Collusion - The Hidden Evil in the Marketplace Are We Winning or Losing the Fight Against Cartels?

Joe Harrington (U. of Pennsylvania - Wharton)

Frontiers Lecture - Middlesex University

May 29, 2015

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- U.S. Supreme Court Justice Antonin Scalia (2004): "the supreme evil of antitrust."



In recent years, cartels have involved some of the largest markets and some of the most well-known companies in the world.

- Sample of companies
 - Apple, Christie's, British Airways, Samsung, Barclays, Akzo Nobel, Hoffman LaRoche, DuPont, Siemens
- Sample of markets
 - vitamins (global), auto parts (global), foreign exchange (global), elevators (EU), bread (South Africa), eBooks (US), cement (Germany), processed chicken (Chile)

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ECONOMÍA Y NEGOCIOS DOMINGO B19

JOSEPH HARRINGTON, ACADÉMICO DE LA UNIVERSIDAD DE WHARTON

¿Cárcel para los carteles? Responde experto que hizo estudio sobre caso pollos

La Fiscalía Nacional Económica acusa a Agrosuper, Ariztía y Don Pollo de repartirse el mercado y controlar la producción y oferta, obteniendo beneficios económicos por esta práctica. En un estudio, Harrington desecha la tesis de la autoridad y argumenta que no había información suficiente entre las empresas para que el cartel funcionara, - usuasenter nuevosos

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"Jail for Cartels? Answers from the Expert Who Studied the Chicken Cartel" El Mercurio (Santiago, Chile), October 6, 2013

Joe Harrington (Penn)

Frontiers Lecture



How do cartels work? What have we recently learned about how cartels work?

Introduction Overview

- How do cartels work? What have we recently learned about how cartels work?
- What is being done to shut down cartels and deter them from forming?

Introduction Overview

- How do cartels work? What have we recently learned about how cartels work?
- What is being done to shut down cartels and deter them from forming?
- In the fight against cartels?

- Why do firms collude?
- Competition drives price down to a level such that
 - all firms could raise their profit if they were to coordinate a price increase.
 - but any individual firm would reduce its profit if it were to be the only one to raise price.
- How do firms collude?

Challenges of a successful cartel

- Coordinate on a collusive agreement
 - Communication
 - Bargaining
- Sustain a collusive agreement
 - Monitoring for compliance
 - Punishing for non-compliance
 - Controlling the expansion of non-cartel supply
- Ilude detection by customers and the competition authority

How do firms coordinate?

- United States v. American Airlines, (5th Circuit Court, 1984)
- Feb 1982: Transcript of phone call between Robert Crandall (CEO, American Airlines) and Howard Putnam (CEO, Braniff Airlines)





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How Do Cartels Work? How do firms coordinate?

• **Crandall**: I think it's dumb as hell for Christ's sake, all right, to sit here and pound the **** out of each other and neither one of us making a ****ing dime.

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- Putnam: Do you have a suggestion for me?

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- Putnam: Do you have a suggestion for me?
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- Putnam: We can't talk about pricing.
- **Crandall**: Oh bull ****, Howard. We can talk about any goddamn thing we want to talk about.

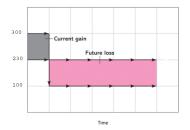
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Cartel among 20-25 gasoline stations in towns in Quebec, Canada (2005-06)

- Cartel leader contacts and negotiates with a subset of firms.
- Once a price is agreed upon, the cartel leader communicates with the low-cost stations, who may negotiate a smaller price rise.
- Communications go on for 1-2 hours prior to price being increased.
- Agreement on a price increase required 65 phone calls (on average)

How do firms sustain collusion?

• How do firms structure a sustainable collusive agreement? What deters firms from cheating?



- Monitoring for compliance with the collusive agreement
- Punishing in the event of evidence of non-compliance

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How do firms sustain collusion?

Traditional understanding of cartels

- Coordinate on prices
- Monitor firms' prices for compliance
- Punishment has all firms reduce prices
 - Temporary or permanent return to competitive pricing
 - Price war temporary implementation of prices below competitive level (perhaps even below cost)

How Do Cartels Work? How do firms sustain collusion?

Property 1: In many cartels, monitoring is in terms of sales, not prices.

- Common properties of many recent cartels in intermediate goods markets
 - Price is not public information.
 - Collusive agreement is a market allocation in terms of, for example, sales quotas.
 - Monitoring involves comparing sales to the agreed-upon quotas.

How do firms sustain collusion?

Lysine Cartel:	Annual	Market Allocation	(tons)	
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Company	Global	Europe	
Ajinomoto	73,500	34,000	
Archer Daniel Midlands	48,000	5,000	
Kyowa	37,000	8,000	
Sewon	20,500	13,500	
Cheil	6,000	5,000	

- Each company telephoned or mailed their sales volumes to Kanji Mimoto of Ajinomoto.
- Mimoto prepared a spreadsheet that was distributed at the quarterly maintenance meetings.

How do firms sustain collusion?

Property 2: In many cartels, punishments are not symmetric price wars.

- Asymmetric punishments include
 - transfers such as through inter-firm sales
 - Lysine: guaranteed buy-ins
 - Citric acid: buy-backs
 - focused price war on a deviator's customers
- Why are punishments asymmetric?
 - Firms prefer to shift profit around amongst themselves than to convert it into higher welfare for consumers
 - Symmetric punishments are far less effective when monitoring is in terms of sales.

How do firms sustain collusion?

Harrington and Skrzypacz (RAND Journal of Economics, 2007)

- Model
 - Firms simultaneously choose prices
 - Each firm's price is private information
 - Firm's demand depends stochastically on all firms' prices
 - Firms' sales are publicly revealed
- Inference problem: If a firm has low sales, is it due to a bad firm demand shock or to a rival undercutting the collusive price?
- **Result**: When market demand is highly price-inelastic, almost no collusion is sustainable with symmetric punishments.

How Do Firms Collude?

How do firms sustain collusion?

- Consider two firms in which there is a symmetric punishment ("price war") if either firm has a market share above \hat{s} .
- If firm 1 undercuts the collusive price,
 - it *increases* the probability that firm 1's market share exceeds \hat{s} which makes a price war *more* likely.
 - it *decreases* the probability that firm 2's market share exceeds \hat{s} which makes a price war *less* likely.
- These offsetting effects cancel each other out so a firm's price does not affect the probability of a price war.
- A firm then cheats as there is no future profit loss ⇒ all collusive agreements are unstable.

How do firms sustain collusion?

Two-tier asymmetric punishment will sustain collusion.

- Penalties for overproduction support higher prices.
 - A firm makes a payment of x to its rivals for each unit it sells.
 - Collusive price is the competitive price when "marginal cost" is MC + x.
 - Transfers can be consummated through inter-firm sales.
- Threat of collapse of collusion ("price war") support the making of transfers.
 - If firms do not honor the compensation scheme then collusion collapses.
 - Firms then find it optimal to make these transfers.

How Do Cartels Work? How do firms sustain collusion?

Challenge: In practice, monitoring was in terms of *self-reported* sales which, generally, were not verifiable.

Harrington and Skrzypacz (American Economic Review, 2011)

Model

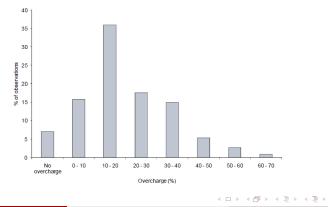
- Firm chooses its price (private information)
- Firm learns its sales (private information)
- Firm submits sales report (cheap talk)
- Firm makes transfers (based on sales reports)

How do firms sustain collusion?

- Stability requires that firms find it optimal to
 - set the collusive price
 - Itruthfully report sales (binding constraint)
 - make transfers
- How is a firm induced to truthfully report high sales?
 - Price war is more likely when the aggregate sales report is lower.
 - A firm that reports lower sales makes a lower transfer but then it enhances the likelihood of a price war.
- Collusion is stable when market demand is not too volatile.

Impact of cartels

- How much do cartels raise price?
- Overcharge = percentage increase in price due to collusion



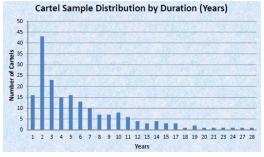
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Impact of cartels

- How long do cartels last?
- Average duration of *discovered* cartels is 5-8 years (depending on the data set)

U.S. Department of Justice, Antitrust Division (1961 - 2012)



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Impact of cartels

How much are consumers worse off? Example: Vitamins Cartel

Table 6A. Real Global Overcharges by the Vitamins Cartels, 1990-1999					
Product	United States ^a	Canada [∎]	Western Europe ^c	Other ^d	World ^f
	2005 U.S. dollars				
Beta carotene	138.4083	9.919262	193.4066	82.16095	423.8951
Canthaxanthin	25.95156	1.730104	104.3956	274.6201	406.6974
Biotin (H)	30.37667	2.18712	21.36259	44.99704	98.92342
Choline chloride (B4)	191.9806	16.4034	159.3533	267.614	635.3513
Folic acid (B9)	3.159174	0.607533	8.891455	2.131439	14.7896
Vitamin A	319.9052	24.05213	417.0354	245.9954	1006.988
Vitamin B1	11.05711	1.579587	7.621247	14.20959	34,46753
Vitamin B2	38.23884	3.015682	55.74516	28.10304	125.1027
Vitamin B3	49.40758	2.725118	43.14159	45.76659	141.0409
Vitamin B5	67.53555	5.094787	101.7699	29.74828	204.1485
Vitamin B6	15.79587	4.374241	25.40416	39.07638	84.65064
Vitamin B12	60.75334	1.579587	54.27252	110.1243	226.7298
Vitamin C	294.0462	20.65614	266,7436	435,7608	1017.207
Vitamin D3	11.188	0.807382	9,78022	10.80473	32,58033
Vitamin E	760.6635	54.50237	795.354	385.5835	1996.103
Premixes	713.2701	47.39336	856.1947	813.5011	2430.359
	2731.738	196.6278	3120.472	2830.197	8879.035
Total 16 products					

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What is Being Done to Fight Cartels?

What is Being Done to Fight Cartels?













competitioncommission south africa

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What is Being Done to Fight Cartels?

- What do we need to do to defeat collusion?
 - Disable active cartels
 - Deter prospective cartels
- Stages of enforcement
 - Discovery
 - Prosecution
 - Penalization

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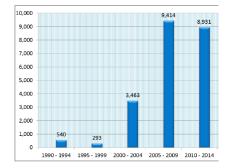
What is Being Done to Fight Cartels? Corporate Penalties: Fines

- 2006 revision of European Commission guidelines for corporate fines
- Basic Amount = $S \times a \times T + S \times b$
 - S = value of the firm's sales in the last full business year of the firm's participation in the cartel
 - *a* = percentage of the values of sales up to 30 percent ("gravity")
 - T = number of year's of a firm's participation
 - $S \times b =$ fixed portion where b is 15-25 percent

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What is Being Done to Fight Cartels?

Corporate Penalties: Fines



Maximum fine for a cartel: 1.47 billion \in (TV and computer monitor tubes) Maximum fine for a firm: 715 million \in (Saint Gobain - Car glass)

Corporate Penalties: Damages

Customer damages serve to

- compensate harmed consumers.
- deter and disable cartels by
 - linking penalties to profit
 - creating incentives for customers to monitor



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Corporate Penalties: Damages

Damages inflicted by firm i from colluding in period t are usually calculated to be

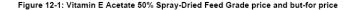
$$\left(P_{i}^{c}\left(t\right)-P_{i}^{bf}\left(t\right)\right)Q_{i}^{c}\left(t\right)$$

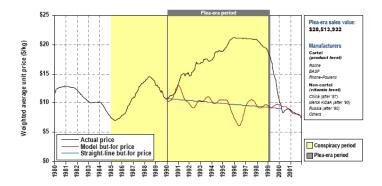
- *P_i^c*(*t*) is the observed (collusive) price charged by firm *i* in period *t*. *Q_i^c*(*t*) is the number of units sold by firm *i* in period *t*
- $P_i^{bf}(t)$ is the "but for" (or counterfactual) price for firm *i* in period *t*

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Corporate Penalties: Damages

Vitamins (Bernheim, 2002)





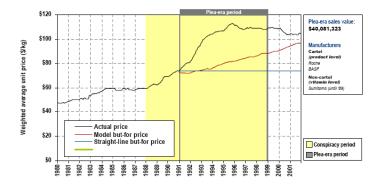
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Corporate Penalties: Damages

Vitamins (Bernheim, 2002)





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What is Being Done to Fight Cartels? Individual Penalties

Gallery of Price Fixers



• Penalties: Government fines, Debarment/Unemployment, Incarceration

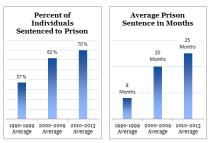
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Individual Penalties

- 11 countries with incarceration as a penalty but only routinely used in the U.S.
- U.S. (2004): maximum jail sentence raised from 3 to 10 years



U.S. Department of Justice, Antitrust Division

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Individual Penalties

The Telegraph

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and-a-ha	itish exe alf years	for pri	e-rigging) after a	landmark	total of eigl deal with the ime in the U	e US

The three, who worked for Dunlop Oil and Marine, ran a 40-year cartel that defrauded the Ministry of Defence and the US government out of up to $\pm75m$ a year on specialist marine hose orders.

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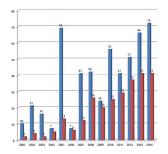
Leniency Programs

- A *leniency program* offers reduced penalties to corporations and/or individuals involved in a cartel, in exchange for cooperating with enforcement authorities.
- U.K. Leniency Program
 - Before an investigation
 - First firm to come forward: 100% reduction in penalties
 - Later firms: 0-50% reduction in penalties
 - After an investigation
 - First firm to come forward: 0-100% reduction in penalties
 - Later firms: 0-50% reduction in penalties
- Currently, more than 50 countries and unions have leniency programs

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Bundeskartellamt (German competition authority)

- Red: Number of cases in which leniency applications were filed
- Blue: Number of leniency applications filed



Bundeskartellamt (2010): "The first version of the Leniency Programme was already a success. This can be seen by the number of leniency applications filed."

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What is Being Done to Fight Cartels? Leniency Programs

U.S. Senator Bill Blumenthal: "My concern is that most of the cases that are brought today are ... generated exclusively from firms that decided to come forward and seek a leniency application I'm worried that the success of the leniency program combined with budget constraints that your Division faces will, in effect, give you incentives to pursue only the companies that come forward ... [A]s I know from personal experience, some of the most egregious and harmful of the cartels may have nobody coming forward."

- U.S. Senate Hearing on "Cartel Prosecution: Stopping Price Fixers and Protecting Consumers' Subcommittee on Antitrust, Competition Policy and Consumer Rights, November 14, 2013

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What is Being Done to Fight Cartels? Leniency Programs

Figure 8: Number of Criminal Cartel Cases Filed Each Fiscal Year, Broken Out by Those Assisted and Not Assisted by a Leniency Applicant Total cases 60 Year ACPERA 50 enacted 40 30 20 10 0 5000 1396 J 180> 1990 å ŝ 396 °00' 2012 2015 2015 2015 2015 2015 Fiscal year case filed

Cases not assisted by leniency applicant

Cases assisted by leniency applicant

Source: GAO analysis of Antitrust Division data.

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What is Being Done to Fight Cartels? Leniency Programs

Is it possible that a leniency program could raise the cartel rate? Harrington and Chang (*Journal of Law and Economics*, forthcoming) Theoretical model of cartel birth, death, and discovery.

- Leniency program can cause fewer cartels to be shut down
 - Leniency program is generally used by dying cartels.
 - Focusing resources on cartels with a leniency applicant means focusing on cartels that have already collapsed.
 - Active cartels are less likely to be caught because non-leniency enforcement is weaker.

What is Being Done to Fight Cartels? Leniency Programs

Is it possible that a leniency program could raise the cartel rate?

- Leniency program deters more cartels from forming
 - Leniency program ensures that dying cartels pay penalties (other than the firm that receives leniency).
- If penalties are low then the rise in deterrence is small relative to the fall in the shutdown rate ⇒ rise in cartel rate

What is Being Done to Fight Cartels? Leniency Programs

0.030 0.025 With LP 0.020 W/O LP .1 .3 .5 1.3 1.5 1.7 1.9 .7 .9 1 (penalty parameter) V

Cartel Rate (Simulations)

Joe Harrington (Penn)

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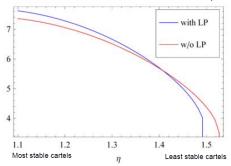
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What is Being Done to Fight Cartels? Leniency Programs

• Leniency program can result in fewer but longer-lived cartels

Cartel Duration Depending on Cartel Type (Simulations)



 Policy recommendations: When instituting a leniency program, expand resources and set high penalties.

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Screening is the use of market data to identify markets where collusion is suspected.

- Screen price and sales data for
 - a sudden change ("structural break") that could be due to cartel birth or death
 - patterns more consistent with collusion than competition
- Screening has been performed with some success in Brazil, Mexico, The Netherlands, South Africa.
- Deutsche Bahn has a cartel detection team comprising lawyers and economists.

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Mexico: Government procurement auctions for generic drugs

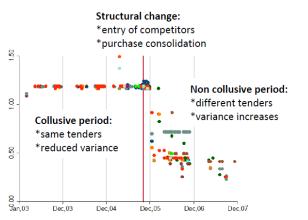


Figure 1. Medicine 1 average price 1

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What is Being Done to Fight Cartels? Screening

U.S.: Frozen perch

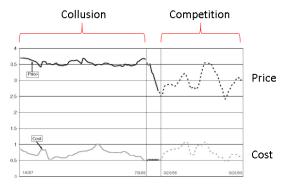


Fig. 1. Frozen perch prices and costs: 1/6/87-9/26/89.

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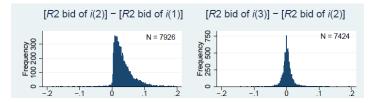
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Kawai and Nakabayashi (Working Paper, 2014)

- Japanese procurement auctions for construction projects (2003-06) \$14 billion/year (3% of GDP)
- First-price sealed bid auction in which the lowest bid wins the project
- If the lowest bid > secret reserve price then there is a second auction (30 minutes after the first auction)
- Consider those auctions which went to a second round and the difference between the lowest and next-lowest bids is very small
 - Under competition, each bidder should have similar probabilities of winning in the second round
 - In practice, the lowest bidder from the first round won 97% of second-round auctions

- Difference in the 2nd round bids of the third lowest and second lowest bidders from the 1st round is symmetric around zero.
- Difference in the 2nd round bids of the lowest and second lowest bidders from the first round is almost always positive.



• Pattern is consistent with a scheme in which there was a bidding ring which designated a particular company to submit the lowest bid in both rounds.

Joe Harrington (Penn)

• Competition laws are more widespread globally.

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- Competition authorities are more engaged in enforcement.

Image: A match a ma

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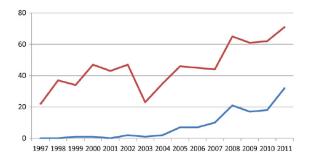
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- Prison sentences have become more common and longer in the US.
- But are there fewer cartels?

Republic of Korea

- Red line: Number of convicted cartels
- Blue line: Number of convicted cartels with a firm awarded leniency



• What are we to infer?

Joe Harrington (Penn)

- Primary goal of competition policy is to **deter cartel formation**, not shut down cartels.
- Measurement Challenge: Cartel rate is not observed.
 - Only discovered cartels are observed. How many undiscovered cartels are out there?
 - How do we measure a change in the latent cartel rate?
 - How do we measure the impact of enforcement policies on the cartel rate?

- Are the properties of discovered cartels changing in a manner consistent with a less hospitable environment for cartels?
 - Is the duration of discovered cartels shorter after introducing leniency programs?
- Is collusion less profitable?
 - Penalties are definitely higher.
 - Estimated annual probability of discovery is around 15% but is probably a biased estimate. Has it risen with the increase in enforcement?
- Is collusion generally unprofitable?
 - Are cartels involving fewer senior managers?
 - Is senior management actively trying to discourage employees from colluding?
 - Are employees involved in cartels being dismissed?

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Is collusion generally unprofitable?

Table 12A. Real Global Sanctions Relative to Real Overcharges, 1999-2005							
Product Market	United States			Other Jurisdiction			
	Govt.	Private	Total ^a	Canada ^b	EU	Other	World ^a
	Percent of 2005 U.S. dollars						
Beta carotene	37.9	85.9	123.8	82.3	27.2	0	54.7
Canthaxanthin	4.3	10.1	14.4	9.8	48.9	0	13.5
Biotin (vitamin							
H)	0	138.8	138.7	0	0	0	42.6
Choline chloride	1.3	22.4	23.6	27.9	22.2	0	13.4
Folic Acid (B9)	0	208.5	208.5	0	0	0	44.5
Vitamin A	23.4	72.8	96.2	69.6	16.5	1.9	39.5
Vitamin B1	0	131.0	131.0	0	0	0	42.0
Vitamin B2	51.0	99.4	150.3	90.0	59.1	0	74.4
Vitamin B3	46.3	62.2	108.5	86.7	0	0	39.7
Vitamin B5	30.9	75.4	106.3	89.4	57.4	0.3	66.1
Vitamin B6	0	84.8	84.8	0	0	0	15.8
Vitamin B12	0	5.1	5.6	202.4	0	0	2.7
Vitamin C	38.1	74.4	112.4	87.6	19.1	0.8	39.7
Vitamin D3	0	0	0	0	252.4	0	75.8
Vitamin E	26.6	67.0	93.6	59.5	13.4	1.2	42.8
Premixes	23.6	48.9	72.5	110.9	0	0	23.4
Total	24.8	61.3	86.0	74.0	15.4	0.5	33.7

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Are companies taking measures to discourage their managers from participating in a cartel?

• Many cartels *involved* senior management

Level	Frequency	
Leader (e.g., CEO)	46.6%	
Senior managers (e.g., Vice-President)	29.3%	
Senior middle managers	6.9%	
Middle managers	3.4%	
Junior marketing & sales	13.8%	

Data: 74 international cartels, European Commission, 1990-2009 (Ashton and Pressley, 2012)

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BA sales chief on price-fixing charge to join board

By Michael Peel, Legal Correspondent Published: November 28 2008 02:00 | Last updated: November 28 2008 02:00

A British Airways executive facing the threat of jail for allegedly fixing fuel prices has been promoted to the company's board as part of a restructuring programme.

Andrew Crawley, BA's head of sales, will take up his post in January, less than two weeks before he is due to appear in court along with three former BA executives accused of the same offence.

- In the U.S. and EU, new cartel cases are initiated every week.
- We have clearly not won the war against cartels.
- Even if we think we're winning, watch out for cartels to respond to in clever ways.

Example: Spectrum Auctions (Germany)

• German government auction of ten blocks of spectrum.

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- Collusion without express communication!

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Hasbro (UK Office of Fair Trading, 2003)

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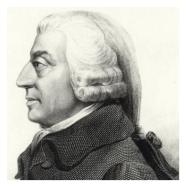
'lan ... This is a great initiative that you and Neil have instigated!!!!!!!!! However, a word to the wise, never ever put anything in writing, its highly illegal and it could bite you right in the arse!!!! suggest you phone Lesley and tell her to trash? Talk to Dave. Mike'

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Collusion - The Hidden Evil in the Marketplace

1776: "People of the same trade seldom meet together, even for merriment and diversion, but the conversation ends in a conspiracy against the public, or in some contrivance to raise prices." -Adam Smith, An Inquiry into the Nature and Causes of the Wealth of Nations



Collusion - The Hidden Evil in the Marketplace

Terence Wilson of ADM talking to a competitor at a meeting of the lysine cartel in Maui, Hawaii (FBI Survelliance Video Tape)



WILSON: They are not my friends. You're my friend. I wanna be closer to you



than I am to any customer. Because you can make us money.

Collusion - The Hidden Evil in the Marketplace



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