In 1999, expenditure on pensions in EU-15 amounted to 12.7% of GDP. This was the same as in 1998, and a slight drop after five years of stability at 12.9% of GDP. Italy, at over 15%, and Ireland, at 3.8%, were the two extremes.

On average, pensions accounted for almost half of total expenditure on social benefits.

Old-age pensions dominated, accounting for slightly more than 75% of the total in 1999 and strongly influencing the overall trend. Nonetheless, in certain countries, such as the Netherlands, disability pensions are a significant element.

Figure 1: Expenditure on pensions and on total benefits, % of GDP, 1999

Source: Eurostat-ESSPROS.

In 1999, expenditure on pensions in EU-15 was equivalent to 12.7% of GDP (Table 1). In Italy, it amounted to more than 15% of GDP, followed by Austria, France and the Netherlands, at over 13%. The ratios of social expenditure to GDP for these three countries are also among the highest (over 26%) (Figure 1). Conversely, Ireland had the lowest rate of social expenditure to GDP (14.1%) and allocated only 3.8% of its GDP to expenditure on pensions.

In Iceland and Slovakia, the percentage was also low (less than 8% of GDP).

(1) The "pensions" aggregate is the sum of seven different categories of benefits, as defined in the ESSPROS Manual 1996: disability pension, early-retirement benefit due to reduced capacity to work, old-age pension, anticipated old-age pension, partial pension, survivors’ pension and early retirement benefit for labour market reasons. Some of these benefits (for example disability pensions) are paid to people who have not reached the standard retirement age. The "pension" aggregate excludes other expenditure on pensions that are recorded under the heading other categories of the ESSPROS 1996 methodology. See box on "Methods and concepts" for more information.

(2) For Ireland no data are available on occupational pension schemes for private-sector employees with constituted reserves.
In almost all Member States, pensions were main component of social protection expenditure in 1999, accounting for 47.9 % of EU-15 total expenditure on social benefits. The situation in Italy was particularly marked, with over 60 % of all social benefits being pensions. In Greece, Portugal, Luxembourg, Spain, Austria and the Netherlands, expenditure on pensions also accounted for more than half of total spending on social benefits.

By contrast, in Ireland, Sweden and Denmark, expenditure on benefits in kind (*) was higher than expenditure on pensions. It accounted for almost half of total benefits and mainly concerned sickness and health care. The same was true of Norway (42.3 %) and Iceland (52.1%).

In 1999, other cash benefits, that is, cash benefits excluding pensions (†), accounted for 20.6 % of all EU-15 benefits, equivalent to 5.5 % of GDP. These benefits made up more than 28 % of the total in Belgium and Ireland (as well as in Slovakia), with at least one third allocated to expenditure on family/children (Ireland and Slovakia) or to unemployment (Belgium).

The trend in pensions expenditure in EU-15 throughout the period 1990-1999 was noticeably different. There was a substantial upturn between 1990 and 1993, when expenditure as a percentage of GDP increased by one percentage point to reach 12.9 % (Figure 2). This was due in part to GDP growing more slowly than the average increase in expenditure on pensions (4.7 % per annum) in real terms, though this is not true of every country (‡).

In 1999, other cash benefits, that is, cash benefits excluding pensions (†), accounted for 20.6 % of all EU-15 benefits, equivalent to 5.5 % of GDP. These benefits made up more than 28 % of the total in Belgium and Ireland (as well as in Slovakia), with at least one third allocated to expenditure on family/children (Ireland and Slovakia) or to unemployment (Belgium).

The growth in expenditure on pensions in real terms is stabilising.

![Graph showing the growth in expenditure on pensions, EU-15, % of GDP](source: Eurostat - ESSPROS)

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Table 1: Social benefits, 1999

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Source: Eurostat - ESSPROS.

(*) Benefits in kind; for example hospital and out-patient care, accommodation for old or disabled people, child day care, etc.

(†) Other cash benefits: family allowances, birth grants, death grants, unemployment benefit, vocational training allowance, paid sick leave, parental leave benefit, etc.

(‡) Due to integration of the new Länder in Germany in 1991, the growth in total expenditure in EU-15 is 3 points higher in 1991 than it would have been if geographical situation was unchanged. The spread is of the same order for the old age and disability pensions; it is more significant for the other categories of pensions (10 points) and negligible for the survivors’ pension.
Thus, in Finland, this ratio increased more quickly than in the other Member States (+3.4 percentage points of GDP) (Table 2). Effectively Finland, which was in recession during this period, saw expenditure on pensions increase by 4.5% per annum in real terms.

Expenditure on pensions as a percentage of GDP also increased at an above-average rate in the United Kingdom and Portugal (almost 2 percentage points higher between 1990 and 1993). This can be largely explained by significant real growth in expenditure on pensions (an average of 7.2% and 9.7% per annum respectively).

Contrarily, in Greece, the only country to experience a negative real growth rate during this period (-1.3%), expenditure on pensions as a percentage of GDP actually decreased from 1990 to 1993 (Figure 3).

Between 1993 and 1996, expenditure on pensions in EU-15 as a percentage of GDP stabilised at around 12.9%.

This was a result of both faster GDP growth and a slowing of expenditure on pensions. In most Member States, the rate of increase of this expenditure decreased in real terms, with the exception of Denmark (+8.0%), Greece (+3.1%) and, outside the EU-15, Norway (+3.0%). In Belgium, expenditure on pensions actually decreased in real terms.

Between 1996 and 1999, expenditure on pensions as a percentage of GDP in EU-15 dropped slightly from 12.9% to 12.7%.

This is true for most of the Member States. The exceptions are Greece, where expenditure on pensions grew significantly in real terms (an average of +7.0% per annum), and, outside the EU-15, Iceland, Norway and Switzerland.

The drop in the ratio was particularly marked in Finland (-1.6 percentage points of GDP), where the economy grew strongly and the increase in expenditure on pensions was more restrained than in the other countries (+1.1% per annum as compared to an EU-15 average of +2.1%).

However, in 1999, the real rate of growth of this expenditure picked up again in almost all of the countries, (+2.7% in EU-15 in 1999), with Greece, Ireland and Spain being the exceptions.

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Source: Eurostat- ESSPROS.
Old-age pensions dominate pension expenditure

In 1999, expenditure on old-age pensions was the main component of pension expenditure in every country, accounting for 75.3% of the total, or 9.5% of EU-15 GDP (Figure 4 and Table 3). This is particularly true in the United Kingdom, Germany and France (and in Slovakia) where approximately 80% of pensions are of this kind. Ireland recorded the lowest value, at 46.2%.

The proportion of the population aged 65 or over partly explains the differences between countries. For example, in Ireland the over-65 age group makes up only 11.3% of the population, compared to an EU-15 average of 16.1%.

Disability pensions accounted for almost 10% of the EU-15 total in 1999. They are very high in the Netherlands, Portugal and Finland (approximately 20% of the total), as well as in Norway and Iceland.

By contrast, France, Italy and Greece spend less than 7% of the total expenditure on pensions. The various rules on benefits linked to disability are one explanation for these figures.

In Ireland and Belgium, over 20% of all expenditure on pensions consisted of survivors' pensions in 1999, compared to an EU-15 average of 9.7%.

Denmark, on the other hand, spends practically nothing on this.

There are considerable differences between Member States with regard to the other categories of pensions (\(^f\)).

Source: Eurostat- ESSPROS.

In comparison with an EU-15 average of 5.1% in 1999, countries such as Denmark, Greece (and Slovenia) spend over 20% of the total, almost all of which consists of anticipated old-age pensions. Some other countries (Ireland, Austria and Finland) spend over 12%. In contrast, the United Kingdom and, outside the EU-15, Iceland and Switzerland do not allocate any funds to this benefit.

The proportion of the population aged 50 to 59 which is not economically active partly explains the discrepancies between countries. For example, in Ireland and Austria, more than 40% of the population aged 50 to 59 is inactive, while in the United Kingdom this rate is approximately 26%. The EU-15 average in 1999 was 35.9%.

\(^f\) Old-age pensions are paid to protected persons having reached the statutory retirement age fixed by the reference scheme.

\(^f\) This includes anticipated old-age pensions, partial pensions, early-retirement benefit due to reduce capacity to work and early-retirement benefit for labour market reasons.
The regular real growth in expenditure on old age pensions leads to an increase in its proportion of total pension expenditure.

Figure 5: Trend of the expenditure on pensions by categories at constant prices (index 1990 = 100), EU-15

Source: Eurostat- ESSPROS.

From 1990 to 1999, the various components of pension expenditure grew at different rates, reflecting the reforms undertaken over the last few years by the Member States and the demographic evolution (Figure 5). These variations affect the structure of the pensions (Table 6).

In real terms, expenditure on old-age pensions in EU-15 increased by 35% between 1990 and 1999. This growth led to an increase in its proportion of total pension expenditure (+2.5%), which reached 75.3% of the EU-15 total in 1999.

In Portugal and Luxembourg, these pensions rose considerably faster than the average EU rate for 1990 to 1999, namely +8.4% and 5.3% per annum in real terms, compared to the EU-15 average of +3.4%. In these countries, over that period, the proportion of old-age pensions in total pensions nonetheless remained below the European average, even though it came closer to the average. Luxembourg's situation is unusual, in that an increasing percentage of pensions are being paid to non-residents, which complicates the interpretation of rates of growth.

In Spain, Greece and Italy, the rate of growth in real terms was also higher than the EU-15 average. In contrast, expenditure rose more slowly in Ireland and the Netherlands (1.4% and 2.1% respectively).

However, if real expenditure on old-age pensions is looked at on a per capita basis for the over-65s (excluding the demographic factor), the highest rate is still to be found in Portugal (+6.7% per annum between 1990 and 1999), though Denmark and the United Kingdom are close behind (Table 5).

In contrast, in Greece and Italy, the rate of growth in real terms on a per capita basis for the over-65s is below the European average. This is in part due to rapid growth in the population over 65 between 1990 and 1999 (over 2.0% per annum, compared to the EU-15 average of 1.4%, excluding the effect of the integration of the new Länder in Germany).

The trend in pensions expenditure in EU-15 on a per capita basis for the over-65s was irregular throughout the period in question. The changes depend on the previous careers of the new pensioners, the reforms undertaken in their countries, and their policies on pension adjustments.

Data on categories of pension

Under the functional classification in ESSPROS, benefits paid to beneficiaries having reached the statutory retirement age as fixed by the reference scheme must be reported under the old-age function (see Part II, § 53 of the ESSPROS Manual 1996). In some countries this does not happen, however.

In Ireland, Portugal and Switzerland (a part), disability pensions include those paid to beneficiaries over the statutory retirement age.

In France, Ireland, Austria, Portugal and Switzerland (a part), survivors' pensions include those paid to beneficiaries over the statutory retirement age.

In Italy and Luxembourg, old-age pensions include anticipated old-age pensions.

In Portugal, in 1999, the values for certain schemes of early retirement benefits for labour market reasons are not available.
Thus, in real terms, this expenditure grew by 1.6 % per annum between 1990 and 1993 despite the decrease of the average pensions in Germany in 1991 due to the integration of the new Länder. In contrast, the average increase in pension expenditure per capita from 1993 to 1998, was just 1.3 % per annum in EU-15. Lastly, in 1999, growth in expenditure on old-age pensions picked up again (+1.8 % per annum in EU-15).

The average increase in total expenditure on pensions from 1990 to 1999 was 31 % in real terms. The type of pension for which expenditure increased least was disability pensions, at 13 % in real terms. As a percentage of total pension expenditure, this account for steadily less over the period (11.5 % in 1990 compared to 9.9 % in 1999). In the face of increasing expenditure and numbers of beneficiaries during the 1980s, many attempts were made to limit entitlement to this benefit to those individuals who really were unable to work because of their disability. This was particularly the case in the Netherlands, where the conditions to qualify for a disability pension became much stricter in the mid-1990s.

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**Source:** Eurostat - ESSPROS.

In Ireland, at the other end of the scale, growth in real terms was high: 6.9 % per annum as compared to an EU-15 average of 1.3 % per annum from 1990 to 1999. This is partly due to the increase over the last few years in disability pensions granted to persons receiving care in an institution and to an increase in the benefit paid to couples where both parties are disabled. In spite of the ageing population throughout the EU, one of the main trends in the structure of pension expenditure from 1990 to 1999 was the growth in expenditure on other pensions categories (11.5 %), which was equal to that on old-age pensions. Part of this increase can be attributed to the recession in the early 1990s, when early retirement pensions were seen as one of the possible solutions to the problem of long-term unemployment. From 1990 to 1993, the growth rate for these pensions in real terms was +5.2 % per annum in EU-15. This is especially due to the trend in Germany for this category, where the growth was +15.4 % per annum. This category covers mainly expenditure on early retirement benefits for labour market reasons, largely due to the integration of the new Länder. In the years that followed, the conditions for obtaining early retirement pensions were made stricter, which slowed down the growth in expenditure in this area in EU-15. In real terms, its growth rate decreased from 1993 to 1999 (+2.5 % per annum), as did its share of total pension expenditure. In Italy, Portugal and Belgium, the expenditure actually decreased, particularly from 1996 onwards. Lastly, expenditure on survivors’ pensions increased in real terms at a rather weak 2.0 % per year in EU-15 from 1990 to 1999 and their share of total pension expenditure decreased.

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(1) This indicator is not perfect. Old-age pensions may cover different areas in different countries (see comments on page 5), and the retirement age differs from country to country (for both the legal age and the effective age).
The expenditure on pensions presented in this publication is calculated according to the methodology of the European System of Integrated Social Protection Statistics, "ESSPROS Manual 1996".

Definition of social protection in the ESSPROS Manual: "Social protection encompasses interventions from public or private bodies intended to relieve households and individuals of the burden of a defined set of risks or needs, provided that there is neither a simultaneous reciprocal nor an individual arrangement involved. The list of risks or needs that may give rise to social protection is fixed by convention as follows: sickness/health care, disability, old age, survivors, family/children, unemployment, housing and social exclusion not elsewhere classified."

The ESSPROS methodology comprises basic and supplementary schemes, sometimes known as first-pillar and second-pillar schemes, with a third pillar consisting of private arrangements that are not part of social protection in the definition of the ESSPROS.

The ESSPROS methodology distinguishes between cash benefits and benefits in kind. Cash benefits may be periodic or lump-sum.

The "pensions" aggregate comprises only part of periodic cash benefits under the disability, old age, survivors and unemployment functions. It is defined in this publication as the sum of the following social benefits (followed by the function to which the category of benefits belongs):

1. Disability pension (disability function)
2. Early-retirement benefit due to reduced capacity to work (disability function)
3. Old-age pension (old-age function)
4. Anticipated old-age pension (old-age function)
5. Partial pension (old-age function)
6. Survivors' pension (survivors function)
7. Early-retirement benefit for labour-market reasons (unemployment function).

These benefits may be means-tested or non-means-tested.

The value of the "pensions" aggregate has been calculated for all countries according to the above definition, regardless of differences between countries in the institutional organisation of social-protection schemes.

Some benefits classified as "pensions" (such as disability pension) may be paid to persons not yet having reached the statutory retirement age. The various categories of social protection are defined in the ESSPROS Manual 1996.

Under ESSPROS, pensions are recorded without deduction of tax or other compulsory contributions payable by beneficiaries on benefits. They do not, on the other hand, include the social contributions paid by pension schemes on behalf of their pensioners to other social-protection schemes (such as health schemes). ESSPROS records such payments under the heading of "re-routed social contributions".

See the comments on Germany, the Netherlands and Austria below.

Notes on the data

The euro zone (EUR-12) comprises Belgium (B), Germany (D), Greece (EL), Spain (E), France (F), Ireland (IRL), Italy (I), Luxembourg (L), the Netherlands (NL), Austria (A), Portugal (P) and Finland (FIN).

The European Union (EU-15) comprises the euro zone countries plus Denmark (DK), Sweden (S) and the United Kingdom (UK).


Data on pensions are taken from the publication "European Social Statistics - Social Protection - Expenditure and Receipts 1980-1999".

More recent GDP estimates for 1999 were used for E, NL, P, S, CH, IS. More recent data on the expenditure of pensions were used in EL for 1999.

The 1990 values for Germany refer to the situation prior to 3 October 1990.


Belgium: Other expenditure on pensions is recorded under "other lump-sum cash benefits" in the old age and survivors' functions (0.2 % of GDP in 1999).

Denmark: the value of the "pensions" aggregate excludes the single benefits which precede or accompany the payment of early-retirement benefit due to reduced capacity to work and survivors' pension. These benefits were equivalent to 0.2 % of GDP in 1999.

Germany: the value of the "pensions" aggregate excludes the social contributions paid by pension schemes on behalf of their pensioners to other social-protection schemes (particularly health schemes). An initial estimate of these "re-routed social contributions" makes them roughly equivalent to 0.7 % of GDP in 1999.

Ireland: no data are available on occupational pension schemes for private-sector employees with constituted reserves.

Italy: the value of the "pensions" aggregate excludes the lump-sum benefits "liquidazioni in capitale" and "liquidazioni per fine rapporto di lavoro", equivalent to some 1.5 % of GDP in 1999.

Netherlands: the value of the "pensions" aggregate excludes the social contributions paid by pension schemes on behalf of their pensioners to other social-protection schemes. An initial estimate of these "re-routed social contributions" makes them roughly equivalent to 0.3 % of GDP in 1999.

Austria: the value of the "pensions" aggregate excludes the social contributions paid by pension schemes on behalf of their pensioners to other social-protection schemes (particularly health schemes). An initial estimate of these "re-routed social contributions" makes them roughly equivalent to 0.6 % of GDP in 1999. Other expenditure on pensions (some 0.1 % of GDP in 1999) is recorded under the heading "other periodic cash benefits" of the old-age function.

Finland: Other expenditure on pensions is recorded under the heading "other periodic cash benefits" of the old-age function (approximately 0.1 % of GDP in 1999) and disability (approximately 0.2 % of GDP in 1999).

United Kingdom: the value of the "pensions" aggregate excludes lump-sum benefits payable on retirement (approximately 0.7 % of GDP in 1999). For information, private pensions ("personal pension plans"), which do not fit the social-protection definition, were equivalent to some 1.5 % of GDP in 1999.

Switzerland: Other expenditure on pensions is recorded under "other lump-sum cash benefits" in the disability, old age and survivors' functions (2.5 % of GDP in 1999).

Slovakia: Other expenditure on pensions is recorded under the heading "other periodic cash benefits" of the old-age, disability and survivors' functions (0.3 % of GDP in 1999). Old age pension includes estimates of disability and survivors' pensions paid to people over the standard retirement age.
Further information:

> Reference publications

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