

### Low-income dynamics

- Persistence of low income is defined as spending three or more years out of any four-year period in a household with below 60 per cent of median income.
- On both Before Housing Cost and After Housing Cost bases there were falls in persistent low income for the whole population over the period 1991 to 2006.
- On a Before Housing Cost basis, there was a reduction in persistent low income for children over the period 1991-1994 to 1993-1996. While trends remained broadly the same between 1993-1996 and 1999-2002, since then there has been a continued fall to the most recent period 2003-2006. On an After Housing Cost basis, there were falls in the persistent low-income estimates for children since 1996-1999.
- On both Before Housing Cost and After Housing Cost bases there were falls in persistent low income for people of working age over the period 1991 to 2006.
- On both Before Housing Cost and After Housing Cost bases there was a slight increase in the incidence of persistent low income among pensioners up to around 1998-2001. Since this time, however the proportion of pensioners experiencing persistent poverty has since shown a continuous fall.
- For all individuals, children, working age individuals, and pensioners, the level of persistent poverty in 2003-2006 was lower than it was at the start of the 16-year period on both a Before Housing Cost basis and an After Housing Cost basis.

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### Introduction

HBAI analysis contained elsewhere uses a snapshot survey, and records usual household income at the time of the interview. The extent to which individuals living in low-income households at a point in time are simply experiencing transitory fluctuations in income, or are persistently experiencing low income, is clearly an important issue and one that can only be addressed using longitudinal data. The issues of income mobility and the extent of persistence of low incomes experienced by different groups are therefore addressed in this chapter, using data from the longitudinal British Household Panel Survey (BHPS).

The BHPS is run by The University of Essex, Institute for Social and Economic Research. Further information is on their web-site at <http://www.iser.essex.ac.uk/ulsc/bhps/doc>

The data were made available through the UK Data Archive and were released under the auspices of the ESRC UK Longitudinal Studies Centre (ULSC) at the University of Essex. Neither the ULSC nor the Archive bears any responsibility for the analysis or interpretation of the BHPS data presented here.

The information presented in this chapter is based on analysis of 16 waves of the British Household Panel Survey (BHPS), from 1991 up to and including 2006. This chapter is based on the findings of the 'Low-Income Dynamics' (LID) analytical paper which is published by DWP at the same time as this publication. Due to improvements in the timeliness of the availability of Family Resources Survey (FRS) data, it is no longer possible to include the analysis of the latest wave of BHPS in the HBAI report. We hope to publish 2007 (Wave 17) BHPS separately in autumn 2009.

This chapter focuses mainly on the trends in relation to individuals who are persistently observed as living in low-income households between 1991-1994 and 2003-2006. Full details of the analysis of income mobility and transition rates are covered in the LID paper, which is available on the DWP website at <http://www.dwp.gov.uk/asd/hbai.asp>

### Changes since last year

Some of the BHPS figures presented in this chapter have been revised since their publication in the last (2006/07) HBAI report. This is due to changes made by the data

providers. In addition, a series of methodological improvements have been made to the BHPS based analysis. These are detailed in a separately published technical note available at <http://www.dwp.gov.uk/asd/hbai.asp>.

### Definition of income

The measures of income used in the BHPS analysis presented in this chapter are very similar to those used in FRS analysis (see Appendix 1), but with two notable exceptions:

- i) This chapter presents results on the persistence of low income on both Before Housing Costs (BHC) and After Housing Costs (AHC) measures. However, the housing costs in BHPS differ from the ones normally used in HBAI (see **Appendix 1** for a list of housing costs used in HBAI). For this analysis, housing costs have been defined simply as weekly gross housing costs as recorded on the BHPS. In the case of renters, these housing costs will include service and water charges because this is how the information is requested on the questionnaire. For mortgage payers, these amounts will not be included. There is also no information collected, in the BHPS, on the cost of structural insurance payments. Another difference is that for HBAI methodology, only the interest element from a repayment mortgage is deducted as housing costs; whereas in BHPS both the repayment and interest elements will be included as part of 'gross housing costs'. On the BHPS, there were around 500 cases with this type of mortgage, whose AHC income (as compared with standard HBAI methodology) will be understated.
- ii) As a form of general taxation, Council Tax is also deducted from the definition of net disposable income used in FRS-based HBAI analysis. However, there was insufficient information on Council Tax collected on the BHPS in earlier years to allow the construction of an income measure deducting Council Tax.

Similar to the BHC series from the BHPS, the BHPS-based AHC series does not deduct Council Tax payments from income.

**‘Opportunity for all’ persistent low-income indicators**

**Table 7.1 (BHC)** presents the persistent low-income indicators for children, pensioners and working-age adults that are included in the Government’s report on tackling poverty and social exclusion ‘Opportunity for all’ (Ofa), with additional figures presented here for ‘all individuals’ for comparative purposes. **Table 7.1 (AHC)** presents the same figures on an After Housing Costs basis.

For the period 2003-2006 **Table 7.1 (BHC)** shows that, for income Before Housing Costs:

- 9 per cent of individuals lived in households with below 60 per cent of median income for at least three out of four consecutive years. This figure has shown a fall over the period 1991 to 2006.
- 10 per cent of children lived in households with below 60 per cent of median income for at least three years. There was a reduction for children over the period 1991-1994 to 1993-1996, which remained broadly the same up to 1999-2002. There have been continuing falls since then to the most recent period 2003-2006.
- 6 per cent of working-age adults lived in households with below 60 per cent of median income for at least three years. This series has shown little change since 1991-1994.
- 16 per cent of pensioners lived in households with below 60 per cent of median income for at least three years. For pensioners, there were increases up to 1998-2001, followed by falls since.
- For all individuals, children, working age individuals, and pensioners, the level of persistent poverty in 2003-2006 was lower than it was at the start of the 15-year period.

On an After Housing Costs basis, **Table 7.1 (AHC)** shows that for 2003-2006:

- 9 per cent of individuals experienced persistent low income (defined as at least three out of any four years below 60 per cent of median income). This figure has seen a reduction since 1991-1994.

- 14 per cent of children lived in households with below 60 per cent of median income for at least three years. This figure has fallen since 1996-1999.
- 7 per cent of working-age adults experienced persistent low income. This figure has decreased since 1991-1994.
- 11 per cent of pensioners lived in households with below 60 per cent of median income for at least three out of four consecutive years. For pensioners, the proportion rose between the periods 1991-1994 and 1997-2000, but has shown a marked fall since.
- For all individuals, children, working age individuals, and pensioners, the level of persistent poverty in 2003-2006 was lower than it was at the start of the 15-year period.

The definition of persistence used in Ofa is ‘at least three years out of four below thresholds of 60 or 70 percent of median income’. An alternative definition that does not appear in Ofa, using the bottom 20 or 30 per cent of the income distribution as opposed to thresholds of median income, is also included for validation purposes. This is useful as Ofa results may be subject to variation due to the density of the income distribution around the 60 and 70 per cent of median markers.

Using this alternative definition of the bottom 20 or 30 per cent of the income distribution to describe low income is also shown in **Tables 7.1 BHC and 7.1 AHC**. While there was a slight tendency for 20 / 30 per cent levels to show less variation on a BHC basis than on an AHC basis, the trends over time were broadly consistent.

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Table 7.1 (BHC): Opportunity for all indicators <sup>1</sup>

Source: BHPS 1991-2006				
Percentage of group below threshold in at least 3 out of 4 years				
	Of a definition		Alternative definition <sup>2</sup>	
	Below 60% of median	Below 70% of median	In bottom 20%	In bottom 30%
<b>All individuals</b>				
1991 - 1994	12	20	14	24
1992 - 1995	12	20	14	24
1993 - 1996	11	20	14	24
1994 - 1997	12	20	15	24
1995 - 1998	11	20	14	24
1996 - 1999	12	20	15	24
1997 - 2000	12	20	14	24
1998 - 2001	12	19	14	24
1999 - 2002	11	19	14	24
2000 - 2003	10	19	14	24
2001 - 2004	10	19	14	24
2002 - 2005	9	17	13	23
2003 - 2006	9	17	13	23
<b>Children</b>				
1991 - 1994	19	29	22	33
1992 - 1995	18	28	21	32
1993 - 1996	17	27	20	33
1994 - 1997	17	27	21	32
1995 - 1998	17	28	20	32
1996 - 1999	17	28	21	33
1997 - 2000	17	27	21	32
1998 - 2001	17	26	21	32
1999 - 2002	16	27	19	32
2000 - 2003	14	25	18	31
2001 - 2004	12	23	17	30
2002 - 2005	11	21	15	29
2003 - 2006	10	20	16	27
<b>Working-age adults</b>				
1991 - 1994	8	13	9	15
1992 - 1995	8	13	9	16
1993 - 1996	7	13	9	16
1994 - 1997	7	12	9	16
1995 - 1998	7	13	9	16
1996 - 1999	7	13	9	16
1997 - 2000	7	12	9	15
1998 - 2001	7	12	8	15
1999 - 2002	7	12	8	15
2000 - 2003	6	12	8	16
2001 - 2004	6	12	9	16
2002 - 2005	6	11	9	15
2003 - 2006	6	11	9	15
<b>Pensioners</b>				
1991 - 1994	19	37	23	43
1992 - 1995	19	35	24	43
1993 - 1996	19	34	25	43
1994 - 1997	21	35	26	43
1995 - 1998	20	36	25	43
1996 - 1999	20	36	26	42
1997 - 2000	20	38	26	45
1998 - 2001	21	37	27	44
1999 - 2002	19	37	25	44
2000 - 2003	18	36	25	43
2001 - 2004	17	36	25	44
2002 - 2005	16	32	24	42
2003 - 2006	16	31	24	40

**Notes:**

1. Some of the figures presented in the table above have seen revisions since their publication in the last (2006/07) HBAI report. This is due to changes to the base dataset made by the data providers and methodological improvements.

2. There is a higher density of individuals around 60% and 70% median income. The alternative definition is presented for validation purposes as it presents estimates that are not vulnerable to errors in measuring median income.

Table 7.1 (AHC): Opportunity for all indicators <sup>1</sup>

Source: BHPS 1991-2006				
Percentage of group below threshold in at least 3 out of 4 years				
	Ofa definition		Alternative definition <sup>2</sup>	
	Below 60% of median	Below 70% of median	In bottom 20%	In bottom 30%
<b>All individuals</b>				
1991 - 1994	15	22	14	23
1992 - 1995	15	23	14	24
1993 - 1996	14	22	14	24
1994 - 1997	15	22	15	24
1995 - 1998	15	22	14	24
1996 - 1999	15	21	14	24
1997 - 2000	14	21	14	24
1998 - 2001	14	21	14	24
1999 - 2002	13	21	13	24
2000 - 2003	12	21	13	24
2001 - 2004	11	20	13	24
2002 - 2005	11	19	13	22
2003 - 2006	9	18	13	23
<b>Children</b>				
1991 - 1994	25	32	23	34
1992 - 1995	23	32	22	33
1993 - 1996	22	31	22	33
1994 - 1997	23	31	22	33
1995 - 1998	23	31	22	34
1996 - 1999	23	31	23	33
1997 - 2000	22	30	22	33
1998 - 2001	21	30	22	34
1999 - 2002	20	30	21	34
2000 - 2003	17	28	19	33
2001 - 2004	15	27	19	32
2002 - 2005	16	26	19	31
2003 - 2006	14	24	19	31
<b>Working-age adults</b>				
1991 - 1994	10	14	9	16
1992 - 1995	10	16	10	17
1993 - 1996	10	15	10	16
1994 - 1997	10	14	10	16
1995 - 1998	10	14	9	17
1996 - 1999	9	14	9	16
1997 - 2000	9	14	9	16
1998 - 2001	9	14	9	16
1999 - 2002	8	14	9	16
2000 - 2003	8	14	9	17
2001 - 2004	8	13	9	16
2002 - 2005	8	13	9	16
2003 - 2006	7	13	9	17
<b>Pensioners</b>				
1991 - 1994	21	36	17	38
1992 - 1995	20	36	17	39
1993 - 1996	19	35	18	38
1994 - 1997	21	35	20	40
1995 - 1998	23	34	22	38
1996 - 1999	23	34	22	37
1997 - 2000	23	35	22	38
1998 - 2001	22	35	23	38
1999 - 2002	18	34	20	38
2000 - 2003	17	33	20	37
2001 - 2004	16	31	20	37
2002 - 2005	14	27	17	33
2003 - 2006	11	24	16	32

**Notes:**

1. Some of the figures presented in the table above have seen revisions since their publication in the last (2006/07) HBAI report. This is due to changes to the base dataset made by the data providers and methodological improvements.

2. There is a higher density of individuals around 60% and 70% median income. The alternative definition is presented for validation purposes as it presents estimates that are not vulnerable to errors in measuring median income.