrants would imply a decline in firm creation, solely due to lack of entrepreneurs, corresponding to a loss of more than 200,000 jobs” (Peri and Zaiour). There is a direct correlation between immigrants and job opportunities. With fewer immigrants because of the visa backlog, there are fewer job opportunities, which negatively impacts U.S. citizens and the economy.

### *Employment Impacts*

The backlog in immigration courts also affects individuals and families by causing a loss of employment. “Because of court delays, many immigrants find it difficult to get hired. If they do get hired, they face termination due to the lack of closure in their immigration cases. Unfortunately, the lack of employment opportunities makes it nearly impossible for immigrants to provide for the basic needs for themselves or their families” (Herzog). People immigrate to the U.S. for better opportunities, mainly job opportunities. Because of the backlog, immigrants are losing their jobs and unable to support their families with even necessities.

### *Legal Limbo*

Another significant impact is legal limbo. The U.S. immigration agency is working to cut a 9.5 million case backlog and speed up processing, but the backlog is extending application processing delays (Montoya-Galvez). This traps “many immigrants...in a months- or years-long legal limbo that can force them to lose their jobs, driver's licenses and sources of income” (Montoya-Galvez). Additional work authorization extensions may expire before immigrants get their interviews, causing worries about losing work authorization and driver's licenses, which are often tied to work permits. “Being out of work triggers a chain reaction: there's no income, there's no money for rent, there's no food” (Montoya-Galvez).

### *Administrative Burden*

The administrative burden on the U.S. court system is also severe. “Many courts in the United States are ‘overburdened and under-resourced,’” facing significant delays in court hearings at the state, county, and municipal levels (Weiss). Workforce shortages and stagnant or decreased staffing budgets make the problem worse. In a study by the Thomas Reuters Institute, “68% of respondents said their courts faced workforce shortages in the past year, even as 58% said their staffing budgets stagnated or decreased” and “44% of the respondents said backlogs have increased in the last two years, while 45% said their caseloads are also increasing” (Weiss). Additionally, the backlog in immigration courts increased “by 403% from FY2013 to FY2022, and reached nearly 2 million cases at the end of the second quarter of FY2023, an all-time high” (Straut-Eppsteiner).

### Potential Solutions and Recommended Solution:

Policy actors involved in addressing the visa backlog include the U.S. Government (Congress, USCIS, Department of State), immigration advocacy groups (American Immigration Council, National Immigration Forum), employers and business organizations (U.S. Chamber of Commerce, National Association of Manufacturers), immigrant communities and organizations (local immigrant support groups, community leaders), and healthcare providers (hospitals, clinics, healthcare advocacy groups). The objective is to reduce the visa backlog. Specific criteria for achieving this goal include reducing the backlog by 50% within 5 years, tracking the number of pending visa applications and processing times, implementing policy changes and allocating resources, ensuring feasibility within the current political and economic climate, and achieving significant reduction within a set timeframe (e.g., 5 years). Potential solutions are evaluated using different options based on their effectiveness, speed of solution, odds of recurring wait times, equitability, cost-effectiveness, political feasibility, technical feasibility, and sustainability. Each option has its own set of intended and unintended consequences, trade-offs, and risks.

### *Status Quo*

First, maintaining the status quo. This means continuing with the existing annual caps, country-based quotas, and processing times. While this option requires no immediate action, it will likely result in the backlog continuing to grow, exacerbating the negative impacts on families, the economy, and the legal system. The status quo approach does not address the root causes of the backlog and may lead to increased frustration among applicants. It also places a strain on immigration agencies and their resources. Maintaining the current system could result in longer wait times

and increased uncertainty for applicants. This approach may be politically feasible as it does not require significant changes. However, it does not provide a long-term solution to the backlog issue. The status quo may also lead to a loss of trust in the immigration system. Overall, this option is not sustainable in the long run.

### *Premium Processing Expansion*

Second, premium processing expansion. Expanding the premium processing option to include more types of visa applications and reducing the fee to make it more accessible to low-income applicants. This would allow more applicants to expedite their cases, potentially reducing the backlog for those who can afford it. However, it may not be a comprehensive solution for all applicants. The expansion of premium processing could create a two-tier system where wealthier applicants receive preferential treatment. To address this disparity, a sliding scale fee or subsidies for low-income applicants could be considered. This option may gain support from those who benefit from faster processing but lose support from those who see it as inequitable. Implementing financial assistance programs could mitigate this issue. The expansion of premium processing may also increase the administrative burden on immigration agencies. Overall, this option provides a partial solution to the backlog issue.

### *Increasing Visa Quotas*

Third, increasing visa quotas or increasing the total number of immigrant visas issued per year across all categories. This would help address the demand-supply imbalance and gradually reduce the backlog. However, this solution faces significant political challenges, as previous attempts to increase the annual cap have not passed in Congress. Increasing visa quotas would benefit a large number of applicants, especially those from high-demand countries. This option is more equitable as it benefits a broader range of applicants. However, it may strain immigration processing resources and infrastructure. Increasing funding and resources for immigration agencies could help manage this strain. This option may gain support from immigrant communities and advocacy groups but face opposition from those concerned about increased immigration. Political feasibility is low, and there may be significant resistance in Congress. Overall, this option provides a comprehensive solution to the backlog issue but faces significant challenges.

### *Eliminating or increasing per-country quotas*

Fourth, eliminating or increasing per-country quotas. Removing or increasing the per-country caps to allow countries with high demand to be shuffled into a single queue, prioritizing adjudication based on the date of filing rather than nationality. This would help reduce the backlog for countries with large populations and high demand, such as India, China, and Mexico. However, this solution also faces political challenges and may require significant legislative changes. Eliminating or increasing per-country quotas would lead to a more equitable distribution of visas. This option directly addresses the disparity caused by country-based quotas. However, it could lead to longer wait times for applicants from countries with lower demand. Implementing a balanced approach to ensure fair distribution could help. This option may gain support from high-demand countries but lose support from low-demand countries. Political resistance and potential legal challenges are significant risks. Overall, this option provides a targeted solution to the backlog issue but faces significant hurdles.

### *Incremental Reforms*

Fifth, incremental reforms. Implementing small, incremental changes over time to address the backlog. This could include measures such as hiring more immigration judges, increasing funding for immigration agencies, and improving processing efficiency through technology and automation. These small steps could collectively make a significant impact on reducing the backlog without requiring major legislative changes. Incremental reforms provide a balanced approach that is both achievable and politically feasible. While it may not provide immediate relief, it allows for continuous improvement and adjustment. This option is generally equitable and can be adjusted as needed. Continuous monitoring and adjustment can help address any emerging disparities. Incremental changes may not be enough to address the backlog quickly. Overall, this option provides a sustainable and equitable solution to the backlog issue.

### *Lottery System*

Finally, a lottery system for high-demand visas. Implementing a lottery system for high-demand visas, similar to the H-1B visa lottery. This would randomly select applicants from the pool of eligible candidates, providing a fair and transparent method for allocating visas. While this approach may not reduce the overall backlog, it could help manage the demand more effectively and provide a sense of fairness to applicants. The lottery system would benefit applicants from high-demand countries by providing an equal chance of selection. However, it may not address the root causes of the backlog. Implementing a lottery system could also lead to increased uncertainty for applicants. This option may gain support from those who see it as a fair method of allocation but face opposition from those who prefer a merit-based system. The lottery system may also increase the administrative burden on immigration agencies. Overall, this option provides a fair and transparent method of allocation but does not provide a comprehensive solution to the backlog issue.

### *Recommended Solution*

The recommended option is incremental reforms because of achievability, balanced approach, equitability, and adaptability. Incremental reforms involve gradual changes that can be realistically implemented over time. Unlike sweeping overhauls, they are politically feasible and garner support from various stakeholders. By avoiding drastic measures, incremental reforms prevent overwhelming the system. They allow for continuous improvement and adjustment, ensuring long-term sustainability. Additionally, although incremental reforms don't provide immediate relief, they offer a steady path toward reducing the backlog. Also, these reforms benefit all visa applicants. They avoid creating a two-tier system or favoring specific groups, promoting fairness and equity. Finally, incremental changes can be tailored to address emerging issues. Continuous monitoring ensures adjustments as needed, making them adaptable to changing circumstances.

## **Conclusion**

The U.S visa backlog represents a significant challenge rooted in a complex intersection of high demand, outdated policies, and systemic inefficiencies. This backlog, which has been made worse by country-based quotas and limited visa caps, has led to prolonged wait times, family separations, economic losses, and strain on the immigration system. Historical precedents, such as the Immigration Act of 1990, have set in motion a backlog that has only worsened over time, affecting millions of individuals and families. The impacts of this backlog are severe, extending beyond emotional distress to tangible economic setbacks, including job losses, reduced entrepreneurial activity, and hindered economic growth. Proposed solutions, including maintaining the status quo, expanding premium processing, increasing visa quotas, and reforming per-country caps, each come with its own set of advantages and challenges. Incremental reforms, however, stand out as the most practical and balanced approach, offering a path to gradual improvement without overwhelming the system. This approach includes increasing funding, enhancing processing efficiencies, and leveraging technology to streamline operations. Incremental reforms ensure a more equitable and adaptable system, addressing both immediate needs and long-term sustainability. By pursuing these reforms, the U.S. can alleviate the backlog, restore trust in the immigration system, and better support the economic and social integration of immigrants. Ultimately, tackling the visa backlog requires a commitment to thoughtful, incremental changes that balance competing interests and promote a fair and efficient immigration process.

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