ISBN 92-64-01871-9 Pensions at a Glance Public Policies across OECD Countries © OECD 2005

PART I Chapter 4

Replacement Rates

This chapter shows gross and net pension replacement rates for the 30 OECD countries. For each country replacement rates are shown for people with different levels of earnings. Detailed results are shown in the country studies.

1. Gross replacement rates

Table 4.1 shows gross replacement rates by level of individual earnings for all countries. Figure 4.1 summarises the information for low, average and high earners, defined as workers earning half, once and twice average earnings, respectively.

The replacement rate at average earnings is perhaps the most familiar indicator in pension analysis. At this earnings level, the OECD average gross replacement rate is 57%, with substantial variation between member countries. Luxembourg is an outlier: the replacement rate for a full-career worker exceeds 100% (meaning that the pension is higher than earnings before retirement). Austria, Greece, Hungary, Italy, Spain and Turkey also provide generous pensions to full-career workers on average earnings: replacement rates exceed 75%. The gross replacement rate at average earnings is around 50% in France, Iceland, Japan, Norway and the Slovak Republic. Not surprisingly, Ireland - which has only basic and targeted pensions and no earnings-related scheme - has the lowest replacement rate at average earnings. In Mexico, the average earner receives only a pension from the defined-contribution scheme. The contribution rate to this plan is fairly low so eventual pensions are also low. Contribution rates in Australia, Hungary and Poland are somewhat higher. The last two countries also top up the defined-contribution pension with a public, earnings-related pension payment. In the United Kingdom, the earnings-related public scheme does not result in a high pension: it has a low accrual rate and does not cover the first slice of earnings (up to around one fifth of the average).¹

At low earnings, defined as half of the average, the pension entitlements of full-career workers vary less than they do at average earnings. Again, Luxembourg has the highest pensions, offering a replacement rate above 115%. But apart from Luxembourg and Turkey, another set of countries can be categorised as providing a relatively high pension to low-income workers while replacement rates were not to so high at average earnings. Portugal pays a higher accrual rate to low-income workers in its public scheme. Sweden has a relatively high income-tested pension.

The countries at the bottom of the scale are those with the lowest first-tier pensions. German social assistance, Mexican and Polish minimum pensions, the minimum credit in the Slovak Republic and the means-tested scheme in the United States all pay around one fifth of average economy-wide earnings. Countries with redistributive systems, such as Canada, New Zealand and the United Kingdom, pay little to workers on average earnings but they move more towards the middle of the scale when it comes to benefits for low earners. Dutch pensions appear to be relatively low for low earners (compared with the position of middle earners) despite the fact that the basic pension, worth more than a third of average earnings, is at a fairly high level. This is because of the "franchise", a calculation

Table 4.1. Gross replacement rates by earnings level, mandatory pension programmes, men

Per cent of individual pre-retirement gross earnings

	Individual earnings, multiple of average						
	0.5	0.75	1	1.5	2	2.5	
Australia	65.1	48.4	40.0	31.7	26.2	21.9	
Austria	78.3	78.3	78.3	78.3	64.3	51.5	
Belgium	61.6	41.1	40.7	34.9	26.2	20.9	
Canada	72.4	52.4	42.5	28.4	21.3	17.0	
Czech Republic	70.5	53.3	44.4	31.7	25.4	21.6	
Denmark	82.4	56.4	43.3	30.3	23.8	19.8	
Finland	80.0	71.5	71.5	71.5	71.5	71.5	
France	84.2	56.1	52.9	50.7	47.4	45.4	
Germany	47.3	45.8	45.8	45.8	37.6	30.1	
Greece	84.0	84.0	84.0	84.0	84.0	84.0	
Hungary	75.4	75.4	75.4	75.4	75.4	66.3	
Iceland	85.5	63.7	52.8	42.8	41.3	40.3	
Ireland	61.3	40.9	30.6	20.4	15.3	12.3	
Italy	78.8	78.8	78.8	78.8	78.8	78.8	
Japan	69.2	56.6	50.3	44.0	36.9	29.5	
Korea	60.9	47.4	40.6	33.8	29.3	23.5	
Luxembourg	115.5	106.5	101.9	97.4	95.2	89.8	
Mexico	39.1	37.0	36.0	34.9	34.4	34.1	
Netherlands	68.7	68.3	68.3	68.3	68.3	68.3	
New Zealand	75.1	50.1	37.6	25.0	18.8	15.0	
Norway	65.3	56.1	52.6	46.5	38.4	31.8	
Poland	56.9	56.9	56.9	56.9	56.9	55.8	
Portugal	103.1	68.8	66.7	65.9	65.5	64.7	
Slovak Republic	48.6	48.6	48.6	48.6	48.6	48.6	
Spain	81.2	81.2	81.2	81.2	76.7	61.3	
Sweden	87.8	72.5	64.8	64.6	66.2	67.1	
Switzerland	62.8	60.2	58.2	44.2	33.1	26.5	
Turkey	96.2	90.2	87.2	84.1	71.9	57.5	
United Kingdom	67.4	46.4	37.1	29.3	22.5	18.0	
United States	49.6	42.3	38.6	33.2	28.1	25.1	
OECD average	72.5	61.2	56.9	52.1	47.6	43.3	
With voluntary schemes							
Canada	88.2	74.8	70.3	63.1	59.4	57.3	
Denmark	113.3	85.0	70.8	56.6	51.1	48.9	
United Kingdom	78.8	65.4	58.7	52.0	48.7	46.7	
United States	90.4	81.9	77.7	73.4	67.9	64.3	
Women, where different							
Austria	74.0	69.4	69.4	69.4	57.0	45.6	
Mexico	38.8	25.9	21.7	21.1	20.7	20.5	
Poland	48.4	41.4	41.4	41.4	41.4	40.6	
Switzerland	63.0	60.7	58.8	44.7	33.5	26.8	
Turkey	94.2	88.2	85.2	82.2	70.2	56.2	

Source: OECD pension models.

mechanism applied in the Netherlands, which cuts occupational pension entitlements by the value of the basic pension received. At half-average earnings, the occupational benefit is zero as a result of this practice.

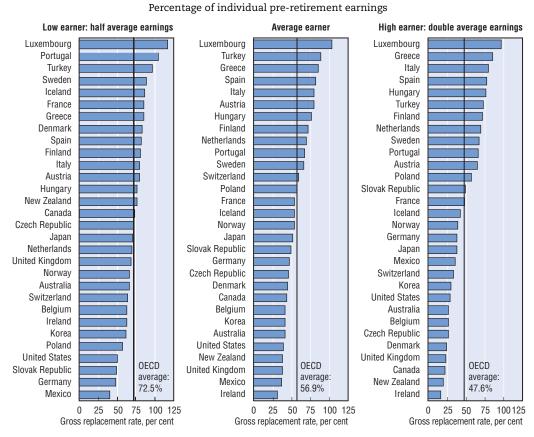


Figure 4.1. Gross replacement rates at different earnings levels

Source: OECD pension models.

Finally, at high earnings (double the average), Luxembourg is yet again an outlier, although the replacement rate at this earnings level is a little short of 100%. It is followed by Greece and Italy, due to the very high ceilings on pensionable earnings in both countries. The other top slots are taken by the same countries that paid the highest pensions to average earners. The rankings mainly reflect the effect of ceilings; these are less than twice average earnings in Turkey and Hungary.

The countries with pure flat-rate systems – Ireland and New Zealand – are naturally the least generous to these high earners, even with New Zealand's exceptionally high basic pension of nearly 40% of average earnings. Canada and the United Kingdom – although they have earnings-related schemes – also provide benefits that are broadly flat-rate (see below).

Table 4.1 also shows replacement rates at different levels of earnings in voluntary, occupational pension schemes for four countries where these play a significant role. Unsurprisingly, these four countries all have mandatory pension provision towards the bottom of the scale, particularly for average and high earners. Including benefits from these voluntary schemes, replacement rates in the United Kingdom are a little higher than the OECD average across the earnings range while in Canada and the United States, the difference is significantly larger. In Denmark, pension entitlements are very high – on a par even with Luxembourg – for low earners and very generous higher up the earnings range once voluntary pensions are taken into account.²

Finally, Table 4.1 presents pension replacement rates for women in the five countries where these differ from those of men (due to a lower pension eligibility age for women than for men). The difference between the sexes in replacement rates is particularly stark in the two countries with defined-contribution schemes: Mexico and Poland. In both countries, normal pension age for women is 60 while for men it is 65. This means that women accumulate capital in the individual pension accounts over a shorter period. It also means that women spend a longer period in retirement over which pension capital must be spread. As a result, replacement rates at average earnings are around one third smaller for women than they are for men. The same effect arises in Poland's notional-accounts scheme.

In Switzerland and Turkey, the difference in replacement rates between the sexes is much smaller because the difference in eligibility age is one and two years respectively (compared with five years for Mexico and Poland). In both cases the accrual rates vary. In Turkey, this favours early years of contributions over later years, reducing the difference between pension entitlements even though there is a difference in eligibility age. In Switzerland, the system is designed in a way that women receive a higher accrual than men at certain ages under the mandatory occupational scheme.

2. Net replacement rates

Figure 4.2 and Table 4.2 show net replacement rates: that is, individual net pensions relative to individual net earnings, taking account of personal income taxes and social

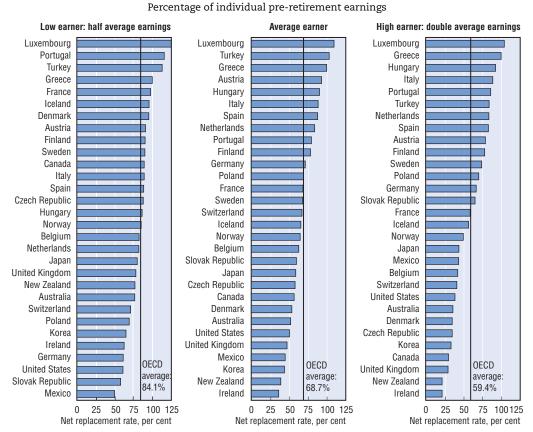


Figure 4.2. Net replacement rates at different earnings levels

Source: OECD pension models.

Table 4.2. Net replacement rates by earnings level, mandatory pension programmes, men

Per cent of individual pre-retirement net earnings

	Individual earnings, multiple of average						
	0.5	0.75	1	1.5	2	2.5	
Australia	77.0	61.2	52.4	43.1	36.5	31.3	
Austria	91.2	93.4	93.2	93.5	79.3	63.2	
Belgium	82.7	63.8	63.1	53.3	42.7	36.0	
Canada	89.4	67.6	57.1	39.5	30.6	25.1	
Czech Republic	88.3	68.3	58.2	42.9	35.3	31.0	
Denmark	95.6	68.0	54.1	42.5	35.5	30.8	
Finland	90.7	78.8	78.8	79.2	78.3	79.3	
France	98.0	70.8	68.8	62.6	59.2	57.0	
Germany	61.7	66.6	71.8	79.2	67.0	54.2	
Greece	99.9	99.9	99.9	99.9	99.9	99.9	
Hungary	86.6	90.9	90.5	99.1	92.6	81.8	
Iceland	95.8	77.1	65.9	54.1	57.2	55.1	
Ireland	63.0	47.0	36.6	27.4	21.9	18.3	
Italy	89.3	88.0	88.8	88.4	89.1	89.0	
Japan	80.1	66.3	59.1	51.9	44.3	35.8	
Korea	65.3	51.4	44.3	38.1	34.0	27.8	
Luxembourg	125.0	115.0	109.8	105.6	104.2	100.1	
Mexico	50.4	46.4	45.1	44.3	44.1	44.2	
Netherlands	82.5	88.2	84.1	85.8	83.8	82.8	
New Zealand	77.1	52.0	39.5	27.9	22.0	18.1	
Norway	85.5	73.1	65.1	58.2	50.1	42.8	
Poland	69.6	69.7	69.7	69.8	70.5	71.0	
Portugal	115.9	79.8	79.8	84.4	86.3	86.9	
Slovak Republic	58.2	59.4	60.2	63.1	65.7	67.8	
Spain	88.7	89.4	88.3	88.4	83.4	68.8	
Sweden	90.2	76.4	68.2	70.1	74.3	75.0	
Switzerland	71.4	68.9	67.3	53.0	41.4	34.3	
Turkey	113.2	106.7	103.3	99.9	84.3	66.8	
United Kingdom	78.4	57.7	47.6	38.2	29.8	24.7	
United States	61.4	54.6	51.0	44.9	39.0	35.5	
OECD average	84.1	73.2	68.7	64.3	59.4	54.5	
With voluntary schemes							
Canada	108.9	96.4	94.6	78.8	68.8	63.7	
Denmark	125.0	96.9	82.4	72.5	66.6	62.8	
United Kingdom	90.3	77.5	70.1	62.2	57.5	55.7	
United States	105.7	96.1	91.9	89.3	84.2	80.6	
Women, where different							
Austria	86.1	84.8	84.6	84.6	72.5	57.8	
Mexico	50.1	35.4	30.4	28.9	28.5	28.4	
Poland	62.1	49.0	48.7	48.5	48.8	50.0	
Switzerland	71.6	69.5	68.0	53.6	41.8	34.7	
Turkey	111.0	104.5	101.1	97.8	82.4	65.4	

Source: OECD pension models.

security contributions paid by workers and pensioners. The calculations are again carried out for individuals at different levels of gross earnings.

At average earnings, net replacement rates across the 30 OECD countries are, on average, 22% higher than gross replacement rates. The pattern of replacement rates across countries is also different on a net rather than a gross basis. The Belgian, French and German pension systems have higher net replacement rates than gross because of favourable treatment of pension income or pensioners under the personal income tax or social security contributions. In contrast, Korea moves lower down the chart on a net basis. This is because the low general level of direct taxation in Korea means that gross and net replacement rates are much closer together than they are in countries with a larger tax burden, such as most European countries.

The effect of taxes and contributions on net replacement rates for low earners (at half average earnings) is more muted. This is because low-income workers typically pay less in taxes and contributions than those on average earnings. In many cases, their retirement incomes are below the level of income-tax standard reliefs (allowances, credits, etc.). Thus, they are unable to benefit fully from these reliefs. Compared with the 22% differential between net and gross replacement rates at average earnings, the difference for low earners is about 17% on average. Belgium, Canada, the Czech Republic and Norway have much higher replacement rates for low earners measure on a net basis. The reverse is true in France, New Zealand, Sweden and the United Kingdom.

For high earners, personal income taxes and social security contributions play a greater role than for average earners: the differential between net and gross replacement rates is 27% compared with 22% at average pay. The tax system therefore reduces the progressivity of retirement-income systems.

Notes

- 1. In most of the countries with modest public schemes voluntary pensions are important. For the effects of voluntary pensions on replacement rates see below.
- 2. A full description of voluntary pension schemes and how they are modelled can be found in the country studies.

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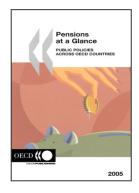
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