

Competition and Markets Authority Annual Plan 2015/16

Presented to Parliament pursuant to paragraph 13(2) of Schedule 4 to the Enterprise and Regulatory Reform Act 2013

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Foreword

We are pleased to introduce the Annual Plan 2015/16 for the Competition and Markets Authority.

Our mission is to make markets work well, in the interests of consumers, businesses and the UK economy. In striving to achieve this mission, we set out over the past year and a half to create an organisation which has independence and professional excellence at its foundation, and carries out projects which make a tangible difference to consumers, with efficiency and objectivity.

Since assuming our powers in April 2014, we can reflect on significant progress and notable achievements. As a new organisation, we have created an environment in which our talented staff have been carrying out important competition and consumer casework, and we are most grateful to our staff for their tremendous skill and commitment in this transitional year.

During that first 12 months¹, we reviewed more than 80 mergers, in at least ten of which we found significant competition issues; completed market investigations into the private healthcare, private motor insurance and payday lending markets, where we have proposed remedies designed to tackle competition problems resulting in consumer detriment of over £300m a year; and concluded five enforcement cases, including against the promoters of a pyramid selling scheme in the south west of England, where we secured nine criminal convictions. We have been involved in over a dozen separate pieces of litigation; in a large majority of cases the Courts upheld our decisions.

We have much to deliver this year, including in our banking and energy investigations – both markets which matter greatly to consumers, businesses of all sizes, and are important to the overall health of the economy. Several of our enforcement cases will reach key milestones, including significant decisions across our antitrust portfolio and a criminal cartel case due for trial in June; and we will launch new cases where there is the requisite intelligence and resources to do so, and where we are required to do so, such as in merger review and regulatory appeals.

The importance of this work only underlines the need for us to continue to focus on raising the pace of our casework in 2015/16, and to maintain the robustness of our decision-making. As well as delivering on cases we will continue to challenge ourselves to be innovative and at the forefront of thinking in consumer and competition policy; and to challenge policymakers and regulators to promote

¹ Information correct as at 17 March 2015

competitive markets which benefit consumers. To this end, we will invest further in the skills of our people and the resources that enable them to work effectively together, including digital technologies.

Much of our impact relies on developing better and more productive relationships, across all nations in the UK, and internationally. We will work with our national consumer partners including through the Consumer Protection Partnership and with international consumer agencies through the International Consumer Protection and Enforcement Network, for which we hold the Presidency in 2015/16. We will also continue to build on our work with the UK Competition Network to increase competition further in the regulated sectors. We will continue close work with our international competition partners, including the European Competition Network, the International Competition Network and the Organisation for Economic Co-operation and Development, with the business community and within Government.

The consumer is at the heart of our work, and consumer welfare will remain the key measure for our impact. We have high expectations of casework outcomes and further realisation of the benefits of the new regime. Our ambition is to be consistently one of the leading competition and consumer agencies in the world, and we are confident that in 2015/16 we can and will make major steps towards achieving this.

David Currie
CMA Chairman

Alex Chisholm

CMA Chief Executive

1. Introduction

- 1.1 The CMA's Annual Plan sets out our approach to our work in 2015/16. As part of our suite of corporate strategy documents, it sits below our published Vision, Values and Strategy for the 2014–17 period, and alongside our Strategic Assessment of the issues, threats and opportunities arising in markets over the coming years.² Our vision and mission, along with our five strategic goals, remain unchanged. These are set out in full at the end of this chapter, and continue to inform all of our choices and decisions. While we are an independent non-Ministerial Government department, we also take account of the UK Government's strategic steer to the CMA in deciding how to approach our work.
- 1.2 2015/16 will be our second year as the UK's competition and consumer authority, with the processes of transition to the new regime and the establishment of the CMA successfully implemented. However, this should not be understood as an end to change in the regime or the CMA rather, change is a constant.
- 1.3 Some of this will be driven by our own commitment to continuous improvement and learning, and our ambition to deliver the best possible return on our work. In the external environment, there are a number of potential drivers of change. There will be a General Election in May, which may be followed by a new Spending Review and changes in Government policy relevant to our role and remit. There are also live debates around devolution of powers within the UK and the UK's place in the EU, both of which may affect the CMA. We stand ready to contribute our expertise and knowledge to these debates where we can help to inform decisions and ensure that policy is as effective as possible.
- 1.4 Other important changes in the external environment will also take effect in 2015/16. For example, the Consumer Rights Bill and the Small Business, Enterprise and Employment Bill will have an impact on our statutory powers and may also impact on the way we use them. There has been a new European Commission from November 2014, whose full agenda will be further clarified during the coming year. And there will be new concurrent competition powers for the Financial Conduct Authority and the new Payment Systems Regulator. We look forward to making the most of the potential that these changes bring for the CMA to increase our impact for consumers, business and the economy.

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² www.gov.uk/government/publications/vision-values-and-strategy-for-the-cma

- 1.5 The importance of our work to the economy is widely recognised, and remains at the forefront of our thinking effective competition and consumer law are key drivers of economic growth. What we do has the potential to significantly affect the economy, in all nations of the United Kingdom, as well as individual businesses big and small, and to that end it is vital that we have a strong understanding of the ways in which particular markets and practices, and our own interventions, interact with the economy.
- 1.6 There are a number of features of the macroeconomic outlook for the coming year and beyond that will impact on consumers and markets. The economy and business confidence appear to be growing, but many consumers continue to face significant pressure on their finances.
- 1.7 In our Annual Plan for 2014/15, we committed to produce a new Strategic Assessment of the longer-term risks to UK consumers and markets, following on from similar assessments by our predecessors. That document, published in November, will inform our choices of work and priorities in 2015/16 and beyond; we set out in the next chapter the process by which the findings in the Strategic Assessment will feed into our decisions as to the projects that we will take forward.
- 1.8 The CMA has a wide range of tools available to make markets work well for consumers, businesses and the economy. We deploy these tools in an integrated manner using a mix of approaches to tackle the harm to consumers from market problems, and collaborating with many different partner organisations to achieve the maximum possible benefit. Our tools include:
 - (a) enforcement, such as prosecution of criminal cartel activity, investigating and taking action against anticompetitive agreements or abuse of a dominant position under the Competition Act 1998, and playing a significant role in the UK consumer protection landscape:
 - (b) investigation of markets where there are concerns that competition is not working well;
 - (c) investigation of mergers to remedy, mitigate or prevent any potential harm to consumers or businesses, including in the form of higher prices, or reduced quality or innovation in a particular market;
 - (d) 'softer' tools such as targeted compliance and awareness-raising initiatives, guidance and advocacy, which we use for example to help firms to comply with the law; and

(e) we also have an important role as an appeal body for decisions by the sector regulators.

Priorities for 2015/16

- 1.9 Over the following chapters, we set out what we propose to do in relation to our main areas of responsibility over the course of 2015/16. Overall, building on the important work done in the transition period and in our first year, we expect to implement further significant improvements in the performance of the competition and markets regime. We have an expanding portfolio and additional resources that will enable us to achieve greater benefits for consumers, businesses and the wider economy. We remain fully committed to our target of generating £10 of direct benefits to the consumer for every £1 that we spend, as set out in the Performance Framework that we have agreed with the Government (see Annex A), and we will continue to report on progress against this target annually.
- 1.10 We also set out in this Plan a number of key commitments and initiatives for 2015/16. These are intended as a challenging, ambitious set of targets to work towards based on our known budget and portfolio, and are an indication of our priorities for next year in addition to our performance framework and our other statutory and public commitments.
- 1.11 Some relate to specific pieces of work; others leave us discretion as to the sectors or areas in which we may undertake the work, allowing us flexibility to respond to emerging risks during the year. Our choices will be evidence-based, and where we can better meet those aims and ambitions through reassessing our commitments over the course of the year, we will do so. But our overall vision and mission will remain the same, and our commitments will, when taken as a whole, provide a good yardstick by which our performance can be judged at the end of the year.
- 1.12 We will report on our progress against these key commitments and initiatives in our Annual Report at the end of the year.
- 1.13 We enter 2015/16 with a substantial portfolio of ongoing work. Our capacity to undertake new discretionary work is impacted by this as well as the volume of work we are required by statute to carry out, such as merger review or regulatory appeals.
- 1.14 Across all of our work, we also expect to encounter a range of challenges.Where these can be foreseen, we will mitigate them as far as is possible for example, by seeking to ensure that our analysis is robust against legal

- challenge, and by managing our staff and our workload carefully to allow us to deal with changing demands over the course of the year.
- 1.15 However, there are a number of factors that are beyond our control, to a lesser or greater extent, which may impact on what we carry out against our aims and intentions over the coming year. Such factors might include the number and quality of leniency applications that we receive; the extent and nature of the evidence available to us in potential competition or consumer enforcement cases; the litigious context in which we work; or wider economic trends and the decisions made by others. Where such factors have a significant impact on our activity over the course of the year, we will note this in reporting on our achievements.

Focusing on consumers

1.16 With our primary duty to promote competition, both within and outside the United Kingdom, for the benefit of consumers, it is essential that the CMA puts consumers at the heart of everything we do. We continue to embed this commitment in our thinking and processes right across the organisation. In our last Annual Plan we made a commitment to improve our understanding of consumer issues and concerns. Since then, we have been working to develop a single and cohesive CMA vision for putting consumers and consumer protection at the heart of our work. This has led us to develop some new ways of working, which we will continue to implement during 2015/16.

1.17 These include:

- applying a 'consumer lens' to all of our work by ensuring that we understand the impact on consumers of everything we do throughout the lifecycle of projects;
- reaching out to a more diverse network for consumer insights to include more of those who have expertise on the consumer perspective, and those with specific knowledge of vulnerable, hard to reach or less obvious groups of consumers;
- investing more in our digital engagement capability, aiming to use increased and more sophisticated digital engagement tools to inform intelligence gathering, prioritisation, delivery, testing remedies, communications, and evaluation of our work; and

 providing consumer insights and leadership on consumer issues, nationally and internationally by engaging experts, academics, and business representatives in discussions on the problems that most affect consumers. We will use our understanding of behavioural economics and markets to improve the collective ability of those within the consumer landscape to address those areas causing most consumer detriment.

CMA vision

Our mission is to make markets work well in the interests of consumers, businesses and the economy, and our overall ambition is consistently to be among the leading competition and consumer agencies in the world. Underpinning our mission are five strategic goals:

Deliver effective enforcement

- Deter wrongdoing and prevent consumers losing out from anticompetitive mergers or practices
- Ensure that businesses and individuals understand the law and know that effective sanctions follow if they break it
- Pursue the right cases and manage them well so we make good, timely decisions that stand up to appeal

Extend competition frontiers

- Use the markets regime to improve the way competition works where evidence shows it can most benefit consumers
- Ensure the application of competition law and policy in regulated sectors, working alongside sector regulators
- Act to encourage effective competition where markets and business models are evolving

Refocus consumer protection

- Empower consumers to exercise informed choice, using both competition and consumer powers to help markets work well
- Lead policy development and identify and pursue complex, precedentsetting cases where the CMA is best placed to intervene and can have the greatest impact on markets
- Support and work effectively alongside other UK consumer agencies

Achieve professional excellence

- Conduct legal, economic and financial analysis to the highest international standards while avoiding unnecessary burdens on business
- Manage all our cases efficiently, transparently and fairly to meet demanding deadlines and external expectations of pace, rigour and fairness
- Lead the development of legal, economic and business thinking on competition

Develop integrated performance

- Combine staff from different professional and organisational backgrounds into effective multidisciplinary teams
- Use all the competition and consumer measures at our disposal where they can have most impact and apply lessons and experience from each to improve its performance
- Complement the work of other consumer, regulatory and enforcement authorities, and act as a trusted competition adviser across government

2. Strategic assessment

- 2.1 The CMA's Strategic Assessment, published in November 2014, is a cross-economy assessment of the risks to consumers, the efficient functioning of markets and their contribution to economic growth over the next few years. This section describes how this understanding will inform our decisions and our thinking over the course of 2015/16.
- 2.2 We use our published Prioritisation Principles to inform our decisions as to which cases and projects to progress across our areas of responsibility. For each prospective piece of work, we balance the potential impact that we can achieve and the strategic significance of the case or project against the inherent risks and resources required. Strategic significance means the extent to which the proposed piece of work fits with our overall strategy, as set out in documents such as our Vision, Values and Strategy (see previous Chapter), our Annual Plan, and our Strategic Assessment.
- 2.3 The Strategic Assessment identifies a number of such risks and challenges for markets, which are grouped under the following themes below:
 - factors that may inhibit consumers' ability to access markets, or derive the benefits that should be available to them in doing so, and issues that may affect consumers' decision-making;
 - online markets and the digital economy;
 - emerging sectors and business models, and in particular the effects of technological development;
 - regulated sectors and infrastructure markets;
 - · markets for public services; and
 - markets with significant potential to affect overall economic growth.

Each of these themes is discussed in more detail in the Strategic Assessment⁴ itself.

2.4 Where prospective work would allow us to achieve outcomes for consumers, business and markets that relates to these key themes, we will likely consider it to be of particular strategic significance for prioritisation purposes. Some potential pieces of work may of course raise issues relevant to more than one

³ www.gov.uk/government/publications/cma-prioritisation-principles

⁴ https://www.gov.uk/government/publications/cma-strategic-assessment

of the themes identified. Others may fall outside these areas but fit with the other aspects of our strategy, such as our strategic goals – for example they may present important opportunities to extend the frontiers of competition or to refocus consumer protection. However, as described above, strategic significance is not the only factor we take into account in our prioritisation decisions.

- 2.5 Our existing portfolio of cases and projects already includes a number of cases where the themes identified in the Strategic Assessment are relevant and significant for example, our work on energy and banking touches on several of the themes identified.
- 2.6 It should also be remembered that the CMA's discretion to choose which cases and projects to take on at any point is not without limits we balance new cases and projects against other obligations. Most importantly, we are required by statute to carry out certain types of work, such as merger review, regulatory appeals, and super-complaints, and we have no control over the volume of work that we receive in these areas. In pursuing our enforcement cases, our choices must be based on evidence that allows us to achieve robust outcomes. And given the need for our analysis to be robust and often complex, our projects necessarily take some time and can thus require more than a single financial year to reach the right conclusions.
- 2.7 We receive far more complaints and intelligence leads than we are able to pursue as new cases, given our finite resources. This makes choosing the right, strategically significant and well-evidenced cases all the more important so that we can achieve maximum benefits for consumers, businesses and the economy. Details of our current cases and projects that are in the public domain can be found on our website.⁶

⁵ Section 11 of the Enterprise Act (as amended) enables designated consumer bodies to submit "super-complaints" to the CMA where they consider that there is any market feature, or combination of features, such as the structure of a market or the conduct of those operating within it, that is or appears to be significantly harming the interests of consumers.

⁶ www.gov.uk/cma-cases

3. Enforcement

- 3.1 The effective enforcement of competition and consumer law is central to our purpose and our function as an organisation. Successful enforcement means that consumers, businesses and markets are protected from poor practices not just in the markets where we take cases, but across the wider economy in all nations of the UK via greater deterrence, increased compliance and better understanding of the law. Delivering effective enforcement is the first of our five strategic goals.
- 3.2 There are high expectations for our enforcement activity for the coming year, and we are ambitious to meet and exceed those expectations. We are well placed to achieve this improved performance given the achievements and investments made in our first year of operation.
- 3.3 We will benefit from having successfully completed our work to transition ongoing enforcement projects from our predecessor, the Office of Fair Trading, and from a full year's experience of 'running in' the reforms made to the competition regime. We will also benefit from the investment we are making to enhance the capacity and capability of our cartels and criminal enforcement function, including by developing relationships with national and international partners, such as the police and other criminal enforcement agencies. In particular, our cartels and criminal enforcement work is increasingly intelligence-led and we will continue to build on this.
- 3.4 At present⁷ we have ten ongoing cases under the Competition Act 1998, having launched four new cases in 2014/15 (in line with the commitment in our first Annual Plan). Our enforcement portfolio is relatively balanced, spanning a broad range of sectors, and covering markets valued from £12m to just under £1bn. This reflects our ambition to deliver a visibly higher level of robust enforcement cases to raise awareness and achieve credible deterrence across the UK economy.
- 3.5 Our portfolio of consumer protection and consumer enforcement projects also spans a broad range of sectors. We have launched four new projects and invested in developing a pipeline of prospective new projects, while also progressing projects that were opened by the Office of Fair Trading.

⁷ Figures correct as at 17 March 2015

Competition enforcement

3.6 We will continue to progress our cases quickly and effectively, ensuring that they have the maximum possible impact on deterrence, compliance, and ultimately on the welfare of consumers, whilst maintaining and improving the quality and robustness of our decisions. We are already making the most of the new powers and better ways of working available to us following the Enterprise and Regulatory Reform Act 2013 (ERRA) – for example, we have used new compulsory interview powers, and where appropriate, we are using independent members of the CMA's Panel at key decision-making points in our investigations – and have a number of streamlining initiatives underway as we move into the CMA's second year, to improve still further the pace and robustness of our processes.

Cartel enforcement

- 3.7 Cartel enforcement remains a particular priority for the CMA in 2015/16. With additional Treasury funding, we are now investing further in our capacity and capability to increase the number and speed of cartel cases that we can pursue, and expect to begin to see important benefits from this in the year to come. Our dedicated investigation and intelligence functions include a number of senior investigators and intelligence officers with extensive experience. We are also growing our expert criminal prosecution, civil cartel enforcement and case support teams and have appointed three additional Directors of Criminal Enforcement, Intelligence and Digital Forensics into our Cartels and Criminal Group. Additional funding is also being used to enhance our digital forensics and intelligence capability.
- 3.8 Despite our increased resources and capabilities, the inherent nature of criminal cartel work will continue to make identification, investigation and successful prosecution extremely challenging.
- 3.9 We are increasingly thinking and behaving like other mainstream criminal enforcement agencies, with greater emphasis on intelligence-led work over leniency applications, and larger-scale operations involving multiple partner enforcers. This approach has already led to some significant developments for example, in our Galvanised Steel Tanks investigation, two men were charged with cartel offences in June 2014 and another pleaded guilty earlier in the year. The trial is due to commence in June 2015.

Consumer protection

- 3.10 The CMA shares its consumer protection powers with a number of partner organisations. In using those powers, we will prioritise projects where there are systemic market problems or where consumers are unable to exercise choice, or where we can expect to achieve wider impact, for example, by developing the law or by having a deterrent effect. This role complements and reinforces the effects of our other work to improve markets and to support economic growth, by addressing problems where competition enforcement alone does not, or cannot, make a market work well for consumers.
- 3.11 In developing our pipeline of consumer work, we will rely firmly on the intelligence we gather on consumer issues, and expect to use improved digital capabilities among other tools. We plan to continue to work closely with national and international enforcement partners, including as part of the Consumer Protection Cooperation Network within the European Commission. We will take up a year's Presidency of the International Consumer Protection and Enforcement Network (ICPEN) from July 2015, which will provide greater opportunities to work with our international enforcement partners across the globe. We will also lead and influence policy development on consumer law, both domestically and internationally, in areas where we have specific responsibility such as unfair terms or where we have particular expertise.
- 3.12 Our consumer protection responsibilities go further than enforcement as with competition enforcement, our effectiveness also relies on 'softer' tools. Alongside our partners in the Consumer Protection Partnership (CPP) within the UK, we work with businesses to ensure that they both understand and comply with consumer protection law. This includes engaging with business in sectors in which we have conducted a market study or other in-depth analysis of business practices. We also have a particular role in relation to unfair contract terms legislation where we have lead responsibility for providing guidance to business.
- 3.13 We look forward to playing a significant role in helping the CPP to address its priorities for 2015, which it sets out in its Priorities Report and which align well with our own priorities for the coming year.

Compliance

3.14 Whilst we are committed to high-impact enforcement against firms that break competition or consumer law and cause significant detriment to consumers, we know that the vast majority of firms want to comply with the law. The CMA sees enforcement and compliance as necessary complements in achieving

- impact. To that end, we will further invest in our compliance programme in 2015/16.
- 3.15 We will take the outcomes of successful CMA casework and ensure that relevant businesses and consumers are fully aware of the implications that such enforcement might have, with the aim of amplifying deterrence and the impact of our work to change business behaviour in a positive way. Through our compliance work, we will seek to minimise burden on businesses, and provide materials suitable for a range of business sizes, including small and medium-sized enterprises.
- 3.16 More widely, we will create and implement a strategy to allow us to better tackle the areas where firms' non-compliance is most likely to be causing real detriment. This will be built on a solid foundation of research and casework, which we will use to generate meaningful insights into the factors affecting business behaviour and to target our communications around compliance accordingly.

Key commitments and initiatives

- 3.17 In 2015/16, we will continue to focus on carrying out a stream of robust, high-quality enforcement cases and projects, based on strong evidence. This will include a number of cases and projects opened during 2014/15 or beforehand.
- 3.18 Additionally, in 2015/16, we will:
 - increase the number and speed of cartel investigations that we are able to pursue both criminally and under the Competition Act 1998 (CA98), by continuing to build our intelligence, investigation and enforcement capacity;
 - issue proceedings or conclude the investigation in at least one criminal cartel case and, where we have the requisite evidence, open as many new criminal cartel investigations as possible;
 - launch as many new competition enforcement investigations as possible where we have the requisite evidence; and as a minimum launch four new CA98 investigations;
 - continue to enhance processes and challenge our ways of working so as
 to decrease the time taken to conclude competition enforcement
 investigations against a rolling three year average benchmark of previous
 cases;

- initiate as many consumer cases or projects as possible, where we have the requisite evidence; with three as a minimum. Conclude our consumer enforcement cases effectively either by agreement or by proceeding to litigation; we will aim for the majority to be concluded within 18 months of being opened;
- maximise the impact of the CMA's enforcement activity and markets work by targeting relevant businesses or sectors to improve compliance. This will include the development of tailored suites of compliance tools for small businesses, focussing on competition law and unfair contract terms; and
- make appropriate use of letters or other contacts with companies to follow up on potential breaches of competition or consumer law, which may or may not lead to a formal investigation, in order to raise awareness and promote compliance.

4. Markets and mergers

- 4.1 In some markets, change may be needed to maximise the potential of competition for the benefit of consumers and the economy, even where there is no breach of competition or consumer protection law. The UK's markets regime allows us to look at specific markets or practices, and to consider how competition can work better in these markets in the interests of customers (whether consumers or business customers).
- 4.2 The mergers regime allows us to consider whether mergers and acquisitions may lead to changes in a particular market which could lead to adverse outcomes or could distort the competitive dynamic among businesses, which could negatively affect consumers.
- 4.3 The CMA's new unitary role allows us to realise a range of benefits from the incorporation of phase 1 and phase 2 processes within a single entity. For example, phase 2 work can start and proceed with increased efficiency due to the improved accessibility of information and intellectual capital from phase 1. During 2015/16 we will build further on these synergies, whilst maintaining the separation of decision making in each phase.

Markets work

- 4.4 The CMA has two major market investigations in progress on energy and banking, which are both conducted by groups of independent members from the CMA's Panel and which will continue in 2015/16. Together these sectors constitute a substantial component of the UK economy. For example, there are approximately 65 million active personal current accounts which generate revenues of £8.1bn and in the business banking sector, business current accounts alone generate well over £2 billion in revenue a year. While in the energy sector, the combined value of generation, transmission and distribution exceeds £5.3bn.^{8,9}
- 4.5 The energy market was referred to the CMA by Ofgem, following a review undertaken jointly with the Office of Fair Trading, to focus on supply and acquisition of gas and electricity to domestic consumers in Great Britain. This is the first market investigation to be subject to the new statutory timeframes introduced by the Enterprise and Regulatory Reform Act 2013, and

⁸ Including electricity, gas, steam and air-conditioning.

⁹ This figure represents the gross added value of outputs in the sector at basic prices which exclude taxes and subsidies. Source: Office of National Statistics (2014), Gross Domestic Product by Gross Value Added, Q3 2014: www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcm%3A77-327754

- provisional findings of the market investigation are due to be published in May/June 2015, with the final report due to be published in December 2015.
- 4.6 The banking market was referred in November 2014 by the CMA Board to be considered by a group of independent members of the CMA Panel. The investigation covers the supply of retail banking services to personal current account customers and small and medium-sized enterprises. The group is aiming to publish its provisional findings in September 2015, and to publish its final report in May 2016.
- 4.7 In addition to these investigations, we will aim to launch at least two to four new market studies, calls for information or market investigations in the coming financial year. In line with the findings of the Strategic Assessment, we anticipate that the CMA's new markets work will be particularly focused on issues relating to the digital economy. We will also implement appropriate follow-up activity in relation to market investigations and studies that we expect to complete over the course of 2014/15, including our market study into the supply of residential property management services, in order to ensure that the full benefits of this work are felt. The payday lending market investigation has set out a number of remedies to be put in place in that sector, to improve transparency of charges and enable shopping around.

Mergers work

- 4.8 Under the Enterprise Act 2002 (as amended by the Enterprise and Regulatory Reform Act 2013) the CMA is obliged to obtain and review information relating to merger situations, and is under a duty to refer for a phase 2 investigation relevant mergers where it believes that it is or may be the case that they have resulted or may be expected to result in a substantial lessening of competition in a UK market. The CMA's work on mergers seeks to ensure that the harmful effects of some mergers which can include higher prices, lower quality or reduced innovation in a market are mitigated, prevented or remedied.
- 4.9 Notification of a merger to the CMA is voluntary, which means that parties may decide not to notify a merger which the CMA has the jurisdiction to review, for example where they believe that a merger does not raise competition concerns. The voluntary nature of the UK merger regime is unusual internationally and highly prized by business as it ensures that mergers that raise no competition concerns are not unduly held up by regulatory scrutiny. The CMA may seek information about non-notified mergers that it becomes aware of through other routes (such as its own monitoring of market activity or third party complaints). In order to deter anti-competitive merger activity while preserving the benefits of the voluntary

- regime, the CMA will maintain a balanced and targeted approach to investigating non-notified mergers. It will also review the operation of the use of Merger Notices where parties notify the CMA of a merger.
- 4.10 In certain circumstances, the CMA may decide not to refer a merger for a phase 2 investigation even if it believes that it is or may be the case that the merger has resulted or may be expected to result in a substantial lessening of competition in a UK market. The CMA will review its policies relating to exceptions to the duty to refer and its ability to accept undertakings in lieu of making a reference for a phase 2 investigation. If there is a case for change, it proposes to consult on revised guidance, including on its approach to the exception relating to 'markets of insufficient importance'.

Remedies implementation, monitoring, enforcement and review

- 4.11 Where the CMA makes a final decision to introduce remedies in markets or mergers cases, it has to ensure that these measures are appropriately implemented, monitored and enforced.
- 4.12 The CMA is responsible for all aspects of the 'remedies lifecycle', from implementing remedies to making an Order or accepting undertakings, monitoring and enforcing compliance and reviewing whether remedies remain fit for purpose. The ERRA has put in place statutory timescales for remedies implementation. During the coming year, we will carry out these functions in relation to merger and market remedies in a timely and effective manner, and will also seek to capture the benefits arising from institutional reform in this area of activity. In particular, we intend to commence a programme of work to systematically review our existing remedies, which may lead to the removal of measures that are no longer necessary or are now restricting or distorting competition.

Regulatory appeals

4.13 The CMA is responsible for references and appeals against the decisions of certain regulators, ¹⁰ including the responsibilities conferred by the Health and Social Care Act 2012, the Civil Aviation Act 2013 and the Financial Services (Banking Reform) Act 2013. Regulatory references and appeals historically comprised up to a quarter of the Competition Commission's workload.

¹⁰ These include decisions of regulators such as Ofcom, Ofgem, Ofwat, Monitor, the Financial Conduct Authority, Payment Systems Regulator, Northern Ireland Utility Regulator, Office of Rail Regulation and the Civil Aviation Authority.

- 4.14 It is not possible to predict which (if any) decisions of which regulators will be referred or appealed to the CMA. However, significant regulatory decisions in a range of sectors are expected in 2015; an appeal against decisions by OFWAT is confirmed and it is possible that more may be appealed or referred to the CMA in 2015. In selecting groups of CMA panel members to consider such cases, the CMA will ensure that there is no conflict between their role in doing so and any other roles they are performing for the CMA.
- 4.15 The Government consulted on the future of the regulatory appeals regimes in the course of 2013.¹¹ It has yet to announce any decisions arising out of that review. When it does so, the CMA will work with the Government to implement any reforms the Government decides to make.

Key commitments and initiatives

- 4.16 Across our work on markets and mergers, we carry out high-quality analysis and outcomes to strict statutory timescales, addressing key issues for consumers, businesses and the economy. We will continue to do so next year, whilst continuously working to further increase the pace, quality, and effectiveness of our interventions.
- 4.17 Additionally, in 2015/16, we will:
 - launch two to four new calls for information, market studies or market investigations in the course of this year where we have the requisite evidence:
 - conduct an internal review of the use of the Merger Notice and Interim Order in phase 1 merger control investigations;
 - start the statutory clock for phase 1 merger review within, on average across all cases, 20 working days of a submission of a substantially complete draft Merger Notice;
 - seek to clear at least 60% of merger cases that are less complex (and therefore do not require an Issues Meeting and Case Review Meeting) within 35 working days;

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¹¹ www.gov.uk/government/uploads/system/uploads/attachment_data/file/229758/bis-13-876-regulatory-and-competition-appeals-revised.pdf

- launch an internal review of the 'exceptions to the duty to refer' guidance for merger control and, if there is a case for change, launch a public consultation on revised guidance;
- implement an integrated approach to the review of merger and market remedies, examining our policies supporting the monitoring, review and evaluation of remedies and making improvements where appropriate; and
- ensure current merger and market remedies are still fit for purpose, commencing a programme of work to take stock of the current suite of remedies.

5. Partnership and advocacy

5.1 Delivering our mission depends heavily on effective working with our range of partners, and explaining the potential advantages of competition to those whose principal focus is on other policy objectives. In line with our strategic goal of achieving integrated performance we will build ever closer relationships with partners, to ensure that the competition and consumer regimes can achieve the maximum possible benefit with minimal duplication or burden on business.

Consumer partners

- 5.2 In addition to our own consumer enforcement activity, it is vital for the CMA to work effectively with our consumer enforcement and advice partners to ensure that the arrangements for working together are understood and work effectively for consumers. In particular, we will continue during 2015/16 to play our full part in the Consumer Protection Partnership (CPP). The CPP brings together key players within the UK consumer landscape, and comprises the CMA, the National Trading Standards Board, COSLA (Trading Standards Scotland), the Department of Enterprise, Trade and Investment in Northern Ireland, the Trading Standards Institute, Citizens Advice, Citizens Advice Scotland, the Consumer Council for Northern Ireland and the Financial Conduct Authority. It uses intelligence from consumers, their representatives and others to identify and prioritise areas of significant consumer detriment where CPP partners working collaboratively can make a greater impact for consumers. As noted earlier in this Plan, the CPP set out its future priorities in January 2015.
- We will work with the National Trading Standards Board in England and Wales through the National Tasking Group, and with Trading Standards Scotland through the Consumer Protection Task Group, to ensure that cases are allocated appropriately between Trading Standards Services and the CMA, having regard to the scale of potential or actual consumer detriment and whether a UK-wide response is deemed necessary to address it. Using our existing knowledge and our markets experience, we will work with all partners to further develop capability, share intelligence and coordinate activity. We will work closely with the sector regulators and chair the Consumer Concurrencies Group, and will liaise closely with other enforcers of consumer law.

Concurrent regulators

- 5.4 The CMA and concurrent regulators are determined to use the enhanced concurrency arrangements, which came into effect in April 2014, to make competition work better for consumers in these essential services. Our aim is to ensure that competition law is applied ever more effectively and consistently in regulated markets such as energy, communications and financial services.
- 5.5 The sector regulators are now subject to statutory obligations to consider, before taking enforcement action under certain direct regulatory powers, 12 whether enforcement under the UK or EU competition law prohibitions would be more appropriate. Under the new regime, the CMA and the sector regulators have greater accountability to Parliament and the public. The CMA is required to publish an annual concurrency report to assess the progress made as a result of the new arrangements. In addition, the CMA can take over cases from the regulators mid-stream and the regulators face the ultimate discipline of the Government removing a regulator's concurrent powers, for example, if they are not being used effectively. The new arrangements also include better information-sharing, provision for mutual secondments and the sharing of training and know-how.
- 5.6 Much positive progress has already been achieved and a number of institutional changes have been successfully implemented, which we will look to build on in 2015/16. The UK Competition Network, set up by the CMA and the UK's sector regulators, provides institutional form to enhanced cooperation. It focuses on both strategic issues in the enforcement of competition law, and on getting the mechanics of concurrency right and sharing know-how. The CMA and most of the sector regulators have entered into upgraded Memoranda of Understanding, copies of which can be found on the CMA's web pages. 13 Within the CMA, a dedicated Sector Regulation and Concurrency Unit has been set up to oversee the concurrency arrangements.
- 5.7 The CMA and regulators have already cooperated well on a number of Competition Act cases, and some of the CMA's highest profile markets cases, in the energy market and retail banking market, involved regulated sectors. The CMA's work on competition in the regulated sectors does not just focus on competition law cases, but also involves broader thinking and advocacy on opportunities to promote effective competition, for the benefit of consumers, in these sectors, working with the relevant regulators and other interested

¹² As specified in the relevant legislation.

¹³ www.gov.uk/government/publications?departments%5B%5D=competition-and-markets-authority&publication_type=corporate-reports

parties as appropriate. For example, the CMA announced in January that it is considering the desirability and feasibility of introducing more 'in-market' competition in the supply of passenger rail services in Great Britain, and in this expects to work with and draw on the sectoral expertise of the Office of Rail Regulation.

The UK and beyond

- 5.8 The CMA is a UK institution, with a remit that extends to Scotland, Wales and Northern Ireland. We recognise that devolution has led to different policy approaches and we have therefore established representatives in Edinburgh, Cardiff and Belfast. This gives us the capacity to ensure that as an organisation we are able to gather insight and understanding of the particular circumstances of these nations and also to promote and explain the work we do to stakeholders, partners and consumers more effectively across the UK. To support this, we are also committed to holding our CMA Board meetings in each of the three capitals over the period 2014–16, a commitment which will be met when the Board visits Belfast in June 2015, following meetings in Edinburgh and Cardiff during 2014. We will work with government to take forward any agreed proposals arising from the Smith Commission that relate to the CMA's responsibilities.
- 5.9 Internationally, the UK strives to be one of the world's leading competition regimes. With our primary duty to promote competition, both within and outside the United Kingdom for the benefit of consumers, we have a role to play in coordinating our actions with those of agencies in other countries and, where appropriate, helping other jurisdictions to develop robust systems. In a world of increasingly internationalised business, our effectiveness is linked to the effectiveness of other regimes in other jurisdictions.
- 5.10 We continue to work constructively with international bodies and partner agencies, in Europe and further afield, to support us in our mission. This includes our work with international consumer protection colleagues and in 2015/16 the CMA will assume its presidency of the International Consumer Protection and Enforcement Network (ICPEN), comprising 53 nations. Through this role we aim to achieve positive outcomes for consumer across the world, building on the work of previous presidencies. We will continue to play an active role through our membership of the European Commission e-Commerce Expert Group, the OECD, and in our role as the UK's Single Liaison Office under the EU Consumer Protection Co-operation Regulation.

5.11 International cooperation also forms an important part of the CMA's merger control work. As such, the CMA will continue to work internationally, including through contributions at the EU Merger Working Group and the International Competition Network's mergers work programme.

Advocacy and evaluation

- 5.12 We will continue to use our expertise, knowledge and insight to advise others, including government, on how competition can work for the benefit of consumers, businesses and the UK economy. We will challenge current and proposed policies that unnecessarily restrict or impede competition, and will work with colleagues in Government to help them to understand the benefits of doing so. Our advocacy work has three main areas of focus:
 - (a) proactive advocacy on substantive issues where we consider Government could improve how markets function for the benefit of consumers;
 - (b) reactive advocacy, responding to Government requests for assistance in ensuring that competition considerations are properly factored in to policymaking, and responding to emerging situations and the actions of Government; and
 - (c) enhancing the capacity of other Government departments and relevant bodies to design policy that ensures the benefits of competition are realised and to be better able to identify and address competition issues in markets they oversee.
- 5.13 This year, under our statutory function, specific advocacy work to advise Government will include exploration of ways to improve the prevention and detection of bid-rigging in public procurement, working with BIS on the recommendations of our report on higher education regulation published in late March, and we will continue to support the Department of Energy and Climate Change on the development of the Oil and Gas Authority.
- 5.14 We will continue to apply our Prioritisation Principles to potential advocacy projects, to ensure that we target resources in the most effective way.
- 5.15 Our advocacy for competition and the markets regime is underpinned by the work we do to better understand the effects of our interventions and to understand the impact that we can have on markets. In addition to the work we do to measure the direct benefits of our work regularly, we recognise that it also has significant, though hard to quantify, indirect benefits. Our approach to measurement of impact includes forward-looking impact estimation as we develop proposals for cases to pursue and evaluation after the event. Our

approach to evaluation, which draws on the best academic thinking and practical experience of competition and consumer interventions, has three strands:

- (a) estimating the impact of each project as it completes;
- (b) evaluating projects to identify the costs and benefits, and lessons learned;and
- (c) exploring further how best to assess the CMA's wider impact on economic growth including through deterrence or improving the prospects for exit, entry and innovation in markets.

Key commitments and initiatives

- 5.16 In addition to the work outlined above, in 2015/16 we will:
 - bring a clear, more consistent, consumer focus to work across our portfolio by engaging more widely and proactively with a diverse group of stakeholders on our projects, ensuring we maintain a consistent focus on consumers through the complete lifecycle of all our projects, and developing our use of digital technology to identify consumer detriment more effectively;
 - continue to develop and implement ways of working with our national consumer protection partners to help to ensure that the consumer protection regime operates as effectively as possible;
 - deliver a successful Presidency of the International Consumer Protection and Enforcement Network (ICPEN), working with national and international partners to develop and deliver our consumer portfolio and continuing to play a leading role in the development of consumer protection internationally, particularly in Europe;
 - encourage and facilitate, including through the UK Competition Network, a
 higher level of competition law enforcement activity by the sector
 regulators having concurrent powers, with the aim of the three-year
 average of Competition Act investigations in the period since April 2014
 being materially greater than in the comparable period prior to April 2014;
 - drive compliance with consumer law on unfair contract terms as revised by the Consumer Rights Bill by issuing new guidance and implementing an appropriate compliance strategy in collaboration with the CPP;

- publish two economic research projects, including one on the indirect benefits of competition policy to the economy and consumers, and two evaluations of the impact of completed work;
- provide thought leadership on competition policy with respect to vertical restraints, particularly in the online world, including through a published paper; and
- based on our work, make recommendations to the Government on the impact of policy frameworks on competition in at least two sectors.

6. Developing the CMA

6.1 In line with our strategic goals of achieving professional excellence and developing integrated performance, we will continue to identify opportunities to improve the effectiveness of the organisation. We will make the most of our matrix structure to ensure that colleagues feel invested in the CMA, are engaged in their own work and aware of what is happening in the wider organisation. We will look for opportunities to refine and improve our processes to ensure that we are highly effective, we share and learn from best practice internally and externally and that we promote a culture of continuous improvement within the organisation. We will also ensure that our corporate services staff and systems support the effective and efficient delivery of our mission.

Project management and delivery

6.2 We will further embed our common approach to managing projects across the CMA portfolio, ensuring it underpins our work and how we measure, track and demonstrate effective delivery. We will keep our approaches to running our projects under review to ensure our systems and working practices promote flexibility and collaborative working whilst maintaining an overarching focus on timely and robust decisions.

Matrix-based working

6.3 Our Project Management Office will continue to work collaboratively with senior staff to resource our projects in the most effective way. We will bring together different professions, experience and skill-sets to form multi-disciplinary teams that maximise the delivery of robust outcomes at pace. Integrating people in this way will further enhance the skills and experience of our staff and build greater organisational capability and resilience, as people benefit from opportunities to work with and learn from others.

Professional development

6.4 Dedicated teams – a CMA Academy for skills specific to our work, a Know How team to share information and precedent, and an HR team to access the Civil Service Learning framework for wider skills – will work together to continue to evolve our learning and development offer, based on business needs. This will provide colleagues with the opportunity to develop the core skills, knowledge, attitudes and behaviours they need to contribute to CMA business effectiveness, meet professional requirements and carry out projects in line with organisational specifications and performance management

standards. Ensuring that colleagues have the right skills will result in effectively run cases with high quality evidence and analysis and lower overall risk.

Professional groups

- 6.5 All CMA staff belong to a profession, and the Head of each profession is responsible for the professional development of those staff, including having input into decisions on which projects they work on and the roles they play. These arrangements are not confined to the core professions but will also apply to other professions including HR, communications, finance, and IT.
- 6.6 We will develop and embed career development programmes for staff. This will include career pathways, competency frameworks and links to learning and development programmes for the core professions aiming to help staff achieve the highest standards.

Identifying and developing potential

- 6.7 Ensuring we have the right people in the right role, with the right skills, at the right time is critical in enabling the CMA to meet its strategic objectives. We want to ensure that all of our staff have rewarding and interesting roles, that they have the skills and support they need to fulfil these roles and that they are able to reach their full potential and perform at their best more of the time. We will identify, grow and retain talent through a culture of continuous learning and development that will support all staff, across all professions and grades, to enable the CMA to meet current and future challenges.
- 6.8 We will identify and develop a full range of learning opportunities to grow the potential of our staff and will take advantage of the tools and support provided across the Civil Service, ensuring we are offering learning opportunities available across government which reflect best practice. We will work to ensure our staff are able to access the development they need to perform more effectively and progress their careers.
- 6.9 We will ensure our people have greater control over their career development, and will have ongoing conversations about their development and career plans to enable them to reach their full potential. We will measure our success through the annual Civil Service People Survey, seeking improvements in positive responses around our staff's ability to build their careers at the CMA and access the right learning and development opportunities when they need to. This will enable us to better attract, develop and retain our staff, enhancing the CMA's reputation externally as a great place to work.

Key commitments and initiatives

6.10 In 2015/16 we will:

- embed our common approach to managing projects across our portfolio, ensuring that it underpins our work and how we measure, track and demonstrate effective delivery;
- develop and embed career development programmes for the CMA, including a career pathway, competency frameworks and a learning and development framework for the core professions, aiming to help staff achieve the highest standards. As part of this we will develop an expert level within each core profession;
- develop needs-based programmes of professional development to ensure colleagues have the relevant skills needed to fulfil their roles effectively;
- continue to identify opportunities to improve the effectiveness of the organisation encompassing people, processes and policy initiatives, measuring the impact of these via colleague engagement surveys, staff turnover and project outcomes;
- By taking action on feedback from our staff as a result of participation in the annual Civil Service People Survey, increase the engagement of our staff by +3% points year-on-year in 2015. At the same time, achieving reaccreditation to Investors in People, evidencing our commitment and investment in the development of our people and fulfilling our ambition to make the CMA a great place to work;
- comply with the general Public Sector Equality Duty and the specific duties to publish the CMA's equality objectives and give a progress report on how the CMA is demonstrating its achievement of these; and
- ensure that effective quality assurance arrangements underpin CMA evidential assessment and decision-taking across all its enforcement tools.

7. Resources

- 7.1 The CMA's budget for 2015/16 comprises a Resource Departmental Expenditure Limit (Resource DEL) budget of £69.4m and a Capital budget of £1.1m. The Resource DEL includes a ring-fenced budget of £5.2m to cover depreciation and specific policy initiatives and places a limit of £18.9m (including £1.1m of depreciation) on administration expenditure. Personnel costs represent approximately three quarters of the CMA's non-ring-fenced budget.
- 7.2 As Accounting Officer, the CMA's Chief Executive is personally responsible for safeguarding the public funds for which he has charge, for ensuring propriety and regularity in the handling of public funds, and the day-to-day operations and management of the Authority.

Annex A: CMA Performance Framework

- A.1 The CMA, as a non-ministerial Department, has the freedom that status confers to prioritise its resources and its activity. It has full operational freedom to make case decisions independently in line with the legal framework and with internationally agreed good practice. This annex sets out the performance the Government expects from the CMA. It also describes how the CMA will fulfil the performance reporting requirements of the Enterprise and Regulatory Reform Act 2013.
- A.2 The CMA Board is accountable for the success of the CMA as a whole and the delivery of the objectives set out in this document. The CMA's Chief Executive is the Accounting Officer for the CMA and is accountable to Parliament for its use of public money.
- A.3 The CMA's Mission is to make markets work well in the interests of consumers, businesses and the economy. Its overall ambition is consistently to be one of the leading competition and consumer agencies in the world.
- A.4 The Government expects the CMA to have a beneficial impact on consumers, on business behaviour and on productivity and growth in the economy, and to make robust decisions and implement effective and proportionate remedies.

The CMA will report annually on:

- the delivery of a target of direct financial benefits to consumers of at least ten times its relevant costs to the taxpayer (measured over a rolling threeyear period);
- the ratio of direct financial benefits to consumers and costs for its principal tools; and
- its assessment of wider benefits of its work, for example on growth, business and consumer confidence in markets, compliance with competition law and deterrence of anticompetitive behaviour.
- A.5 Underpinning the CMA's mission are its five strategic goals:

1. Deliver effective enforcement

The Government expects the CMA, in line with its overall mission, to:

 make strong and effective use of all its competition tools across a range of projects;

- select and conclude an appropriate mix of cases, including economically complex 'effects' cases and multiparty cartel cases, to maximise impact, end abuse and create a credible deterrent effect across the economy;
- seek to conclude more and swifter cases while maintaining fairness and without this being at the expense of lower financial penalties;
- ensure its decisions are robust to achieve a greater number of successfully concluded cases and investigations compared to the historical record; and
- increase the proportion of successful defences against appeals of its infringement decisions.

The CMA will report annually on:

- the number and nature of cases pursued under each of its enforcement tools, specifically:
 - the Competition Act regime
 - the criminal cartel offence
 - merger control;
- the outcomes of cases, including the level of fines imposed;
- delivery of a target of an increased number of Competition Act cases against a rolling three-year average benchmark of previous OFT/CMA performance;
- delivery of a target of a reduction in the time taken to bring Competition Act cases to a final conclusion against a rolling three-year average benchmark of previous OFT/CMA performance;
- delivery of a target of an increase in the proportion of successful defences against appeals of its infringement decisions against a rolling three-year average benchmark of previous OFT/CMA performance;
- activities to ensure timely and appropriate responses to its information requests;
- comparisons of performance over time and against appropriate international benchmarks; and

 evaluation of the impact of at least two cases (including at least one market study or investigation).

2. Extend competition frontiers

The Government expects the CMA:

- to identify markets where competition is not working well and tackle the constraints on competition in these areas;
- to assess specific sectors where enhanced competition could contribute to faster growth;
- to increase the number and speed of cases pursued under the markets regime;
- to work with sector regulators to stimulate a step change in the effectiveness of the concurrency arrangements, encourage the effective use of concurrent competition tools to tackle anticompetitive practices and promote competition; and
- to play a key role in challenging government where it creates barriers to competition.

The CMA will report annually on:

- the number and nature of cases pursued under the markets regime;
- the time taken to bring such cases to conclusion;
- the outcome of cases;
- its activities to promote competition in the regulated sectors and tackle anticompetitive practices, competition enforcement in regulated sectors and the operation of the concurrency regime;
- its impact on government policy including the Government's response to recommendations made to it; and
- the longer-term impact of its interventions.

3. Refocus consumer protection

The Government expects the CMA:

to work with partners to make the new consumer arrangements work.

The CMA will report annually on:

- the number and nature of cases pursued;
- the speed with which it allocates cases through the National Trading Standards Board's National Tasking Group; and
- its interaction with other domestic and international enforcement agencies.

4. Achieve professional excellence

The Government expects the CMA:

 to make robust decisions and implement effective and proportionate remedies to ensure processes proceed quickly, fairly, transparently and predictably, and to publish guidance on its procedures in its principal types of cases, including on its approach to administrative timetables.

The CMA will report annually on:

- the number of issues referred to the procedural officer and the outcome of these cases;
- performance against expected timetables in particular cases. Bespoke timetables will include the time taken from the opening of a CA98 investigation to the issue of a Statement of Objections and the time from Statement of Objections to final decision;
- the number and outcome of appeals against the CMA's decisions; and
- transparency indicators in accordance with government policy.

5. Develop integrated performance

The Government expects the CMA:

- to develop its structures strategy and practices so that it can demonstrate improvements in effectiveness and efficiency; and
- to develop procedures for ensuring any burdens it imposes on business are necessary and proportionate.

The CMA will report annually on:

• its integration of its functions and development of its culture;

- activities to improve its practices and procedures; and
- its collaboration with partner agencies at home and abroad.
- A.6 Success with these five goals will increase the CMA's impact and make it:
 - a respected and influential independent authority in the UK and abroad.

The Government expects the CMA:

• to maintain or improve on the high reputation of the OFT and CC.

The CMA will report on:

- the opinions of domestic and international stakeholders; and
- a great place to work.

The Government expects the CMA:

• to retain and develop the high quality people it needs.

The CMA will report annually on:

• the results of its regular staff survey.

