

GAO

Briefing Report to the
Honorable Paul Simon
United States Senate

July 1986

IMMIGRATION

Marriage Fraud: Controls in Most Countries Surveyed Stronger Than in U.S.



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United States
General Accounting Office
Washington, D.C. 20548

General Government Division

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July 14, 1986

The Honorable Paul Simon
United States Senate

Dear Senator Simon:

This briefing report responds to your February 4, 1986, request that we survey other countries to determine what controls they use to prevent immigration marriage fraud. Marriage fraud occurs when an alien enters into marriage with a citizen, without the intent of establishing a life together, to improperly obtain immigrant status and related benefits. You stated that evidence presented at a July 26, 1985, hearing on marriage fraud before the Senate Subcommittee on Immigration and Refugee Policy suggests that aliens are widely abusing the provision in current law that grants immigrant status to an alien who marries a U.S. citizen. You indicated that knowing other countries' procedures to combat marriage fraud would be helpful in congressional deliberations of proposed legislation to curb immigration marriage fraud in the United States.

We briefed your office on the results of our survey on June 5, 1986. This report summarizes the information presented at the briefing concerning 12 countries' controls for preventing immigration marriage fraud.

BACKGROUND

The Immigration and Nationality Act of 1952, as amended, limits the number of immigrant visas that can be issued annually to 270,000, with no more than 20,000 from any one country. The act also imposes limitations by category as to the type of immigrant to be admitted. As a result, aliens in oversubscribed categories from some countries may have to wait as long as 15 years before receiving an immigrant visa. However, for family reunification purposes, the act exempts immediate relatives of U.S. citizens from the numerical restrictions on visas. Thus, alien spouses do not have to wait for a visa like many other immigrant applicants. Similarly, the act permits the alien fiance(e) of a U.S. citizen to obtain an immigrant visa without regard to numerical restrictions.

At the Subcommittee's July 26, 1985, congressional hearing, the Commissioner of the Immigration and Naturalization Service (INS) testified that there has been a large increase in recent years in the number of alien spouses obtaining immigrant status. INS estimates that of the 149,296 aliens who entered the United States as spouses in fiscal year 1984, nearly 30 percent were involved in suspect marital

relationships. The Commissioner also stated that marriage fraud now poses a significant threat to the integrity of our country's immigration laws.

In addition, INS data shows that while total immigration to the United States dropped 5.2 percent from 601,442 in fiscal year 1978 to 570,009 in fiscal year 1985, the number of immigrants acquiring status as the spouses of U.S. citizens increased 59 percent--from 78,057 to 124,093. Thus, in fiscal year 1978, immigrants acquiring status as the spouses of U.S. citizens were nearly 13 percent of total immigrants; in fiscal year 1985 they were nearly 22 percent.

INS Testimony Cites Several Problems
With U.S. Immigration Law

At the Subcommittee's hearing, the Commissioner of INS cited the following problems with the Immigration and Nationality Act regarding marriage fraud:

- The act, as interpreted by the courts, does not require that the marriage be viable at the time the alien applies for permanent residence on the basis of a marriage to a U.S. citizen; nor does it require the alien to have been married for a certain period of time to qualify for permanent residence. The law requires only that the alien fiance(e) enter into a valid marriage within 90 days after arrival.
- The act does not require an alien attempting to obtain a fiance(e) visa to have personally met the U.S. citizen. Thus, the Commissioner stated that U.S. citizens can legitimately petition for "mail order brides advertised in magazines and tabloids sold at the checkout lines of supermarkets."
- The act prohibits the approval of a visa petition for any alien who has previously obtained immigrant status based on a fraudulent marriage. However, the prohibition does not apply to an alien who was caught attempting to enter into a fraudulent marriage with a U.S. citizen.

Legislation Proposed to Curb
Immigration Marriage Fraud

On April 8, 1986, S. 2270 was introduced to amend the Immigration and Nationality Act to curb immigration marriage fraud. The bill would require the following:

- The alien spouse must fulfill a 1 year conditional residence status before being granted permanent resident status. To qualify at the end of the 1-year period, the alien must establish to the satisfaction of the Attorney General that, among other things, the marriage is still valid as evidenced by

(1) cohabitation, (2) joint ownership of property, (3) filing of joint tax returns, or (4) other relevant evidence.

--The couple must meet in person before a fiance(e) visa is approved, except in cases where the Commissioner of INS determines that a waiver is warranted.

--Aliens who attempt to commit marriage fraud would be excluded from the United States whether or not their plans succeed.

SCOPE AND METHODOLOGY

To obtain information on other countries' controls for preventing marriage fraud, we developed a questionnaire which we sent to the following 12 countries:

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|---|-----------------|
| 1. Australia | 7. Italy |
| 2. Canada | 8. Japan |
| 3. Denmark | 9. Mexico |
| 4. Federal Republic of
Germany (FRG) | 10. Spain |
| 5. France | 11. Sweden |
| 6. Great Britain | 12. Switzerland |

We selected these countries based on their potential for providing insights into the marriage fraud problem. In selecting the countries, we had discussions with your office, INS officials, and Mr. David North, an individual knowledgeable in immigration matters.

To expedite collection of the information, U.S. embassy officials in the 12 countries administered our questionnaire by conducting structured interviews with the appropriate foreign government officials. Where necessary, U.S. embassy personnel had to translate the questions and the foreign government officials' responses. As a result, we did not directly control the accuracy of the data collected. Also, in the interest of time, we did not (1) independently examine the countries' laws, regulations, or policies; (2) examine INS records to determine to what extent, if any, marriage fraud is a problem in the United States; or (3) determine what impact S. 2270, if enacted, would have on marriage fraud. Our survey was performed during the period March to June 1986.

To compare other countries' marriage fraud controls to those used in the United States, we asked the INS Deputy Assistant Commissioner for Adjudications to complete our questionnaire. Appendix I compares the United States' response and the other countries' responses to key questions. Appendices II through XIII provide a more detailed

discussion of individual country's responses. Appendix XIV is a copy of the questionnaire showing cumulative responses to questions and the United States' responses.

SUMMARY

Most of the countries surveyed have stronger controls to prevent marriage fraud than does the United States. For example, five of the six countries that reported marriage fraud was a great or moderate problem also reported that they require alien spouses to fulfill a conditional residency requirement before being granted immigrant (or resident) status--Great Britain, the FRG, France, Italy, and Sweden. (The United States responded that marriage fraud is a very great problem and there currently is no conditional residency requirement.) Two other countries that reported marriage fraud was less of a problem than those countries mentioned above had also imposed conditional residency requirements--Denmark and Japan. Thus, of the 12 countries, 7 required aliens to fulfill some form of conditional residency period that ranged from 3 months in France to 10 years in Japan.

In three of the 12 countries the alien fiance(e) is required to have personally met the future spouse before a visa can be approved--Great Britain, Australia, and Denmark. (The United States does not have a similar requirement.) In addition, in 5 of the 12 countries there are penalties for aliens who attempt to procure immigrant status by marriage fraud. For example, in Japan aliens caught attempting to enter into a fraudulent marriage are put on a "black list" to prevent future attempts at obtaining a visa. (The United States does not have a similar penalty.)

Six countries reported that before immigrant status is granted, the couple has to prove that the marriage was not entered into fraudulently. Examples of evidence included proof of cohabitation, joint ownership of property, and joint tax returns. (In the United States, however, the only evidence required is the marriage certificate. The burden of proof is on INS to prove the marriage was entered into fraudulently.) Six countries reported that the marriage participants are required to notify government officials if the marriage is terminated--Canada, France, Mexico, the FRG, Japan, and Switzerland. In Canada, the notification requirement only applies to the period before permanent residency is granted. In one other country--Denmark--separate notification by the alien is not necessary because a government entity administers the divorce proceeding and will notify the appropriate immigration authorities. (In the United States, there is no similar notification requirement.)

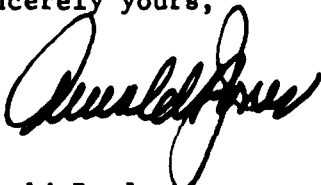
The countries surveyed considered the following to be the most effective ways used to control immigration marriage fraud: conditional residency requirement (four countries); interviews with marriage participants (four countries); and field investigations (three countries). (The United States cited (1) interviews with marriage participants, (2) field investigations, and (3) training to identify

fraudulent documents as the most effective methods currently used to control marriage fraud.)

As requested by your office, we did not obtain official comments on this briefing report from the Immigration and Naturalization Service, the Department of State, or the governments of the countries that responded to our questionnaire. Also, as arranged with your office, unless you publicly announce its contents earlier, we plan no further distribution of the report until 30 days after its issue date. At that time, we will send copies to the Commissioner of the Immigration and Naturalization Service, the Secretary of State, and the embassies of the countries that responded to our questionnaire. Copies will be made available to others upon request.

If there are any questions regarding the contents of this briefing report, please call me at (202) 275-8389.

Sincerely yours,

A handwritten signature in black ink, appearing to read "Arnold P. Jones". The signature is written in a cursive style with a large, looping initial "A".

Arnold P. Jones
Senior Associate Director

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COUNTRIES' RESPONSES TO SELECTED

GAO QUESTIONS

COUNTRY	QUESTION #12	QUESTION #19	QUESTION #17	QUESTIONS #13-14	QUESTION #9	QUESTION #18	QUESTION #26
	Is an Alien Spouse Required to Fulfill a Conditional Residency Requirement? How Long?	How Much Of a Problem is Marriage Fraud in your Country?	Are There Penalties for Aliens Attempting to Procure Immigrant Status by Marriage Fraud?	Does a Couple Have to Prove That Marriage Was Not Fraudulent? What Evidence is Required?	Does The Alien Fiance(e) Have to Meet the Future Spouse Before Visa is Approved?	Is the Couple Required to Notify the Government If The Marriage is Terminated?	What Are the Most Effective Ways to Control Marriage Fraud?
Australia	No	Some problem	No	No, except suspicious cases where evidence of intent to live together may be required.	Yes	No	Law does not grant alien spouses automatic entitlement to residence.
Canada	No	Some problem	No, except for refusal of immigrant visa.	Yes.	No	Yes, but only if marriage is terminated before application for immigrant status is finalized.	Interviews with marriage participants.
Denmark	Yes. (1 year and 10 months)	Little or no problem	Yes	Yes, must produce evidence of cohabitation.	Yes	No, the government entity that administers the divorce proceeding notifies the appropriate authorities	a) Conditional residency requirement. b) Cohabitation declaration. c) Possible Police field investigation.
France	Yes. (3 months)	Moderate problem	No	No	No	Yes, but only a citizen spouse.	None cited.
Federal Republic of Germany	Yes. (8 years)	Great problem for aliens from certain countries	No, except for prosecution under other acts (fraud).	No, but couple must register with police as living at same address.	No	Yes.	Field investigations.

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Great Britain	Yes. (1 year)	Moderate problem	Yes	Yes, statement from sponsor	Yes	No	a) Interviews with applicant. b) Officials can refuse suspicious applications. c) Conditional residency requirement.
Italy	Yes. (Residence permit for foreigners must be renewed annually.)	Moderate problem	No	No	No	No	Field Investigations.
Japan	Yes (10 years)	Some problem	Yes, black-listed for future visa purposes.	Yes, joint bank accounts.	No	Yes, must show divorce is recorded on family register	10 year conditional residency requirement.
Mexico	No	Some problem	Yes	Yes	No	Yes	Interviews with participants.
Spain	No	Little or no problem	No	No	No	No	None cited.
Sweden	Yes. (2 years)	Moderate problem	No	Yes, must produce evidence of co-habitation	No	No	a) Conditional residency requirement. b) Obligation to obtain residence permit before entering country.
Switzerland	No	Moderate problem	Yes, deportation	No	No	Yes	Interviews with participants.
United States	No	Very great problem	Yes, alien may be subject to prosecution for fraud. (However, law does not prohibit the approval of a marriage petition.)	Yes. However, the only evidence required is the marriage certificate. The burden of proof is on INS to prove the marriage was entered into fraudulently.	No	No	a) Interview with marriage participants. b) Field investigations. c) Training to identify fraudulent documents.

AUSTRALIA

Australia reported that it permits the temporary entry of an alien fiance(e) for the purpose of marrying a citizen or permanent resident alien. The marriage ceremony usually must take place within 3 months after the alien enters the country. Normally, the alien fiance(e) must have personally met the spouse before a visa can be approved.

Under Australia's law, aliens who enter into legally valid marriages with citizens or permanent resident aliens are eligible to apply for a residence permit. Before granting the permit to an alien who is in Australia illegally, government officials will interview both the alien and the spouse. However, if the alien has a valid entry permit an interview would not normally be regarded as necessary. In most cases, the couple does not have to prove that the marriage was not entered into fraudulently. However, if the approving officer has suspicions, an in-depth investigation would be made and evidence sought to determine that the marriage had been lawfully contracted and the parties genuinely intend to continue living together. The investigation could include reference to other government agencies, associates of the couple, and family. No specific requirement exists for the marriage participants to notify government officials if the marriage is terminated.

If government authorities can demonstrate that the alien fraudulently entered into the marriage for the sole or dominant purpose of obtaining permanent residence, approval of the residence permit would probably be withheld. Officials give little weight to a marriage when the alien is in the country illegally and/or is subject to deportation. In addition, if fraud or bigamy is found, the alien may also be subject to prosecution under other statutes.

Australia's immigration law has penalties for aliens who actually obtained immigrant status through a fraudulent marriage. If the alien participant in a fraudulent marriage was an illegal immigrant, he or she can be deported and banned from re-entry for 5 years. The alien may request a reduction in the ban, and if sufficient cause is established, the term may be reduced at the discretion of the government official. Penalties for citizen participants in fraudulent marriages are unlikely. However, if the marriage and any of the immigration-related events surrounding it involved obstruction, hindrance, deception, or the misleading of the minister or an officer in the exercise of power or the performance of duties, a \$1,000 fine or imprisonment for 6 months can be imposed for citizens, residents, and aliens.

Australia reported it is unable to estimate what percentage of all marriages involving aliens are suspected to be fraudulent, and it is not known if fraudulent marriages have increased or decreased in recent years. However, Australia considers marriage fraud to be somewhat of a problem. Australia has little knowledge of fraudulent marriages outside those revealed to it or detected by officials before resident status is granted. Most cases come to the government's attention when the Australian citizen/resident spouse complains to the government.

Within the last 2 years, no new legislation to deal with marriage fraud has been enacted and no new legislation is pending. Australia considers its most effective means of controlling immigration marriage fraud to be

- not granting an alien spouse automatic entitlement to residence (the alien is only entitled to apply),
- giving little weight to a marriage when the alien is in the country illegally and/or is subject to deportation, and
- prosecution of marriage fraud participants.

Australia reported it could enhance its ability to control marriage fraud through further legislative sanctions and toughening of policy.

CANADA

In Canada, an alien fiance(e) is permitted temporary entry for the purpose of marrying a citizen or permanent resident alien. The marriage ceremony is required to be completed within 90 days after the alien enters the country. There is no requirement that the alien fiance(e) meet the future spouse before approval of a visa. Visa officers have the authority to refuse a visa if a potential marriage fraud is suspected.

Canada (1) grants immigrant status to alien spouses of citizens and permanent resident aliens, and (2) prohibits aliens from fraudulently entering into marriage with a citizen or permanent resident alien for the purpose of obtaining immigrant status. Before granting immigrant status, government officials interview both parties. Each partner is questioned individually for the purpose of noting significant differences in their answers. Canada seldom manages to get a partner to admit that they have married for the sole purpose of facilitating permanent admission since those involved seem very well prepared for the questions. Canadian officials stated that some aliens may have threatened their spouses and the element of fear may be present in some cases. As possible indicators of marriage fraud, the officials consider the following factors during the interview:

- evidence of previous illegal immigration activity, such as visitor overstay, deportation, etc.;
- difference in ages between the citizen or permanent resident alien sponsor and the alien applicant;
- an alien's lack of knowledge about the sponsor;
- inconsistencies in the stories related by the sponsor and the applicant;
- marriages among close relatives;
- "cross-cultural" marriages;
- female fiancées with children from a previous marriage;
- immigration fraud committed by other members of the applicant's or sponsor's family; and
- remarriages, especially within the former spouse's family.

An alien is not required to fulfill a conditional residency period before being granted immigrant status. However, the couple does have to prove that the marriage was not entered into

fraudulently. Evidence such as joint bank accounts, residential lease or mortgage, joint ownership of property, or joint tax returns can be considered by immigration officials as proof that a valid marriage exists. However, aliens are not required by law to present such evidence.

Other efforts made by government officials to determine fraudulent marriages include home visits and telephone inquiries to determine if the couple is living together. Canadian immigration regulations define marriage to mean the matrimony recognized as a marriage by the laws of the country in which it took place, but the regulations do not include any matrimony in which one party to that matrimony became, at any given time, the spouse of more than one living person. If the marriage is terminated before permanent admission to Canada has been granted, the marriage participants must notify government officials of the termination.

In 1984, the most recent year for which data was available, 17,569 persons acquired immigrant status as spouses of citizens or permanent resident aliens. Canada reported that immigration marriage fraud is somewhat of a problem and the problem has remained about the same from 1981 to 1985. Historically, a small but ongoing problem is associated with persons who have sought to abuse the family reunification provisions in Canada's laws by entering into forms of marriage to gain permanent admission. The "marriage of convenience" route for gaining permanent admission to Canada will continue to remain attractive to some persons who would not otherwise be able to obtain permanent residence.

During the 6-month period April to October 1983, Canada identified 36 instances of marriages of convenience through the admitted statements of one or both parties to the marriage. An additional 256 instances of suspected abuse were also detected. Canada reported that this represents 11.7% of all spousal applications examined during the time period in question. Canadian officials stated that they believe this figure is still reflective of today's situation.

Citizens, permanent resident aliens, and aliens who knowingly enter into a fraudulent marriage can be fined or imprisoned. In addition, aliens can be deported. No specific penalties exist for aliens who attempt but are unsuccessful in procuring immigrant status by marriage fraud.

Currently, no new legislation on marriage fraud is pending. However, a 1983 court decision resulted in a new regulation being issued in 1984. The decision of the Federal Court of Canada in September 1983 held that according to the

then current regulation "... a visa officer was not entitled to look behind a marriage to ascertain the purpose for which it was entered...(and that)... a visa officer has no capacity to refuse a visa simply on the basis of his view as to the bona fides of the parties to the marriage." Canada reported that this ruling precluded its officers from refusing an application simply because it was a marriage of convenience. As a result of the court ruling, officers had to be governed by the definition of spouse in the immigration regulations and that if the marriage is legally valid and accepted, they must consider that a spousal relationship exists regardless of any judgements by the officer as to the intent or motives of the parties to the marriage. As a result of this judgement, a new regulation was drafted which went into effect on April 1, 1984. The regulation provides that a spouse who entered into marriage primarily as a means of gaining admission to Canada as a member of the family class is not eligible for sponsorship and a fiance(e) who has become engaged primarily for the same purpose may not be issued an immigrant visa.

Canada considered its visa officers' interviewing skills to be the most effective method for controlling marriage fraud. What constitutes intent to circumvent immigration laws is a subjective determination and varies from case to case. This complicates the development of controls or sanctions. Prosecutions in these cases are rare without the collaboration of one of the persons involved.

DENMARK

Danish immigration law, which is based on the Danish Alien Act of June 8, 1983, permits the temporary entry of an alien fiance(e) for the purpose of marrying a citizen or permanent resident alien. The alien fiance(e) may be granted a residence permit for a period totalling 6 months. This permission will not be extended if the marriage ceremony has not been completed within this time limit. Denmark requires the alien fiance(e) to have personally met the future spouse before a visa can be approved.

Under Denmark's conditional residency requirement, an alien can receive a 1-year residence permit, if he or she:

- had previously been a Danish National; or
- cohabitates at a shared residence, either in marriage or in regular cohabitation of prolonged duration, with a person permanently residing in Denmark; the married couple may be heterosexual as well as homosexual.

After 1 year both parties are interviewed by the police again. If the couple still meets Danish requirements, the alien spouse will be granted an extension for a period of 10 months. If all requirements are still met after this period, then an unlimited residence permit will be granted the alien.

Denmark requires that the alien spouse apply in person for the residence permit and produce evidence of cohabitation. The police interview both parties and require them to sign a declaration during their interview stating that "we since the date of our marriage have lived and still live a normal married life in our joint home at the address mentioned below."

If a fraudulent marriage is suspected, the police will conduct an unannounced investigation of the joint residence. The marriage participants are not required to notify government officials if the marriage is terminated. However, the appropriate Danish authorities who terminate the marriage will notify immigration officials whenever a marriage is dissolved between a Danish national or permanent resident and an alien.

Danish immigration laws do not specifically contain penalties for participants in fraudulent marriages. However, its penal code imposes penalties (monetary fine and imprisonment) for anyone making false statements.

Denmark does not have statistics available on (1) how many aliens acquire immigrant status as spouses of citizens or permanent resident aliens or (2) what percentage of all

marriages involving aliens are suspected to be fraudulent. Although Denmark reported that marriage fraud is little or no problem, officials believe the number of such marriages has increased between 1981 and 1985.

Denmark has not enacted any new legislation on marriage fraud within the last 2 years, and no new legislation is currently pending. The most effective ways currently used to control marriage fraud were considered to be the (1) declaration of cohabitation, (2) the series of personal interviews with the couple over a 1 year and 10 month initial residency period, and (3) the possibility of a police check at the joint residence.

FEDERAL REPUBLIC OF GERMANY

The Federal Republic of Germany (FRG) permits an alien fiance(e) to enter the country temporarily for the purpose of marrying a citizen or permanent resident alien. The marriage must occur within the normal tourist visa duration of 3 months, although exceptions are made. The alien fiance(e) does not have to personally meet the future spouse before the visa can be approved.

The FRG reported that aliens who marry citizens or permanent resident aliens must fulfill a 3 year conditional residency period before being granted a permanent resident permit. Five years after receiving this permit, the alien spouse may apply for the right, as opposed to permission, to reside in the FRG. The FRG reported that this right to reside corresponds to "immigrant status" in the United States.

In the FRG, government officials do not interview the couple before granting immigrant status. Also, the couple does not have to prove that the marriage was not entered into fraudulently. However, they must show that they are both registered with the police as living at the same address. In addition, the FRG requires the marriage participants to notify government officials if the marriage is terminated. In such cases, if the alien complies with FRG law and notifies the local police of a change in address, police are required to notify the Foreigners Office of the fact that a German-alien couple are no longer cohabitating. If a case worker suspects a fraudulent marriage, he can require that a confidential field investigation be made. Proof that a civil marriage (not a religious marriage) exists and that the couple have lived together after marriage are the essential criteria used to define a marriage for immigrant purposes.

In the FRG, none of the usual benefits derived from marriage will accrue to partners in a fraudulent marriage. In addition, aliens who obtained immigrant status through a fraudulent marriage can have their residence permits revoked. If such an alien cannot otherwise qualify for a residence permit, the alien will be granted voluntary departure. Since participation in marriage fraud by a citizen or permanent resident alien is not, per se, a criminal act under FRG law, any penalty for such participation would have to be imposed under laws for other crimes such as general fraud, extortion, or blackmail. The local district attorney's office, on the recommendation of the Foreigners Office, will decide whether to prosecute. Local practice and diligence in enforcing these laws varies greatly from jurisdiction to jurisdiction. In recent years, only two cases are believed to have been referred to the

district attorney's office in the city of Bonn. Neither case is believed to have resulted in a penalty being imposed.

The FRG does not have data available on (1) the number of aliens who acquired immigrant status as spouses of citizens or permanent resident aliens, or (2) the percent of all marriages involving aliens suspected to be fraudulent. Nevertheless, the FRG reported that immigration marriage fraud is a great problem only for aliens of certain nationalities. Marriage fraud seems to be especially popular with aliens from India, Pakistan, Bangladesh, and, to a lesser extent, Syria and Turkey. Citizens of these countries seem to regard a fraudulent marriage as their last chance to remain in the FRG after all other avenues to residence, including political asylum, have failed. The FRG notes that since 1981 the number of fraudulent marriages has increased as the success-rate of political asylum applications has decreased.

Within the last 2 years, the FRG has not enacted any new legislation to deal with marriage fraud, and it has no legislation pending. The most effective means of controlling marriage fraud is reported to be the increased use of field investigations of suspected cases. The FRG reported its ability to further control immigration marriage fraud could be enhanced by adding or increasing penalties, such as prison sentences or fines for participants and/or deportation for aliens.

FRANCE

France permits an alien fiance(e) to enter the country for the purpose of marrying a citizen or permanent resident alien, and it does not require that the marriage ceremony be completed within a specific time period after entry. France also does not require the alien fiance(e) to personally meet the future spouse before a visa can be approved.

Before France will grant immigrant status to alien spouses of citizens and permanent resident aliens, it requires the alien spouse to fulfill a 3 month conditional residency period. French officials will interview the couple only if the alien is marrying a government official or member of the professional military. The couple is not required to prove that the marriage was not entered into fraudulently. Proof of a civil ceremony is the only criterion France uses to define "marriage" for purposes of granting immigrant status. Only French citizens are required to notify government officials if the marriage is terminated.

France reported that it does not penalize aliens, permanent resident aliens, or citizens who knowingly participate in a fraudulent marriage (or attempt to participate). However, legislation regarding marriage fraud will be introduced in the near future.

In 1983, 8,652 aliens acquired immigrant status as spouses of French citizens and 7,390 aliens acquired such status through marriage to permanent resident aliens. Immigration marriage fraud was considered to be a moderate problem in France. Due to current unfavorable economic conditions, great numbers of aliens are not entering into fraudulent marriages to obtain immigrant status. French officials suspect less than 5 percent of all marriages involving aliens are fraudulent and that the estimated number of fraudulent marriages has remained about the same from 1981 to 1985.

GREAT BRITAIN

Great Britain permits the temporary entry of an alien fiance(e) for the purpose of marrying a citizen or permanent resident alien, and the marriage ceremony must take place within 3 months after the alien enters the country. Great Britain also requires the alien fiance(e) to have personally met the future spouse before the visa can be approved.

Great Britain requires alien spouses of citizens or permanent resident aliens to fulfill a 1 year conditional residency period before being granted immigrant status. Government officials will always interview the alien applicant and also the spouse, if he or she is in a country other than Great Britian. A statement from the sponsor is considered as proof that the marriage was not entered into fraudulently. If a fraudulent marriage is suspected, government officials conduct home visits and other investigations. British officials use (1) cohabitation after marriage and (2) proof of civil or religious ceremony to define marriage for purposes of conferring immigrant status. If the marriage is terminated, Great Britain does not require the marriage participants to notify government officials.

Aliens who obtain immigrant status as a result of a fraudulent marriage are prohibited from obtaining permanent residence for 5 to 6 years or obtaining a nonimmigrant visa for 3 years, and they are also subject to deportation. There are also penalties for aliens who attempt to procure immigrant status by marriage fraud. Although the act itself contains no criminal prosecution provision, citizens, permanent resident aliens, and alien spouses can also be fined or incarcerated if convicted of perjury. Permanent resident aliens can also be deported.

In 1985, Great Britain reported that 25,000 aliens acquired immigrant status as the spouses of citizens or permanent resident aliens. Immigration marriage fraud is considered to be a moderate problem. Approximately 5 percent of all marriages in 1985 involving aliens are suspected to be fraudulent, and the level of fraudulent marriages is believed to have remained about the same from 1981 to 1985. Great Britain reported that while many marriages involving aliens from South Asia may be arranged primarily to ease entry into the country, the parties usually do stay together.

Within the last 2 years, Great Britain has not enacted any new legislation to deal with marriage fraud. However, pending legislation would (1) not allow brides under age 16 to be admitted as immigrants and (2) not recognize polygamous marriages for immigration purposes. Currently, Great Britain's

most effective methods to control marriage fraud are (1) interviews with the applicants, (2) discretion of interviewing officers to refuse suspicious applications, and (3) the 1 year probation period. The only way that was suggested that Great Britain could further enhance its ability to control marriage fraud would be to require more evidence of the validity of the marriage at the end of the probationary period.

ITALY

Italy permits the temporary entry of an alien fiance(e) for the purpose of marrying a citizen, and the alien fiance(e) is not required to have personally met the future spouse before a visa can be approved. The period of time within which the marriage participants are required to complete the marriage ceremony is at the discretion of the consul. All marriages in Italy are presumed valid, and government officials do not conduct a personal interview with either party.

Italy reported that it has no status comparable to the United States' immigrant status or permanent resident status. In Italy, a person is either a citizen or a foreigner. Foreigners living in Italy must obtain a resident permit, which is renewable each year, regardless of how many years a person lives in Italy or for what purpose. (For purposes of the chart in app. I, we consider Italy's requirement that alien spouses annually renew their residence permits as the equivalent of a conditional residency requirement.)

Italy reported it does not have penalties for citizens and aliens who attempted or successfully participated in a fraudulent marriage. (However, an alien participant in marriage fraud would presumably not have his or her annual residence permit renewed.) Immigration marriage fraud is viewed in Italy as a moderate problem. People who flee their countries and are unable to acquire refugee status sometimes attempt to regularize their status by entering into fraudulent marriages.

No new legislation to control marriage fraud is pending and none has been enacted in the last 2 years. It is believed that spot investigations of suspicious cases are Italy's most effective means to control marriage fraud. Since all marriages are presumed valid, Italy reported its ability to control marriage fraud could be enhanced only through the implementation of stricter alien entry controls.

JAPAN

Japan permits the temporary entry of an alien fiance(e) for the purpose of marrying a citizen or permanent resident alien. However, the alien is not issued a specific fiance(e) visa, but rather a short term visitor's visa. Japan does not require that either the marriage ceremony be completed within a specific time period after the alien enters the country, nor that the alien fiance(e) have personally met the future spouse before a visa can be issued. However, the consular officer does have the discretionary authority to refuse the visa. A Japanese citizen living abroad must bring the prospective alien spouse before a Japanese consular officer before they marry. Through an interview, the consul attempts to determine if the proposed marriage is valid. Consulate employees may also visit the couple's neighborhood to investigate. Failure of a Japanese citizen to comply with those procedures results in the consulate's declining to inscribe the alien spouse on the citizen's family register.

Under Japan's conditional residency requirement for granting immigrant status, alien spouses are initially given renewable temporary residence permits for periods of 3, 6, 12, or 36 months. The alien is interviewed each time he or she applies for a renewal of the permit. Proof of joint bank accounts and inspections by the police are used to determine if the marriage is valid.

At the end of 10 years, the alien may be granted permanent resident status if government officials are satisfied the marriage is valid. Spouses of Japanese citizens or permanent resident aliens are authorized to work and also receive the same health and welfare benefits as Japanese citizens.

For the purpose of conferring immigrant status, Japan uses the following criteria to define marriage:

- cohabitation after marriage,
- consummation of the marriage,
- sharing a common language, and
- proof of a civil or religious marriage.

If the marriage is terminated, Japan requires that the couple must show that the divorce is recorded on the family register.

Japan reported that in 1984, 3,243 alien spouses and children of Japanese citizens acquired temporary residence permits, while 3,238 acquired such permits as a result of

marriages to Japanese permanent resident aliens. Immigration marriage fraud is considered to be somewhat of a problem in Japan. Approximately 1 percent of all marriages are suspected of being fraudulent, and the level of such marriages is believed to have increased from 1981 to 1985.

In Japan, aliens caught attempting to enter into a fraudulent marriage are put on a "black list" to prevent future attempts at obtaining a visa. Aliens who obtain immigrant status as a result of marriage fraud are subject to

- prohibition from lawful permanent residence for at least 1 year,
- prohibition from obtaining a nonimmigrant visa for at least 1 year,
- a monetary fine, and
- incarceration.

Japanese immigration law contains no penalties for either citizens or permanent resident aliens who knowingly enter into a fraudulent marriage. However, offenders may be prosecuted under the penal code if it is determined that fraud for personal gain has occurred. In practice, this is rarely done.

Within the last 2 years, no legislation to deal with marriage fraud has been enacted, and no new legislation is pending. Japan considers its 10 year conditional residency requirement as the most effective method used to control marriage fraud. Japan reported that it could enhance its ability to further control immigration marriage fraud by increasing the Immigration Bureau's manpower and technology.

MEXICO

Mexico does not permit the temporary entry of an alien fiance(e) for the purpose of marrying a citizen or permanent resident alien. Therefore, no requirement exists that (1) the marriage ceremony be completed within a specific time period or (2) the alien fiance(e) personally meet the future spouse before a visa can be approved.

Mexico grants immigrant status to alien spouses of citizens and permanent resident aliens and prohibits aliens from fraudulently entering into marriage with a citizen or permanent resident alien for the purpose of obtaining immigrant status. Before granting immigrant status, government officials will conduct a personal interview with one or both parties only when suspicious of the validity of the marriage. Mexican officials may also interview neighbors, any children of the union, and relatives. An investigation will occur if an alien spouse, already in Mexico, requests a change of visa status to become a permanent resident alien. Although an alien spouse is not required to fulfill a conditional residency requirement before being granted immigrant status, in suspicious cases the couple is required to prove that the marriage was not entered fraudulently.

Mexico's criteria to define marriage for the purpose of conferring immigrant status include

- cohabitation after marriage;
- consummation of the marriage;
- sharing a common language;
- proof of a civil marriage (a religious ceremony is not recognized as a legally valid marriage); and
- in some cases, the testimony of neighbors.

Mexico requires a divorcing couple and the divorce judge to send written notification of the divorce to the Department of Interior. The judge also sends a copy of the divorce decree to the National Foreigners Registry Office.

For aliens who obtained immigrant status as a result of a fraudulent marriage, Mexico's penalties include

- prohibition from lawful permanent residence (time period not stated);

- indefinite prohibition from obtaining a nonimmigrant visa;
- monetary fine of 5,000 pesos (approximately 10 U.S. dollars as of May 1986);
- incarceration for 5 years; and
- deportation.

Mexico's penalties for citizens and permanent resident aliens who knowingly enter into fraudulent marriage for the purpose of helping an alien gain immigrant status are a monetary fine of 5,000 pesos and incarceration for 5 years. Permanent resident aliens can also be deported. Mexico also imposes penalties on aliens who are caught attempting to procure immigrant status by marriage fraud (penalties were not stated).

Mexico does not have data available on how many aliens acquired immigrant status as the spouses of citizens or permanent resident aliens nor the percentage of these marriages that are suspected of being fraudulent. Immigration marriage fraud is viewed as somewhat of a problem, and the level of fraudulent marriages is believed to have remained the same from 1981 to 1985. Only a small number of fraudulent marriage investigations are conducted each year and, of those, only one to three frauds in the Federal District are detected. For example, since November 1985 only three cases of marriage fraud have been investigated in the Federal District and no fraud was detected. Mexico also noted that while no such law exists, there is an unspoken understanding that citizens of certain countries cannot obtain permanent resident status, much less citizenship, regardless of the validity of a marriage to a Mexican citizen.

Within the last 2 years, no new legislation regarding marriage fraud has been enacted and none is currently pending. Mexico's most effective way to control immigration marriage fraud is a personal interview with the marriage participants. Mexico reported that its ability to control marriage fraud could be enhanced by increasing the number of investigators.

SPAIN

Spain does not permit the temporary entry of an alien fiance(e) for the purpose of marrying a citizen or permanent resident alien. Spain grants immigrant status to alien spouses of citizens and permanent resident aliens. It does not have a law or regulation that prohibits aliens from fraudulently entering into marriages for the purpose of obtaining immigrant status.

Spain also does not require the alien spouse to fulfill a conditional residency requirement before granting immigrant status. Also, government officials do not conduct a personal interview with either party. Proof of a civil or religious ceremony is the only criterion used to define marriage for the purposes of conferring immigrant status. If the marriage is terminated, Spain does not require the marriage participants to notify government officials. Spain has no penalties for aliens, permanent residents, or citizens who attempt or actually enter into fraudulent marriages.

Spain reported that data was not available on how many aliens acquired immigrant status through marriage. Marriage fraud was considered to be little or no problem because Spain is not in a much better position, economically and socially, than most countries from which the majority of immigrants come. Spanish officials stated they believe that at most, a negligible percentage of marriages involving aliens are suspected of being fraudulent. Within the last 2 years, Spain has not enacted any new legislation on marriage fraud nor does it have any such legislation pending.

SWEDEN

Sweden will permit the temporary entry of an alien who intends to live with a Swedish citizen or permanent resident alien. There is no requirement that the couple actually marry or that they personally meet before the alien enters the country. The alien applicant will be interviewed at a Swedish embassy or consulate in his/her home country and the Swedish partner will be interviewed by the local police.

In Sweden, aliens are initially granted what might be called "pending immigrant status." Under this policy, a residence permit is granted for 6 months to an alien who marries or wants to live with a Swedish citizen or permanent resident alien. After 6 months, the couple is interviewed again, and, if they are still living together, the permit is renewed for another 6 months. This procedure is repeated every 6 months until 2 years have passed. At that time, if the relationship remains intact, the alien is given a permanent residence permit, i.e., immigrant status. The 2-year period may be shortened if the couple has a child during that time period. The "pending immigrant status" policy is not applicable to clear family reunion cases where a couple has previously lived together abroad for several years. Cohabitation and sharing a common language are two criteria that government officials use to confer immigrant status. Aliens with a residence permit also receive a work permit and are eligible for welfare, social security, and other benefits. If the marriage should terminate, the participants are not required to notify government officials because a divorce is always a court decision and is registered by the civil authorities.

Sweden does not penalize aliens who attempt to fraudulently procure immigrant status. However, the Swedish Aliens Act states that "If an alien has obtained a residence permit by knowingly furnishing incorrect particulars or deceitfully concealing certain circumstances, the permit may be revoked." The alien will also be deported if still living in Sweden.

Sweden reported that during 1985, 6,944 aliens were granted a residence permit based on family affiliation. However, included in this figure are parents joining their children in Sweden. The number of spouses given permits can not be estimated. Immigration marriage fraud is considered to be a moderate problem in Sweden. However, the percent of marriages involving aliens that are suspected of being fraudulent is not known. The number of fraudulent marriages is believed to have decreased between 1981 and 1985. A 1981 law that requires aliens to obtain a residence permit before entering the country contributed to the decrease. Sweden believes its most effective method to control marriage fraud is the practice of

"pending immigrant status" combined with the obligation to obtain a residence permit before entering Sweden. No legislation is pending to prevent fraudulent marriages.

SWITZERLAND

In Switzerland, an alien fiance(e) is permitted temporary entry for the purpose of marrying a citizen or permanent resident alien. The law does not require that the alien fiance(e) personally meet the future spouse before the visa can be approved. Both parties are interviewed by authorities if in Switzerland or by visa issuing officials if abroad and sign an intent to marry form. The marriage ceremony is required to be completed within 3 months after the alien enters the country.

Switzerland has a law granting either immigrant status or citizenship to alien spouses of Swiss citizens depending on whether the foreigner is male or female. A foreign male marrying a Swiss female only receives a residence permit, while a foreign female marrying a Swiss male automatically obtains citizenship.

Switzerland does not have a specific law or regulation prohibiting aliens from entering into fraudulent marriages with a citizen or permanent alien for the purpose of obtaining immigrant status. However, it is inherent in the law that a valid relationship exist before status can be obtained. Swiss law requires all of its citizens and residents to inform the authorities of changes in residence and civil status.

In Switzerland, the constitution guarantees the right of marriage. The burden of proof where fraud is suspected rests with the government officials. The Cantonal authorities and visa issuing officers responsible for interviewing the parties are instructed to examine all documents closely. Switzerland uses (1) proof of civil or religious ceremony and (2) cohabitation after the marriage as criteria to define a marriage for the purpose of conferring immigrant status. No penalties exist for citizens who enter into a fraudulent marriage for the purpose of helping an alien gain immigrant status. However, a permanent resident alien and the alien spouse are subject to deportation if fraud is determined. In addition, the female alien who acquires citizenship upon a fraudulent marriage to a Swiss male would lose her citizenship. In Switzerland, the penalty for aliens who are caught attempting to procure immigrant status by marriage fraud is to be ordered to leave the country.

Switzerland considers immigration marriage fraud to be a moderate problem, and the number of fraudulent marriages is believed to have increased slightly between 1981 and 1985. In 1985, 2,092 female aliens and 215 male aliens acquired immigrant status through marriage to Swiss citizens. Statistics were not available for spouses of permanent resident aliens. Switzerland

could not estimate what percent of all marriages involving aliens in Switzerland are suspected to be fraudulent.

Switzerland has not enacted any new legislation in the past 2 years to deal with immigration marriage fraud. A new law is pending to abolish automatic citizenship for foreign spouses of Swiss men. The proposal would equalize status for men and women so that both could apply for naturalization only after 3 years of marriage. Switzerland reported that fraudulent marriages tend to be terminated within 1 to 3 years and as long as the foreign spouse has not yet become naturalized, a residence permit can be terminated. Furthermore, if the marriage is annulled or found to be fraudulent, the Swiss officials can take the case to court and cancel the naturalization.



U.S. GENERAL ACCOUNTING OFFICE

SURVEY OF LAWS ENACTED BY FOREIGN COUNTRIES
PROHIBITING IMMIGRATION MARRIAGE FRAUD¹
(Code 183551)

INSTRUCTIONS

The U.S. General Accounting Office (GAO) - at the request of Congress - is surveying foreign countries to determine whether they have enacted laws prohibiting immigration marriage fraud. Marriage fraud occurs when an alien enters into a marriage for the purpose of circumventing a country's immigration laws to improperly obtain immigrant status or gain other benefits. Please read, or translate if necessary, the questions to the respondent. Omit the instructions which are capitalized and in parentheses. Do not read the last response in multiple response items if it is "Don't know." Let the respondent volunteer that response and check the appropriate box. For any "Don't know" responses, ask for the name of another official who may be able to provide that information, and then contact that individual. If the space provided for responses or comments is not adequate, please attach a separate sheet with these additional comments. If you have any problems or questions concerning how to administer this questionnaire, please call Alan Stapleton or Tom Colan at GAO in Washington, D.C. at (202) 633-1559.

INTRODUCTION (READ ALOUD)

Governments have many measures to prevent undocumented aliens from entering a country illegally. At this time we are particularly interested in the laws and procedures your country has to prevent aliens from improperly obtaining immigrant status by fraudulently entering into marriage with a citizen or permanent resident alien.

We understand that your government may have enacted laws prohibiting this practice. As an official with knowledge and experience in this area, we would like your views on (1) what these laws say, and, (2) how effective the laws have been in reducing the incidence of immigration marriage fraud.

Do you have any questions before we begin?
(BRIEFLY RECORD ANY QUESTIONS)

Country _____
Official Interviewed _____
Position _____
Agency _____
Date of interview _____
Interviewer _____
Interviewer's position _____
Interviewer's telephone # _____

¹The number of responses to some questions may add to more than the total number of respondents because some selected more than one answer.

"I would now like to ask you about the immigration laws, regulations or policies of your country as they apply to the granting of immigrant status to alien spouses."

1. Does your country have a law or regulation granting immigrant status to alien spouses of citizens?

Responses

(11) U.S. 1. Yes

(1) 2. No

2. Does your country have a law or regulation granting immigrant status to alien spouses of permanent resident aliens?

Responses

(11) U.S. 1. Yes (SKIP TO QUESTION 4)

(1) 2. No (READ INSTRUCTIONS BELOW)

INTERVIEWER INSTRUCTIONS: IF ANSWERS TO QUESTIONS 1 AND 2 ARE "NO", ASK QUESTION 3 AND THEN CONTACT ALAN STAPLETON OR TOM COLAN AT (202) 633-1359.
IF THE ANSWER TO QUESTION 1 OR 2 IS "YES", SKIP TO QUESTION 4 AND CONTINUE THE INTERVIEW.

3. Other than the granting of immigrant status, are there any other benefits such as welfare eligibility or work authorization granted to the alien spouses of citizens or permanent resident aliens?

1. Yes (DESCRIBE) _____

2. No

4. Does your country have a law or regulation prohibiting aliens from fraudulently entering into marriage with a citizen or permanent resident alien for the purpose of obtaining immigrant status?

Responses

(8) U.S. 1. Yes - (CONTINUE)

(4) 2. No - (SKIP TO QUESTION 7)

5. What penalties exist for aliens who obtained immigrant status as a result of a fraudulent marriage? (READ AND CHECK ALL THAT APPLY)

Responses

(5) U.S. 1. Prohibited from lawful permanent residence (ASK: "For how long?")

(TIME PERIOD)

(4) U.S. 2. Prohibited from obtaining a non-immigrant visa (ASK: "For how long?")

(TIME PERIOD)

(6) U.S. 3. Monetary fine

(6) U.S. 4. Incarceration

(7) 5. Deportation

(3) 6. Other (Explain) _____

6. What penalties exist for citizens or permanent resident aliens who knowingly enter into a fraudulent marriage for the purpose of helping an alien gain immigrant status? (READ PENALTIES AND CHECK ALL THAT APPLY FOR EACH ROW)

PENALTIES

	Monetary fine (1)	Incarceration (2)	Deportation (If resident alien) (3)	Revocation of Citizenship (4)	Other (Explain) (5)	Other (Explain) (6)
1. Citizens					_____	_____
2. Permanent resident aliens					_____	_____

7. Please describe briefly any other features of your country's laws, regulations or policies that are intended to reduce or prevent immigration marriage fraud. (BRIEFLY SUMMARIZE RESPONDENT'S ANSWER)

8. Do your country's laws, regulations or policies permit the temporary entry of an alien fiance for the purpose of marrying a citizen or permanent resident alien?

Responses

- 1. Yes (9) U.S.
- 2. No (3)

9. Do your country's laws, regulations or policies require the alien fiance to have personally met the future spouse before a visa can be approved?

Responses

- 1. Yes (3)
- 2. No (9) U.S.

10. Are the marriage participants required to complete the marriage ceremony within a specific time period after the alien enters the country?

- 1. Yes (ASK: "What is the time period?")

(TIME PERIOD)

- 2. No

11. Before granting immigrant status because of marriage or intent to marry, do government officials conduct a personal interview with one or both parties? (READ AND CHECK ONE)

Responses

(9) U.S. 1. Yes - (DESCRIBE THE INTERVIEW)

(4) 2. No

12. Under your country's laws, regulations or policies, is an alien spouse required to fulfill a conditional residency requirement before being granted immigrant status?

Responses

(7) 1. Yes (ASK: "For how long?")

(TIME PERIOD)

(5) U.S. 2. No

13. Before the granting of immigrant status, does the couple have to prove that the marriage was not entered into fraudulently?

Responses

(6) U.S. 1. Yes - (CONTINUE)

(6) 2. No - (SKIP TO QUESTION 15)

14. What type of evidence is required to prove that the marriage was not entered into fraudulently? (READ AND CHECK ALL THAT APPLY)

- 1. Joint bank accounts
- 2. Residential lease or mortgage
- 3. Joint ownership of property
- 4. Joint tax returns
- 5. Other (Specify) _____
- 6. Other (Specify) _____

15. Other than interviewing the alien and spouse, or requiring that they show evidence of marriage, are any other efforts made by government officials to determine whether the marriage was entered into fraudulently?

1. Yes - (EXPLAIN)

2. No

16. What criteria, if any, do government officials use to define "marriage" for purposes of conferring immigrant status? (READ AND CHECK ALL THAT APPLY)

Responses

(7) U.S. 1. Cohabitation after marriage

(2) U.S. 2. Consummation of the marriage

(3) U.S. 3. Sharing a common language

(11) U.S. 4. Proof of civil or religious ceremony

(3) U.S. 5. Other (Specify) _____

6. None

17. In your country, are there penalties for aliens who attempt to procure immigrant status by marriage fraud (as opposed to actually obtaining immigrant status by fraud)?

Responses

(7) U.S. 1. Yes

(5) 2. No

18. Do your country's laws, regulations or policies require the marriage participants to notify government officials if the marriage is terminated?

Responses

(6)

1. [] Yes (EXPLAIN)

(6) U.S. 2. [] No

"We would now like to ask you some general questions concerning immigration marriage fraud in your country."

19. In your opinion, how much of a problem, if any, is immigration marriage fraud in your country? (READ AND CHECK ONE)

Responses

U.S.

(1) 1. [] Very great problem

(1) 2. [] Great problem

(5) 3. [] Moderate problem

(4) 4. [] Some problem

(2) 5. [] Little or no problem

20. Why do you say that? (BRIEFLY SUMMARIZE RESPONDENT'S ANSWER)

21. In your opinion, has the estimated number of fraudulent immigration marriages in your country increased, decreased, or remained about the same from 1981 to 1985 (READ AND CHECK ONE)

Responses

1. [] Greatly increased

(3) U.S. 2. [] Increased

(5) 3. [] Remained about the same

(1) 4. [] Decreased

5. [] Greatly decreased

(3) 6. [] Do not know (DO NOT READ)

22. In your opinion, in 1985, approximately what percent of all marriages involving aliens in your country do you suspect to be fraudulent?

(PERCENT IN 1985)

23. For the most recent year for which data are available, how many aliens acquired immigrant status as the spouses of citizens or permanent resident aliens?

(SPOUSES OF CITIZENS) (YEAR)

(SPOUSES OF PERMENENT RESIDENT ALIENS) (YEAR)

[] Actual numbers

[] Estimates

Within the past two years has there been any new legislation enacted in your country to deal with marriage fraud?

Responses

(1) U.S. 1. Yes - (DESCRIBE)

(11) 2. No

25. Is there currently any new legislation pending in your country to deal with marriage fraud?

Responses

(2) U.S. 1. Yes - (DESCRIBE)

(10) 2. No

26. In your opinion, what do you consider to be the most effective ways currently used in your country to control immigration marriage fraud? (BRIEFLY SUMMARIZE RESPONDENT'S ANSWER)

1. _____

2. _____

3. _____

4. _____

5. _____

27. How do you think your country could enhance its ability to further control immigration marriage fraud? (BRIEFLY SUMMARIZE RESPONDENT'S ANSWER)

"This completes our survey,
Thank you for your help."



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