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Impact of Subsidy Reform with Cash Transfer on the Macro-Economy, Household, and Industry: A Scoping Review

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Abstract:

As the removal of subsidies carries the risk of economic distortion and public resistance, cash transfers have emerged as a key mitigation strategy against the potential adverse effects of subsidy removal. This study aims to investigate the effectiveness of cash transfers following the removal of subsidies and to identify the conditions necessary for the successful implementation of subsidy reforms. A scoping review was conducted to assess empirical studies on the effectiveness of cash transfers, following the preferred reporting items for systematic reviews and meta-analyses guidelines. The review analyzed impacts on macro-economy, households and industry to determine the overall efficacy of cash transfer reforms. The database includes Web of Science and Scopus. This review reveals that cash transfers can mitigate the adverse effects of subsidy removal. However, they can also trigger inflation. Targeting vulnerable households is more effective in reducing poverty rates and narrowing the poverty gap. The impact on consumption remains inconclusive. Cash transfer reforms also create a ripple effect across industries. This review provides policymakers with a comprehensive understanding of the effectiveness of cash transfers and the complexities involved in their implementation. A robust and accurate database of recipients is essential to ensure that the transfers reach the intended individuals. Additionally, clear and consistent communication, transparency, and accountability are vital for building public understanding, trust, and confidence in subsidy reform. While cash transfer as part of subsidy reform has gained much attention, comprehensive reviews of this topic are limited. This study fills this gap by providing a thorough review of existing research on the impact of cash transfers as a mitigation measure in subsidy reforms. Additionally, it summarizes crucial policy implications and offers suggestions for future research.

Keywords: cash transfer, scoping review, subsidy reform.

现金转移与补贴改革对宏观经济、家庭和产业的影响：一项范围性综述

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摘要:

由于取消补贴有可能造成经济扭曲和公众抵制，现金转移支付已成为缓解补贴取消潜在负面影响的关键策略。本研究旨在调查补贴取消后现金转移支付的有效性，并确定成功实施补贴改革的必要条件。本研究遵循系统评价和荟萃分析指南中关于报告规范的要求，对关于现金转移支付的有效性的实证研究进行了范围综述分析。该综述分析了现金转移支付改革对宏观经济、家庭和行业的影响，以确定其总体效果。数据库包括科学网和斯高帕斯。该综述表明，现金转移支付有可能减轻取消补贴带来的负面影响。然而，它们也可能引发通货膨胀。以弱势家庭为目标在降低贫困率和缩小贫富差距方面更为有效。对消费的影响尚无定论。现金转移支付改革还会对各行各业产生连锁反应。本综述帮助政策制定者全面了解现金转移支付的有效性及其执行的复杂性。拥有强大且准确的受益人数据库对于确保转移支付送达目标人群至关重要。此外，清晰一致的沟通、透明度和问责制对于公众理解、信任补贴改革并对其建立信心也至关重要。尽管现金转移作为补贴改革的一部分已引起广泛关注，但对该主题的全面综述仍然有限。本研究通过对现有关于现金转移作为补贴改革缓解措施影响的研究进行全面回顾，填补了这一空白。此外，它还总结了重要的政策启示，并对未来的研究方向提出了建议。

关键词: 现金转移，范围性综述，补贴改革。

1. Introduction

Subsidies were designed to improve household welfare, mitigate price fluctuations, promote trade, and fulfill other economic objectives. However, they have also led to unintended adverse impacts, such as excessive use and inefficient resource allocation (Coady et al., 2017). Price differentials between subsidized goods and their market values can also create opportunities for illegal activities like smuggling and fraud (Ghoddusi et al., 2022). Additionally, subsidies contribute to budget deficits (Dennis, 2016) and negatively affect social efficiency (Adagunodo, 2013), social welfare (Wetzstein, 2013), and the environment (Lin and Xu, 2019). Consequently, the removal of subsidies often provokes intense debate.

Policymakers have many concerns regarding subsidy removal. Removing subsidies can directly increase the prices of previously subsidized goods and services, which can increase household living costs and industrial production costs (Acharya and Sadath, 2017). This can disproportionately impact vulnerable low-income households and other beneficiaries (Liu et al., 2024; Rentschler, 2016), as they may struggle to maintain their previous consumption levels of essential goods and services due to price hikes. Removing subsidies may therefore lead to public resistance (Gutner, 2002), particularly from those who directly benefit or face the most significant cost increases.

This resistance can lead to a loss of political support for the government and potentially destabilize the political landscape (Burke et al., 2017). To ensure the feasibility of subsidy reform and minimize its adverse effects, governments need to carefully design rationalization schemes alongside mitigation strategies (Narayanan and Rungta, 2014). Mitigation measures primarily involve reallocating the savings generated from subsidy removal to households (Farajzadeh and Bakhshoodeh, 2015), industries, public infrastructure, and public services (Wang et al., 2022). Among these

options, household compensation is often prioritized because governments are primarily concerned with economic growth and protecting vulnerable households when removing subsidies (Liu et al., 2024).

Therefore, household mitigation measures against subsidy removal are vital because they play a crucial role in supporting households' needs (Cockburn et al., 2018). Cash transfers are an emerging trend and are considered a key household mitigation measure because they can minimize the adverse effects of price hikes, particularly for the most vulnerable households (Breisinger et al., 2023). There are two types of cash transfers: targeted and non-targeted. Targeted cash transfers provide financial assistance to specific groups of people who meet certain eligibility criteria, such as low income, disability, and unemployment. In contrast, non-targeted cash transfers provide financial assistance to all households, regardless of their income or other characteristics. While targeted cash transfers focus on specific groups that are most in need, non-targeted cash transfers are often simpler to implement and can reach a wider population. However, they may be less effective in mitigating the negative impact of subsidy removal on the most vulnerable households that require the most support.

There are also concerns about the effectiveness of cash transfers in mitigating subsidy removal impacts. These concerns include whether the assistance effectively reaches and addresses the needs of intended beneficiaries and whether cash transfers can adequately cushion the impact of price increases, promote economic security, mitigate poverty and inequality, and facilitate access to essential services. Although many empirical studies have examined the impacts of subsidy rationalization via targeted cash transfers, few have reviewed this topic. Couharde and Mouhoud (2020) reviewed the income distribution and poverty impacts of fossil fuel subsidy reforms in developing countries. And Liu et al. (2024) conducted a systematic literature

review and provided an overview of the impacts of subsidy removal policies and reviewed the distribution characteristics of mitigation measures, but did not investigate the effects of these mitigation measures in detail. A lack of comprehensive reviews prevents a comprehensive understanding of the impacts of subsidy reforms via cash transfers.

A scoping review is an appropriate approach for comprehensively assessing the effectiveness of cash transfer mitigation measures and determining the most effective method for implementing subsidy reform. This method allows for addressing broader research questions, summarizing and analyzing research findings, and identifying gaps in the existing literature (Arksey and O'Malley, 2005). Therefore, this study contributes to the existing literature by conducting a scoping review to address the following issues:

(1) What impacts do subsidy reforms with cash transfers have on?

(2) What measures can be taken to ensure the successful implementation of these reforms?

The remainder of this article is organized as follows: The next section describes the methodology used in this study. This is followed by the results and discussion, which address the research questions from four perspectives: impacts on the macroeconomy, households, industries, and policy implications drawn from the literature. Finally, the article offers suggestions for future research and concludes.

2. Research Design and Methodology

This study follows the Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA). PRISMA focuses on the transparent and complete reporting of systematic reviews and meta-analyses (Mulrow, 1994). Readers can assess the study's strengths and weaknesses, replicate or reproduce the process, and check the analysis and results by following the author's non-randomized procedure. The PRISMA protocol used for this study was adapted from the PRISMA extension for scoping reviews (Tricco et al., 2018) and the PRISMA 2020 statement, an updated guideline for reporting systematic reviews (Page et al., 2021). The flow diagram of systematic reviews is illustrated in Figure 1, starting with identification, followed by screening, and finally eligibility.

2.1. Identification

This study used two main databases, Web of Science (WoS) and Scopus, due to their functionality as an advanced search engine (Gusenbauer and Haddaway, 2020) and their higher quality and citations (Gusenbauer and Haddaway, 2020; Martín-Martín et al., 2018). To retrieve more relevant articles, this study uses "impact" and "subsidy removal" as the main keywords, and their synonyms and variations are also explored. The search string used (Table 1) follows the developing rules of the applied databases. After conducting advanced indexing searches, this study retrieved 812 articles from WoS and Scopus. Articles

that do not meet the criteria were excluded (Kitchenham and Charters, 2007). Table 2 lists the inclusion and exclusion criteria, including document type, language, and publication date. Since studies on this topic have multiplied since 2001 and there are quite few existing relevant studies, the current study's search was refined to journal articles written in English and published between 2001 and 2023 to ensure literature quality and avoid confusion and misunderstanding. In this process, 230 articles were excluded. After removing 209 duplicate records, this study included 373 articles for the screening step.

2.2. Screening

During the screening stage, reviewers should be explicit about the research questions (Okoli, 2015). The remaining 373 retrieved articles were exported with their titles, abstracts, year of publication, and other relevant information. The titles and abstracts of the articles were examined, and irrelevant articles were removed. If the articles miss essential information for the study, such as on mitigation measures, they should be listed in the table titled "studies awaiting assessment" in the review or removed. Moreover, 172 articles were excluded because they were irrelevant to the impacts of subsidy reforms.

2.3. Eligibility

The remaining 201 articles are only potentially relevant to the research questions; therefore, there is a need to further examine their compliance with the study by downloading and reading the full text. The eligibility determination stage involves reviewing each article that passed the screening process to determine whether such articles include sufficient information for further review to answer the research questions. In this study, a formal quality assessment of the included studies was not conducted because a scoping review method is not intended for a critical appraisal of existing evidence (Arksey and O'Malley, 2005; Tricco et al., 2018). Of the 201 articles, 179 were excluded during the eligibility determination stage. The remaining 22 articles were deemed eligible for data collection and analysis (Higgins et al. 2019).

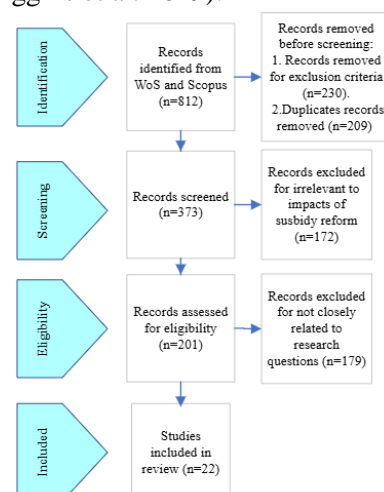


Figure 1. PRISMA flow diagram for the systematic review of the

study (The authors' elaboration based on Tricco et al. (2018) and Page et al. (2021))

Table 1. Search string in WoS and Scopus (Current research)

Database	Search String
Scopus	TITLE-ABS-KEY(("subsid* remov*" or "remov* subsid*" or "remov* of subsid*" or "subsid* reform*" or "reform* of subsid*" or "subsid* aboli*") and ("influenc*" or "impact*" or "effect*" or "consequenc*" or "output"))
WoS	ALL=("subsid* remov*" or "remov* subsid*" or "remov* of subsid*" or "subsid* reform*" or "reform* of subsid*" or "subsid* aboli*") and ("influenc*" or "impact*" or "effect*" or "consequenc*" or "output"))

Table 2. Inclusion and exclusion criteria (Current research)

Criteria	Inclusion	Exclusion
Document type	Articles	Book chapters, book, early access, conference paper, report, conference review, retracted, meeting abstract, proceeding paper, editorial material, note
Language	English	Non-English
Timeline	2001-2023	<2001

3. Results and Discussion

The reform is more likely to receive public support and be successful with the quick delivery of tangible benefits (Commander, 2012). Distribution of cash transfers is considered the quickest and most direct way to maintain household livelihoods after subsidy reforms, and compensation to low-income households is essential to gain support and ensure positive social welfare impacts (Ying and Harun, 2019a). The 22 articles selected for this review are presented in the Appendix in order of publication year. To address the research questions, the findings will be discussed from the following perspectives: impacts of reforms on the macroeconomy, households, and industry, as well as policy implications from the literature.

3.1. Impact of Reform on the Macro-Economy

The impacts of both targeted and non-targeted cash transfers on the macroeconomy share similar mechanisms, particularly concerning GDP and inflation. Initially, removing subsidies without reinvesting the saved revenue can disrupt market equilibrium and lead to economic inefficiency. This can cause a short-term decrease in real GDP. However, implementing compensatory cash transfers can mitigate these negative effects (Breisinger et al., 2023). By maintaining or improving household consumption and welfare, these transfers stimulate industrial production and lead to more efficient resource allocation and increased productivity (Roos & Adams, 2020; Timilsina & Pargal, 2020).

However, this process can also trigger rising consumer prices and inflation (Hosni and Ramadan, 2018). The removal of subsidies directly leads to higher prices for previously subsidized goods. Although cash transfers help compensate households and protect their purchasing power, the overall price increase still

contributes to higher inflation. These effects extend beyond compensated households, impacting other consumers and uncompensated households (Hosni and Ramadan 2018).

Despite inflation pressure, positive impacts on economic growth can lead to several additional benefits. Government savings may increase due to reduced subsidy expenditures (Prabowo et al., 2022). The efficient allocation of resources can further stimulate investment (Timilsina & Pargal 2020). Additionally, increased domestic demand can lead to an increase in imports (Timilsina & Pargal 2020). In sectors like electricity, subsidy reform can also contribute to environmental improvement by reducing CO2 emissions (Gelan, 2018).

3.2. Impact of Reform on Households

Reform of subsidy rationalization, coupled with cash transfers, presents a complex picture of its impact on households. Although it generally leads to an increase in household income (Breisinger et al., 2012; Fathurrahman et al, 2017) and improved welfare (Dennis, 2016; Lofgren and El-Said, 2001), its effect on consumption remains inconclusive. Some studies indicate a decrease in consumption due to reduced purchasing power caused by a higher price index (Li et al., 2017). Conversely, other research points to an increase in consumption due to the reallocation of resources that provide a compensated income source (Hosni and Ramadan, 2018; Lofgren and El-Said, 2001). The ultimate impact on consumption heavily depends on the specific context and design of the reform.

Comparing targeted and lump-sum cash transfers, research suggests that targeting poor households and those slightly above the poverty line is the most effective approach for maximizing government savings (Murjani, 2020). This method surpasses the effectiveness of lump-sum transfers with a clear hierarchy of impact: transfers to poor households, transfers to very poor households, and, finally, lump-sum transfers. Therefore, while subsidy rationalization with cash transfers can alleviate some of the negative effects of subsidy removal, the extent of these benefits depends on the design and implementation of the scheme.

The effects on poverty levels are also mixed. Targeted cash transfers have shown promise in reducing poverty rates by providing direct financial assistance to vulnerable populations (Cooke et al., 2016). Some experts also recommend phasing out fuel subsidies and redirecting savings toward more targeted poverty reduction measures, focusing on the bottom 15% of households to prevent adverse effects on vulnerable groups (Li et al., 2017). Additionally, allocating a portion of savings to child cash transfers can offset the poverty increases resulting from subsidy removal, promoting both poverty reduction and economic growth.

Lump-sum cash transfers, though less targeted, can still mitigate negative effects by reducing the poverty rate (Rentschler, 2016) and ameliorating income inequality (Zarepour and Wagner, 2022), even with inflation. This enhances household welfare by increasing income and consumption, contributing to poverty reduction. However, some studies have reported an increase in poverty, although at a reduced rate, particularly among those who previously benefited from subsidies (Cockburn et al., 2018). This highlights the limitations of the reform in fully mitigating adverse effects.

Both targeted and non-targeted cash transfers offer distinct advantages depending on the desired outcome (Labeaga et al., 2021). Transfers focused on households in poverty are mostly effective in reducing poverty, reducing poverty rates, and narrowing the poverty gap. Additionally, lump-sum transfers can help reduce food insecurity. Ultimately, the specific impacts of cash transfers are contingent on their design, targeting mechanisms, and broader economic and social contexts.

3.3. Impact of Reform on Industry

Integrating cash transfers into subsidy removal programs creates a complex ripple effect across various industries, influencing demand, prices, output, and employment levels. One of the most immediate impacts is a boost in demand for essential commodities like food and beverages. This rise in demand extends to other consumer goods across sectors such as agriculture, fisheries, mining, and electronics, but to a lesser extent. However, the interconnected nature of industries means that such reforms can lead to price increases across various consumer commodities. The price of the previously subsidized product is expected to rise significantly. Despite this, the overall impact on commodity prices across industries remains minimal, as suggested by previous research (Timilsina and Pargal, 2020).

Cash transfers stimulate industry output by increasing household incomes and consumption, particularly for essential goods. This increased demand benefits industries that cater to low-income households because they experience a surge in demand for the intermediate goods used in producing these essential items (Fathurrahman et al., 2017). Furthermore, research indicates that cash transfers can enhance productivity across various sectors, further contributing to industry output (Hamid and Rashid, 2012). The rise in demand for products resulting from cash transfers can also lead to increased employment levels (Timmer et al., 2015). Industries often experience a direct correlation between output and employment; as production expands, so does the need for labor. Conversely, a reduction in output typically results in decreased employment opportunities (Sulaiman et al., 2022). However, it is important to consider the potential trade-offs of allocating additional resources to direct cash transfers. For instance, reforming electricity subsidies to support cash transfer programs could

negatively impact overall output (Timilsina and Pargal, 2020). Electricity plays a crucial role in production processes, and any increase in its cost could hinder industrial operations, even when mitigated by cash transfers to households.

In conclusion, integrating cash transfers into subsidy removal programs presents a multifaceted problem. Although it can stimulate demand and potentially increase output and employment in certain sectors, it also poses challenges by possibly influencing output and employment negatively in other sectors (Timilsina and Pargal, 2020). This highlights the intricate interplay among the factors involved in this integrated policy approach and the need for careful consideration and management of its potential effects.

3.4. Policy Implications from Literature

The G20 paper provides suggestions for successful energy subsidy reform, emphasizing transparency, government commitment to aid vulnerable groups, clear communication, addressing fiscal crises, gradual implementation, and removing political influence from energy pricing (Dennis, 2016). Cash transfers, when directed to the needy, yield more significant gains. Effective implementation requires well-functioning markets and substantial information to target poor households accurately. Attention must also be given to potential pitfalls, such as the risk of undermining household food security, especially for children (Hosni and Ramadan, 2018). Pricing policies should prioritize social welfare to avoid negative consequences.

Reforming subsidies and allocating savings to consolidate fiscal stability, support direct payments, and invest in infrastructure or sectors has been proposed elsewhere (Roos and Adams, 2020; Ying and Harun, 2019a). Sectoral compensation contributes to economic development (Fathurrahman et al., 2017). Meanwhile, setting fixed fiscal expenditures is crucial for maintaining financial discipline. In addition, transparency in implementing this schedule is essential to preventing corruption and abuse of the system. For an optimal impact, a broader geographical expansion of this reform is also recommended (Cockburn et al., 2018). Maximizing effectiveness requires maintaining an accurate recipient database, proactive communication with citizens, and implementation although potential political hurdles are crucial (Murjani, 2020). Reforms should be executed during periods of economic expansion and stability, avoiding implementation during downturns or crises (Prabowo et al., 2022).

Country-specific characteristics, such as social safety nets, poverty records, and access to infrastructure, influence the success of compensation programs (Rentschler, 2016). Government deficits, not caused by subsidy reform, can be addressed by encouraging productivity and diversification in the manufacturing sector and returning the remaining funds to households (Roos and Adams, 2020). Therefore, a holistic approach that combines targeted compensation,

well-designed cash transfer programs, and thoughtful implementation strategies is necessary for the successful execution of cash transfer policies.

4. Conclusion

This scoping review explores the impacts of replacing subsidies with cash transfers on macroeconomics, households, and industry. Our review suggests that replacing subsidies with cash transfers is a potential strategy for improving economic efficiency and social welfare. One major benefit of this reform is its potential to enhance macroeconomic indicators and household well-being. Studies demonstrate the potential to reduce government deficits, control inflation, and reduce poverty through targeted cash transfers. However, the impact on specific industries can vary. Although the mainstream of studies indicates that recycling revenue from subsidy removal into cash transfers has potential for positive impacts, addressing several key considerations is essential to ensure the success of such reforms.

This study reveals several key implications for policymakers seeking reforms from subsidies to cash transfers. Targeted cash transfers can be a more effective approach than lump-sum transfers, particularly when aiming to protect vulnerable households from the negative impacts of subsidy removal. This reform provides focused support for those most in need. However, it is crucial to meticulously design these reforms to avoid introducing new economic distortions. The goal of subsidy rationalization extends beyond simply replacing subsidies with cash transfers; it

reduces government deficits and foster sustainable economic development. Several factors are essential to ensure the success of this policy reform: robust recipient databases, clear communication, a transparent and accountable distribution system, and strategic timing. Examining the readiness of these factors before initiating subsidy reforms is crucial to minimize adverse effects and ultimately promote social welfare and economic development.

Numerous studies have investigated the impacts of subsidy reforms, primarily focusing on energy products like electricity and fossil fuels in developing countries. However, there is a noticeable gap in research concerning developed countries and other commonly subsidized goods, such as food. While subsidy reforms have been extensively explored, investigations into the effects of cash transfers, particularly targeted ones, remain limited. Future research could examine the effects of diversified cash transfers implemented alongside the removal of subsidies on products like cooking oil, sugar, bread, and flour. This scoping review explores the effectiveness of CTs and does not delve into other mitigation measures, such as industry or public sector investment. Further research is needed to review the effectiveness of a wider range of mitigation measures. Additionally, analyzing cases within various economic and political environments can provide valuable insights. By addressing these research gaps, policymakers can gain a comprehensive understanding of how effective subsidy rationalization can be for achieving sustainable economic development from a global perspective.

Appendix. Key impacts of subsidy rationalization with cash transfers compared with subsidy removal impacts (Current study)

Authors (Year)	GDP	Government saving	Household demand/consumption	Price	Poverty	Household income	Welfare	Output	Employment
Breisinger et al. (2023)	+		+				+		
Prabowo et al. (2022)		+			-				
Zarepour and Wagner (2022)					-				
Labeaga, Labandeira, and López-Otero (2020)					-				
Murjani (2020)							+		
Roos and Adams (2020)	+						+		+
Timilsina and Pargal (2020)	+		+				+		+
Breisinger et al. (2019)							+		
Ying and Harun (2019)									+
Ying and Harun (2019b)			+						+
A. U. Gelan (2018)	+				-		+		
A. Gelan (2018)	+						+		
Cockburn, Robichaud and Tiberti (2018)	+				-				
Hosni and Ramadan (2018)			+	+					
Fathurrahman, Kat and Soytaş (2017)						+	+		+
Li, Shi, and Su (2017)		+					+		
Cooke et al. (2016)					-				
Dennis (2016)							+		
Rentschler (2016)					-				
Gharibnavaz and Waschik (2015)							+		
Breisinger, Engelke and Ecker (2012)			+			+			
Lofgren and El-Said (2001)			+				+		

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