

Negative interest rates and the pension system: pension funds face major challenges

Swiss economy

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- The performance of pension fund portfolios has benefited thus far from declining interest rates.
- The bigger challenges are yet to come – if interest rates stay low for longer, but also if they rise again.
- The rising life expectancy is an additional challenge, declining pension benefits may be a consequence.



A survey in the UBS Outlook Switzerland (November 2019) on the impact of negative interest rates shows that more than half of the responding companies are concerned about the deteriorating financial situation of their pension fund. This is surprising given the solid performance of pension funds in recent years. Respondents were probably thinking more about future performance and the demographic challenges faced by the second pillar.

The Swiss pension system manages almost CHF 1,100 billion in assets. The capital of the first pillar's Social Security Fund contributes the smallest part, at around CHF 45 billion. In the pay-as-you-go financed old-age and survivors' insurance (OASI, AHV) the current income should be sufficient for current pension payments.

This makes the first pillar theoretically independent of financial markets. However, due to the decline in birth rates, expenditure has been exceeding contributions for some time, and so the financial market return is of some importance after all. In order to guarantee the promised AHV pensions in the future, the reserves should at the same time achieve a higher as well as a safer return. The former suggests a riskier investment strategy and the latter

a lower-risk strategy. The AHV Social Security Fund invests a large part in safe bonds, although in foreign currency with higher interest rates and higher risk (Fig. 1).

Fig. 1: Investment strategy of the AHV Social Security Fund

Asset class	Allocation 2019	Range
Loans CHF	8%	5% - 15%
Bonds CHF	13%	7% - 17%
Bonds foreign currency	44%	38% - 48%
Equities	24%	17% - 27%
Real Estate	9%	6% - 12%
Precious metals	2%	0% - 4%
Cash	0%	0% - 5%

Source: Compenswiss, UBS

The second pillar, at around CHF 900 billion, retains the largest share of pension capital. The funding principle behind this part of the system is like forced savings. The capital saved individually during an individual's working life should, on average, be sufficient for each generation to finance pension payments in retirement. In addition to the contributions of employees and employers, the so-called "third contributor", the returns on managed capital, is also a very important component. The law imposes

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investment guidelines on pension funds. The effective investment strategy of pension funds (Fig. 2) shows that they invest less in high-risk and illiquid investments than the legislator allows. About one third of the capital is in bonds. Negative interest rates, however, call into question the security of bonds investments.

Fig. 2: Investment guidelines not exhausted

Extract of investment rules from BVV2, Chapter 4, Section 3 and average allocation according to UBS Pension Fund Performance 2019

Asset class	Allocation 2019	Allocation boundaries
Bonds	35%	max. 100%
Real Estate	20%	max. 30%
Equities	30%	max. 50%
Alternative investments	10%	max. 15%

Source: BVV2, UBS

Pillar 3a is becoming increasingly important. Today, more than CHF 120 billion have been saved in voluntary pension provision. Collectively, the same investment guidelines apply to 3a pension foundations as to the second pillar. The 3a foundations are also far from pushing the legal limits, as private investors also prefer bonds and 3a interest-rate accounts. Their yields are likely to be negative in the coming years after deducting inflation. From an investment angle, pillars two and 3a face the same challenges: low interest rates and low growth opportunities make it difficult to find a secure income.

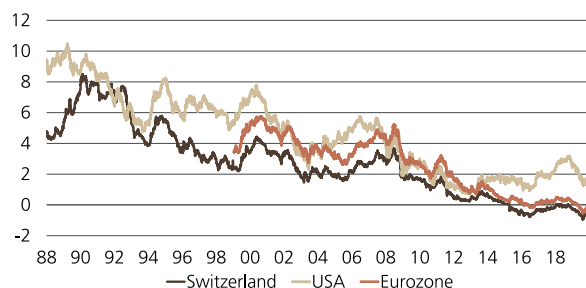
In the second pillar, demographic change is an additional challenge. As this is the most important source of income in retirement for most insured persons, the focus is on occupational pension funds below.

Looking back: negative interest rates unequal negative yields

Interest rates in the industrialized countries have been trending downward for decades (Fig. 3).

Fig. 3: Interest rates on a downward trend

5-year swap interest rates of different countries, in percent



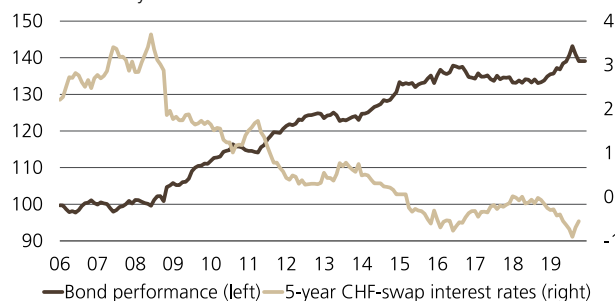
Source: Macrobond, UBS

The global financial crisis reinforced this trend and has brought Switzerland the lowest key interest rates in the world. The lower the key interest rates, the lower the interest rates on longer-term bonds usually fall. As a result, the current interest income (coupon payments) of pension funds, especially recently, has been lower than in the past and the "safe return" is smaller.

However, thus far the positive effects of falling interest rates have been much greater. Falling interest rates mean rising bond prices (Fig. 4), even for interest rates in negative territory. This inverse relationship can be explained by the fact that bonds already issued have a higher value when interest rates fall, since they yield a larger coupon than newly issued ones. On the other hand: If interest rates rise, newly issued bonds with a higher coupon are more attractive to the investor, which reduces the value of previously issued bonds.

Fig. 4: Interest rates and bond value move in the opposite direction

5-year CHF swap interest rate in percent and cumulative performance of the CHF bond portfolio according to UBS Pension Fund Performance indexed January 2006



Source: Macrobond, UBS

The decline in interest rates over the past ten years has increased the value of bonds in the portfolios of pension funds: the average annual performance of high-quality Swiss franc bonds has been 3.5 percent. Falling interest rates have also had a positive impact on other asset classes. Thanks to falling interest rates, expected profits must be discounted at lower rates. Swiss and global equities have additionally benefited from a booming global economy. The US stock market has made the largest contribution with a return of around 11 percent per year, while other major markets, as well as Switzerland, have also delivered considerable returns, with an average of eight percent per year.

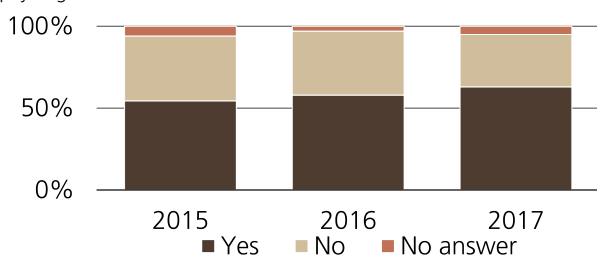
The Swiss real estate market has also benefited from lower interest rates, as well as from the rising demand for housing due to immigration. The average return has

been six percent. Because of the ever-lower interest rates, real estate has been and remains an important source of returns for pension funds. Alternative investments such as hedge funds, private equity and commodities have also contributed to a diversified performance, but are a less important source of return with less than ten percent weight in the portfolio. Overall, the pension funds regularly monitored by UBS have achieved an average of 4.2 percent performance per year since 2009.

The bottom line is that the performance of pension fund assets has benefited from falling capital market interest rates, but they are nonetheless feeling the effects of negative interest rates. A majority of pension funds pay negative interest on their cash deposits (Fig. 5). Although cash positions account for a small part of the total capital at around five percent, the costs amount to CHF 400 million per year, according to the Swiss Pension Fund Association (Asip).

Fig. 5: Nearly two-thirds of pension funds pay negative interest on cash deposits

Results of Swisscanto's Swiss Pension Fund Study 2019; Question: Do you pay negative interest?



Source: Swisscanto Vorsorge AG, UBS

What next for pension fund performance?

While falling interest rates have so far supported pension funds, the big challenges are yet to come. This will be the case whether interest rates remain low for a long time or whether they start to rise again.

Baseline scenario: a gradual rise in interest rates

In our baseline scenario, we expect slightly negative returns for Swiss Eidgenossen and CHF-denominated bonds with a high credit rating over an investment horizon of seven years – a sobering view compared to returns in recent years.

While we expect interest rates to rise, we expect them to rise slowly and to a very moderate level by historical standards. The coverage ratio of a pension fund in this scenario would decline initially due to the fall in the bond portfolio's value. Although most pension funds hold their

bonds until the end of the term and losses would primarily be a book effect, it would still lead to a fall in asset value, which would harm the health of the pension fund and thus negatively affect future investment behavior. Initial price losses would be compensated by the gradual increase in coupons over the long term.

Falling interest rates have supported real estate investment as they have driven an increase in property prices. A moderate rise in interest rates would imply the high capital gains on real estate are likely to be a thing of the past. Nevertheless, we expect that a high-quality real estate portfolio should generate a reasonable rental return and achieve an attractive return of around three percent compared to Swiss bonds.

A rise in wages leads to margin compression and could dampens stock market performance, so that over the seven-year investment horizon, they will, on average, yield only about half as much per year as in previous years. For a typical pension fund portfolio, we therefore expect an average annual return of 2.3 percent over the next seven years.

Alternative scenario: negative interest rates for the foreseeable future

If interest rates remain in negative territory for the foreseeable future, this will also be a problem for pension funds. While a bond portfolio would not initially lose value – and even benefit from further falls in interest rates – the return prospects for highly rated bonds would be negative for a long time to come.

The impact of long-term negative interest rates on other asset classes depends on why interest rates fail to rise. If the environment of recent years repeats itself – a loose central bank policy with a moderately positive economic environment and low inflation – one can expect positive returns on real estate and equities, albeit not at the same level as in previous years. If negative or possibly even falling interest rates trigger an economically weak environment, yields on real estate and equities could also be very weak.

Which interest rate trend is the least bad?

It turns out that each scenario has its challenges. If we look only at the development of interest rates, a rapid rise in interest rates is the best possible scenario. The loss would be high at first, but short-lived, like a single bad investment year. Initial negative returns on the bond

portfolio would be offset by higher long-term return expectations. However, it would be important to consider why interest rates were rising and what impact an interest rate rise would have on other asset classes.

If inflation were to rise rapidly, it would likely have a negative impact on equity returns. We would expect a slightly negative effect on property yields; the negative price trend would be offset by rent increases. Pensions would lose purchasing power, and higher bond yields could lead to expectations of pension increases. A rise in interest rates that was associated with a good economic situation and moderate inflation, and thus with good stock and real estate yields, would be the dream scenario. If the increase in interest rates takes a long time, the losses per year are smaller, but drag on for a much longer period.

Demographics as a second challenge

The remaining life expectancy of a new pensioner has risen from 13 years in 1948, when the first pillar was established, to more than 23 years today. Since the legal founding of occupational pensions in 1985, life expectancy has increased by almost five years. These changes call for appropriate adjustments.

For the second pillar, the conversion rate is the lever, which should ensure that, on average, each insured person receives the same amount of pension benefits as he or she has saved through contributions and investment income. If life expectancy increases, existing capital must finance pensions over a longer period of time if the retirement age remains the same. Accordingly, the conversion rate should fall and lead to a smaller monthly pension. As this has not been done sufficiently, current workers have to finance part of the current pensions by accepting a lower interest on their retirement assets and by increasing contributions – which is equivalent to a redistribution not intended by the law. This redistribution is estimated by the Occupational Pensions Supervisory Commission (OPSC) to be CHF 6.7 billion per year in recent years.

Conversion rate explained: this percentage is used to calculate the annual old-age pension from the retirement capital. The BVG minimum conversion rate stipulates how the compulsory retirement capital is converted into a pension at the time of the ordinary retirement age (currently 65 for men and 64 for women). It is currently 6.8 percent. There are no requirements for retirement

assets above the obligatory level and the conversion rate is often lower (Federal Social Insurance Office, FSO).

The very good returns of recent decades have masked this redistribution. However, the increasingly unfavorable age structure for pension funds means that they must take less risk on the asset side. This suggests a higher allocation to safe bonds and explains why the scope offered by the investment guidelines for riskier investments is not being fully exploited. In a low interest rate environment, this means lower returns. Thus, the minimum interest rate, i.e. the interest rate set by the law as the minimum return on the retirement assets of the insured, will fall. It currently stands at 1 percent. Even in a better economic situation, the performance of recent years should not be repeated and the asset side cannot expect any relief.

Minimum interest rate explained: interest rate at which the BVG retirement assets must be at least interest-bearing. The minimum interest rate is determined by the Federal Council, who takes into account the return development of various assets. Currently, the minimum interest rate is 1 percent. Retirement assets above the obligatory level may be subject to lower interest rates (FSO).

With higher life expectancy, the obligations of the pension fund (passive side) automatically increase. These must also be discounted in order to be able to list the present value of the retirement capital in the balance sheet. The technical interest rate set by the Board of Trustees is used for this purpose. This is loosely based on a formula calculated based on the average performance of the pension fund and the 10- year Eidgenossen over the last ten years.

Technical interest explained: interest rate used for discounting future benefits. The lower the technical interest, the higher the retirement capital of a pension fund. The technical interest rate must be chosen in such a way that it can be financed by the capital gains (FSO).

A lower technical interest rate means a higher obligation in the balance sheet of pension funds and thus a deterioration in their financial situation – and vice versa. In order to view the health of a pension fund objectively, it is therefore important to assess the coverage ratio in conjunction with the technical interest used. How realistic the technical interest rate is can be deduced from its level compared to the long-term return on safe bonds.

Coverage ratio explained: the coverage ratio of a pension fund corresponds to the ratio of pension assets to its

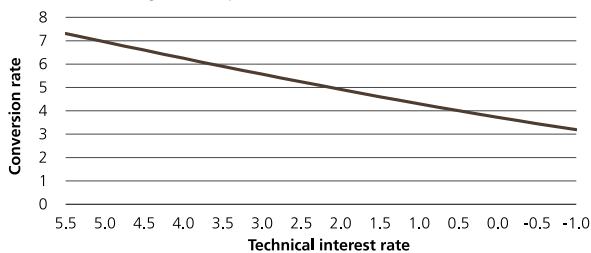
obligations. If the obligations of a pension fund are higher than its assets, the pension fund is under-funded and must be rehabilitated (FSO).

In theory, pensioners who do not carry investment risk because of safe pensions promised to them should receive a lower return than those who are risk-exposed and also bear investment risk because of the redistribution. In practice, however, the technical interest rate is rarely set negatively, although the realistically obtainable return on capital that bears no risk is negative today.

Many pension funds face the problem of making promises to their policyholders that they cannot keep. At the moment, this problem is being obscured by the fact that the strong returns on the financial markets are not credited to workers, but are used for current pension payments. Thus, even a rise in interest rates would not improve the situation in the future, as it is at best represents the technical interest rate more realistically. The technical interest rate is also crucial in order to calculate the conversion rate, which should therefore fall not only because of longer life expectancy, but also because of the investment challenges (Fig. 6).

Fig. 6: Relationship between technical interest and conversion rate

The lower the technical interest rate, the lower the conversion rate should be at retirement age 65, in percent



Assumptions: Generational death table BVG 2015 for year 1955, entitlement to spouse's pension 70%, entitlement to orphan/child pension 20%, percentage of men 70%. Source: UBS

How to respond to the challenges?

Pension funds

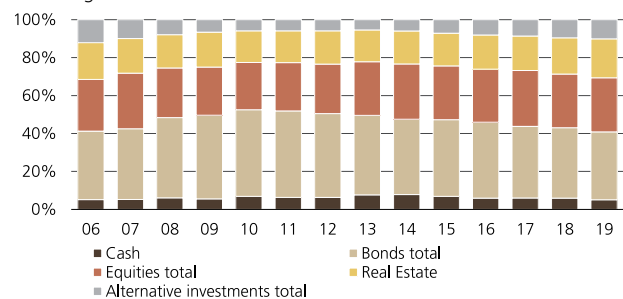
Lower interest rates and the aging of society are two structural trends that pose challenges for pension funds. Many are already reacting to the changed environment within the legal framework. On the benefit side, they have reduced the conversion rate on the over-compulsory capital, raised the retirement age for women to 65, demand contributions from their insured persons from the

age of 20 and reduce the interest credits on the retirement savings.

On the investment side, there is a slight shift away from cash and bonds to alternative investments, real estate and equities (Fig. 7). This is where the premiums of illiquid investments, on which we see the greatest return opportunities in the future, could be better siphoned off. However, this room is limited, as the legal framework requires a lower-risk investment strategy as liabilities increase. Therefore it is important to establish sound policies to increase the options.

Fig. 7: Investment strategy of pension funds shifts

Annual average 2006 to 2018, average January to October 2019, according to UBS Pension Fund Performance



Source: UBS

Policy

According to our calculations, the fair conversion rate, given today's appropriate technical interest rate of one to two percent, should be between four and five percent. This is well below the minimum conversion rate of 6.8 percent set by current legislation. If, in today's investment environment, pension funds are certain that they will be able to pay pensions without risk of breaching the funded mechanism of the second pillar, the current interest rate promises would have to be matched with the safe returns that are effectively expected on the capital market. Technical interest to calculate the conversion rate would have to follow the key interest rates to negative levels – the conversion rate would in this case fall below four percent.

It can now be argued that the state should ensure that pension funds need to have safe investments with a positive return if they are obliged by the legal framework to set a conversion rate based on the based on a positive technical interest rate. For example, the federal government could issue "pension provision bonds", Eidgenossen with a non-negative return in which only pension funds are allowed to invest. In such a case, however, political debate is inevitable. Is this simply state

subsidization of a group of savers or do negative interest rates in conjunction with a positive technical interest rate implicitly represent a new form of taxation of pension funds or their active-insured persons?

Insured

The employee can compensate for the expected lower benefits of the second pillar by saving privately (through the tax-privileged pillar 3a, but also with other savings). Purchasing into the second pillar can also directly improve occupational pension benefits. However, this must be carefully considered. On the one hand, there are tax advantages, but on the other hand, it is precisely the concern about the future benefits from pension funds that is forcing higher savings.

Those who do not have confidence in their own pension fund can withdraw this capital early to use for residential property while benefitting from tax savings. However, the direct consequences for subsequent pension payments should be budgeted and the tax savings should be consistently used for voluntary pension provision. In addition, the insured person must be aware that rising interest rates may not only put pension funds in short-term trouble, but can also lead to falling house prices.

A long-term, holistic plan for personal financial is essential. A long retirement is becoming increasingly difficult to finance with rising costs in old age and the current negative interest rate environment. Ultimately, this means that a longer period of employment will be needed to maintain living standards. These considerations must be taken into account at an early stage, especially for women, for example when deciding to reduce or extend their workload, to seek early retirement or to continue working after retirement. Various flexible working models, such as rainbow careers, part-time work and counselling activities, offer opportunities to stay in the labor market for longer while gradually exiting.

Employer

The more flexible job opportunities for older workers are also becoming increasingly important for companies, as the Swiss economy is expected to be short of between 300,000 and 500,000 people in the next ten years. Employers benefit twice: they reduce the shortage of skilled workers and contribute to the sustainable development of their pension fund. If employees pay longer into the pension fund and receive fewer benefits, this is also advantageous for the employer, who has to support the pension fund in the case of restructuring.

Appendix

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