

Old-Age Income Support in the 21st Century

*An International Perspective
on Pension Systems and Reform*

Robert Holzmann and Richard Hinz
together with

*Hermann von Gersdorff, Indermit Gill, Gregorio Impavido,
Alberto R. Musalem, Robert Palacios, David Robolino,
Michal Rutkowski, Anita Schwarz, Yvonne Sin,
Kalanidhi Subbarao*

THE WORLD BANK
WASHINGTON, D.C.

Copyright © 2005 The International Bank for Reconstruction
and Development / THE WORLD BANK
1818 H Street, N.W.
Washington, D.C. 20433, USA

All rights reserved
Manufactured in the United States of America
First printing January 2001
1 2 3 4 08 07 06 05

This volume is a product of the staff of the World Bank and the International Monetary Fund. The findings, interpretations, and conclusions expressed herein do not necessarily reflect the views of the Board of Executive Directors of the World Bank, the Board of Executive Directors of the International Monetary Fund, or the governments they represent.

The World Bank and the International Monetary Fund do not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of the World Bank or the International Monetary Fund concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

Rights and Permissions

The material in this publication is copyrighted. Copying and/or transmitting portions or all of this work without permission may be a violation of applicable law. The International Bank for Reconstruction and Development / The World Bank encourages dissemination of its work and will normally grant permission to reproduce portions of the work promptly.

For permission to photocopy or reprint any part of this work, please send a request with complete information to the Copyright Clearance Center Inc., 222 Rosewood Drive, Danvers, MA 01923, USA; telephone: 978-750-8400; fax: 978-750-4470; Internet: www.copyright.com.

All other queries on rights and licenses, including subsidiary rights, should be addressed to the Office of the Publisher, The World Bank, 1818 H Street NW, Washington, DC 20433, USA; fax: 202-522-2422; e-mail: pubrights@worldbank.org.

ISBN 0-8213-6040-X

Library of Congress Cataloging-in-Publication Data

Holzman, Robert, 1949-

Old-age income support in the 21st century : an international perspective on pension systems and reform / Robert Holzman, Richard Hinz.

p. cm.

Includes bibliographical references.

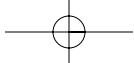
ISBN 0-8213-6040-X (pbk.)

1. Old age pensions—Government policy. 2. Aging—Economic aspects—Government policy. 3. Income maintenance programs. 4. Social security. I. Hinz, Richard P. II. Title.

HD7105.3.H65 2005

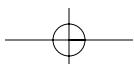
331.25'2—dc22

2005043404



Contents

Preface	vii
Acronyms and Abbreviations	ix
Introduction and Executive Summary	1
A Framework for Pension Reform	2
Design and Implementation Issues	9
Structure of the Report	20
PART 1. CONCEPTUAL UNDERPINNINGS	
1 The Need for Reform	23
Fiscal Pressure: Short-Term Urgencies and Long-Term Needs	23
Delivering on Promises	27
Aligning Systems with Socioeconomic Changes	30
Challenges and Opportunities of Globalization	32
The Contours of Promising Reform Directions	34
2 Conceptual Foundations of the World Bank's Perspective	37
The Social Risk Management Framework	37
Rationale for Public Intervention	39
The Multipillar Approach: Diversification and Efficiency	42
The (Net) Benefits of Funding	44
A Benchmark, Not a Blueprint	53



IV OLD-AGE INCOME SUPPORT IN THE TWENTY-FIRST CENTURY

3	Goals and Criteria That Define the World Bank's Perspective	55
	Primary Goals: Adequate, Affordable, Sustainable, and Robust Pensions	55
	Secondary Goal: Contribution to Economic Development	57
	Reform Criteria	58
4	World Bank Lending to Support Pension Reform	63
	Scope of the World Bank's Pension Lending	64
	Diversity of Pension Reforms	65
PART 2. DESIGN AND IMPLEMENTATION ISSUES		
5	General and Country-Specific Options for the Reform of Pension Systems	73
	General Options for Reform	73
	Country-Specific Options for Reform: Policy Progression and Path Dependency	84
	Conclusions	91
6	Key Reform Issues: Firm Positions and Open Questions	93
	Pillar Design, Poverty Relief, and Redistribution	93
	Financial Sustainability Issues	104
	Management of Public Pension Funds	106
	Administrative and Implementation Issues	114
	Readiness and Regulatory and Supervisory Financial Market Issues	127
	Political Economy and Organization of Pension Reforms	134
	Examples of Reform Dilemmas and Questions	138
7	Regional Experiences: Developments and First Evaluation of Reform	141
	Latin America and the Caribbean	141
	Central and Eastern Europe and Central Asia	150
	South Asia	159
	Sub-Saharan Africa	162
	Middle East and North Africa	165
	East Asia	168
8	Final Remarks	171

CONTENTS

v

Appendix: Tables on Old-Age Income Poverty	173
Endnotes	179
Glossary	189
References	195
Contributors	215

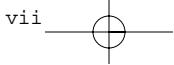
FIGURES

4.1 Timing of World Bank Loans to Multipillar Schemes, by Number of Loans	69
4.2 Timing of World Bank Loans to Multipillar Schemes, by Amount of Loans	70
6.1 Parallel and Integrated Civil Service Pensions, by Region	103
6.2 Distribution and Importance of Public Pension Funds, by Region	107
6.3 Combined Collection and Clearinghouse	117
6.4 Decentralized Funded Pillar in Chile and Hungary	118

TABLES

1 Multipillar Pension Taxonomy	10
4.1 World Bank Lending with Pension Components, Fiscal 1984–2004	65
4.2 Regional Distribution of World Bank Lending Activities, 1984–2004	66
4.3 World Bank Pension-Related Lending Classified by Pillar Support, 1984–2004	67
4.4 Proportion of Pension-Related Lending for Second-Pillar Implementation, 1984–2004	68
4.5 World Bank Lending for Reforms with a Dominant Second Pillar, 1984–2004	69
5.1 Multipillar Pension Taxonomy	82
5.2 Stylized Reform Choices for Countries: Matching Reform Needs with Constraints and Opportunities	85

7.1	Principal Features of Structural Reforms to Social Security Systems (Old-Age Disability and Death) in Latin America, 1980s and 1990s	142
7.2	Principal Features of Structural Reforms to Social Security Systems (Old-Age Disability and Death) in Latin America, 1990s and 2000s	144
7.3	Characteristics of Pension Reforms Moving to a Multipillar System in Transition Economies in Europe and Central Asia, as of April 2004	154
A.1	Poverty Gap in Select African Countries, by Type of Household, Various Years	173
A.2	Inventory of Noncontributory Pension Programs in Developing Countries	174
A.3	Money as a Percentage of GDP Required to Eliminate the Poverty Gap in Select African Countries, by Type of Household, Various Years	176
A.4	Cost of Social Pensions (0.70 Percent of the Poverty Threshold) as a Percentage of GDP in Select African Countries, Various Years	177

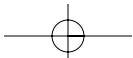


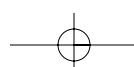
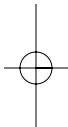
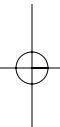
Preface

THIS REPORT WAS INITIATED BY THE OFFICE of the Chief Economist of the World Bank, which wanted the key staff involved in pension issues to explain the Bank's perspective on pension reforms to other Bank staff and the outside world. The result constitutes a joint cross-sectoral effort, much of which was undertaken outside of regular working hours. The cross-sectoral and cross-regional Bank team includes staff from three sectors or networks (Social Protection, Financial Sector, and Poverty Reduction and Economic Management) and four Bank regions (Europe and Central Asia, Latin America and the Caribbean, Middle East and North Africa, and East Asia and the Pacific). The bios of lead and collaborating authors appear at the end of the report.

The team's work benefited from presentations and comprehensive discussions with the pension community inside and outside the Bank, from consultations at the General Assembly of the International Social Security Association (Beijing, September 12–18, 2004) and at the International Labour Organization during the General Assembly (Geneva, November 8, 2004), from comments by the international trade union movement, and from quite tough but extremely valuable reviews and guidance from five outside experts: Mukul Asher (University of Singapore), Nicholas Barr (London School of Economics), Axel Boersch-Supan (University of Mannheim), Peter Diamond (Massachusetts Institute of Technology), and Salvador Valdés-Prieto (Catholic University of Santiago, Chile). We are grateful for all the feedback and suggestions we have received, many of which are reflected in the revised version, and we appreciate the interest of so many pension experts in the pension work of the Bank. All remaining errors are, of course, our own.

This report has not undergone the review accorded to official World Bank publications. The findings, interpretations, and conclusions expressed herein are those of the authors and do not necessarily reflect the views of the World Bank and its affiliated organizations or those of the executive directors of the World Bank or the governments they represent.





Acronyms and Abbreviations

AFAP	Administradora de Fondos de Ahorro Provisional (Uruguay)
AFJP	Administradora de Fondos de Jubilaciones y Pensiones (Argentina)
AFORE	Administradora de Fondos para el Retiro (Mexico)
AFP	Administradora de Fondos de Pensiones (Bolivia, Chile, Colombia, Dominican Republic, El Salvador, Nicaragua, Peru)
EDAP	Entidades Depositarias del Ahorro Provisional (Ecuador)
EET	Exempt-exempt-tax (treatment of contributions, returns, and benefits)
ERISA	Employee Retirement Income Security Act (United States)
EU	European Union
GDP	Gross domestic product
HIV/AIDS	Human immunodeficiency virus/acquired immune deficiency syndrome
ILO	International Labour Office (Geneva)
IMF	International Monetary Fund (Washington, D.C.)
IOPS	International Organization of Pension Supervisors
IPD	Implicit pension debt
ISSA	International Social Security Association (Geneva)
OECD	Organization for Economic Co-operation and Development (Paris)
OED	Operations Evaluation Department (World Bank)
OPC	Operadora de Pensiones Complementarios (Costa Rica)
PROST	Pension Reform Options Simulation Toolkit
TEE	Tax-exempt-exempt (treatment of contributions, returns, and benefits)

