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Refugees and the Wisconsin Child Support Enforcement System

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Task and Background

- Task: To look at the child support enforcement needs of Wisconsin residents admitted to the U.S. as refugees.
- Background: Very little research has been done on child support in the refugee population. Main findings have to do with difficulties in determining eligibility and providing social services, in general, because of:
 - * poor language and communication skills
 - * mental health issues due to violence, oppression, displacement
 - * cultural differences (ex.: how to define a single wife in polygamous families)
 - * low levels of education, and disruptions in work experience
 - * issues around high mobility (ex.: locating non-resident parents)

Data: MSPF

Refugees identified in CARES

Data:

- 2010 MSPF (multi-sample person file):
 - merge of CARES, KIDS, UI benefits, UI wage record
- refugees identified in CARES (categorically eligible for MA for 8 months)
- who were lawfully present under Section 207(c) of the Immigration and Naturalization Act (from 1994 – 2010)
- ever with refugee status (though currently may be citizen)

Section 207(c) does NOT include:

- most Cuban and Haitian refugees
- asylees, parolees, and conditional refugees
- battered victims of trafficking

Wisconsin's Refugee Population Section 207(c)

N = 24,260

At time of arrival (late 1970's (Hmong) -- 2010 (Bhutan/Nepal) :

* Adults (49%), Children (51%)

* Male (48%), Female (52%)

* Mean Age of Adults: 35 (male), 36 (female)

Origin: Hmong (58%), Yugoslavia/Albania (10%), Somalia (7%),
Burma (6%), USSR (6%), all other groups less than 3% each.

Very few from Latin America.

Current residence: Milwaukee (37%), Marathon (10%),
Brown, Dane, and Sheboygan (6-8%), and other urban counties.

Few (<10%) in rural counties, except: Barron County (Somali),
and those from Mexico.

Issues to Consider

Country of origin is not clear cut (could be last place of residence, not origin):

- * vars used: place of birth, ethnicity/race, language, and last name

Of relevance for child support:

- * Children (refugees or not) at time of arrival and today
- * Male/Female ratio, marital status, age of adults
- * Continued mobility: members of some groups have left WI
- * Cultural differences:
 - out-of-home work experience of women
 - rates of child-bearing
 - differences in assimilation

Five Most Populous Refugee Groups: Hmong, Yugoslavia/Albania, Somali, Burma, USSR

- **Hmong** – three waves:

Arrival Year	Modal Year	N	% Female (adults)	Average Age (of adult women)	% Children	Average Age (of adult women)	Mean Children Born	% Children 2010
			Upon Arrival			In 2010		
Pre-1983	1980	1,378	54.5	31.1	49.4	49.3	5.2	0.0
1983-2003	1993	9,913	51.0	34.5	62.4	36.9	3.4	6.0
2004-2010	2004	4,187	51.2	35.7	59.0	35.4	3.1	46.9

Current Location: Hmong Refugees

Pre-1983 entrants		1984-2003 entrants		2004-2010 entrants	
22.6%	Milwaukee	19.7%	Milwaukee	22.3%	Milwaukee
16.9%	Marathon	17.0%	Marathon	11.6%	Marathon
12.0%	Brown	8.4%	Sheboygan	9.8%	Brown
7.9%	Outagamie	7.8%	Brown	9.3%	Dane
6.5%	Winnebago	7.7%	La Crosse	7.9%	La Crosse
6.3%	Dane	7.2%	Outagamie	7.8%	Sheboygan
5.3%	Sheboygan	6.9%	Dane	7.2%	Outagamie
5.1%	La Crosse	5.6%	Winnebago	5.8%	Eau Claire
10.9%	All rural	11.3%	All rural	10.7%	All rural

Next Four Most Populous Refugee Groups: Yugoslavia/Albania, Somali, Burma, USSR

Origin	Modal Year	N	% Female (adults)	Average Age (of adult women)	% Children	Average Age (of adult women)	Mean Children Born	% Children 2010
			Upon Arrival			In 2010		
USSR	1995	1,470	55.0	51.6	21.6	56.2	0.8	8.6
Yugoslavia Albania	1999	2,801	48.6	36.9	36.1	40.5	1.3	13.6
Somalia	2004	1,858	47.2	25.6	48.1	28.2	1.6	30.6
Burma	2009	1,632	45.0	31.3	43.9	32.1	1.8	41.7

Current Location: Refugees from USSR, Yugoslavia/Albania, Somalia, Burma

USSR		Yugoslavia/Albania		Somalia		Burma	
70.7%	Milwaukee	57.3%	Milwaukee	49.1%	Milwaukee	84.6%	Milwaukee
11.1%	Brown	8.7%	Dane	27.5%	Barron	6.0%	Waukesha
5.6%	Waukesha	7.8%	Sheboygan	16.7%	Brown		
1.5%	All rural	4.3%	All rural	0.0%	Other rural	0.7%	All rural

Annual Income of Refugees: Adult Men (18-65) in 2010

Origin	N	FS	SSI/SSDI	UI wages	UI Benefits	Total	% on MA/BC
Hmong pre-1983	496	\$273	\$1,924	\$14,224	\$1,321	\$17,805	29.6%
Hmong 1984-2003	4,087	\$256	\$753	\$15,262	\$1,013	\$17,302	32.1%
Hmong 2004-2010	931	\$2,146	\$672	\$13,981	\$842	\$17,657	58.8%
USSR	343	\$231	\$485	\$20,853	\$819	\$22,389	19.2%
Yugoslavia Albania	1,102	\$174	\$339	\$17,773	\$1,236	\$19,515	18.3%
Somalia	547	\$395	\$48	\$5,908	\$411	\$6,800	21.0%
Burma	479	\$1,769	\$121	\$7,951	\$192	\$10,499	51.8%
All (mean)	9,233	\$579	\$654	\$13,782	\$928	\$15,997	32.5%

Annual Income of Refugees: Adult Women (18-65) in 2010

Origin	N	W-2 Cash	FS	SSI SSDI	UI wages	UI Benefits	CS	Total	Child Care Benefit	% on MA/BC
Hmong pre-1983	595	\$19	\$1,258	\$2,643	\$11,032	\$582	\$447	\$15,981	\$106	39.7
Hmong 1984-2003	4,152	\$25	\$1,241	\$1,205	\$10,875	\$608	\$205	\$14,159	\$197	46.9
Hmong 2004-2010	981	\$76	\$1,371	\$1,123	\$6,052	\$249	\$44	\$8,915	\$1,001	68.4
USSR	399	\$29	\$561	\$1,139	\$18,481	\$434	\$88	\$20,732	\$161	28.8
Yugoslavia Albania	1,055	\$22	\$287	\$265	\$13,169	\$596	\$40	\$14,379	\$29	23.9
Somalia	456	\$208	\$1,441	\$24	\$2,798	\$563	\$48	\$5,082	\$2,030	46.5
Burma	360	\$184	\$824	\$88	\$3,802	\$202	\$38	\$5,987	\$591	76.7
All (mean)	9,360	\$59	\$1,089	\$1,019	\$9,718	\$513	\$182	\$12,580	\$384	46.6

Minor Children of Refugee Parents Selected Groups -- in 2010

Origin	Both Parents Refugees		Mother Refugee		Father Refugee		Total	%
	Refugee Children	Non-refugee Children	Refugee Children	Non-refugee Children	Refugee Children	Non-refugee Children		
Hmong pre-1983	0	621	0	382	0	346	1,349	7.1
Hmong 1984-2003	290	5,279	46	2,387	7	1,735	9,749	50.9
Hmong 2004-2010	1,450	928	260	147	28	79	2919	15.2
USSR	81	90	20	48	0	17	259	1.4
Yugoslavia Albania	304	210	7	109	2	91	729	3.8
Somalia	215	273	184	175	18	74	966	5.0
Burma	521	94	52	9	13	3	703	3.7
WI Total	3,205	7,919	698	4,227	85	2,917	19,170	100

Refugee Children in 2010 Living with One or Two Parents

Origin	Total	Lives w/both	Lives with Mother			Lives with Father		
			Father Deceased	In KIDS	Not in KIDS	Mother Deceased	In KIDS	Not in KIDS
Hmong	2,110	78%	4.6%	13%	2%	1.2%	1%	<1%
USSR	104	80%	2.9%	13%	4%	0%	0%	0%
Yugoslavia Albania	318	95%	1.3%	3%	1%	0.3%	0%	0%
Somalia	444	49%	8.6%	39%	1%	0.5%	1%	<1%
Burma	597	86%	1.3%	9%	1%	0.3%	1%	1%
WI Total	4,105	76%	4.3%	15%	2%	0.9%	1%	<1%
				N=634	N=86		N=36	N=11

Non-Refugee Children of Refugee Parents in 2010 Living with One or Two Parents

Origin	Total	Lives w/both	Lives with Mother			Lives with Father		
			Father Deceased	In KIDS	Not in KIDS	Mother Deceased	In KIDS	Not in KIDS
Hmong	11,894	76%	1.6%	15%	4%	0.5%	2%	1%
USSR	155	78%	2.6%	13%	3%	0%	3%	0%
Yugoslavia Albania	409	85%	1.0%	9%	3%	0.2%	1%	0%
Somalia	522	64%	0.2%	30%	4%	0.2%	1%	1%
Burma	106	86%	0.9%	7%	6%	0%	1%	0%
WI Total	15,052	73%	1.4%	18%	4%	0.4%	2%	<1%
				N=2,712	N=586		N=365	N=85

All Children of a Resident Refugee Mother, With Absent Father (Child Support Eligible & in KIDS): Paternity Status & Child Support Orders

Origin	N	Unknown		Non-Marital			Marital		
		No CS Order	CS Order	Not Adjud	Adjudicated		No CS Order	CS Order	
Absent Father					No CS Order	CS Order			
Hmong	2,067	10.3%	2.5%	32.1%	13.7%	16.1%	14.5%	10.8%	100%
		(80.5%)	(19.5%)		(46.0%)	(54.0%)	(57.3%)	(42.7%)	
Somalia	331	23.3%	0.3%	43.8%	7.0%	6.0%	15.7%	3.9%	100%
		(98.7%)	(1.3%)		(53.8%)	(46.2%)	(80.1%)	(19.9%)	
WI Total	3,346	14.5%	2.8%	33.1%	11.8%	15.2%	13.3%	9.3%	100%
		(83.8%)	(16.2%)		(43.7%)	(56.3%)	(58.8%)	(41.2%)	

All Children of a Resident Refugee Father, With Absent Mother (Child Support Eligible & in KIDS): Paternity Status & Child Support Orders

	N	Unknown and Non-Marital		Marital		
		No CS Order	CS Order	No CS Order	CS Order	
Absent Mother		No CS Order	CS Order	No CS Order	CS Order	
WI Total	401	36.7%	15.0%	27.3%	21.0%	100%
		(71.0%)	(29.0%)	(56.5%)	(43.5%)	

Child Support Orders & Payments: by Refugee Resident Parents, in Wisconsin and Nationally

Child Support Orders	N	Mean Annual CS Order	Mean Annual CS Payment	Mean Annual CS Pay-to-owe ratio	Percent with any Payment
Hmong	350	\$3,231	\$2,657	67.0%	79.7%
All Others	224	\$3,342	\$2,718	67.3%	79.0%
WI Total	574	\$3,274	\$2,675	67.1%	79.4%
National					
W/ Order		\$5,350	\$3,354		76.3%
W/ Order & Program Assistance		\$4,294	\$2,203		71.2%

Summary and Conclusions

- Refugees in WI vary greatly, by group, in terms of: Time of arrival, length of stay in WI, male-to-female ratio, percent adults, age of adults, education, work experience, number of new children born after arrival, in addition to different cultural traditions.
- **Milwaukee County home to nearly every group. Also other urban counties (Marathon, Brown, and Dane). One rural county: Barron.**
- Income varies, but generally low across groups.
- **Hmong group stands out, due to large number of refugees, adults and children. And high rate of child-bearing.**

Summary and Conclusions, cont.

- **Positive note: high degree of maintenance of intact families, with both parents raising children (little divorce).**
- Higher percentage of non-marital births; low rate of adjudication.
- Low rate of child support orders in both divorce and non-marital cases.
- Low dollar amount of orders, but consistent with low earnings.
- **High rate of payment of child support, when ordered.**
- **If any additional CS resources were available, they could be targeted to a fairly small number of counties.**