ARAB REPUBLIC OF EGYPT

THE INSTITUTE OF NATIONAL PLANNING

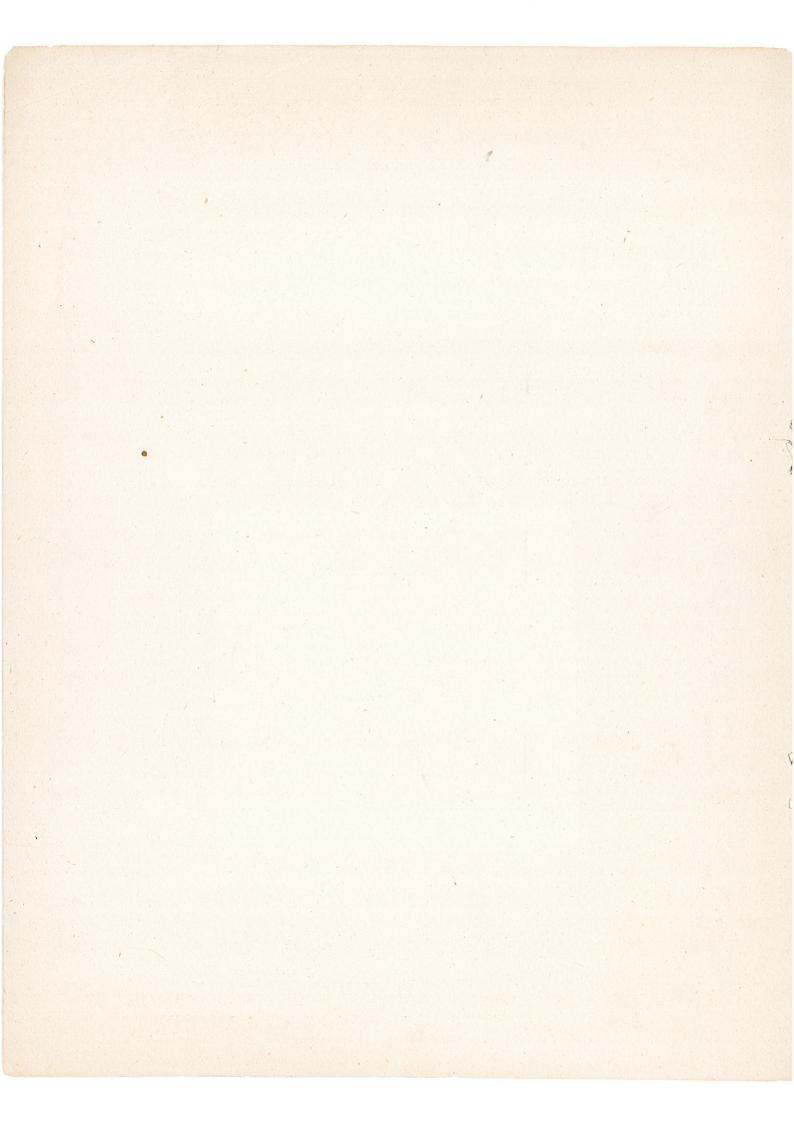


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Aspects for the Rationalization of Consumption Planning in A.R.E.

Ву

Dr. Magda Ibrahim



I. The Importance of Planning the Final Consumption

In developing countries, national planning aims at the achievement of development by means of a general socio-economic plan; through which predetermined goals are set for implementation. Inorder to meet such goals some basic principles have to be met. i.e. Integration and comprehensiveness—In this sense, all macro-economic variables are considered and controlled within the process of plan development, and thus the plan is directed towards the realization of its predertermined goals.

Consumption planning is considered as a main component of national planning. It aims at determining the total planned consumption and distributing it among its different related components such as: final private & public consumption: The final private consumption is divided into commodities and services.

Consumption planning in developing countries did not receive considerable attention as investment planning. This is because investment resources are relatively scarce in such countries forcing them to look for more rational ways of resource distribution.

Planners in their search for such rational ways, may exploit their efforts to the extent that they may not to able to give equivalent attention to other important variables.

The result forces these planners to be sufficed by rough estimation procedures which are not enough to meet a well planned level of values for these later variables, especially knowing their close relation with investment.

Consumption planning is thus important for the following reasons:

1. The determination of resources to be allocated for re-investment is derived from the available economic surplus, which in turn is derived from the production activities of the preceeding year/years. This is because, There is a reverse relation between the two variables (Consumption & economic surplus). The increase of the economic surplus). The increase of the economic surplus to be re-invested is achieved through decreasing final consumption and vise verse.

The final state depends upon the decision related to final consumption whose planned amount is determined between minimum level (subsistance level) and maximum level (above welfare level) and leaving a surplus for financing available production capacity.

2. Directing the structure of production towards final planned consumption needs without the interference of the free market forces will avoid any economic waste which might exist as a result of producing unneeded products.

The impact of the free market forces may increase the stock of some products and exceed their acceptable norms, or it may result in a shortage of demand causing a price increase of demanded commodities.

Such a situation may cause the inability to meet demands or to be forced to increase imports. On the other hand, increasing imports may cause structural disequilibrium on the balance of payments.

3. Determining the level of welfare for individuals:

The final consumption planning determines the planned rate of growth for the preceding variable. If the consumption rate of growth is equivalent to the population rate of growth, therefore the per-capita consumption will remain unchanged, which if this rate exceeds the population rate of growth, therefore, the permitted welfare level increases. On the other hand if this rate is less than the population rate of growth therefore, the permitted welfare level decreases. This means that the economic surplus for investment increases, assuming that the distribution of final consumption among the different expenditure variables is constant. It is possible to increase the level of welfare for some expenditure groups through the a doption of income redistribution policies directed towards any present income groups based on the decision of income redistribution.

The final goals of the five year plan 1982/83 - 1986/87 for final consumption are as follows:

- The final private consumption increassed from 14550.7 million L.E. in the year 1981/82 to 18630 million L.E. in the year 1986/87 based on 1981/82 prices and with 5.1% average per-year rate of growth.
- The average propensity of private consumption decreased from 70.2% in the year 1981/82 to 59.5% in the year 1986/87.
- The rate of final per-capita consumption have exceeded the rate of population growth. This is because the rate of population growth have reached 2.78% as a yearly growth rate leading to an increase of 2.3% average per-capita yearly consumption rate:
- The relative share of private consumption service increased from 12% to 14.5% during the comparative period.

II. The Main Problems of Consumption Planning in A.R.E.:

- 1. Shortage and the time flow of all required and necessary data on consumption planning to be received by the planning bodies. This is due to the following factors:
 - 1.1. The difficulty of acquiring data on goods and services produced by the private sector, considering its increasing role in production. For example, the production of beverages and furniture in addition to mostly all personal services.
 - 1.2. The difficulty of acquiring data for the open-door production project that work under the authority of low No. 43 of the year 1974, concerning the investment of Arab, foreign and free-zone funds. This law does not enforce such projects to give data and information about their activities to any source.

- 1.3. The difficulty of acquiring detailed data on commodity stock, since the only available data in this context is the consumption of supply commodities only made available to the planning authorities. These commodities consist of 15 out, of 85 items to be planned. This problem of commodity stock concerns private and public sectors.
- 1.4. The unability to determine the value of self consumption since such products are valued by farm prices and not by production prices.
 - 1.5. The available data for individual variables differs from one source to another, thus becoming inconsistent. For example, the data of foreign trade made available from central Bank differs from CAPMAS (Central Agency for public Mobilization and Statistices) data.
- 2. Difficulty in measuring some factors influencing final consumption.

It is difficult to estimate the impact of some non-quantifiable variables on the final consumption, such as the demonstration effect. the planning agency is forced to consider these variables as constant variables that does not have any effect on final consumption (otherwise if detailed data can be found on any one of these variables, the planning agency in this case can be able to assume anumber of principles on which basis estimation can be made i.e. the number of family members-as a social factor," or the effect of external migration-as" a political factor").

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3. The Reluctance to Reduce Consumption. Planners in developing countries are faced with the problem of decreasing average consumption resulting from the low level of monetary income.

The government, in this case, finds it difficult to either reduce or maintain such a level, in order to increase the planned economic surplus that is required for investment.

This problem demonstrates the conflicit between short term and long term considerations in the planning process for development. This forces planners to give more consideration to the social factors while determining the amount of planned consumption.

This is achieved through the rational increase of the average percapita final consumption so that such increase does not absorb all economic returns. This in turn gives a forward push to development and increases the time element of its fulfilment.

This situation may cause fluctuation trends in the development process impeding the realization of comprehensive development. All these factors makes it essential to develop an accurate balance between the short term social variables and long term economic variables.

The main constraints of increasing final consumption that planners face are as follows:

- Development accompanied by an increase of population growth rate, which increases the final consumption, even through the rate of average per-capita consumption remains unchanged.
- 2. The increase of job-opportunities made available through new projects. This increases the amount of paid monetary income mainly absorbed by consumption.
- 3. The increase of marginal and average propensity to consume for the majority of the population is due to the low income they attain as a result of mal distribution of income.

III. Considerations to be taken into account in planning the final Consumption:

While setting up the final consumption plan, in the framework of the national plan, some basic considerations should be taken into account for rationalizing the process of consumption planning and for achieving consistency and comprehensiveness in the national plan. These considerations are as follow.

1. The planning agency should determine the minimum level of data required for planning the final consumption. This data and its related information constitute the key inputs and core of the consumption planning process. Moreover, through this role, the planning agency can figure out the discrepency between the available and required data so as to identify methods and policies needed for filling this gap, and to improve the planning function.

The following are some data that have to be made available in this concern:

- a. Sources of domestic supply for each commodity or service, their productive capacity, problems of production, solutions proposed, the geographical distribution of such sources of supply, potential markets, quality of production, consumers tastes, the competitive or integrated relationships among different sources.
- b. Imports needed to make available the supply of some commodities

origins of these imports, sources of financing imports (foreign currencies, loans, credit), the poth tial for import substitution and costs accured, factors determining prices of imported commodities, circumstances prevailing in the international markets of these commodities (competition, monopolistic competition or monopoly), the impact of these situations on the international supply of these commodities, and the percentage share of the Egyptian Economy.

c. The various uses of the commodity or service available (intermediate and final consumption, inventory, exports). Factors that decide the distirbution of commodities between different uses and their effects of the domestic supply should also be defined.

The identification of data required for planning the final consumption is of a crucial importance for filling the gap between required and available data. Also the determination of data sources is of equal importance for their effectiveness in up grading the methods of data collection. To attain this end, the current methods of data collection related to final consumption have to be:

reviewed and assessed, and problems encountered during the process of data collection and means of over coming them identified.

greater concern should be paid for conducting studies that develop the process of consumption planning.

Achieving comprehensiveness and accurracy in the data collection process should be accompanied be examining various alternatives presented to the planning agency to select the most appropriate one which achieve the greatest interaction with elements in the national plan.

The most important studies that can help in this field are as follows:

- a. Developments in final consumption patterns (after distributing it between goods & services) during a long-term period that covers 10 years at least, aims at distinguishing the determinants of these patterns and investigating their impacts and the interrelationship between them and other elements.
- b. The impact of adopted policies (fiscal, pricing or monetary) on the size and patterns of consumption to decide whether these policies can direct final consumption towards some specific aspects that do not serve the planned developmental goods.

It is important, too, to examine the extent of consistency and integration among these policies in order to a void any possible confilicts among them.

c. The effects changing public economic policies related to final consumption such as: (changing the range of subsided goods, the taxation policy, or import taxes, the changing investment policy in particular, and the public expenditure policy, in general), should be reviewed as these policies have various effects on income distribution and redistribution.

- d. Demand elasticities: either income, expenditure, price, substitution elasticities) and estimating these elasticities according to expenditure groups or income branches-according to basic commodities or groups of commodities or services consumed.
- e. Estimating the amount of saturation generated by consuming certain quantitities of goods or services so as to curb or eliminate over consumption, particulary that resulted by the demonstration effect.
- f. The age structure and possible changes over a medium term period and their effects on the size and patterns of consumption: It is of at most importance to develop statistical methods that can immediatly follow up the changes in age structure without have to wait for the 10 year conducted general census.
- 3. Results of the family budget surveys should be made use of in planning econsumption. It is worthy to mention that the CAPMAS had conducted 4 family budget Surveys in 1958/59, 1964/65, 1974/75 and 1981/82. Final results for the first three surveys were published. As regards the fourth survey, only preliminary results are available, so far.

For this reason the Ministry of Planning could not benefit from the fourth survey in estimating the size of consumption set forth in the five year plan (1982/83, 1986/1987), despite the fact that this survey was conducted in 1981/1982, which is the base year for the National Plan:

The absence of linkage between consumption planning process and Family budget survey has resulted in discrepency between the main expenditure groups that are examined by these two Agencies. des, no servous concern is paid to expedite publishing the final results of the CAPMAS surveys. It is important to indicate that great efforts are devoted to upgrading methods of preparing and carrying out the said surveys. This means that it is possible to generalize their results with great degree of accuracy. Such Efforts appear clearly in the methods of estimating size of samples or selecting them in a way that it may represent the population concerned accurately, i.e. the number of families surveyed in the Family Budget surveys increased from 1.35 per thousand in 1958/1959 to 1.9 per thousand in 1981/ 1982). Time horizon during which data were recorded has been developed. In 1958/1959 survey, all spending items were recorded on the basis of the monthly expenditure undergone through the whole year. In 1964/65 survey, the time horizon was not similar for various commodity groups. In 1974/1975, some data were covering the whole year and others were covering only the last three months of the year surveyed.

However, in 1981/1982, data were collected for the whole year for commodities that are not consumed periodically, while data on other commodities were recorded monthly.

For achieving close linkage between the process of consumption planning and Family Budget Surveys, the following considerations should be kept in mind:

- Family Budget surveys should be timely and regularly conducted so as to follow up and record on the spot all developments in the direction of consumers demand.
- Developing methods of presenting the findings of surveys. The correlation between family incomes and expenditures should be investigated. It is necessary also to disaggregate data of income by income groups to reflect family economic level and its effect on patterns of consumption. Items included in the commodity and service groups should be unified by both CAPMAS and the Ministry of planning.
 - Setting up research programs that cover the future period in order to feed the planning process, particulary that related to consumption planning. In this way, the family Budget surveys would be an essential part in the process of formulating the national plan.

- Consumers grouping should not be confineded to the traditional classification (urban-rural), it should be disaggregated to reflect different social groups (civil, workers, handcrafts, workers, owners, etc). No doubt, the social position has a great impact on the consumer behaviour and on its patterning of consumption as well.
- Improving the efficiency of data processing (analysing the data) and extracting the findings and results) to avoid any delay in the availability of the final results of the surveys, otherwise they would be invalid and ineffective in the planning process, Full benefits of these surveys could not be achieved in Egypt. For example, consumer price index series are still prepared on the basis of findings concluded in the 1964/65 Family Budget Survey, in spite of the fact that subsequent surveys had different results as regards components of consumer demand and the relative weights of these components.
- A break down of commodity groups is of great importance to indicate items included in these groups: This is because, there is clear divergence between commodity groups under the main category.
- Information concerning the family intended purchasing of durable goods, in the future, should be available. Inorder to be able to predict the expected future expansion of sales and to help planners to realise the families expectation in their plan formulation.

4. Consumption patterns and their relative weight in total final consumption should be clearly identified. The consumption patterns is defined as the relative structure for the distribution of a consumer spending on its different components of goods and services. In a particular society, one can find various consumption patterns as a consequence of historical, social behavioral or psychològical factors, as well as, income and location fac-The different consumption patterns aggravate the problem of consumption planning as it becomes difficult for the planning agency to satisfy various consumer needs. This situation may result in meeting some needs at the expense of others. Examining the consumption patterns with high degree of accuracy helps recogonising the dimensions of the problem encountered by the planning agency, and the potentiality for achieving higher satisfaction in the medium-term period as opposed to less satisfaction at present. Should the planning agency be incapable of examining the consumption patterns, the consumption planning process would lose its objective dimensions. Through examining patterns of consumption, the most appropriate approach to develop and rationalize these patterns can be identified even though this approach may not match with traditional or existing patterns. To succeed in attaining its objectives in this regard, the planning agency has to establish means that convince individuals to follow the planned consumption patterns. In this concern, the planning agency is faced with some obstacles:

- Lack of detailed data that give a clear picture of the consumption patterns and their relative weights. This can not be realized without well prepared and subsequent family budget surveys.
- The difficulty of affecting some prevailing patterns, particurlarly, in the rural areas, due to, the strong pressure enforced by some predominant historical factors.
- The difficulty of curbing the demonstration effect in developing countries, including Egypt, where it is not an easy task to overcome peoples resistance to any efforts pertaining to consumption rationalization.
- 5. Non economic factors, that have their effects on size and patterns of household final consumption, should be considered. In practice economic factors are emphasized only when propensity of consumption is estimated.

It is worthy to note that the economic factors that effect size and patterns of household consumption are limited (such as: level of personal income, patterns of distribution ... etc.) while non economic factors though are not given considerable concern, are numerous. These later factors should be examined and analysed so as planned estimations of household consumption would be more realistic. The importants of this matter comes from the fact that the public are exposed to intensive and aggressive advertising campaigns that push them (regardless of their

income & its distribution between consumption and Savings), to over consumption and imitation of developed countries consumption patterns. On the other hand, the rapid technological change has resulted in technical Obsolescence of many durable consumer goods which imply less satisfication to consumers.

Examining the non-economic factors that affect the final consumption, by the planning agency, would help to identify the means of controlling these effects, for achieving the development goals this can be made possible by rationalizing household expenditure and raising the capacity of domestic savings mobilization.

- 6. Estimation of size and patterns of self consumption should be given more consideration, as this phenomenon is relatively prevailing in the Egyptian Economy, either the urban or the rural sector.

 Several reasons are behind this phenomenon: "LawThese are as follows:
 - Consumers refrain to consume some commodities either because they do not satisfy their tastes (such as canned, preserved or frozen food) or because some of them are badly conserved.
 - The seasonal nature of the agricultural income and lack of liquidity to deal with the market. This may enforce families to rely on previously purchased commodities.

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The issue of self consumption in planning for final consumption is important for the following reasons:

a. The need for estimating the size of household consumption helps in estimating the real value of the final consumption:

This leads to more accurate estimation of the overall macroeconomic variables that are set up with the National Plan. Thus
directing there variables to serve the planning process more efficiantly.

- b. Determination of actors governing the phenomenon of self consumption, the extent of their interrelationship with other factors and the significance of this relation is important.
- c. The determination of the kind of measures to be taken to limit or rationalize this phenomenon, (according to the appropriate action which depends up on its positive impact in enhancing the developmental process), is important. As a result of limiting this phenomenon, impacts expected have to be measured, (particularly, the impacts on the supply of commodities consumed directly and the size of final consumer demand of the household sector).

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اللازمة لتخطيط الاستهلاك بحيث يعتبر اجراء ابحاث ميزانية الاسرة جزء لايتجزأ من مرحلة اعداد الخطة العامة للدولة ·

- _ توحيد المجموعات السلعية والخدمية محل الانفاق بين جهاز الاحصاء ووزارة التخطيط ·
- التركيز علي اكثر من معيار لتقسيم المستهلكين فلا يقتصر التقسيم علي الموقـــــع المغرافي _ ريف وحضر _ بل يمتد الي تقسيم المستهلكين الي فئات اجتماعية مختلفة (موظفين _ حرفيين _ عمال _ ملاك ٠٠٠) فالموقع الاجتماعي له تأثير كبير في تحديد السلوك الاستهلاكي وبالتالي النمط الاستهلاكي ٠
- _ زيادة كفاءة العمليات اللاحقة لتجميع البيانات ، مثل تحليل هذه البيانات واستخلاص النتائج منها ، حتي لايو،دي طول الفترة الزمنية الممتدة بين جمع البيانات وظهـــور نتائجها الى فقدان هذه النتائج لقيمتها التخطيطية .
- حمع بيانات عن تطلعات الاسر فيما تنوي شرائه مستقبلا من السلع المعمرة حتي يمكن دراسة امكانية التوسع في مبيعات هذه السلع مستقبلا ومساعدة المخططين على وضعم الخطة التى تكفل تحقيق هذه الرغبات ٠
 - ٤ ـ دقة تصوير انماط الاستهلاك ووزن كل منها لاجمالي الاستهلاك النهائي .
- ه _ الاهتمام بالعوامل غير الاقتصادية الموءثرة على حجم وانماط الاستهلاك النهائى العائلي
 والتي لاتخطي بقدر كافي من الاهتمام والرعاية عند تحديد اثر العوامل الموءثرة علي
 ححم واتجاه الاستهلاك العائلي ٠
 - ٦ _ اعطاء اهمية اكبر لقياس حجم وانماط الاستهلاك الذات_______.

- وتتمثل الضغوط التي يواجهها المخطط للسماح بزيادة الإستهلاك فيما يلي :-
- _ إصطحاب التنمية بريادة معدل نمو السكان الأمر الذى يريد من الإستهلاك النهائي حتى لوثبت متوسط نصيب الفرد منه .
- ي زيادة فرص العمل المتاحة من خلال المشروعات الجديدة بما يريد من مقدار الأجور النقدية المدفوعة التي يتجه أغلبها في صورة طلب على الإستهلاك .
- _ إرتفاع الميول الحدية والمتوسطة لشرائح عريضة من الأفراد بسبب إنخفاض مايحصلون عليه من دخل لما يتسم به توزيع الدخل القومي من سو٠٠٠

وتركن الورقة على الإعتبارات الواجب مراعاتها عند تخطيط الإستهلاك النهائسي للقطاع العائلي إذ يتأتى بتواجد هذه الإعتبارات كحد أدنى مدرشيد عملية تخطيسسط الإستهلاك وصولاً إلى التكامل والشمول في إعداد الخطة العامة للدولة وتتمثل الإعتبسسسارات المشار اليها فيما يلى :..

- ا _ ضرورة أن يقوم جهاز التخطيط بتحديد الحد الأدنى من البيانات اللازم توافرها لتخطيط الإستهلاك النهائي بإعتبار أن هذه البيانات ومايرتبط بها من معلومات تشكل مدخلات عمليد تخطيط الإستهلاك ومحورها الأساسي .
- ١ الإهتمام بإعداد الدراسات التخطيطية التي تطور عملية تخطيط الإستهلاك ، إذ يكفى في هذه العملية توافر الشمول والدقة في جمع البيانات والمعلومات اللازمسة بل من الضرورى تجريب العديد من البدائل التي تعرض على جهاز التخطيسسط لإختيار أفضلها الأمر الذى يحقق أكبر تفاعل ممكن مع المكونات الأخركاللخطسسة القومية .
- ٢ ـــ الإستفادة بنتائج أبحاث ميزانية الأسرة في تخطيط الإستهلاك ، ولامكانية الربسط بين عملية تخطيط الإستهلاك وأبحاث ميزانية الأسرة من الضرورى مراعاة الإعتبارا التالية عند إجراء هذه البحوث : ...
 - م الإسراع بدورية إجراء ابحاث ميزانية الأسرة حتى يتم التعرف أولاً بأول على التطورات في إنجاه البقيد الإستهلاكي ورصدها .
- م تحديد برنامج زمنى لإجراء هذه الأبحاث خلال الفترات الزمنية المقبلسة ...
 لتحقيق التوافق بينها وبين المراحل التخطيطية المتوقعة حتى يمكن الوفاء بالاحتياجية

حجم معدل النمو المستهدف لهذا المتغير

ويواجم تخطيط الاستهلاك النهائي في مصر بمجموعة من المشاكل:

- البيانات المتاحة واللازمة لتخطيط الاستهلاك ، بالاضافة لعدم ورود بعض هـــذه
 البيانات ، وعدم انتظام ورودها الي جهاز التخطيط في التوقيتات المناسبة لذلـــــك
 ويرجع السبب في وجود هذه الظاهرة الي مجموعة من العوامل اهمها :_
- صعوبة الحصول على البيانات الخاصة بالسلع والخدمات التي ينتجها القطاع الخاص . على الرغم من اهمية هذا البيان نظرا لزيادة الدور الانتاجي للقطاع الخاص .
- صعوبة الحصول على البيانات الخاصة بانتاج مشروعات الانفتاح الاقتصادي التــــي تعمل في ظل القانون رقم ٢٢ لسنة ١٩٧٤ بشأن استثمار المال البربي والاجنبـــي والمناطق الحـــرة .
- تضارب البيانات المتاحة عن المتغير الواحد لتعدد المصادر المخرجة لها مثـــل بيانات التجارة الخارجية التي تختلف بين الاحصاءات المنشورة من البنــــك المركزي والجهاز المركزي للتعبئة العامة والاحـصاء ·
- ٢ _ صعوبة اخضاع بعض العوامل الموءثرة في الاستهلاك النهائي لاعتبارات القياس
 ١لكمسى ٠
 - ٣ حساسية استهداف خفض الاستهلاك

تعتبر هذه المشكلة تعبيرا عن التناقضات التي تواجه عملية التخطيط من اجل التنمية مما يضطر معه المخطط لتغليب العوامل الاجتماعية عند تحديد احجام الاستهلاك المستهدفة بخطة الدولة وذلك عن طريق السماح بزيادة متوسط نصيب الفرد مي الاستهلاك النهائي بمقادير معقولة لايوءدي تحقيقها الي التهام كل عوائد التنمية ، وبتطلب ذلك احراء موازنة بالغة الدقة بينالعوامل الاجتماعية التي تنعكس في الاعتبارات قصيرة المدي والعوامل الاقتصادية التي تفرض نفسها في الاعتبارات طويلة المدي والعوامل الاقتصادية التي تفرض نفسها في الاعتبارات

اذا تم الاخذ باسلوب التخطيط القومي الشامل من اجل تحقيق التنمية الاقتصادية والاجتماعية بالبلاد النامية فان الخطة العامة للتنمية الاقتصادية والاجتماعية تعتبر الاداة التي يتم من خلالها وضع الاهداف العامة المقررة هوضع التطبيق العملى · الامر الذي يستوجب ان تتوافر لهذه الخطة المقومات العلمية لنجاحها ، ومن أهم هذه المقومات ركني التكامل والشمول ، بما يضمن اخضاع المجاميع الاقتصادية الكلية لعملية التخطيط ، اذ يتأتي بها الوضع التحكم في مسارها الانمائي وتوجيهها الى الوجهات التي تحقق اهداف المجتمع ·

- (ـ تحديد حجم الموارد التي تخصص لاعادة الاستثمار من الفائض الاقتصادي المتاح مـن النشاط الانتاجي في فترة سابقة ·
- ٢ ـ توجيه هيكل الانتاج الى الوجهات التي توفي باحتياجات الاستهلاك النهائي المخطط٠
- ٣ ـ تحديد مستوي الرفاهية بالنسبة للفرد ، حيث يوءدي تخطيط الاستهلاك الي تحديــــد

