



# Social Security Benefits, Finances, and Policy Options *A Primer*

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# What is Social Security?

# How Many People Receive Social Security?

- More than 66 million people receive Social Security each month, in one of three categories:
  - Retirement insurance
  - Survivors insurance
  - Disability insurance
- Over 1 in 5 Americans gets Social Security benefits.
- About 1 in 4 families receives income from Social Security.

# Who Receives Social Security?

- 44.6 million *retired workers*
- 8.5 million *disabled workers*
- 4.0 million *widows and widowers*
- 2.5 million *spouses*
- 1.1 million *adults disabled since childhood*
- 2.9 million *children*

# How Much Does Social Security Pay?

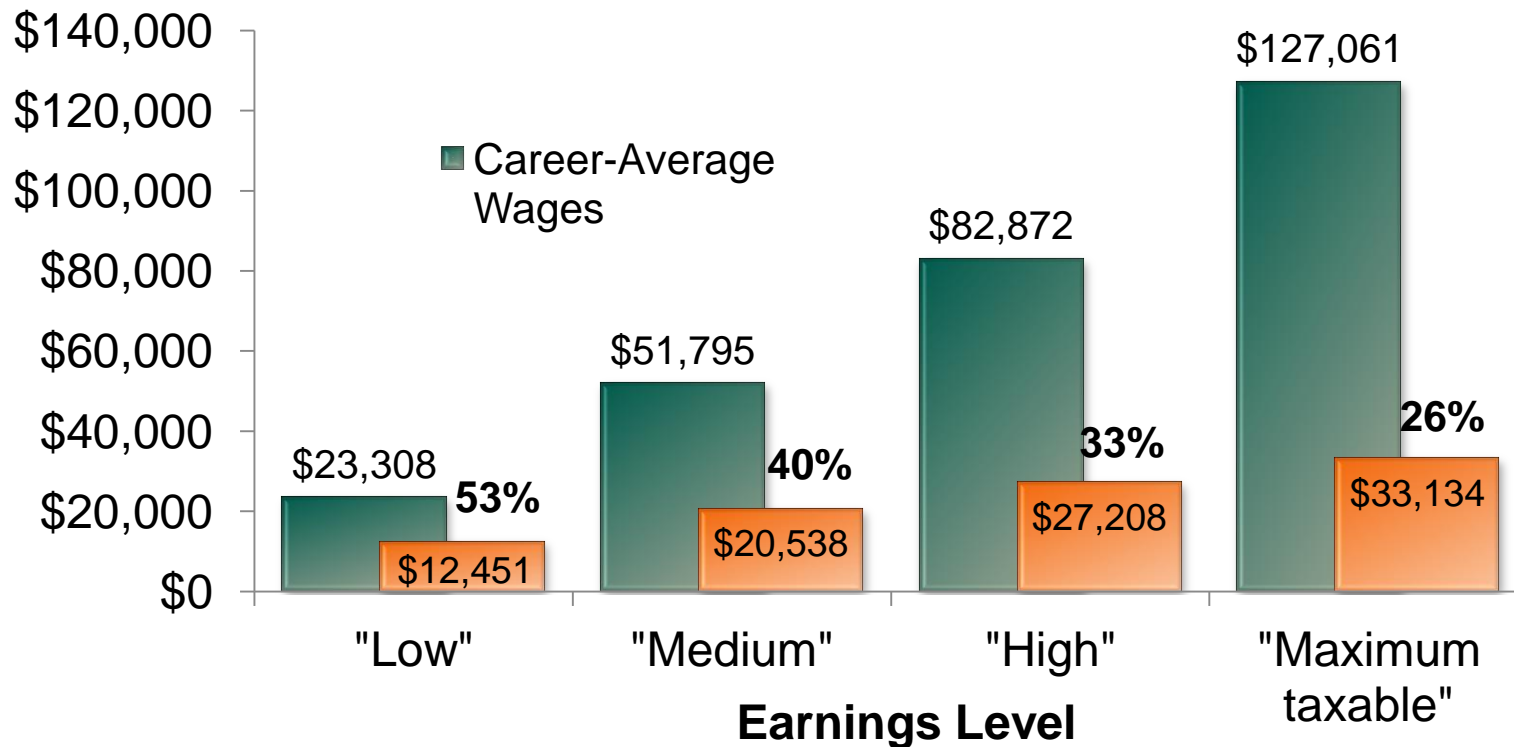
## (July 2019)

<b>By Beneficiary Type:</b>	<b>Average Monthly Benefit</b>	<b>Average Yearly Benefit</b>
Retired workers	\$1,472	\$17,666
Disabled workers	\$1,236	\$14,833
Widows or widowers (60 or older)	\$1,396	\$16,748

<b>By Family Type:</b>	<b>Average Monthly Benefit for Family</b>	<b>Average Yearly Benefit for Family</b>
Retired worker and spouse (62 or older)	\$2,473	\$29,681
Widowed mother or father (under 60) and two children	\$2,840	\$34,081
Disabled worker and one or more children	\$1,904	\$22,853

# How Do Benefits Compare to Earnings?

Replacement Rates for Retired Worker Age 65, 2019





# How Many Seniors Rely on Social Security for Most of Their Income?

- Nearly nine out of ten individuals age 65 and older receive Social Security.
- Among elderly beneficiaries, 48% of married couples and 69% of unmarried individuals receive *half or more* of their income from Social Security.\*
- Among elderly beneficiaries, 21% of married couples and 44% of unmarried individuals receive *almost all (90% or more)* of their income from Social Security.\*

SSA, 2019d.

\*Some evidence indicates that a somewhat lower proportion of beneficiaries, about half, receive half or more of their total income from Social Security, and about 20% may get 90% or more of their income from Social Security (Bee and Mitchell, 2017).

# Reliance on Social Security By Race

Percent of beneficiary households 65 or older whose Social Security benefits make up:

<b>Race:</b>	<b><i>Half or more of their income</i></b>	<b><i>90% or more of their income</i></b>
White	60%	32%
Black	69%	45%
Asian	62%	41%
Hispanic	73%	52%



# Reliance on Social Security By Gender and Family Type

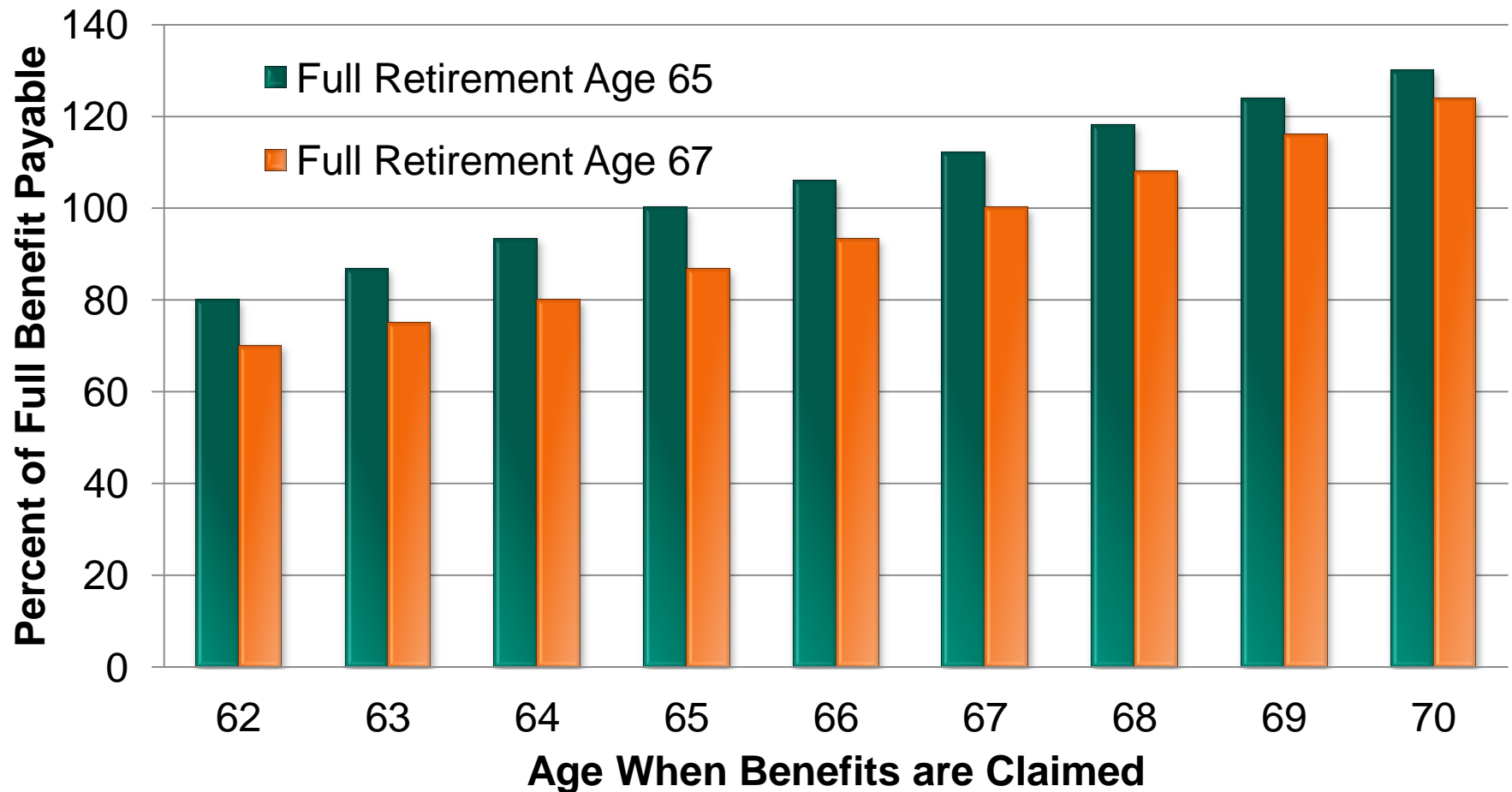
Percent of beneficiaries 65 or older whose  
Social Security benefits make up:

<b>By Gender:</b>	<b><i>Half or more</i> of their income</b>	<b><i>90% or more</i> of their income</b>
Unmarried women	61%	34%
Unmarried men	56%	29%

Percent of beneficiary households 65 or older  
whose Social Security benefits make up:

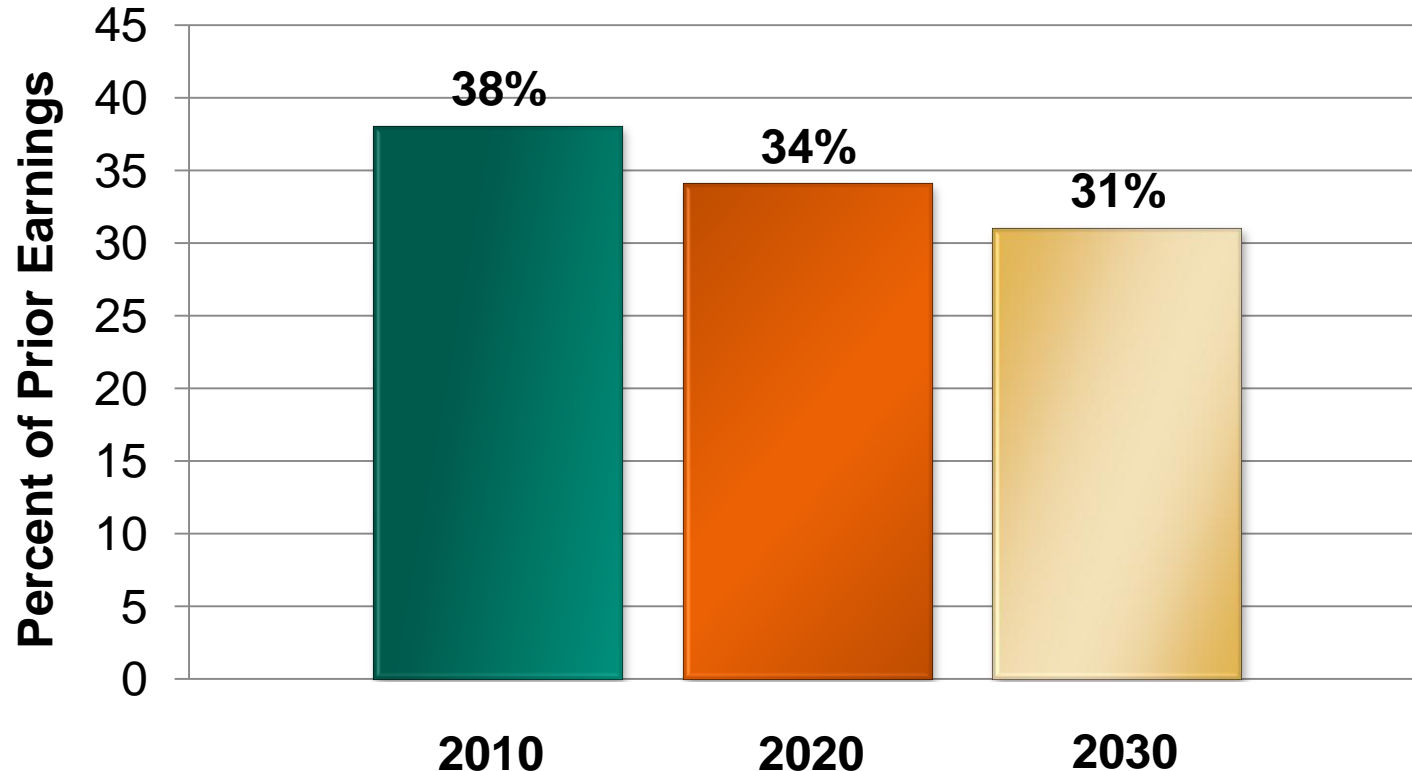
<b>By Family Type:</b>	<b><i>Half or more</i> of their income</b>	<b><i>90% or more</i> of their income</b>
Married couples	48%	21%
Unmarried people	71%	43%

# Increase in Full Retirement Age (FRA) Lowers Retirement Benefits at Any Age Claimed



# Net Social Security Replacement Rates Will Fall

Medium Earner's Replacement Rate at 65  
(after Medicare Parts B & D premiums and taxation of benefits)

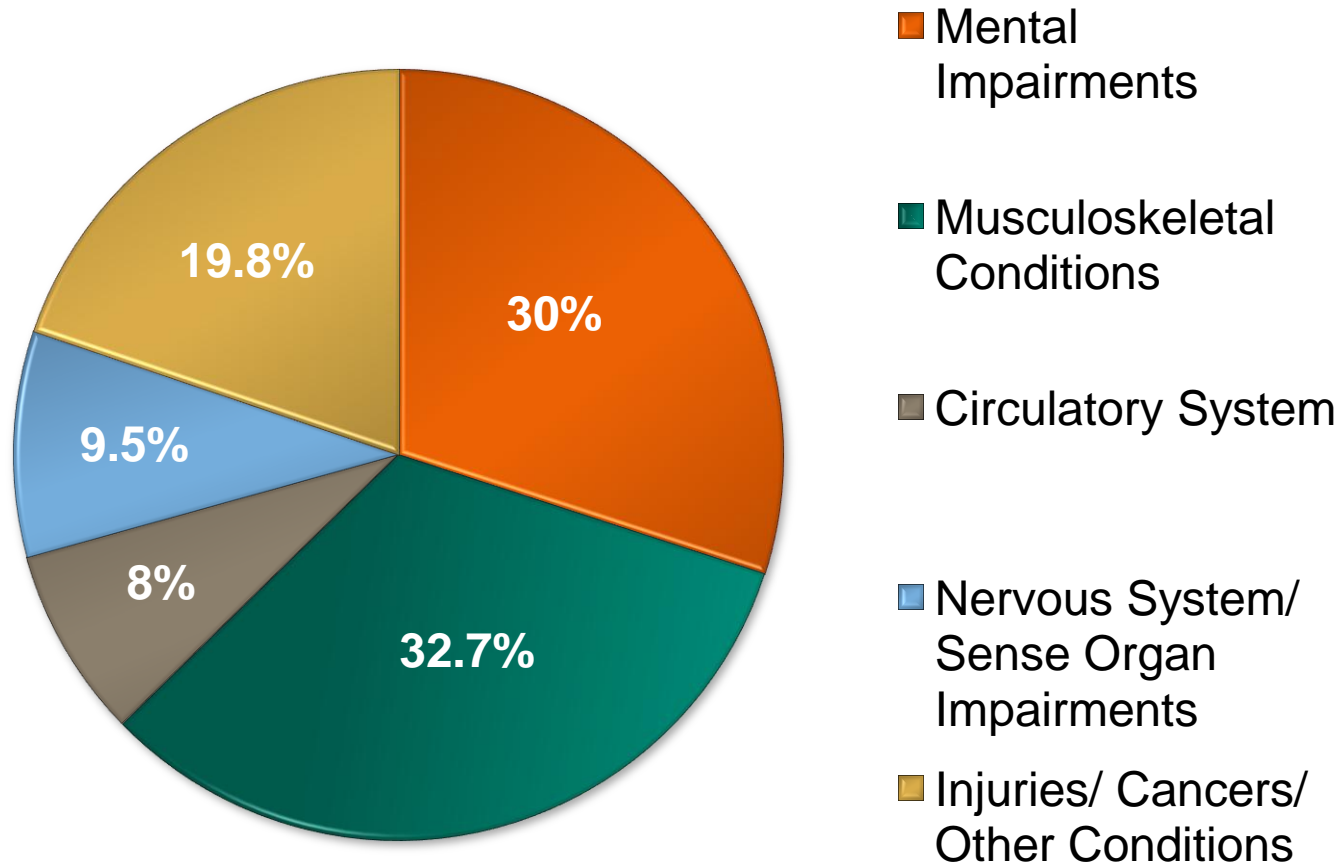


# What is Social Security Disability Insurance?



- Disability Insurance (DI) pays monthly benefits to 8.5 million workers who are no longer able to work due to illness or impairment.
- It is part of the Social Security program.
- Benefits are based on the disabled worker's past earnings.
- To be eligible, a disabled worker must have worked in jobs covered by Social Security.

# What are the Most Common Disabilities for DI Recipients?



# Attributes of Disabled-Worker Beneficiaries

- 3 in 10 disabled workers have incomes below 125% of the poverty threshold.
- Disabled worker beneficiaries are more likely than other adults to be:
  - older (65% are over 50);
  - African-American;
  - and have a lower educational attainment:
    - almost half have a high school diploma or less;
    - 10% did not finish high school.

# Who Pays for Social Security?



- Workers and their employers pay with Social Security contributions under the Federal Insurance Contributions Act (FICA).



# How Much Do Workers and Employers Pay?

- Workers contribute 6.2% of their earnings for Social Security.
- Employers match these worker contributions (6.2%).
- The total Social Security contribution is 12.4%.
- Earnings above \$132,900 are exempt from Social Security contributions.

# Where Does the Money Go?

- It is credited to the Social Security trust funds. Of the 6.2% tax rate:
  - 5.015% goes to the **retirement and survivor insurance fund**
  - 1.185% goes to the **disability insurance fund**
- Projections of income and outgo of the Trust Funds are made by the Social Security Administration actuaries.





# The Financial Outlook



# 2018 Finances

Trust Fund income      = \$1,003.4 billion

Trust Fund outgo      =      \$1,000.2 billion

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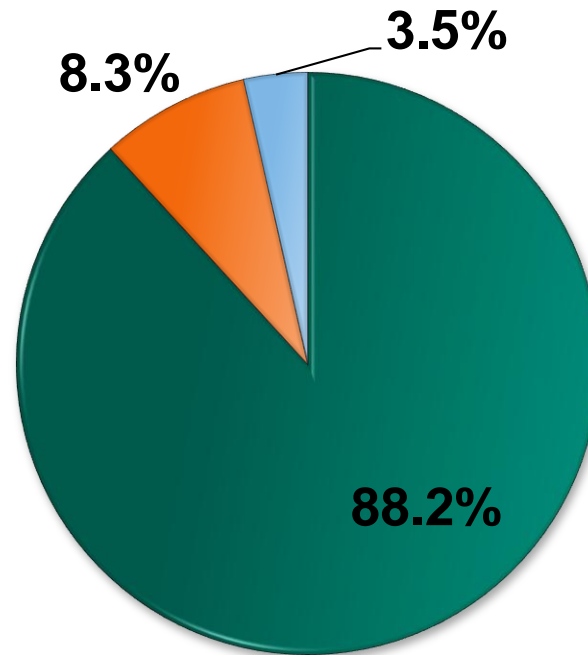
Increase in Trust

Fund reserves      =      **\$3.2 billion**

- By law, surpluses are invested in U.S. Treasury securities and earn interest that goes to the Trust Funds.

# Where is Social Security Income From?

## Shares of Income to the Trust Funds, 2018



- Workers' and employers' Social Security contributions
- Interest on reserves
- Income taxes on benefits

# What are Social Security Reserves, or Assets?

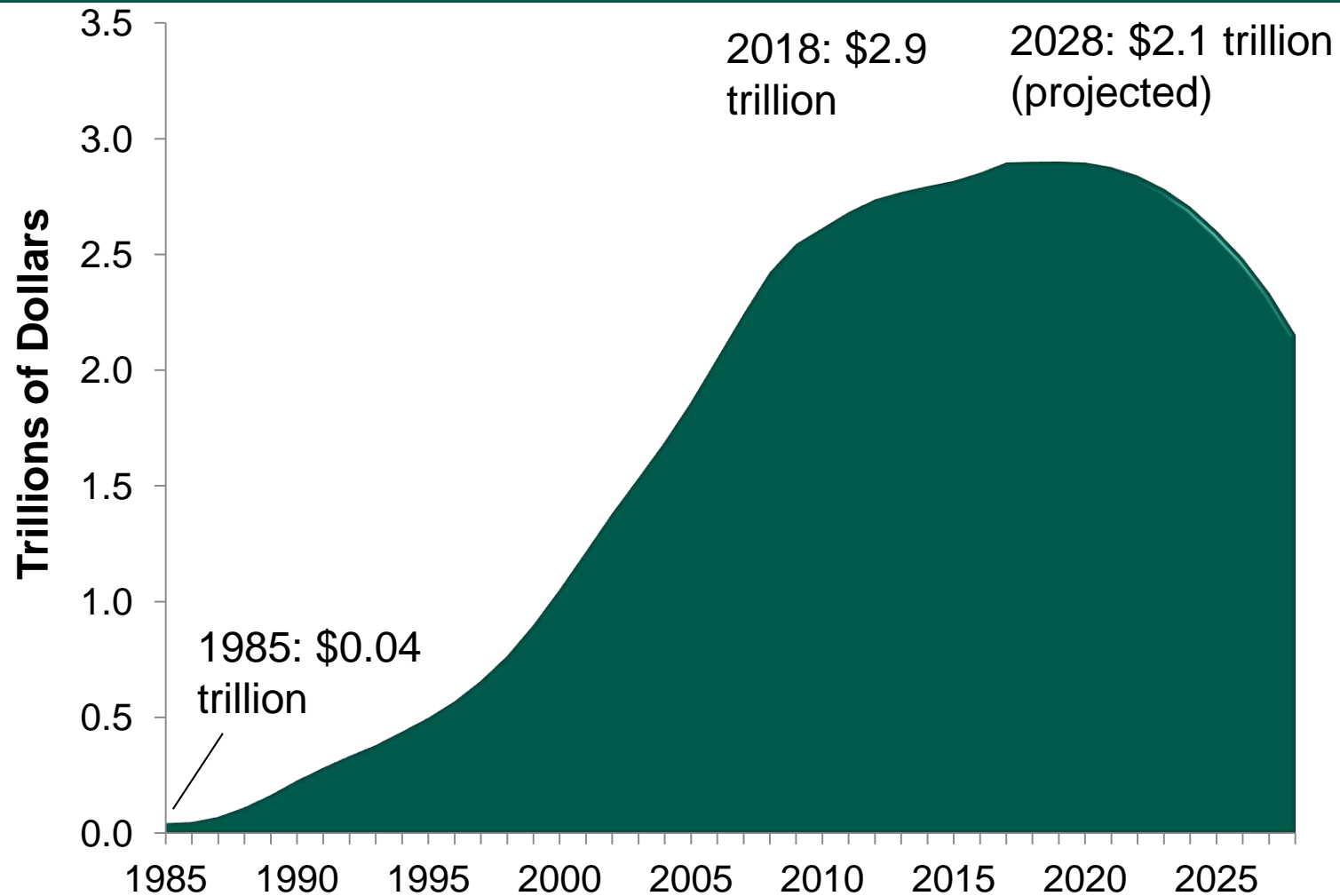
- Social Security income that is not used immediately to pay benefits and costs is invested in special-issue Treasury securities (or bonds).
- The bonds earn interest that is credited to the trust funds.
- The accumulated surpluses held in Treasury securities are called Social Security reserves, or trust fund assets.
- The Treasury securities are secure investments that are backed by the full faith and credit of the United States government.

# Disability Insurance Projections

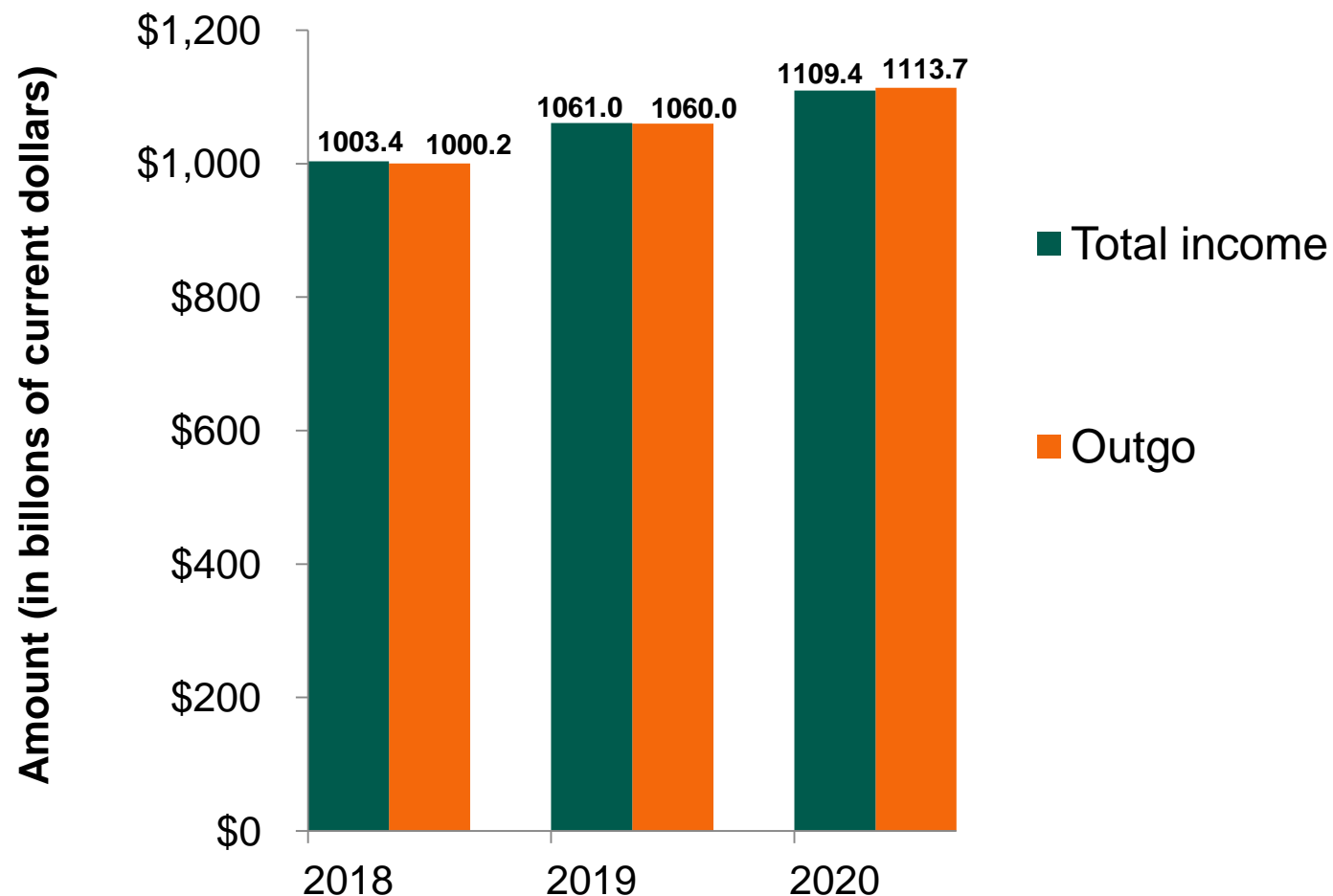
- By law, Social Security has two separate Trust Funds:
  - **Disability Insurance (DI)** Trust Fund
  - **Old-Age and Survivors Insurance (OASI)** Trust Fund
- With the Bipartisan Budget Act of 2015, Congress temporarily rebalanced the distribution of Social Security payroll contributions between OASI and DI, extending solvency of the DI Trust Fund.
- According to the 2019 Social Security Trustees Report, the DI Trust Fund is projected to be able to pay full benefits until 2052.



# How Large are Social Security Trust Fund Assets?



# Social Security Income and Outgo



# How Do Actuaries Estimate the Future?



- 1) Review the past: birth rates, death rates, immigration, employment, wages, inflation, productivity, interest rates.
- 2) Make assumptions for the next 75 years (longer than the rest of the government).
- 3) Three scenarios:
  - Low cost;
  - High cost;
  - Intermediate.

# The Long-Range Projection (Best Estimate)

- In 2020, revenue from payroll contributions, interest on reserves, and taxation of benefits is expected to be less than total outgo for the year. If action is not taken soon, reserves will start to be drawn down to pay benefits during 2020, or possibly sooner.
- In 2035, Trust Fund reserves are projected to be depleted. Income is projected to cover 80% of benefits due then.
- By 2095, assuming no change in taxes, benefits or assumptions, revenue would cover about 75% of benefits due in that year.

# Other Scenarios

## Low Cost:

Social Security would be capable of paying all benefits for 75 years and beyond.



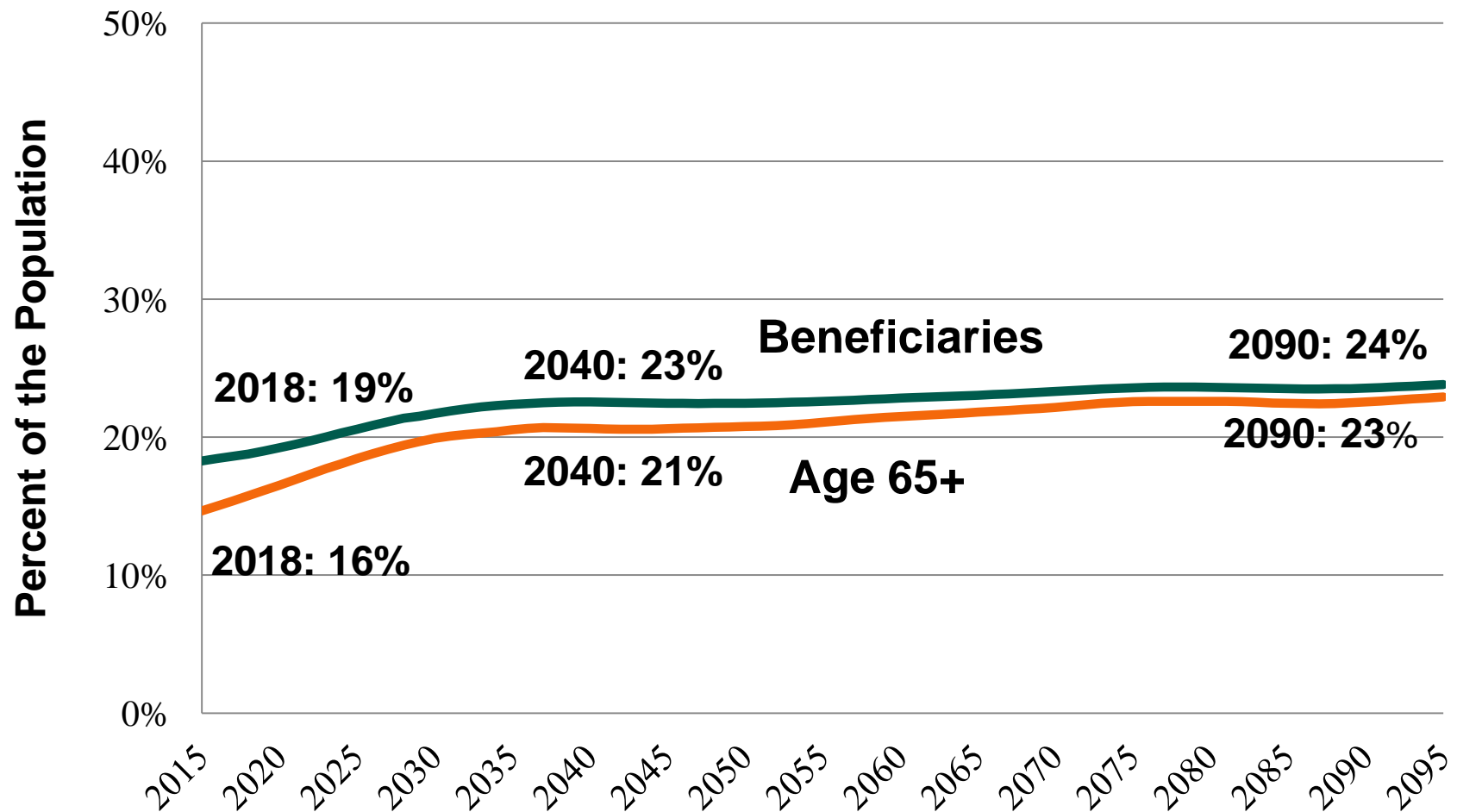
## High Cost:

Trust Fund reserves would be depleted in 2030, instead of 2035.

# Why Will Social Security Cost More in the Future?

- The share of Americans over age 65 will grow because:
  - **Boomers are reaching age 65**
  - **People are living longer after age 65**
- Birth rates are projected to remain at replacement levels.
- People 65 and older will increase from 16% to 23% of all Americans by 2095.

# Percent of the Population Receiving Social Security and Percent Age 65+, 2015-2090





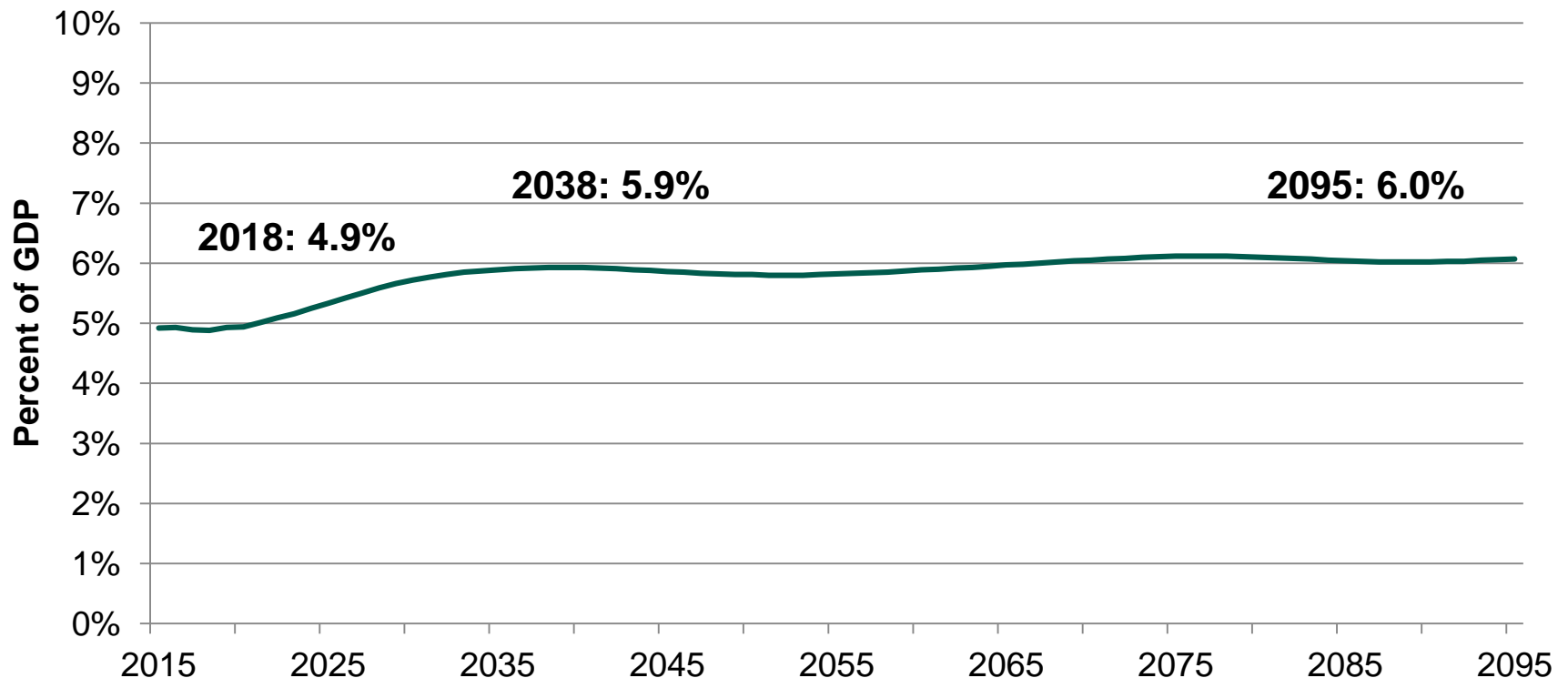


# Can We Afford Social Security in the Future?



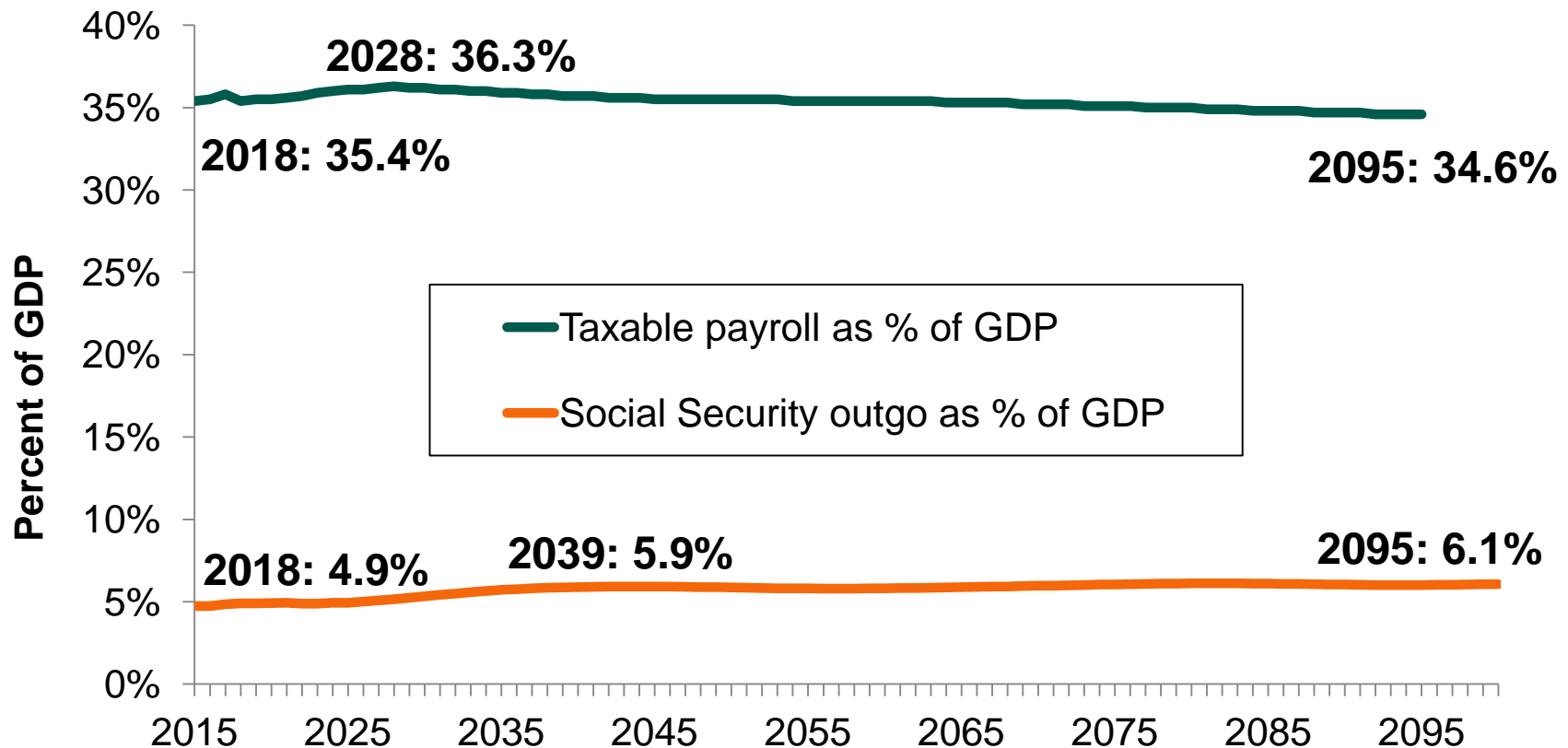
# Social Security in the Broader Economy

**Social Security Outgo as a Percent of the Economy (GDP),  
2015-2095**



# Taxable Payroll in the Broader Economy

**Taxable Payroll and Social Security Outgo  
as a Percent of the Economy (GDP), 2015-2095**





# Strengthening Social Security



# Options to Improve Adequacy

Options that would improve the adequacy of benefits include:

- 1) Updating the special minimum benefit to ensure that long-serving, low-paid workers can remain out of poverty when they retire.
- 2) Reinstating student benefits until age 22 for children of disabled or deceased workers (currently, benefits for these children stop at age 18-19).
- 3) Allowing up to 5 childcare years to count toward benefits.
- 4) Increasing benefits for widowed spouses in low-earning couples.
- 5) Modestly increasing benefits for all by changing the benefit formula (to increase the first PIA bend point by 15 percent)

# Options for Raising Revenues

Options that would help **raise revenues** include:

- 1) Lifting or eliminating the cap (now \$132,900) on the earnings on which workers and their employers pay Social Security contributions.
- 2) Gradually increasing the Social Security contribution rate from its current level of 6.2%.
- 3) Subjecting income from investments to Social Security contributions.
- 4) Treating all salary reduction plans like 401(k)s (subjecting income paid into them to Social Security contributions).
- 5) Restoring estate tax to 2000 level and dedicating to Social Security.

# Other Options for Solvency

Some proposals would **reduce benefits for some or all beneficiaries** in order to extend solvency.

- For example, raising the retirement age amounts to an across-the-board cut in benefits, and hence reduces the program's cost.
- Switching to the chained CPI as the basis for Social Security's cost-of-living adjustments (COLAs) would reduce benefits and hence program cost as well.





# Public Opinion on Social Security



# Consistent Findings throughout the Study

- In 2014, the Academy conducted a multigenerational study to understand Americans' perspectives on Social Security.
- In focus groups, Americans expressed concern about benefits being too low.
- **77%** said it is critical to preserve Social Security benefits, even if it means raising taxes on working Americans.

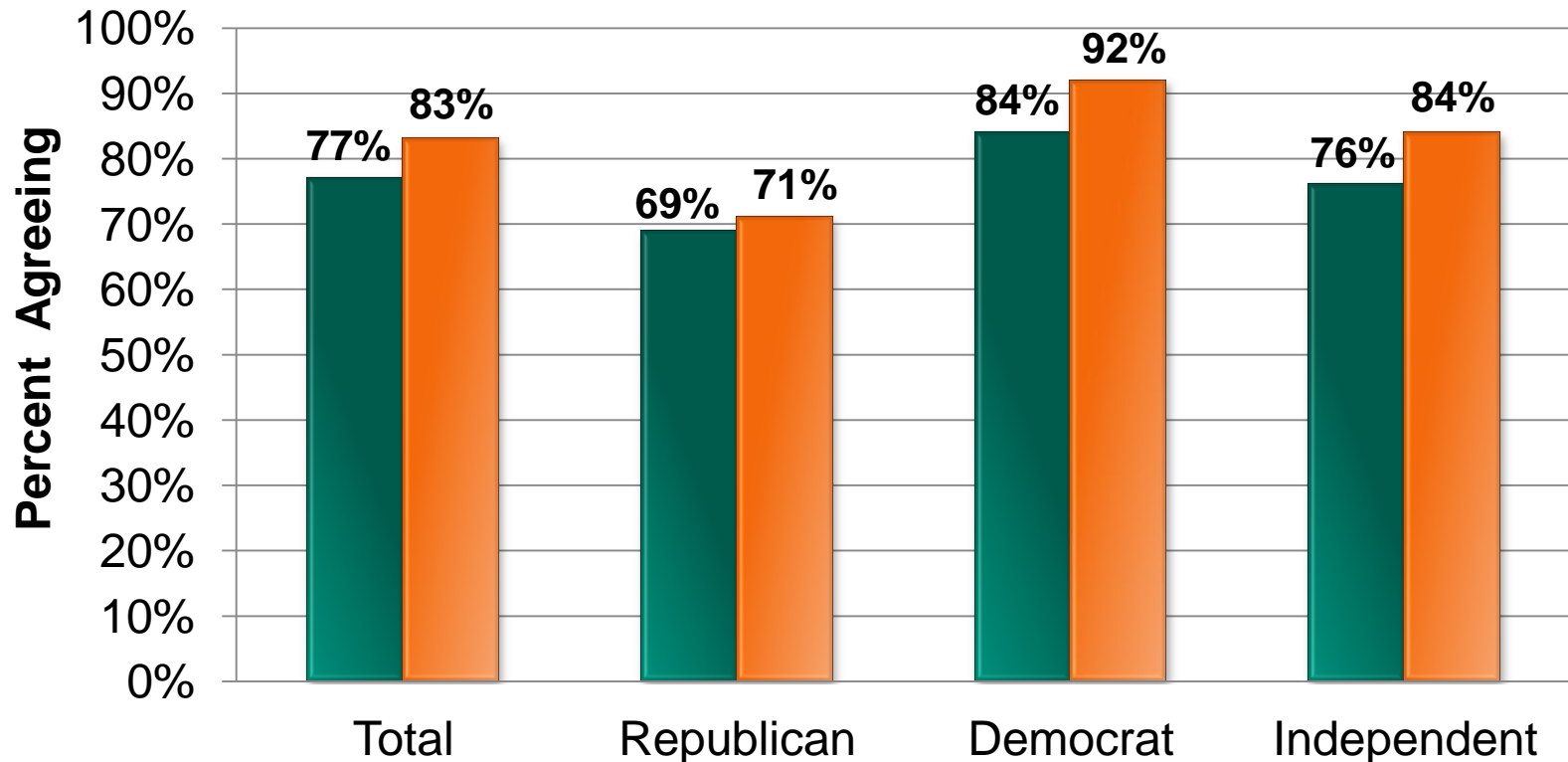
# Consistent Findings throughout the Study

- In the trade-off analysis, the package preferred by **71% of respondents** would:
  - Gradually **increase taxes** in two ways:
    - for high earners by eliminating the taxable earnings cap;
    - For all workers by raising the tax rate by 1/20 of 1% per year.
  - **Increase benefits** in two ways:
    - For low earners by increasing the special minimum benefit;
    - For all beneficiaries by basing COLAs on the inflation experienced by the elderly.

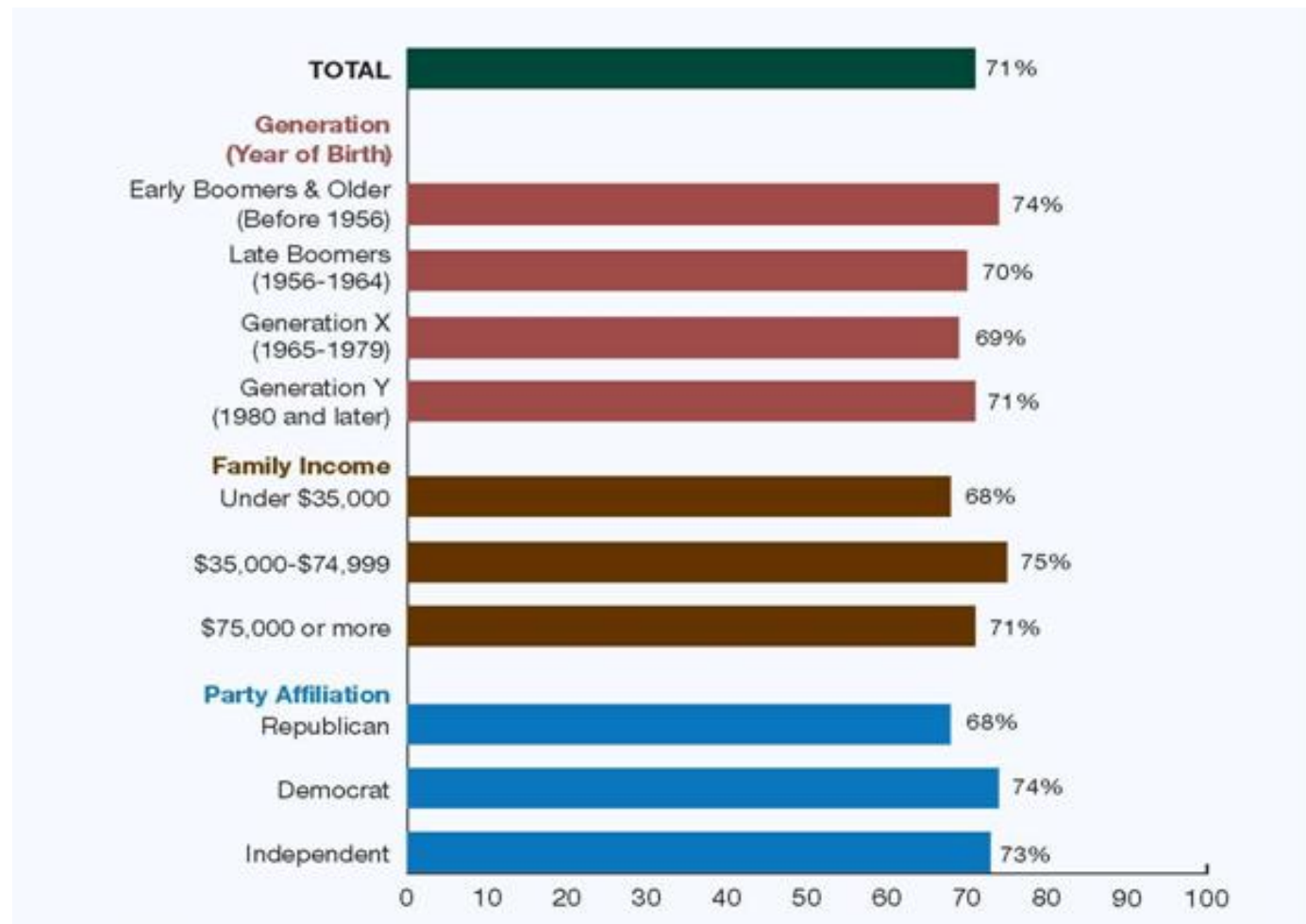
# Majorities of Republicans, Democrats, and Independents Agree

Percent agreeing: It is critical that we preserve Social Security for future generations, even if it means ...

- ... increasing the Social Security taxes paid by working Americans
- ... increasing the Social Security taxes paid by wealthier Americans



# Demographic Support for Package of Policy Options Preferred by 71% of Americans



# Recap

- Benefits are modest (dollars and replacement rates). Yet they are **most beneficiaries' main source of income**.
- Social Security benefits will replace a smaller share of earnings in the future than they do today (**replacement rates are declining because of the increase in the retirement age**).
- **Revenue increases or benefit cuts will be needed** to balance Social Security's future finances.
- Lawmakers **have many options** to raise revenues, lower future benefits, or increase benefits to improve adequacy.
- **Americans value Social Security** and are willing to pay for it.
- **Americans report they would rather pay more** than see future benefits reduced.

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