

Main Report

CCS Stakeholders Perception 01 September 2014

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with assistance from Forbes Research Pte Ltd.



Foreword

This report is intended to measure and understand the progress that CCS has made in the areas of :

Enlightened Legislation

The body of competition law and regulations is robust, relevant and in line with international best practices

Effective Enforcement

The enforcement regime is robust, credible and businessfriendly. The process of detection, investigation, decision and enforcement of decision is thorough, objective and timely

Educated Stakeholders

Stakeholders are informed about the competition regime and correctly understand CCS' rule and responsibilities

Enhanced Compliance

General culture of competition compliance, and businesses voluntarily comply with competition law and regulations

CCS Schemes & Programs

new component

Awareness and knowledge levels of CCS Reward Scheme and Leniency Program



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Study Objectives:

This study employs two elements of design and methodology : (1) a mass on-line survey to develop top-line statistics, and (2) Cognitive Edge's methods of narrative enquiry with CCS's stakeholders, which will provide richer and more context-based understanding.

This study has been designed to incorporate both elements (1) and (2) through:

(1) Part 1 of the study seeks to understand stakeholders' (i) perceptions of CCS's Enforcement (i.e. CCS's branding and reputation; Quality of Enforcement; Trust and Confidence in CCS), (ii) the practices and attitudes of stakeholders toward Voluntary Compliance (i.e. company's compliance program; attention paid to competition matters etc.) and (iii) the knowledge stakeholders have about competition law (i.e. general awareness of CCS and its roles and responsibilities; understandings of do's and don'ts; quality of CCS's advocacy and outreach) and specific CCS programs and schemes.

(2) Part 2 focuses on (i) the **relevance** of current competition legislation (i.e. the quality of legislation act, guidelines and procedures; economic effectiveness), (ii) **credibility** of the enforcement (i.e. quality of regime; soundness of legal and economic analysis employed) and (iii) the **culture** of compliance (i.e. knowledge of how to apply law; commitment to compliance; quality of engagement with CCS; reception to consultation and feedback).

The analysis of Part 1 of the study includes a section of this report which discusses top-line survey data incorporating basic quantitative information on the knowledge levels, perceptions and attitudes of stakeholders toward CCS and competition law (Appendix 1). The analysis of Part 2 takes into account the results from the narrative enquiry (Appendix 2) which provides deeper context and richer understanding. The key findings draw from, and make reference to both parts of the study.



Study Design

Methodology	For the purposes of collecting and capturing entries, we used a multi- pronged approach incorporating two different collection methods - through (1) a mass online invitation to stakeholders (contact list for select stakeholders provided by CCS; and conducted by Forbes Research), and (2) Anecdote Circles as a method of conducting direct in-person capture of narrative entries. The first part of the study was configured as a market research survey, and the second part as a conditional section for participants who have had experience or knowledge of CCS to share in a narrative enquiry
Source of sample	CCS stakeholders which comprise the business community, consumers, government agencies, competition law practitioners, and law and economics university students
Achieved sample	190 narrative entries; Mass online survey : 196 consumers, 401 businesses, 30 government (see Note below), 28 practitioners & 104 Students (Law & Econ)
Capture period	June/July 2014

*Note: This report has a comparative component which seeks to conduct longitudinal comparisons between results from the 2012 study, and 2014. In 2012, the study recruited Government respondents solely from a contact list supplied by the CCS. This time around however, Government respondents were recruited largely from the general public - the findings from 2014, therefore, reflect more robust results in terms of validity. The comparative element, however, has not been applied to the Government group as the samples are not comparable

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Executive Summary - Key Findings (i)

Overall

- CCS's efforts at building CPL awareness among businesses and consumers have largely been successful with greater awareness observed in 2014 than in 2012; however, more education is required to clarify CCS's roles and responsibilities, especially with regard to the exclusions in the Act and what constitutes anti-competitive conduct under specific business contexts, especially among small businesses and consumer
- There is a significant increase in the number of experiences shared with CCS with stories displaying greater knowledge about CCS, competition law, and cases that CCS has investigated. This signifies an increased level of awareness of competition law and CCS's work
- The market is seen as dominated by large players, and it is difficult for small businesses/ SMEs to compete. Consumers and Businesses agree that businesses are colluding and there is insufficient competition
- Some competition concerns/issues that are raised in the narratives relate to industries that fall outside of CCS's purview such as telecommunications and public transport. This makes it hard for businesses and consumers to see how CPL in Singapore benefits them or improves competition in the market

Enlightened Legislation

- In general, Business have a higher level of satisfaction toward CCS's competition legislation, in terms of its effectiveness in keeping markets competitive and its clarity, compared to 2012
- Compared to 2012, perception has improved specifically towards robustness of laws and regulations
- In general, stakeholders perceived competition legislation to be beneficial to businesses, but are split on the cost of compliance
- Compared to 2012, a larger proportion of stakeholders felt that our competition legislation was clear and effective in deterring anti-competitive behaviour
- Competition law is seen as being generally clear and effective but similar to 2012, where stories are negative, the laws are seen as clear but not necessarily effective. While the law may be clear, stakeholders feel it does not necessarily help to improve competition in the market nor benefit the consumers or smaller local businesses



Executive Summary - Key Findings (ii)

Effective Enforcement

- General perception is that CCS is a professional organisation that embodies attributes like competence, commitment, integrity and excellence
- Perception of CCS's quality of enforcement is that CCS is generally effective, rigorous in its analysis and makes decisions that are sound and objective - ratings have significantly improved for Business, but have fallen for Consumers
- Stakeholders generally perceive that CCS's interventions are clear, well-explained, consistent, equitable, timely and backed by sufficient evidence
- In instances where it was felt that CCS's interventions were **not clear and well understood**, there was confusion as to whether CCS was pursuing other **broader government policy objectives as opposed to enforcing competition law** and a sense that there was a **lack of clear explanation for CCS's decisions**
- Where narrative data is concerned, the **Negative narrative entries** tended to reflect the perception that **competition law** and regulations are applied against small businesses, while favouring/protecting MNCs and big players

Educated Stakeholders

- Businesses perceive that the quality of outreach and advocacy have improved since 2012. Consumers, however, believe that the CCS is less effective in reaching out to them
- Broadcast and print media provide the greatest source of awareness for consumers, businesses and students. On the other hand, the main sources of information for Practitioners were the roundtables and the CCS corporate website
- Businesses find CCS's business outreach sessions moderately effective. Although they could be better tailored to specific business contexts
- Government generally finds they can approach CCS for competition-related advice and that the advice provided is useful for decision making



Executive Summary - Key Findings (iii)

Enhanced Compliance

- Most respondents are either not aware or report that their companies do not have a competition compliance programme in place - only 17% of businesses reported having such a program in place
- Of those Businesses which indicated that they have a competition compliance program in place, a high percentage of them also indicated the strong commitment of the company leaders/management towards the programme
- Of those Businesses which indicated that they have a competition compliance program in place, a high percentage of them also indicated that the company has a whistle-blowing programme for internal reporting of anti-competitive practices
- Respondents in general felt that competition law is taken seriously in Singapore, although there are still many people who do
 not fully understand the complexities of it
- Practitioners express concerns that competition law is complex and can be difficult for laymen to understand

CCS Schemes & Programs

- Apart from practitioners, all other stakeholder groups displayed a low level of awareness of the CCS Reward Scheme or Leniency Program
- Among those who have heard of the CCS Reward Scheme, all 5 stakeholder groups display a higher motivation to report anticompetitive practices under the scheme but a comparatively lower tendency to actually act on it (However, sample sizes are small for these sub-groups)
- Confidentiality of identity and Sense of righteousness were the main factors identified as motivations for reporting; Quantum of reward was ranked 3rd
- In general, **Businesses, Practitioners and Government** find CCS Leniency Programme effective in encouraging cartel participants to report anti-competitive activities
- They also generally understand that the Leniency Program applies to cartel participants. However, the knowledge levels surrounding the penalties and incentives are still fairly low, except in the Practitioner group



A. Building the Findings

In this section, there will be a series of tables comparing findings from 2012 and 2014. Figures in blue indicate where mean scores from 2014 were significantly higher (p<0.05) than those in 2012, and red indicates that the 2014 results were significantly lower (p>0.05)



CCS's efforts at building CPL awareness among **businesses and consumers have largely been successful** - with greater awareness observed in 2014 than in 2012; however, **more education is required to clarify CCS's roles and responsibilities, especially with regard to the exclusions in the Act** and **what constitutes anti-competitive conduct under specific business contexts, especially among small businesses and consumers**

	2012	2014	%tage change
Consumers	36% (73)	51% (99)	15%
Business	41% (166)	59% (236)	18%
Practitioners	100% (17)	93% (26)	- 7%
Government	100% (19)	80% (24)	NA

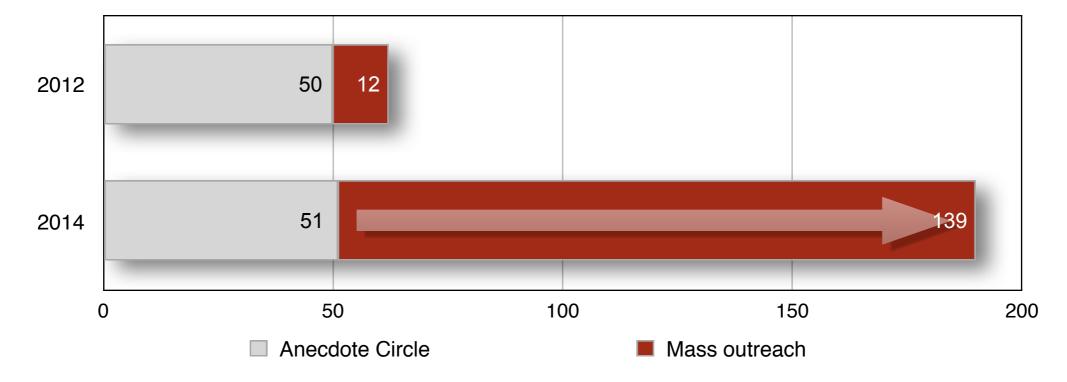
Part 1:Q1 - I have heard of the CCS or the Competition Act (Yes)

Compared to 2012:

 Businesses registered an OVERALL higher level of satisfaction and knowledge of CCS and Competition Law



There is a **significant increase in the number of experiences shared with CCS** - with stories displaying greater knowledge about CCS, competition law, and cases that CCS has investigated. This signifies **an increased level of awareness of competition law and CCS's work**



Total narrative entries collected



The market is seen as dominated by large players, and it is difficult for small businesses/ SMEs to compete Consumers and Businesses agree that businesses are colluding and there is insufficient competition

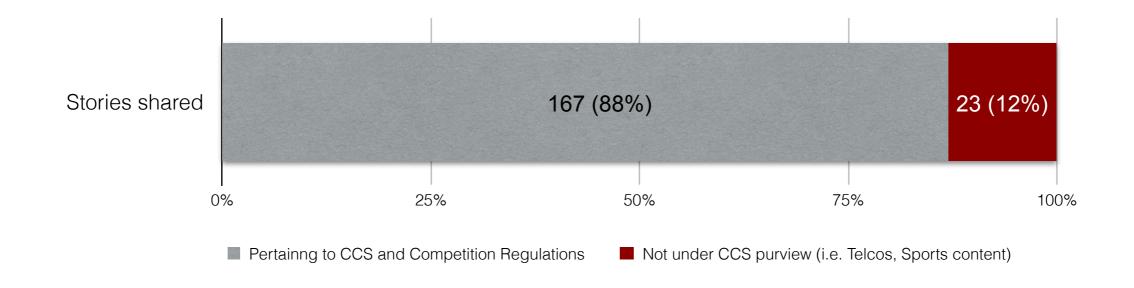
Part 1:Q5-6 - Perception of General Sense or Market Competition

	Consumers	Business	Practitioners	Government	Students
Q5. I find businesses in Singapore being run by only a few large players	4.51	4.34	4.2	4.21	4.06
Q6. I find many businesses in Singapore colluding with one another and there is not enough competition	4.19	3.95	3.00	3.52	3.67

* Based on mean score of Rating Scale from 1-Strongly Disagree to 6- Strongly Agree



Some competition concerns/issues that are raised in the narratives relate to industries that fall outside of CCS's purview such as telecommunications and public transport. This makes it hard for businesses and consumers to see how CPL in Singapore benefits them or improves competition in the market





The body of competition law and regulations is robust, relevant and in line with international best practices



In general, **Businesses** have a **higher level of satisfaction toward CCS's competition legislation**, in terms of its **effectiveness in keeping markets competitive** and its **clarity**, compared to 2012

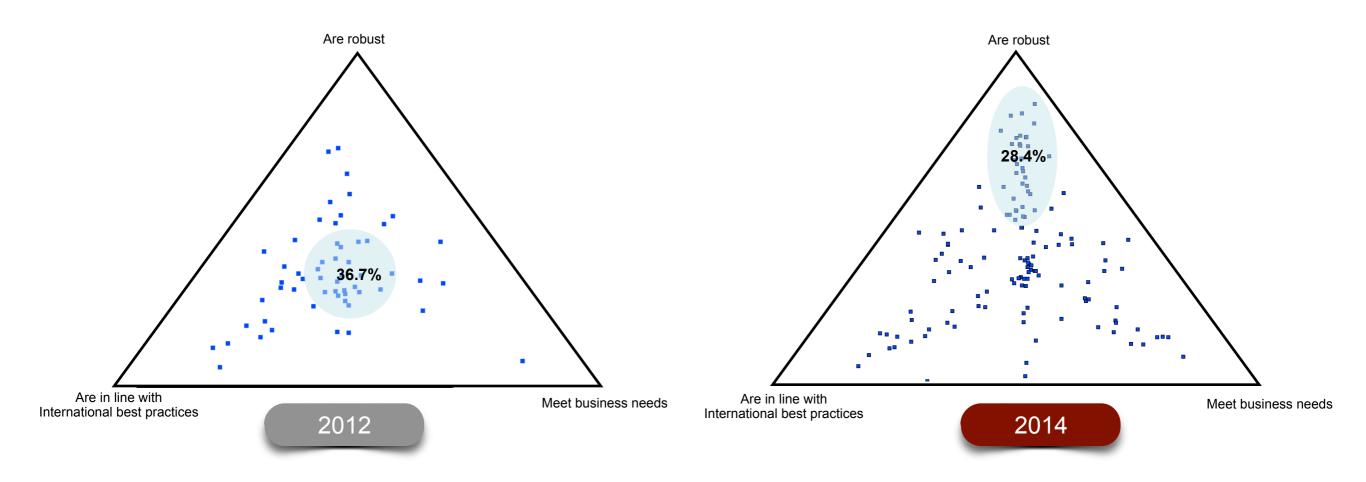
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	Consumers	Business	Practitioners	Government	Students
234. I find the Competition Act effective in keeping markets competitive	3.75	4.01	4.52	4.09	4.47
Q35. I find the Competition Act business-friendly	4.00	3.98	4.13	4.05	4.71
Q36. I find CCS' guidelines useful, clear and easy to apply	3.64	4.01	4.65	4.09	4.46
Q37. Overall, I think competition legislation is robust, relevant and business-friendly	3.81	4.11	4.62	4.04	4.46
* Based on mean score of Rating Sca	ale from 1-Strongly D significantly higher t	0	ly Agree		new group

Part 1:Q34-37 - Perception of Competition Act & CCS Guidelines

significantly lower than 2012

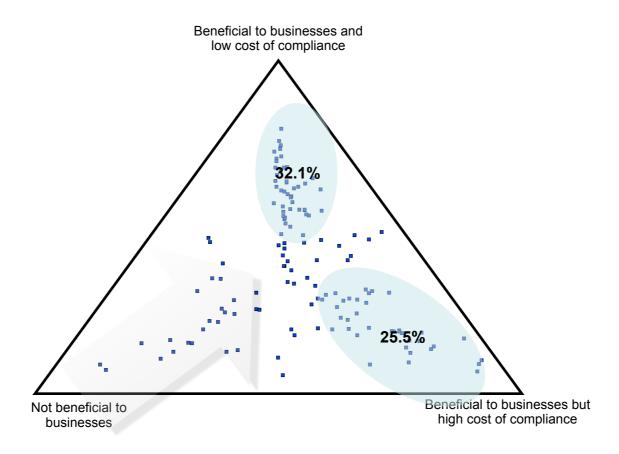


Compared to 2012, perception has improved specifically towards robustness of laws and regulations



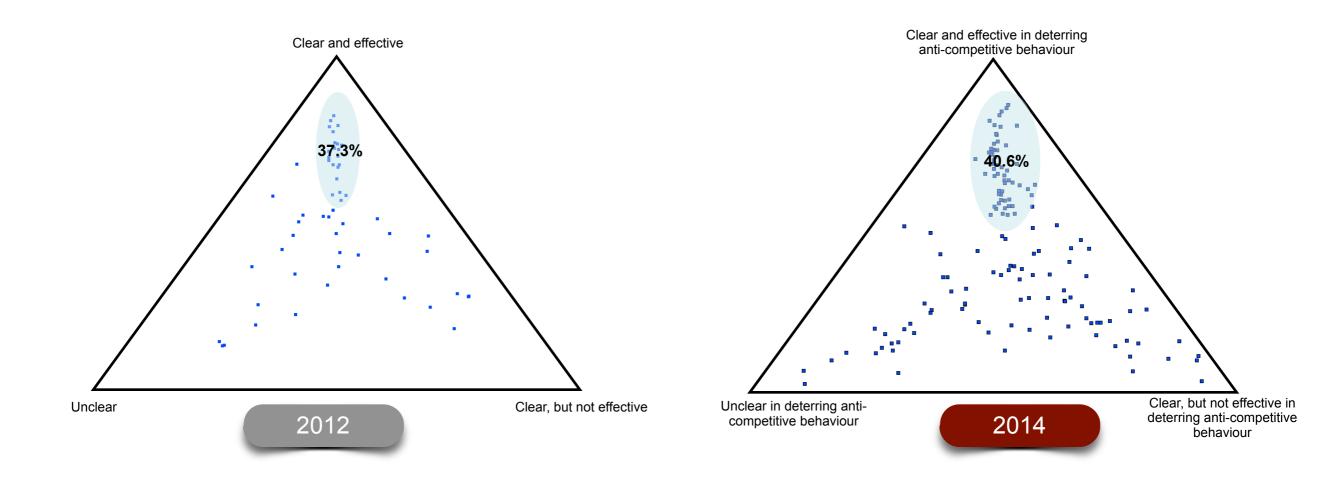


In general, stakeholders perceived **competition legislation to be beneficial to businesses**, but are split on the cost of compliance



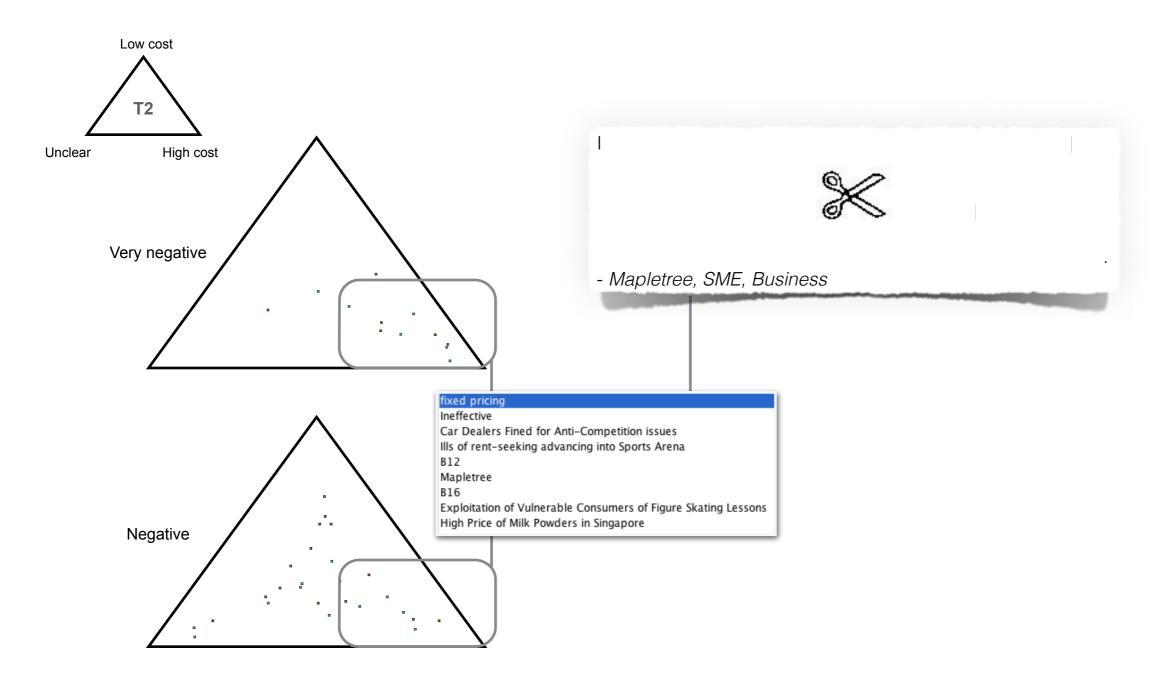


Compared to 2012, a **larger proportion of stakeholders** felt that our competition legislation was **clear and effective in deterring anti-competitive behaviour**





Competition law is seen as being generally **clear and effective** - but similar to 2012, where **stories are negative**, **the laws are seen as clear but not necessarily effective**. While the law may be clear, **stakeholders feel it does not necessarily help to improve competition in the market nor benefit the consumers or smaller local businesses**





The enforcement regime is robust, credible and business-friendly. The process of detection, investigation, decision and enforcement of decision is thorough, objective and timely



General perception is that CCS is a professional organisation that embodies attributes like competence, commitment, integrity and excellence

Perception of CCS's quality of enforcement is that CCS is generally effective, rigorous in its analysis and makes decisions that are sound and objective - ratings have significantly improved for Business, but have fallen for Consumers

	Consumers	Business	Practitioners	Government	Students
Q7. CCS is professional (competent, commitment, integrity, excellence)	4.15	4.49	5.04	4.52	4.89
Q8. CCS is effective in taking action	3.79	4.11	4.76	4.27	4.42
Q9. CCS is rigorous in its analysis and makes sound decisions	3.82	4.15	4.54	4.62	4.46
Q10. CCS effectively considers feedback and are objective	3.80	4.19	4.46	4.60	4.54
Q11. CCS actions have positive impact on market it intervenes	3.95	4.20	4.52	4.30	4.53
Q12. CCS is effective in promoting strong competitive culture	3.86	4.00	4.67	3.86	4.49

Part 1:Q7-12 - Perception of CCS' Quality of Enforcement

* Based on mean score of Rating Scale from 1-Strongly Disagree to 6- Strongly Agree

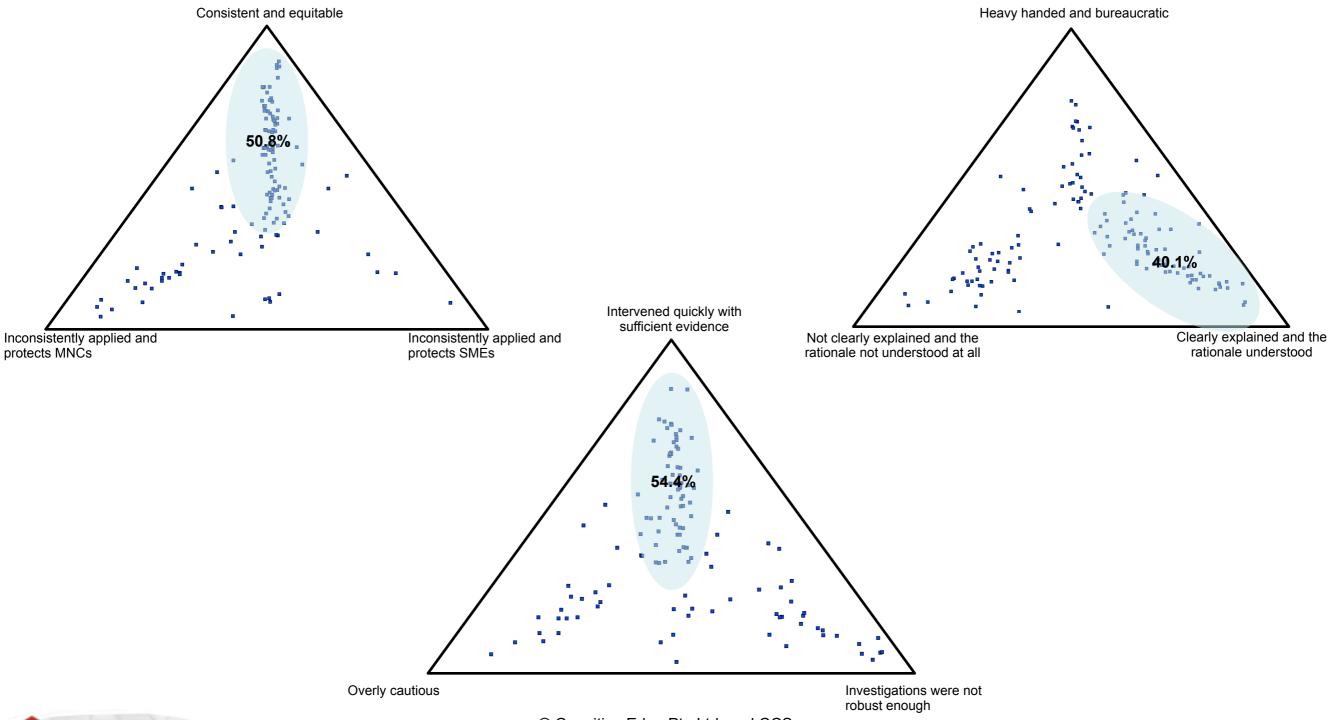
significantly higher than 2012 significantly lower than 2012



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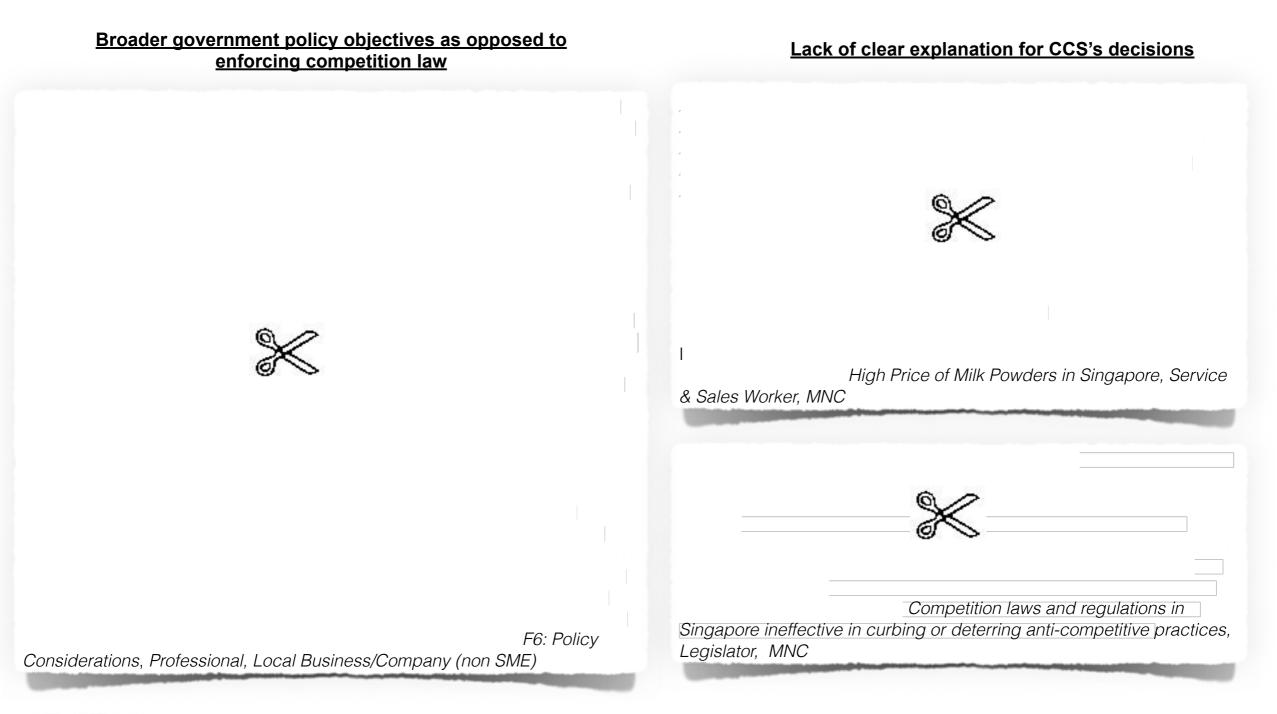
group

Stakeholders generally perceive that CCS's interventions are clear, well-explained, consistent, equitable, timely and backed by sufficient evidence



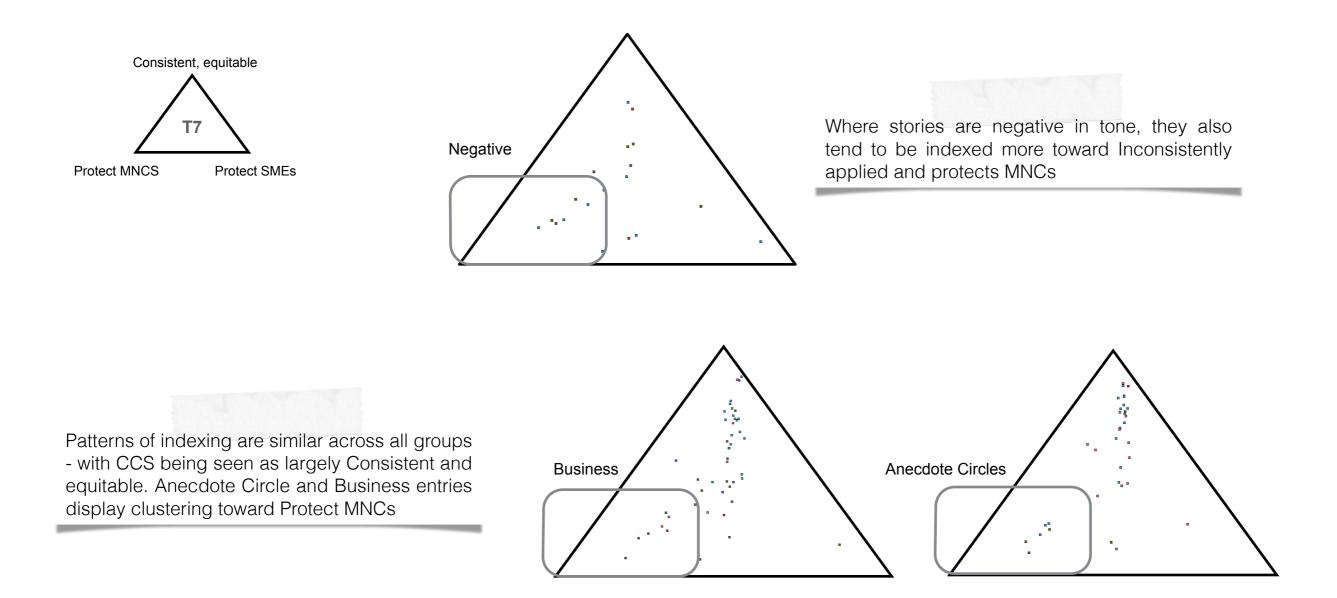


In instances where it was felt that CCS's interventions were **not clear and well understood**, there was confusion as to whether CCS was pursuing other **broader government policy objectives as opposed to enforcing competition law** and a sense that there was a **lack of clear explanation for CCS's decisions**





Where narrative data is concerned, the **Negative narrative entries** tended to reflect the perception that **competition law and regulations are applied against small businesses, while favouring/protecting MNCs and big players**





Stakeholders are informed about the competition regime and correctly understand CCS' rule and responsibilities



Businesses perceive that the quality of outreach and advocacy have improved since 2012. Consumers, however, believe that the CCS is less effective in reaching out to them

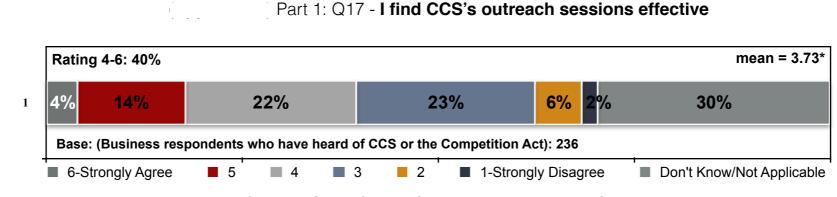
Part 1:Q13-16 - Perception of CCS's Quality of Outreach & Advocacy								
	Consumers	Business	Practitioners	Government	Students			
Q13. CCS is effective in reaching out to stakeholders	3.52	3.86	4.50	3.74	4.17			
Q14. CCS provides sufficient public information	3.30	3.62	4.58	3.87	3.93			
Q15. Information on CCS' decisions is easily accessible	3.58	3.78	5.04	4.26	4.34			
Q16. CCS' competition messages to its stakeholders are adequate, consistent, clear	3.64	3.96	4.73	4.26	4.37			
Q17. (for Business only) I find CCS' outreach sessions effective		3.73			new group			

* Based on mean score of Rating Scale from 1-Strongly Disagree to 6- Strongly Agree

significantly higher than 2012 significantly lower than 2012

Broadcast and print media provide the greatest source of **awareness for consumers, businesses and students.** On the other hand, the main sources of information for **Practitioners** were the **roundtables** and **the CCS corporate website**





Businesses find CCS's business outreach sessions moderately effective

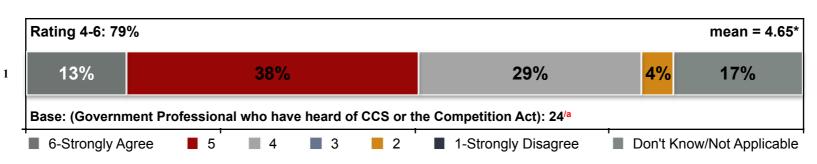
* Based on mean score of Rating Scale from 1-Strongly Disagree to 6- Strongly Agree

Although they could be better tailored to specific business contexts





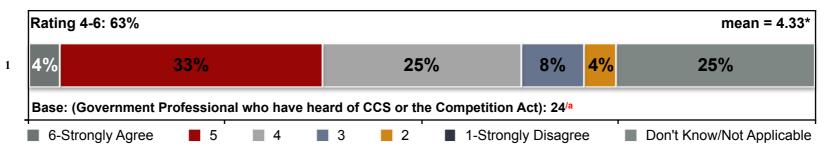
<u>Government</u> generally finds they can approach CCS for competition-related advice and that the advice provided is useful for decision making



* Based on mean score of Rating Scale from 1-Strongly Disagree to 6- Strongly Agree

Part 1: Q19 - I find the competition advice provided by CCS useful for my decision-making

Part 1: Q18 - I know I can approach CCS for advice on competition matters in general



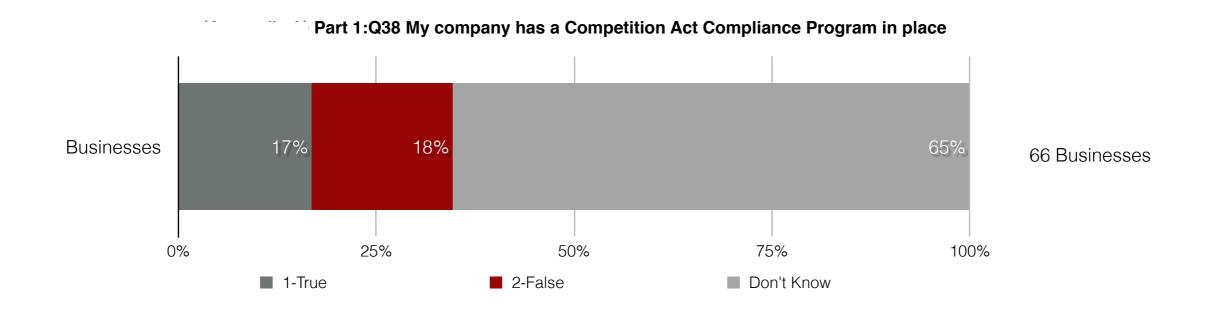
* Based on mean score of Rating Scale from 1-Strongly Disagree to 6- Strongly Agree



General culture of competition compliance, and businesses voluntarily comply with competition law and regulations



Most respondents are either not aware or report that their companies do not have a competition compliance programme in place - only 17% of businesses reported having such a program in place





Of those Businesses which indicated that they have a competition compliance program in place, a high percentage of them also indicated the strong commitment of the company leaders/management towards the programme, in particular, through conducting regular training for its employees on competition compliance and constantly reviewing its programme to ensure effectiveness

Of those Businesses which indicated that they have a competition compliance program in place, a high percentage of them also indicated that the company has a whistle-blowing programme for internal reporting of anti-competitive practices

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Part 1:Q39-42 - Company Practices and Attitudes on Compliance to Competition Act

(Only for those who answered "True" to above)

	Business
Q39. The company's leaders/management is strongly committed to compliance	5.22
Q40. My company regularly conducts trainings for its employees on compliance	4.59
Q41. My company regularly reviews its compliance program to ensure its effective	4.89
Q42. My company has an effective whistle-blowing program	4.90

* Based on mean score of Rating Scale from 1-Strongly Disagree to 6- Strongly Agree



Respondents in general felt that competition law is taken seriously in Singapore, although there are still many people who do not fully understand the complexities of it

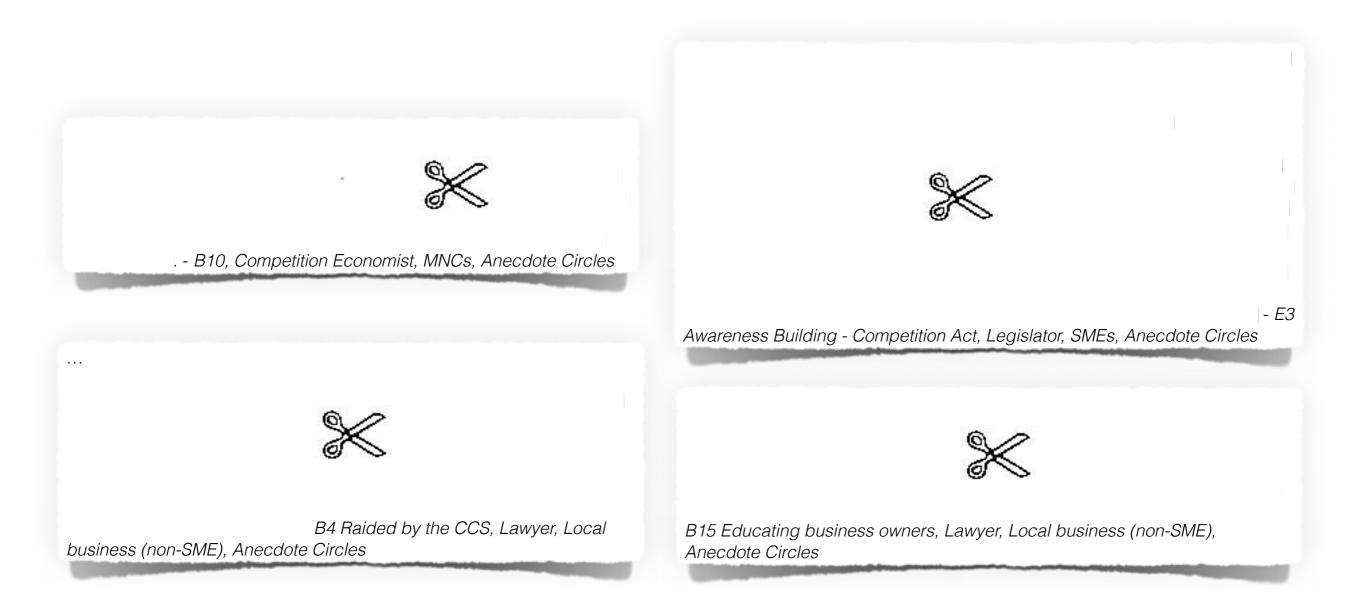


P6. People in my story are...





Practitioners express concerns that competition law is complex and can be difficult for laymen to understand





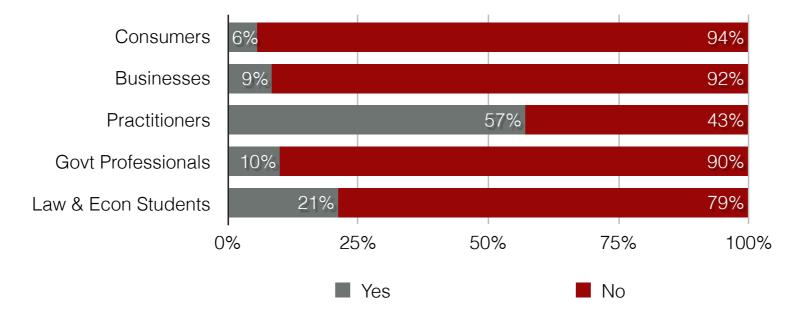
CCS Schemes & Programs

Awareness and knowledge levels of CCS Reward Scheme and Leniency Program



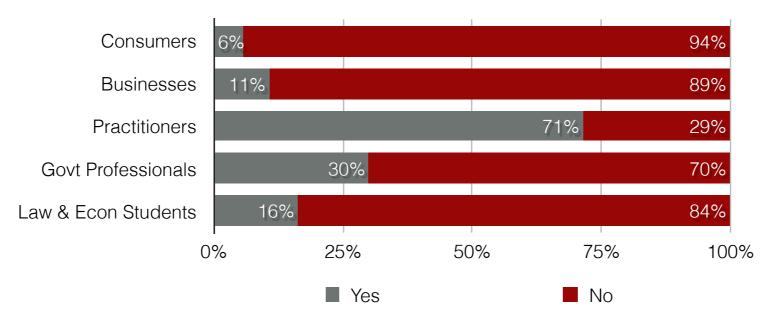
CCS Schemes & Programs

Apart from **practitioners**, all other stakeholder groups displayed a low level of **awareness of the CCS Reward Scheme or Leniency Program**



Q20. I have heard of the CCS Reward Scheme

Q26. I have heard of the CCS Leniency Program





CCS Schemes & Programs : CCS Reward Scheme

Among those who have heard of the **CCS Reward Scheme**, all 5 stakeholder groups display a **higher motivation to report anti-competitive practices** under the scheme **but a comparatively lower tendency to actually act on it** (However, sample sizes are small for these sub-groups)

	Consumers	Business	Practitioners	Government	Students
Q23. With this scheme, I am more likely to report any possible anti-competitive practices in my company	4.00	4.42	4.91	4.50	5.00
Q24. With this scheme, I will report any possible anti-competitive practices in my company	3.91	4.34	4.10	4.00	4.78

Part 1:Q23-24 - If you have heard of the CCS Reward Scheme

* Based on mean score of Rating Scale from 1-Strongly Disagree to 6- Strongly Agree

Base: (Those who have heard of the CCS Reward Scheme) : 11/a, 33, 15/a, 3/a, 19/a



CCS Schemes & Programs : CCS Reward Scheme

Confidentiality of identity and **Sense of righteousness** were the **main factors** identified as **motivations for reporting**; Quantum of reward was ranked 3rd

Part 1: Q25 - In order of importance, rank the following factors that will affect your willingness to report any possible anti-competitive business practices to CCS under this scheme

Factors	Consumers	Businesses	Practitioners	Govt Professionals	Students
Confidentiality of your identity	27.6	30.5	31.5	34.1	32.1
Sense of righteousness	24.7	25.8	25.3	27.3	31.3
Amount of financial reward	20.0	18.7	15.2	20.5	10.7
Uncertainty of receiving the reward	17.1	11.3	16.3	9.1	15.3
Uncertainty on the amount of reward	10.6	13.7	11.8	9.1	10.7

* Ranked from 1- most important to 5- least important

Base: (Those who have heard of the CCS Reward Scheme) : 11/a, 32, 12/a, 3/a, 7/a

Legend: Highest Sum of Rank Index 2nd Highest Sum of Rank Index 3rd Highest Sum of Rank Index Lowest Sum of Rank Index



CCS Schemes & Programs : CCS Leniency Program

In general, **Businesses, Practitioners and Government** find CCS Leniency Programme effective in encouraging cartel participants to report anti-competitive activities.

They also generally understand that the Leniency Program applies to cartel participants. However, the knowledge levels surrounding the penalties and incentives are still fairly low, except in the Practitioner group

Part 1:Q27-29 - If you have heard of the CCS Leniency Program

 Business
 Practitioners

 Q27. The CCS Leniency program applies to cartel participants
 96%
 100%

 Q28. A cartel participant can be exempted from financial
 96%
 100%

88%

45%

(Captures accurate %tages of responses)

Part 1:Q30 - If you have heard of the CCS Leniency Program

100%

94%

(Based on mean score of Rating Scale from 1-Strongly Disagree to 6- Strongly Agree)

	Business	Practitioners	Government
Q30. I find the CCS Leniency Program effective in encouraging cartel participants to report such activities	4.58	5.33	4.11

Base: (Those who have heard of the CCS Leniency Programme) : 11/a, 43, 20/a, 9/a, 17/a

penalties if it is the first to provide relevant evidence before

CCS commences investigations

Q29. An applicant cannot enjoy reduced penalties once

another party has successfully applied for leniency



Government

89%

89%

44%

B. Next Steps

In reviewing the data, and after conducting a sense-making session with the CCS project team (17th July 2014), the following areas were identified as most important in terms of helping to guide CCS's Next Steps :

Competition Legislation Competition Enforcement Outreach Advocacy Voluntary Competition Compliance



Next Steps

Area	Recommendations
Competition Legislation	 Explore ways to simplify procedures/processes to make legislation more business-friendly and reduce uncertainty and business compliance costs - SME business owners and competition lawyers alike have expressed that competition regulation is more challenging for smaller businesses that may not have in-house legal departments, or the ability to hire the necessary legal counsel
	 Legal clinics could be held with SMEs as part of the CCS business outreach sessions to allow for SMEs to receive basic competition law consultation
	 Review current threshold for dominance (for the purposes of s47 prohibition)
	• Consider the inclusion of certain sectors or parts of the value chain of an industry into the Competition Act
	 Greater powers for CCS to improve competition in markets (direct/influence market players' behaviour or trying out business models that allow markets to be more competitive)
Competition Enforcement	 More diagnostic self-check type materials could be disseminated to businesses so they understand how to identify anti-competitive behaviour in their industry, or among their vendors
	 Where decisions are made to close cases or issue decisions, more deliberate efforts can be made to communicate analysis and rationale in a more accessible manner to the public/complainant. Explain CCS's decisions using simple, clear and concise language
	 Reach out more to small businesses to help prevent any violations of the Competition Act. Greater use of warnings, commitments/undertakings, or cease or desist order instead of infringement decisions for cases involving SMEs/small businesses; Need to build a track record of enforcement against big companies



Next Steps

Area	Recommendations
Outreach Advocacy	 Government ratings have dropped significantly from 2012 – A need for CCS to cultivate or engage other Ministries/ government agencies beyond COPCOMER. Have more cross-ministry partnerships, collaborations or sharing sessions to improve engagement of Government
	 Creative communications could be implemented to inform the public about industries that are under CCS's purview, and those which are not. Outreach materials could also focus on the actual benefits of competition law and post-enforcement benefits to help explain the value, or impact of CCS's interventions
	 Consumer ratings have also dropped since 2012 - more consumer education in the form of print and broadcast media could be consumer-directed
	 Professionals have also indicated that the legal or technical jargon used in the competition act might be difficult for laymen to understand. Having a glossary of simple explanations for competition law jargon could improve lay understanding by making competition law more accessible through language. Could consider a simpler re- write of the law using simple language, akin to what the AGC has done in this respect
	 Business ratings have improved significantly from 2012 to 2014 - businesses indicated that they find CCS's outreach sessions effective, and that these should continue. Business outreach sessions could be improved by tailoring it to specific business contexts



Next Steps

Area	Recommendations
	 Student ratings score fairly high across the indicators even though CCS's outreach efforts to them are fairly new. These outreach efforts appear to be achieving the right impact by instilling awareness and knowledge of CCS, and of competition law and regulations in future Law and Economic practitioners at a young age. These should be continued, and could possibly be extended to students in other areas of concentration (who will make up the future of the Consumer, Business and Government stakeholder groups)
Voluntary Competition Compliance	 Although only 17% of Businesses report having a Compliance Program in place, the businesses with a program in place indicate very high levels of commitment from Management. More businesses should be persuaded to implement a Compliance program- CCS offering legal clinics or targeted outreach in this area could also facilitate its adoption and implementation
	 CCS could also adopt practices by other competition authorities to encourage the adoption of compliance programs e.g. compliance program checklist/templates or even certification
	• Play on sense of righteousness to encourage reporting of anti competitive behaviour for CCS Reward Scheme
	 Implement more publicity initiatives to generate greater awareness of CCS Reward Scheme and Leniency Program



end

