

# Speech: David Currie on the role of competition in stimulating innovation

It is a great pleasure and privilege to give the opening speech to this conference on innovation economics. I am grateful to King's College and Concurrences for organising such an important conference and for assembling such a dazzling array of expertise and talent. I know that we are in for a fascinating and very instructive day. And I am relieved to be having the first word, rather than trying at the end of the day to make sense of all that we will hear. I note that today is billed as innovation economics for antitrust lawyers. But I suspect that the debate will be at least as much about law as economics, and rightly so.

Let me start with the obvious. Innovation is crucial to our long-run living standards and prosperity. It will also be critical to the long-run wellbeing of the environment and the planet. Avoiding catastrophic climate change while maintaining living standards requires major innovation in ways not yet thought of.

My perspective on the nature of innovation is shaped by modern economic growth theory and the work of Brian Arthur. Modern growth theory, so-called endogenous growth theory, emphasises the importance of knowledge spillovers from sector to sector and firm to firm. Many have contributed to this expansive literature – I and colleagues once made a modest contribution analysing spillovers between the developed and developing worlds to understand better the development process – but the pioneering work of Roemer was seminal. Brian Arthur's classic, 'The Nature of Technology', emphasises what he calls recombinations – innovation very often involves not the invention and application of something new, but rather the combination in a novel way of elements that are already known and in use, often in different fields. Some used to argue that these spillovers and recombinations are easier within large dominant organisations. But all too often such organisations have a dominant culture that imposes a view and discourages diverse thinking and is closed to ideas from the outside. And so radical recombinations are more likely in open markets with interactions between diverse organisations and individuals. Open markets mean that very many more minds are applied to the challenge of recombination, and those many more minds bring with them many more and diverse ways of thinking about issues and many more and diverse experiences. That is why open effective competition is so important for promoting innovation. And the empirical evidence clearly shows this. It may be that atomistic, so-called perfect, competition (which rarely exists) is not the best structure for innovation, but nor is its opposite, monopoly or duopoly. Open, competitive markets really matter for our future.

That places competition policy firmly in the frame. That is especially so if Robert Gordon is right in arguing in his recent masterly book that fundamental innovations are in the past and that it is a mistake to see fundamental innovation in the current flurry of change. I don't know whether

he is right, but he is a very clever and learned man who has thought deeply about these issues over many decades, and it is true that productivity growth has slowed markedly in the US and European countries – one reason for the current UK government's renewed emphasis on industrial policy. If Gordon is right, then that augurs badly for the future of our economies and our planet. And it is incumbent on us in the competition world to ensure that our policies and interventions promote, and certainly do not hinder, innovation, maximising our efforts to promote sustainable productivity growth. Hence the importance of the issues being discussed at this conference today.

Before diving into those issues, let me flag one set of issues that is important for this innovation agenda but which does not figure, or if it does at best undercover, on our agenda today. That is the important interaction between competition law and intellectual property (IP) law. IP law plays a key role in protecting the incentives to invent and invest. But we need to ensure that IP law is not used to exclude in an anti-competitive manner. The rise of Patent Assertion Entities (PAEs), sometimes known in more derogatory terms as patent trolls, may be just one example of this, leading some leading industrial economists to question the efficacy of patents in promoting innovation (Boldrin and Levine, *Journal of Economic Perspectives*, winter 2013). The Federal Trade Commission has recently analysed these entities, distinguishing Portfolio PAEs and Litigation PAEs, the latter group adopting practices seemingly deserving of the term troll. Importantly for our agenda, it found that 88% of patents held by PAEs were in the information and communications technology sectors, and more than 75% of these patents were software-related. This analysis has led the Federal Trade Commission to propose reforms in this area.

So turning now to competition policy, let me start with a challenge. Clearly for innovation what matters is dynamic competition – how the competitive landscape evolves through time. But unfortunately it is much harder to get good measures of dynamic competition. So we have all too readily fallen back on measures of static competition, which are easier to measure and therefore more comfortable to work with. So many cases rely on market structure and concentration, and that analysis is usually rather static in nature. And when the Competition and Markets Authority (CMA) estimates our impact we tend to quantify detriment in terms of static rather than dynamic losses, because estimates of dynamic benefits are hard to come by and justify. But perhaps we need to work harder. We need to shift away from our comfort zone. And to accomplish this will require adaptations by all parts of the competition institutional framework. Competition authorities will need to work harder with economists to enhance the emphasis on dynamic analysis. And the appeal bodies will need to recognise that these effects are crucial, and may have to accept that the analysis is not as crisp, clear and hugely evidenced but nonetheless has to be weighed appropriately in the light of its importance. We may all need to learn to be roughly right rather than exactly wrong.

We all naturally look online for the major fount of innovation. But that may well be wrong for at least 2 reasons. First, online will not be the answer to some very major issues, such as global warming, though it may be instrumental in reaching a solution. Second, there are very major, non-online technologies

that we need to develop to secure our future. I think of the potential development of battery technology that will help to make intermittent green energy supplies part of the mainstream rather than a wayward child that forces the system operator to resort to filthy fossil fuel supplies when the going gets rough, which has happened recently in the UK. I am sure there are many other off-line technologies that will help shape our future and we need to encourage them. That is an important strand in the UK government's emerging industrial strategy with its focus on infrastructure, and particularly the transportation, nuclear and life sciences sectors.

Having said that, online really matters and has become a major focus of competition work, certainly at the CMA. We have fined online sellers for price collusion on Amazon Marketplace, where relevant to today's discussion the collusion was via an algorithm; we have clamped down on resale price maintenance online where we were concerned about consumer detriment; we have discouraged the use of wide most-favoured-nation or price parity provisions in areas such as motor insurance; we have issued a statement of objections to an online sales ban in golf club sales; and, and, and – I could go on. And that is just the competition caseload: in the consumer protection part of our portfolio we have addressed many other behaviours, including around online gambling and app-exploitation of minors, with severe consumer detriment and this intervention has led to changes in company practice not just in the UK but also Europe-wide. And we are undertaking a market study of digital comparison tools, including price comparison websites, because of their importance for consumers navigating the online world.

In addressing online issues, competition authorities around the world are not reinventing competition policy: we are relying on the well-established principles of competition law that apply equally to the online world as to the offline world. The challenge is not to redefine competition law, but rather to apply well-established principles to new circumstances. In this, the careful, evidence-based analysis in which we aim to excel is to the fore.

Let me now come to 2 major issues for competition authorities in the tech/internet space. First, these are typically markets in which network effects and economies of scale combine to mean that early winners can become seriously dominant. Especially in online markets early advantage based on competitive advantage can tip imperceptibly into dominance and long-term exclusion. At what point does a new entrant's competitive behaviour shift from being a new, aggressive entrant strategy to being an abuse of market power? At what point should the competition authority move from tolerance to concern? These questions pose a dilemma for the competition authority: intervene too early and you suppress innovation; intervene too late and a dominant position is established that threatens open competition and innovation. There is a tipping point: intervention before that may be counter-productive, but intervening after tipping may be futile.

To take a topical example. If a group of individual suppliers decided to sign up to a shared-pricing arrangement, whether on their own initiative or encouraged by a co-ordinator, and then posted inflated prices when demand was unusually high, we might well think of this as a competition problem and seek to strike it down. Of course, we would need to be sure that such an

arrangement was not a justifiable response to another countervailing power, and above all that there was some harm to consumers from the behaviour we observed. But if over time that group became too dominant in the market, then it may well be a concern for the competition authority. What I have described is sometimes called the 'Uber dilemma', though that is but one example. Certain taxi apps have entered the market and driven down prices in what was hitherto a generally highly regulated market, arguably regulated in some respects to the detriment of consumers. Their entry can be seen therefore as yielding significant consumer benefit, both on price and quality of service. And those who sign up early are clearly not engaging in any anti-competitive behaviour. But if Uber or indeed another supplier becomes dominant, is there a tipping point beyond which it is almost too late for the competition authority to intervene? In this example, the CMA has sought to intervene early to ensure that regulation does not stifle the innovation, and to promote platform competition by discouraging proposals that would have reinforced the network effect by preventing multi-homing by drivers. This approach may well be needed in other online markets with emerging platforms as they develop. And to be clear: we view taxi apps to be welcomed as a positive force for market opening, but we are alert to market developments that seek to shut down effective competition.

The second issue is this. Most tech companies, facing the competition authorities, argue that there is trade-off between static and dynamic competition. There can be such a trade-off – that after all is the rationale for patents, though I have noted the empirical literature that questions the benefits of patents for innovation. But it can well be the case that reduced static competition leads to less dynamic competition – that, after all, is the tipping issue. Our chief economist, Mike Walker, with Tony Curzon Price has argued that companies often seek to be in an area of both static and dynamic inefficiency, to the detriment of consumers, and giving an important role of preventing this to competition authorities. A possible example is Microsoft, which initially innovated with Windows to the huge benefit of consumers, but then reacted to the entry of Netscape by the anti-competitive move of bundling Explorer with Windows, blocking the potential for Netscape to become an important piece of middleware. Another are the 'pay for delay' cases, Servier and Lundbeck, pursued by the European Commission. And some argue that Google's dominance in search is self-reinforcing because it gives it an unbeatable position in the data so essential to search, and this dominance might be used to restrict future innovation.

We start today's conference with the major theme of big data, and we have had a preview of some of the issues in Andreas Mundt's interview with Jorge Padilla: Can access to big data represent a barrier to entry? Could refusing a competitor access to data be anti-competitive? Is data a relevant market? Could data be classified as an essential facility? And how does competition law sit with, and interact with, privacy laws? Complex issues which I will not try to anticipate but instead look forward to the debate in the next session.

But there is one aspect of the debate over big data that I do want to touch on: that of the consumer's access to their own data. We are all increasingly

aware that, as we operate online, data on our actions are being amassed to very considerable commercial gain. What rights, if any, do we have, or should have, to our own data? Clearly privacy laws restrict how data are used, but whether with sufficient force is for debate. But would markets work better for consumers if they had access to, and even control over, their own data? The answer to this question is clearly relevant to the design of remedies where a breach of competition law is found – itself a very difficult matter to establish. It could also be relevant to the design of undertakings to allow a merger to go forward.

But to make a somewhat parochial point, in the very particular market regime that we have here in the UK, it is very relevant indeed to the design of remedies after our detailed analysis of the operation of a market. For example, the CMA recently concluded a major market inquiry into the retail banking sector in the UK. At the heart of the remedies that were put forward as a result of that inquiry is a common application protocol interface (API) that will provide a standard for digital interactions in this market. We believe this will allow the rise of much more effective competition online. The major problem in this market and in the UK energy market is a large number of inert consumers who are reluctant to devote much time and effort in searching for better deals and therefore end up paying a premium price. In both markets a different approach to the access to data may well provide the answer. In the energy market we already see intermediaries acting on behalf of consumers and searching for the best deal and effecting the switch on behalf of consumers – in effect a shift in market structure with the rise of an intermediary layer of businesses effected by a change in access to personal data. The inert consumer has to make just one effort to get off the sofa and sign up and can then recline once more. If this intermediary sector emerges, there will of course be the need to ensure that they are delivering what they claim. But if that was the regulatory issue, we would be in a much better place than now.

That takes me to the final issue that I would like to touch on in this brief opening – that is, the rise of algorithmic decision-making in the online world. Algorithms are everywhere – online bookings for airlines, hotels, etc; Amazon and other online platforms; bots buying up tickets in the primary market for shows and concerts, to name just a few. And we at the CMA, like many other competition and consumer agencies, have been intervening in these markets to ensure that the rise of algorithms works to enhance competition, not close it down.

But the rise of the algorithmic economy raises potentially difficult questions for competition policy, which Ezrachi and Stucke discuss in their excellent book 'Virtual Competition' (and I look forward to Maurice's comments in the next session). And this may be one area where my earlier Panglossian statement – that the principles of competition law are alive and well and just need to be applied appropriately to different circumstances and evidence – may be questioned. Algorithms can provide a very effective way of almost instantly co-ordinating behaviour, possibly in an anti-competitive way. Where algorithms are designed by humans to do so, this is merely a new form of the old practice of price-fixing. But machine learning means that the

algorithms may themselves learn that co-ordination is the best way to maximise longer-term business objectives. In that case, no human agent has planned the co-ordination. Does that represent a breach of competition law? Does the law stretch to cover sins of omission as well as sins of commission: the failure to build in sufficient constraints on algorithmic behaviour to ensure that the algorithm does not learn to adopt anti-competitive outcomes? And what if constraints are built in but they are inadequately designed, so that the very clever algorithm learns a way through the constraints? How far can the concept of human agency be stretched to cover these sorts of issues? I have suggested earlier that the competition tools at our disposal can tackle the competition issues that we face in the new digital world, but perhaps this last issue which I have touched on is one where this proposition is not true. I think we will touch on these questions today, but we will also be debating them for a long time to come. And if we do not find good answers, will that lead other jurisdictions to see merit in the powerful markets regime that we have in the UK, which would allow us to address questions like this through a different, perhaps more appropriate, set of tools? Bill Allan's interview with Concurrences touches on these issues, and I look forward to his remarks in this afternoon's session.

One concluding thought about the future. The father and son team, Susskind and Susskind, in their book 'The Future of the Professions' predict that machine learning will in the next decade or two transform the professions. Algorithms are already taking over the grunt-work in the legal profession. Most professionals say that professional judgement cannot be replaced by a machine, but is this right? Algorithms are increasingly outperforming medical specialists in diagnosis, for example. Could algorithms through learning come to outperform the judgements of competition specialists? Richard and Daniel Susskind suggest yes, but not yet. So I and my colleagues are safe and possibly my successor and her or his successor. But after that, Chairman Bot?

There is, however, one possible hope for us humans. We have seen the steady but spectacular improvement in algorithms, coming to beat humans first at chess, then Go and the latest at poker. Why not competition law and economics? However, there is some evidence that the best machines can be beaten by older generation machines working in partnership with a human specialist. Perhaps human specialists will continue to be useful provided they embrace the advances in machine learning. What competition agencies can be sure of is that those sitting at the other side of the table will have access to the very best machine learning in our field. We need to make sure that we are keeping abreast of this fast-moving and changing technology.

We will today have a very rich debate which may illuminate some of the issues I have highlighted and some key issues that I have overlooked. I greatly look forward to the day.

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# **Press release: Planned roadworks in Bristol, Gloucestershire, Somerset, BANES, Wiltshire, West Dorset and Devon: weekly summary for Monday 6 February to Sunday 12 February 2017**

The following summary of planned new and ongoing road improvements over the coming week is correct as of the above date but could be subject to change due to weather conditions or unforeseen circumstances. All our improvement work is carried out with the aim of causing as little disruption as possible.

## **Bristol**

### **M32 junction 2 to junction 3: MetroBus scheme (Bristol City Council work)**

Narrow lanes with 40mph speed restrictions will be in operation northbound and southbound until April 2017.

## **Gloucestershire**

### **M5 junction 10 to junction 11A: structure maintenance**

Narrow lanes with contraflow and 50mph speed restrictions will be in operation northbound and southbound until July 2017.

### **M5 junction 12 to junction 11A: resurfacing**

Northbound carriageway, including junction 12 entry slip road, will be closed overnight from 8pm on 6 February until 6am on 7 February. Diversion will be clearly signposted.

### **M5 junction 11: structure maintenance**

Northbound entry slip road will be closed overnight from 9pm on 6 February until 6am on 7 February. Diversion will be clearly signposted.

### **M5 junction 11 to junction 10: structure maintenance**

Northbound carriageway will be closed overnight from 9pm on 7 February until 6am on 8 February. Diversion will be clearly signposted.

### **M5 junction 11A to junction 10: traffic management changes**

Northbound carriageway will be closed nightly, 9pm to 6am, from 8 February

until 10 February. Diversion will be clearly signposted.

### **M5 junction 10 to junction 11: traffic management changes**

Southbound carriageway will be closed nightly, 9pm to 6am, from 8 February until 10 February. Diversion will be clearly signposted.

### **M5 Gloucester Gateway Service Area: resurfacing**

Northbound exit slip road and entry slip road will be closed overnight from 8pm on 7 February until 6am on 8 February. Diversion will be clearly signposted.

### **M5 Gloucester Gateway Service Area: resurfacing**

Northbound exit slip road to Service Area will be closed nightly, 8pm to 6am, from 8 February until 10 February. Diversion will be clearly signposted.

### **A40 Elmbridge Court roundabout: construction work**

Narrow lanes with 40mph speed restrictions will be in place until September 2017.

## **Wiltshire**

### **M4 junction 16: roundabout reconstruction**

Narrow lanes with 40mph speed restrictions will be in place on the eastbound exit slip road, and westbound exit slip road from 7 February, until October 2017.

### **M4 junction 16: traffic management changes**

Westbound exit slip road will be closed overnight from 8pm on 6 February until 5am on 7 February. Diversion will be clearly signposted.

## **Somerset**

### **M5 junction 22: survey work**

Northbound exit slip road and entry Slip road will be closed overnight from 8pm on 6 February until 6am on 7 February. Diversion will be clearly signposted.

Southbound exit slip road and entry slip will be closed overnight from 8pm on 7 February until 6am on 8 February. Diversion will be clearly signposted.

### **General enquiries**

Members of the public should contact the Highways England customer contact centre on 0300 123 5000.

## Media enquiries

Journalists should contact the Highways England press office on 0844 693 1448 and use the menu to speak to the most appropriate press officer.

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## Press release: Weather update: no restrictions planned for A14 Orwell Bridge

Highways England is advising road users in the east of England that there are no current plans to close the Orwell Bridge in Suffolk tomorrow (Friday 3 February).

High winds have been forecast across the region for much of the day, peaking in the afternoon. However, based on the latest information from forecasters, Highways England considers it unlikely that conditions at the bridge will require a closure.

Drivers are asked to pay close attention to the weather forecast in case circumstances change. Safety is Highways England's top priority, and any decision about whether to close the bridge will be based on the safety of road users, taking into account the speed and prevailing direction of the wind.

Whilst the bridge is open, Highways England will continue to monitor wind speeds closely. If there is an increase in the forecast high winds, which would make the crossing unsafe for drivers, the Orwell Bridge, which carries the A14 over the River Orwell near Ipswich, could be closed at some point on Friday 3 February.

If the Orwell Bridge is closed, the planned diversion route is via the A1156, A1189 and A1214 through Ipswich.

Drivers planning to travel on Friday 3 February are encouraged to plan their journey in advance and check the latest weather and traffic conditions along the route. You can get the latest forecast from BBC weather, the Met Office, and BBC Radio Suffolk.

Drivers should be aware of sudden gusts of wind, and give high-sided vehicles, caravans, motorbikes and bicycles plenty of space.

Highways England provides live traffic information [via its website](#), local and national radio travel bulletins, electronic road signs and mobile platforms. Local weather information is also available on Twitter at @HighwaysEAST. The latest weather forecast can be seen on the [Met Office website](#).

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# Press release: Change of Her Majesty's Ambassador to the Republic of Korea

From:

First published:

3 February 2017

Part of:

Mr Simon Smith CMG has been appointed Her Majesty's Ambassador to the Republic of Korea.

Mr Simon Smith CMG has been appointed Her Majesty's Ambassador to the Republic of Korea in succession to Mr Charles Hay MVO, who will be transferring to another Diplomatic Service appointment. Mr Smith will take up his appointment during March 2018.

## Curriculum Vitae

Full name Simon John Meredith Smith CMG

Married to Sian Rosemary Stickings MBE

Children Two daughters

2016 – present Language training (Korean)

2015 – 2016 FC0, Leader, Review of Buildings Security

2012 – 2015 Kyiv, Her Majesty's Ambassador

2007 – 2012 Vienna, Her Majesty's Ambassador & UK Permanent Representative to the UN

2004 – 2007 FC0, Director, Russia, South Caucasus and Central Asia Directorate /Head of Eastern Department

2002 – 2004 FC0, Head of North East Asia & Pacific Department

1998 – 2002 Moscow, Counsellor (Economic/Commercial)

1997 – 1998 Language training (Russian)

1995 – 1997	FCO, Deputy Head of Southern Europe Department
1994 – 1995	FCO, Speechwriter to the Foreign Secretary
1992 – 1994	FCO, Head of Nuclear Policy Section, Security Policy Department
1989 – 1992	Tokyo, Second Secretary, later First Secretary
1987 – 1989	Language training (Japanese)
1986 – 1987	FCO, Assistant Desk Officer, East Africa Department
1986	Joined FCO
1981 – 1986	Department of Employment

## Further information

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# Press release: Major upgrade to Leeds junction gets underway

As part of the £8.3 million scheme Highways England will be widening some of the approaches to the M1 roundabout and adding an extra lane to sections of the roundabout itself, increasing it from 2 to 3 lanes.

Most of the work for the 30 week scheme will be carried out during the day. However, some overnight closures will be required with the first taking place tonight, Thursday 2 until Saturday 4 February between 7pm and 6am.

During the overnight closures the M1 southbound carriageway between junctions 46 and 44, and all the approaches to the M1 junction 45 roundabout will be closed so narrow lanes can be installed. While the scheme is ongoing there will also be a reduced speed limit of 50mph on the M1 and a 30mph limit on the slip roads and roundabout.

Highways England project manager Derek Dobinson said:

We are investing more than £15 billion in over 100 schemes across England that will enhance, renew and improve the network. We recognise that this is an important junction which serves a major route into Leeds city centre and is the main access for a number of major businesses and that is why we are investing £8.3 million to improve it.

This scheme, once complete, will improve capacity, reduce congestion and improve the safety for drivers. Predominantly work will be carried out during the day during off peak hours but they may be the occasional overnight closure of the slip roads and the M1.

As well as carrying out improvements to the roundabout, new traffic signal crossings, and improved cycle and pedestrian routes will be installed.

Further information can be [found on the scheme website](#).

Similar improvements have recently been completed at junction 26 of the M62 where it meets the M606. The extra lane was opened to traffic back in December around Chain Bar roundabout and the new traffic signals were installed this month.

Over the next few weeks, contractors will be taking down the old traffic signals and completing the landscaping and pedestrian and cycle route work. These will be carried out at night when traffic levels are at their lowest.

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