# **Dr. Nitin Dua**

State of Washington v. Kroger et al.

 Partner and co-chair of Antitrust and Competition Practice, Bates White Economic Consulting, 2011-present

• PhD, Economics, Florida State University

 Performed merger analysis for the FTC, DOJ, State Attorneys General, and private parties  The Proposed Transaction Will Lead to Undue Concentration in Relevant Markets Across Washington

 The Merger Will Likely Cause a Substantial Loss of Competition Regardless of How Markets Are Defined

 Defendants' Proposed Divestiture Will Not Restore the Competitive Intensity Lost as a Result of the Merger

# **1** Market Definition and Concentration

2 Competitive Effects

**3** Efficiencies and Divestiture

### **The Merger Guidelines**



# **Merger Guidelines**

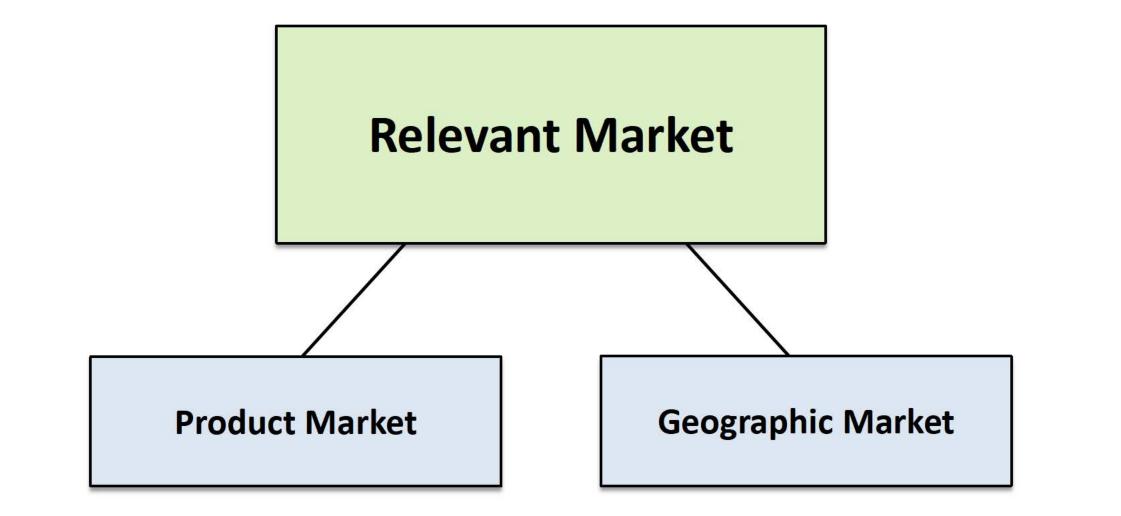
U.S. Department of Justice and the Federal Trade Commission

Issued: December 18, 2023

# The Proposed Transaction Will Lead to Undue Concentration in Relevant Markets Across Washington

 The Merger Will Likely Cause a Substantial Loss of Competition Regardless of How Markets Are Defined

• Defendants' Proposed Divestiture Will Not Restore the Competitive Intensity Lost as a Result of the Merger



Source: Dua report, ¶¶ 85–87; DOJ and FTC "Merger Guidelines" December 18, 2023.

### The Relevant Market Consists of Close Substitutes



### **Merger Guidelines**

U.S. Department of Justice and the Federal Trade Commission

Relevant markets need not have precise metes and bounds. Some substitutes may be closer, and others more distant, and defining a market necessarily requires including some substitutes and excluding others. Defining a relevant market sometimes requires a line-drawing exercise around product features, such as size, quality, distances, customer segment, or prices. There can be many places to draw that line and properly define a relevant market.

Horizontal Merger Guidelines, § 4.3

Issued December 18, 2023

# **Relevant Product Market**

The relevant product market is Supermarkets and Supercenters, which carry a wide assortment of food and other grocery products and generally offer more than 20,000 square feet of selling space.

				Avg. Sales	Avg. Size
Store format	Owner	Banners	Store Count	(annual)	(sq.ft)
	Kroger	QFC	55	\$27,000,000	31,000
	ACI	Albertsons, Haggen, Safeway	215	\$40,000,000	36,000
Supermarket	Winco	WinCo Foods	25	\$ 37,000,000	63,000
Supermarket	Walmart	Walmart Neighborhood Market	4	\$36,000,000	48,000
	Amazon	Amazon Fresh	5	\$22,000,000	22,000
	Yokes	Yokes Fresh Market	14	\$ 16,000,000	39,000
Supercenter	Kroger	Fred Meyer, Fred Meyer Marketplace	59	\$60,000,000	125,000
Supercenter	Walmart	Walmart Supercenter	52	\$65,000,000	61,000

# **Close Substitutes Are Included in the Market**

### **Traditional Supermarkets and Supercenters**



Note: This is a non-exhaustive list of banners Source: Dua report, ¶¶ 85-87

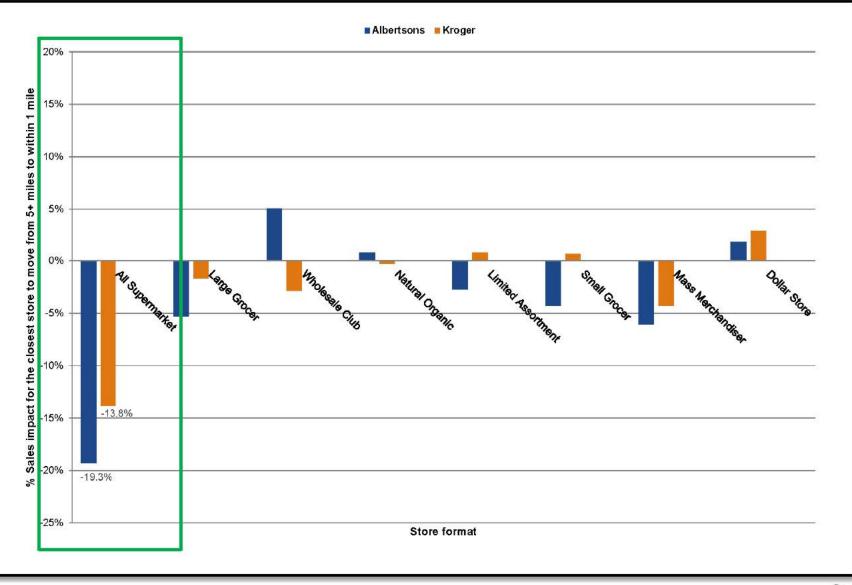
### **Distant Substitutes Are Excluded from the Market**

### **Other Retail Formats**

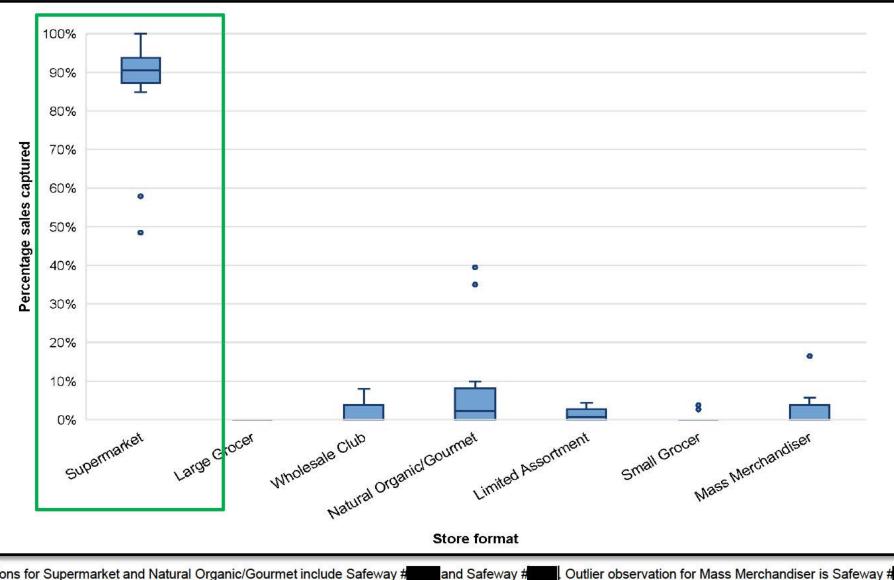


Source: Dua report, ¶¶ 85-87

### Supermarket Entry Results in Greater Sales Loss



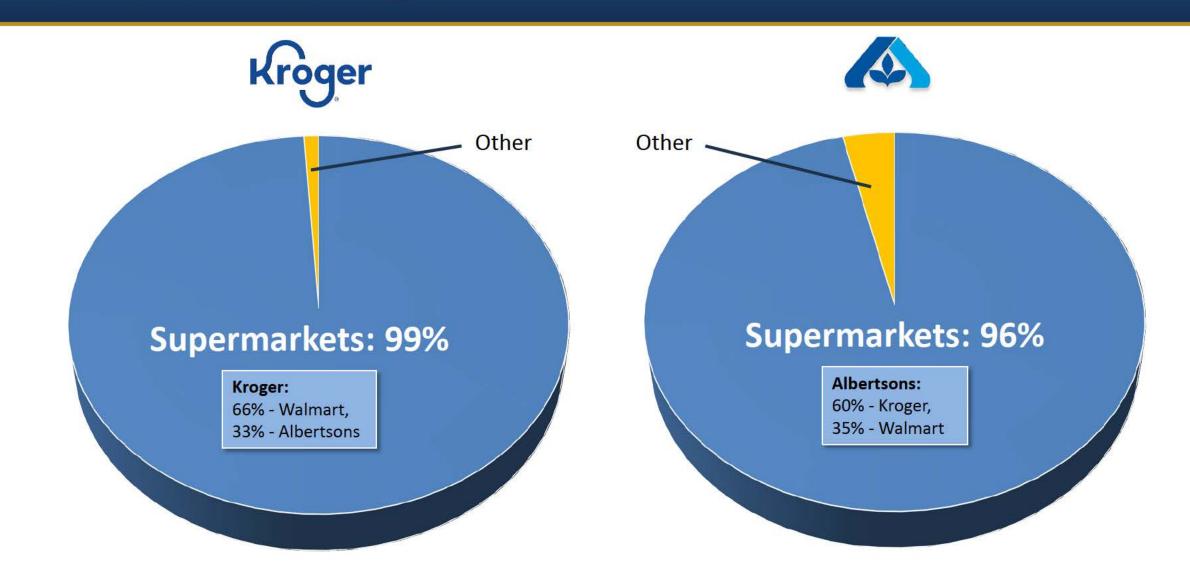
### **Albertsons Store Closure Analysis**



Note: Outlier observations for Supermarket and Natural Organic/Gourmet include Safeway # Source: Dua Report, Figure 8

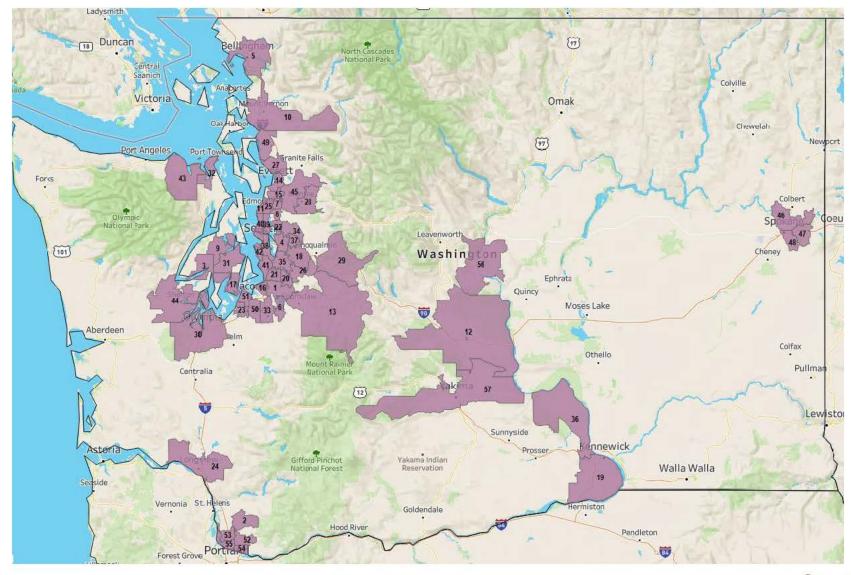
Outlier observation for Mass Merchandiser is Safeway #

### **Price Checks in Washington**

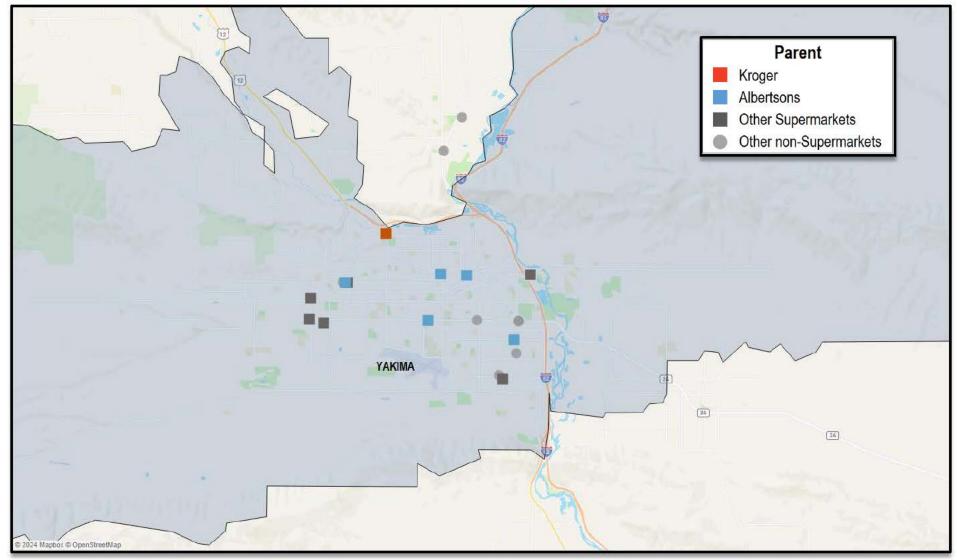


Source: Dua report, ¶ 106

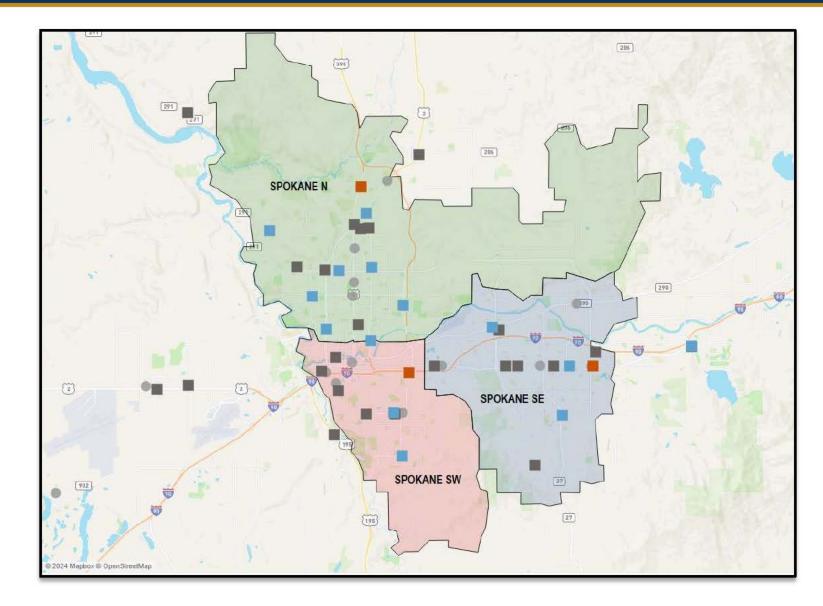
### **City Areas in Washington**

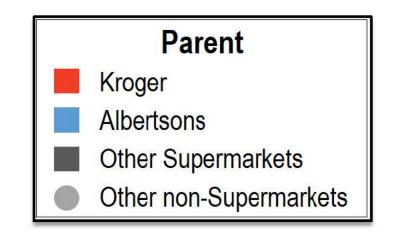


# City Area: Yakima

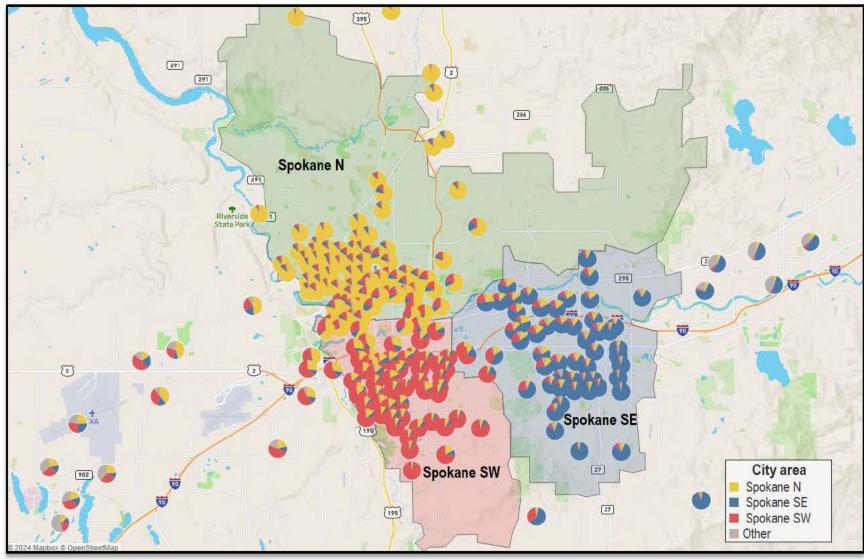


### **City Areas: Spokane**

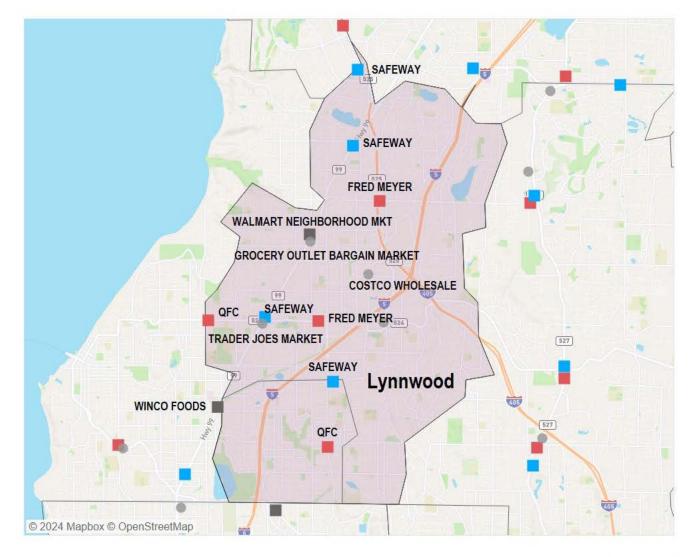




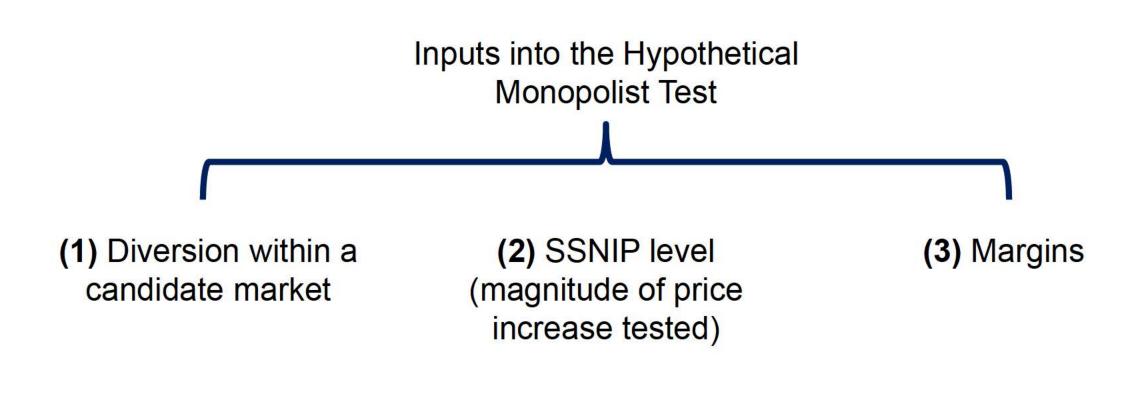
### **Geographic Allocation of Consumer Spending: Spokane**



### Lynwood City Area



Source: Dua Report Appendix C; TDLinx



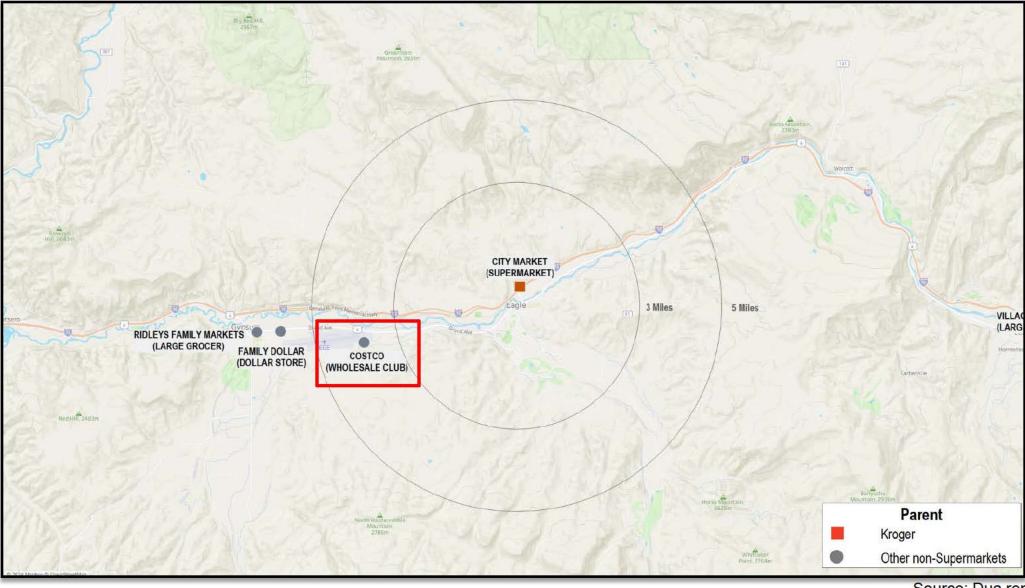
Source: Dua report paragraphs 139-143

Test	City Areas that Pass HMT
Break-even test (Dua Report)	57
Profit maximization test (Dua Reply Report)	57

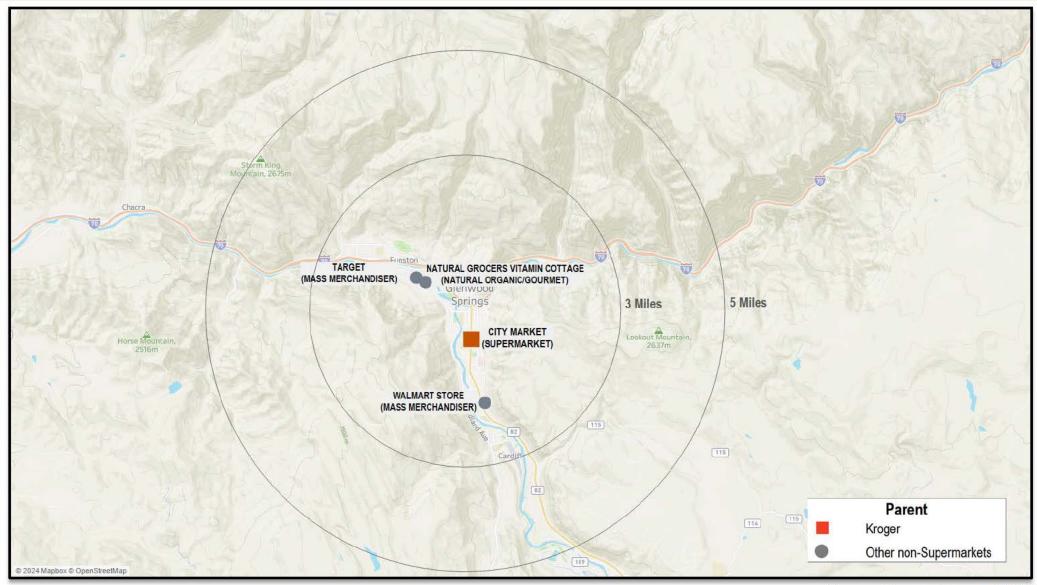
Source: Dua report paragraph 154 & Figure 19; Dua reply report Figure 6

Data: Subje	et PW; King Soopers   Western Slope Ad Version	Date:	Wednesday, April 13 2022 02:00 PM
From To:	: Bottcher, Tanmy Mayar, Matt Selmatz, Jean	Subject:	FW: King Soopers   Western Slope Ad Version
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Thanky Taminy Diagari Mable	herre Pinnsing   Greep Leed	Good Afternoon,	
Sents V Tes Joh Ces Dia	ietškiec, Torową ietosciąc, April 13, 2022 1:46 P.M ssan, Milec II. Arogela Jenser S. Biologi S., Clair, Chadd -	b	several times you have mentioned in ad review to probe up on retails in City Market where we don't have to be as do in Denver. Sharing with you the alignment we (pricing and promo) came to with the division to <mark>explore higher retails</mark>
Subjec	a PMc King Singers   Western Slope Ad Version		<mark>promo) in 9 (of the 24) City Market stores where we have little to no competition surrounding the store.</mark> Our next steps ough the balance of the stores with a more surgical approach. As you know, while this area has highly affluent shoppers it
City Ma	having werdspacehologic many in carl easiers to my team needay regarding the change, sta Servicence we discussed Monday. Please, reach out with any quastions.		(primarily those working in the service industry) that are very price conscious, so we will need to be a refine our tactics in
Thanky Tamon Aksport Stabils	aneres Fonnaing Johnnyclesco	stores with Safew	ay and Walmart nearby.
Sente V Subject	Gebenardiang, Ageni 108, 2022 1-37 P.M Gebenardiang, Ageni 108, 2022 1-37 P.M Billing Storpuss I Westerm Stone Ad Version annes High		z–I know there is a lot of work being done regarding ad distribution. With little to no competition nearby the 9 City ed below it seems prudent to move them to digital/in-store only model. Please let me know if you agree and when this
lor exect voldfs (b) steares	Retrieves, ing collitive priving team and the division we have determined that the groun is to comparation, our prime is to work this up a different price strategy ( on items whose we can move the retails un and not effect movement. The first example adversely base chert below and or note the market on and retails starts		your workflow of changes. Mike @ King's is aligned with this change whenever you can make it.
CONFIDEN		KRPROD-PTC-2R-001035417	Source: KRPROD-FTC-2R-001036417; Dua report paragraphs 197-201 & n.334; B-7

# All Grocery Options in Eagle, CO "No Comp" Zone



### All Grocery Options in Glenwood Springs, CO "No Comp" Zone



Source: Dua reply report, ¶106 and Figure 17

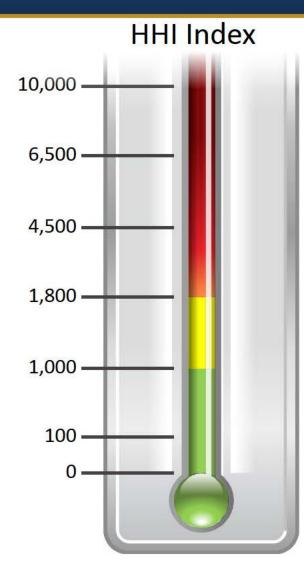
# "No Comp" Zone Results

r Tunsday, February 28, 2023 13:58 AM Reisen, Samantha	From: Powell, Tyler Sent: Tuesday, February 28, 2023 10:38 AM						
oldar, Chada ecti 620 Xings Program Analysis	To: Nielsen, Samant	ha <					
8.	Cc: St Clair, Chadd						
sesses the below eveniew of Non-Damp Stores against Comp Stores for Kings. Let m	Subject: 620 Kings P	rogram Analysis					
ng Favorable trend in Non-Compistores for P1 as their Sales \$ and GM \$ growth rate							
sate/Vew: Sales % vs. Movement %	Hello,						
LV vs. LV Competitive Non-Comp Competitive Nun-Comp							
- T-+- Stores Stores Stores	Please see the below	w overview of Non-C	omp Stores agai	nst Comp Stores	for Kings. Let m	e know if you have	any questions.
2.02% \$23% -7.38% -7.18% 4.13% 0.03% 12.23% -7.18%							
458.83% -3281% -66.87% -77.01% 19.23% 19.36% -2.2%% -6.30%	Seeing favorable tr	end in Non-Comp st	ores for P1 as th	eir Sales \$ and G	M \$ growth rat	es outpaced comp	etitive stores.
537% 642% 538% 631% 747% 753% 227% 822% 453% 754% 772% 6140%							
98.30% 39.57% 2.96% 9.75%	Program View:						
nd llotal 11.19% 12.31% 5.05% 4.45%		Sales % vs.		Movement %		GM \$ % vs. LY	
<ul> <li>Nen-Competenceshawing higher growth rate arress Sales 5 and GM 5 for P1</li> <li>CSSP and Grocery Critical driving growth for both store sets, but has slightly</li> </ul>		DY		vs. LY	ale so Novas v	ที่ในการหมายและเพลาได้	
which aligns with expectations		Competitive	Non-Comp	Competitive	Non-Comp	Competitive	Non-Comp
Primary Dept Sales (Dept 01, 03, 05, 07, 09, 10): • Type Sales - CY Sales vs. LY Sales % vs. Movement -	Store Type	💑 Stores	Stores	Stores	Stores	Stores	Stores
10.45% 5.58%		22.91%	36.40%	2.31%	3.44%	60.04%	95.58%
6.85%		9.85%	12.14%	-7.28%	-7.18%	13.07%	25.43%
Seeing similar results at rolled up level with Non-Comp stores outpacing competer		4.13%	10.17%	-12.21%	-11.68%	-1,73%	11.26%
growth Groseny, Bell/Bake, Drag/GM, and Produce (in order) all contributing to GP		-69.81%	-72.81%	-68.87%	-71.01%	-67.67%	-70.05%
kypu,		15.24%	15.16%	-2.74%	-6.10%	16.56%	25.64%
rPowell   Pricing Business Analyst		5.37%	9.62%	-3.49%	-0.91%	11.30%	24.47%
and a stand and the second of the second		7.47%	-7.11%	2.21%	-8.22%	11.61%	-7.17%
0		-2,51%	-7.42%	-7.72%	-18.20%	19.93%	26.93%
Kroger		16.10%	33.57%	-2.96%	3.75%	11.87%	55,04%
	Grand Total	11.19%	17.11%	-5.05%	-4.45%	20.72%	39.63%
U.							

Source: KRPROD-FTC-2R-020803474 at -75, Dua reply report, Footnote 135

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### **Market Concentration**



Monopolist HHI =  $100^2 = 10,000$ 

Four Competitors (Equal Shares) HHI =  $25^2 + 25^2 + 25^2 + 25^2 = 2,500$ 

100 Competitors (Equal Shares) HHI =  $1^2 \times 100 = 100$ 

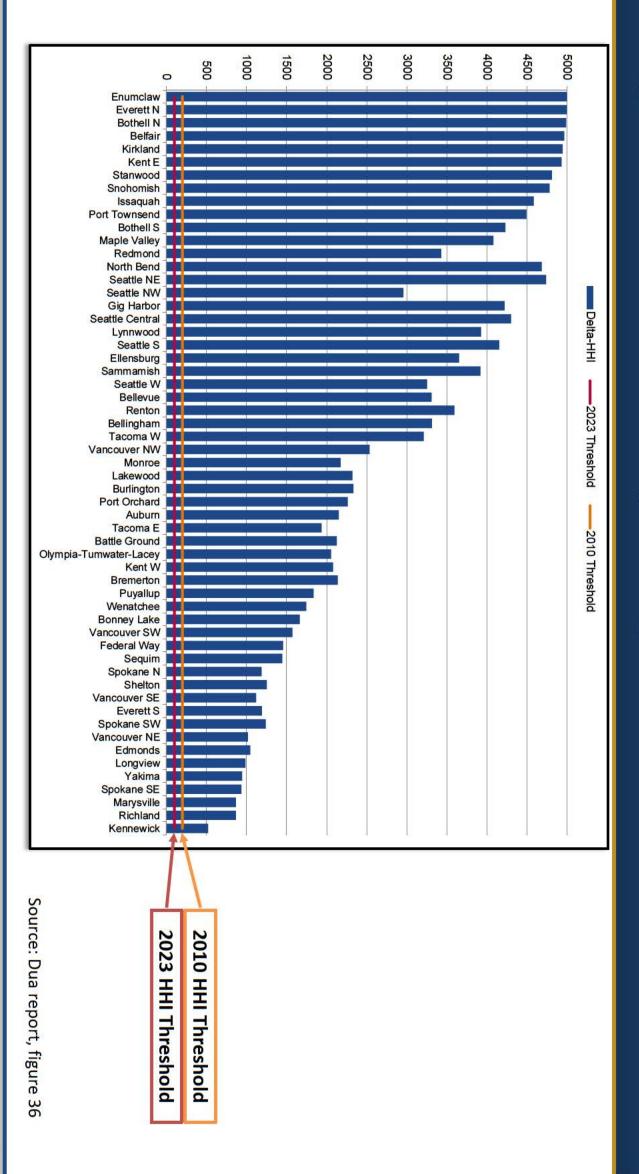
### **Presumption of Harm from Undue Concentration**

	Threshold for Presumption of Harm to Competition
Post merger HHI	HHI > 1,800 AND Δ HHI > 100
Merged Firm's Market Share	Market Share > 30% AND ∆ HHI > 100

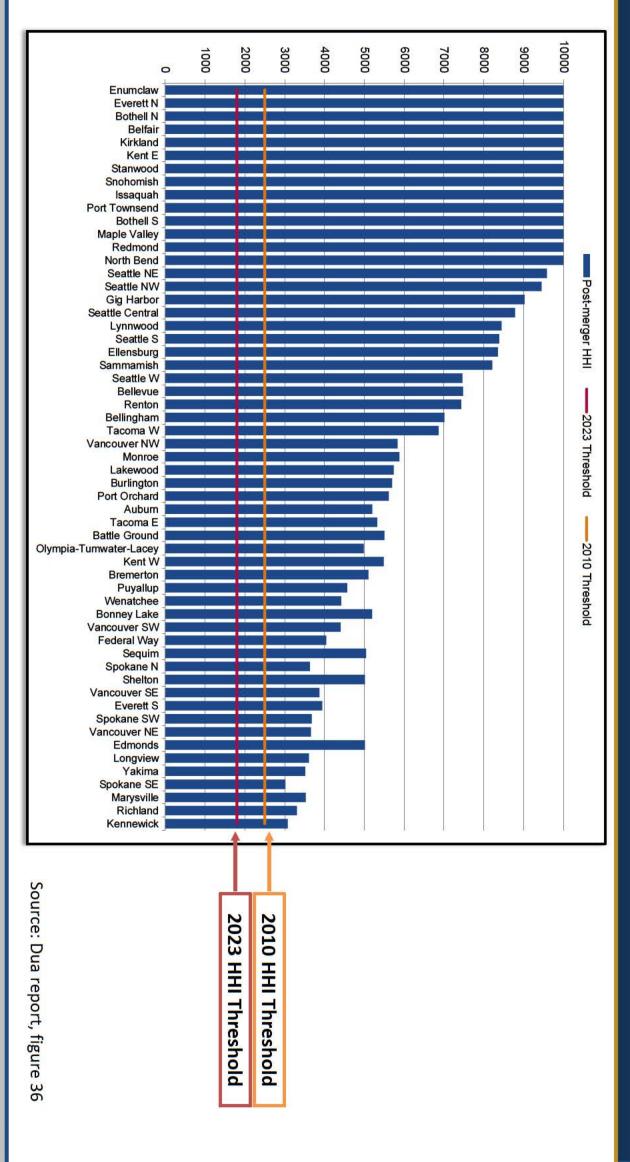
Note: The 2010 Merger Guidelines use an HHI threshold at 2,500 and a Delta-HHI threshold of 200.

DOJ & FTC, Merger Guidelines § 2.1 (2023)

**Post-Merger Delta HHIs in Washington City Areas** 



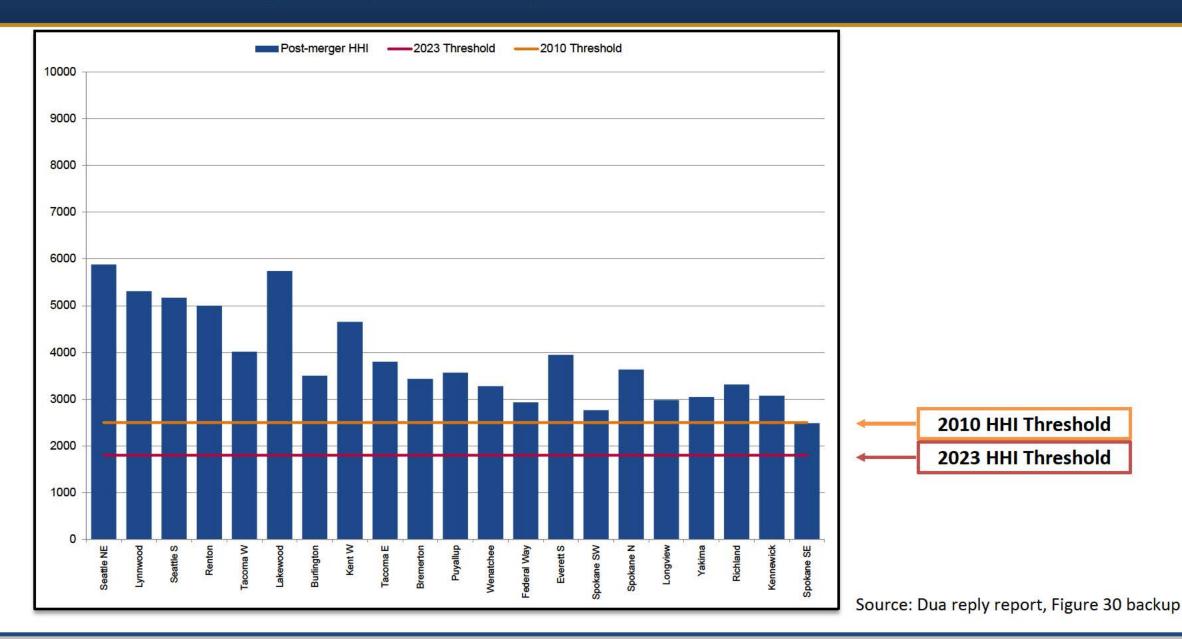
# **Post-Merger HHIs in Washington City Areas**



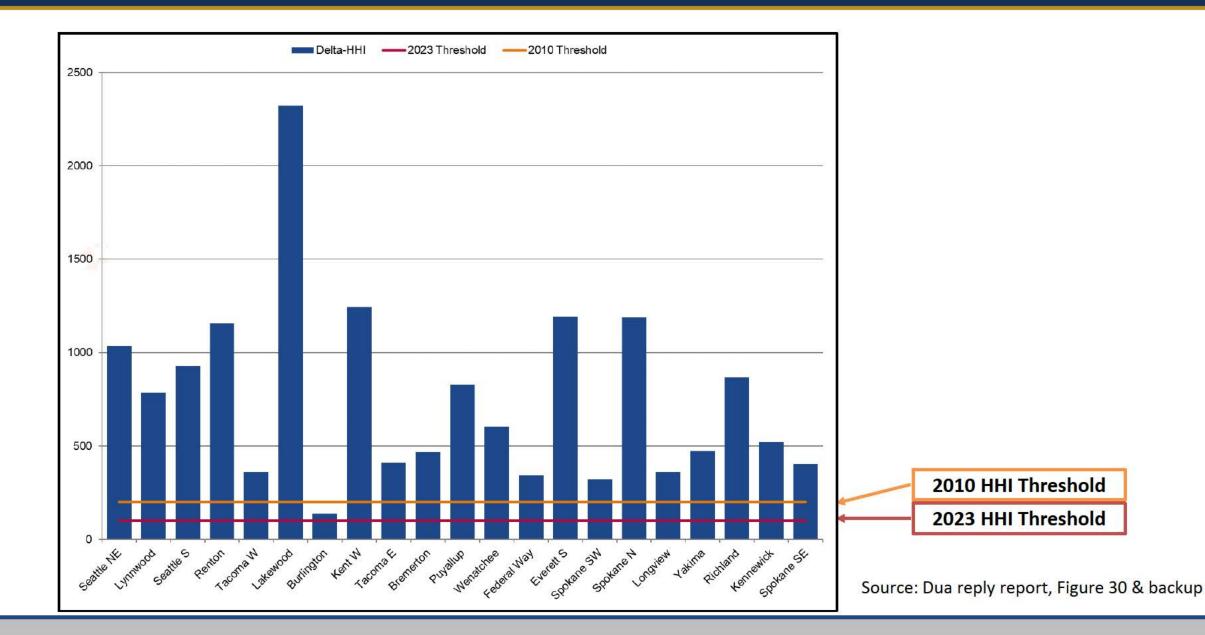
### HHIs and Market Shares

City area	ACI share	Kroger share	Post-merger HHI	Delta-HHI	City area	ACI share	Kroger share	Post-merger HHI	Delta-HHI
Auburn	38%	28%	5,200	2,150	Olympia-Tumwater Lacey	41%	25%	4,985	2,054
Battle Ground	28%	38%	5,509	2,125	Port Orchard	37%	31%	5,613	2,261
Belfair	54%	<mark>46%</mark>	10,000	4,964	Port Townsend	66%	34%	10,000	4,491
Bellevue	29%	<mark>56%</mark>	7,484	3,308	Puyallup	35%	26%	4,571	1,836
Bellingham	37%	44%	7,010	3,313	Redmond	22%	78%	10,000	3,430
Bonney Lake	22%	38%	5,195	1,665	Renton	45%	40%	7,437	3,593
Bothell N	53%	47%	10,000	4,986	Richland	21%	20%	3,311	869
Bothell S	30%	70%	10,000	4,230	Sammamish	53%	37%	8,214	3,919
Bremerton	31%	34%	5,100	2,137	Seattle Central	53%	40%	8,786	4,300
Burlington	38%	31%	5,699	2,335	Seattle NE	44%	54%	9,585	4,738
Edmonds	18%	30%	5,015	1,046	Seattle NW	19%	78%	9,451	2,956
Ellensburg	30%	61%	8,354	3,650	Seattle S	47%	44%	8,392	4,152
Enumclaw	51%	<mark>49%</mark>	10,000	4,996	Seattle W	58%	28%	7,464	3,252
Everett N	52%	48%	10,000	4,994	Sequim	33%	22%	5,045	1,445
Everett S	33%	18%	3,944	1,191	Shelton	18%	35%	5,017	1,253
Federal Way	21%	35%	4,047	1,456	Snohomish	40%	60%	10,000	4,780
Gig Harbor	59%	36%	9,026	4,219	Spokane N	39%	15%	3,633	1,188
Issaquah	36%	64%	10,000	4,583	Spokane SE	22%	21%	3,019	937
Kennewick	13%	21%	3,075	521	Spokane SW	26%	23%	3,680	1,239
Kent E	44%	56%	10,000	4,931	Starwood	40%	60%	10,000	4,810
Kent W	27%	39%	5,490	2,079	Tacoma E	44%	22%	5,326	1,937
Kirkland	45%	55%	10,000	4.944	Tacoma W	44%	36%	6,866	3,211
Lakewood	41%	28%	5,740	2,321	Vancouver NE	16%	32%	3,659	1,017
Longview	27%	18%	3,609	985	Vancouver NW	30%	42%	5,832	2,534
Lynnwood	34%	57%	8,447	3,925	Vancouver SE	15%	37%	3,875	1,119
Maple Valley	29%	71%	10,000	4,080	Vancouver SW	35%	22%	4,404	1,573
Marysville	24%	18%	3,531	867	Wenatchee	35%	25%	4,418	1,745
Monroe	22%	49%	5,882	2,172	Yakima	26%	18%	3,517	945
North Bend	37%	<mark>63%</mark>	10,000	4,683				co. Due report fi	26

### HHI of all Presumptively Anticompetitive Markets Post-Divestiture



### Delta HHI of all Presumptively Anticompetitive Markets Post-Divestiture



### **Post-Divestiture Market Share and Concentration**

City Area	Merged Kroger Share	C&S Share	Post-merger HHI	Delta-HHI
Bremerton	48%	17%	3,432	469
Burlington	43%	25%	3,501	137
Everett S	51%	0%	3,944	1,191
ederal Way	43%	13%	2,932	341
Kennewick	33%	0%	3,075	521
Kent W	59%	7%	4,654	1,243
Lakewood	69%	0%	5,740	2,321
Longview	37%	9%	2,982	359
Lynnwood	69%	23%	5,307	785
Puyallup	51%	10%	3,565	830
Renton	67%	18%	5,000	1,156
Richland	42%	0%	3,311	869
Seattle NE	72%	26%	5,881	1,033
Seattle S	67%	24%	5,168	928
Spokane N	55%	0%	3,633	1,188
Spokane SE	36%	7%	2,486	404
Spokane SW	38%	12%	2,763	322
Tacoma E	51%	15%	3,799	411
Tacoma W	54%	26%	4,015	360
Wenatchee	48%	12%	3,277	604
Yakima	38%	6%	3,045	473

Source: Dua Reply Report Figure 30 & backup

## **Alternative Market Definitions**

Geography	Product market	# Overlap markets		anticompetitive 3 Guidelines)	# Presumptively anticompetitive markets (2010 Guidelines)		
			No divestiture	After divestiture	No divestiture	After divestiture	
	Supermarket	57	57	21	57	19	
City area	Supermarket + Costco	57	57	19	56	14	
	Supermarket Plus	57	57	19	53	12	
	Supermarket	11	11	9	11	7	
MSA	Supermarket + Costco	11	11	7	9	3	
	Supermarket Plus	11	11	6	8	1	
	Supermarket	262	262	108	262	97	
3-mile	Supermarket + Costco	262	262	97	259	83	
	Supermarket Plus	262	262	94	253	70	
5-mile	Supermarket	293	293	148	293	118	
	Supermarket + Costco	293	293	122	285	79	
	Supermarket Plus	293	293	112	273	47	

- The Supermarket + Costco market includes all Supermarkets and Costco.
- The Supermarket Plus market includes all grocery retailers with selling space of greater than 9,000 square feet.

 The Proposed Transaction Will Lead to Undue Concentration in Relevant Markets Across Washington

 The Merger Will Likely Cause a Substantial Loss of Competition Regardless of How Markets Are Defined

• Defendants' Proposed Divestiture Will Not Restore the Competitive Intensity Lost as a Result of the Merger

## **Unilateral Effects**



## **Merger Guidelines**

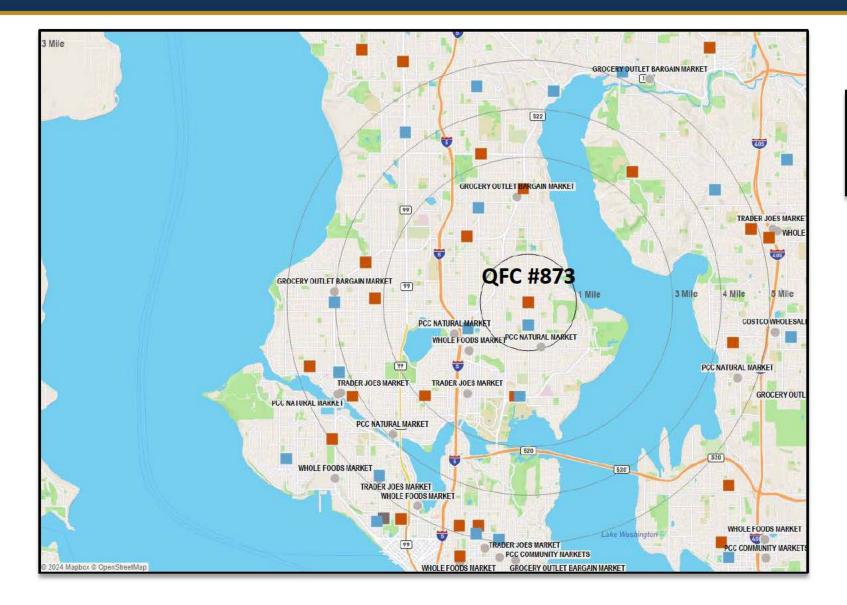
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"If evidence demonstrates substantial competition between the merging parties prior to the merger, that ordinarily suggests that the merger may substantially lessen competition."

Horizontal Merger Guidelines § 2.2

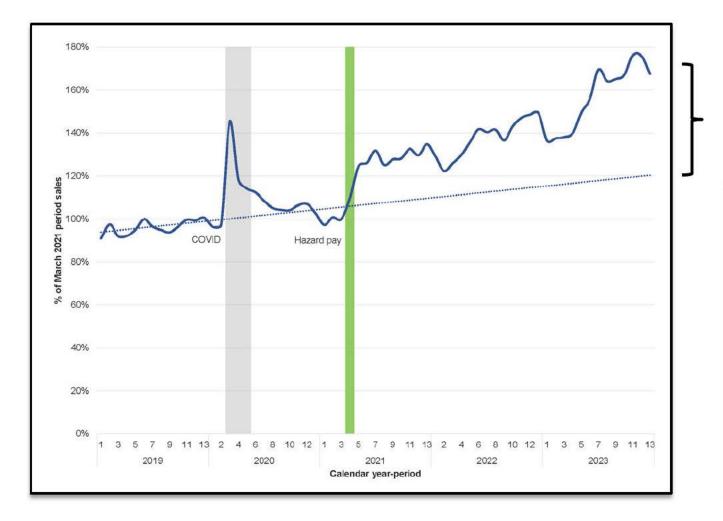
Issued December 18, 2023

## 2021 QFC Store Closure Analysis: Wedgwood Store





## Adjusted Sales of Safeway Nearest Closed Wedgwood QFC



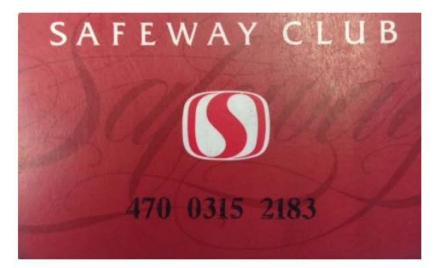
### Sales Impact

Dependent variable = 4-week Albertsons sales (\$Millions)	Closest Albertsons to Wedgewood QFC			
(similaris)	(1)	(2)	(3)	
=1 if the Kroger store has exited	0.641***	0.517***	0.563***	
	(0.043)	(0.052)	(0.044)	
=1 if in three months following covid announcement			0.364***	
			(0.125)	
Linear time trend		0.002***	0.001***	
		(0.001)	(0.000)	
R2	0.760	0.778	0.804	
Observations	128	128	128	
Diversion ratio	68%	55%	60%	
Standard errors in parentheses				
* p<0.10, ** p<0.05, *** p<0.01				

Source: Dua report, Figure 28 and 49

## **Loyalty Card-Based Diversion Analysis**





	Estimated Diversion
ACI to Kroger	51%
Kroger to ACI	59%

Source: Dua report, Figure 29

# **Consistently High Estimated Diversion Among Kroger and Albertsons**

Analysis	<b>Estimated Diversion</b>			
King Soopers Strike	55%			
QFC Store Closures	50% - 70%			
Loyalty Card Data	51% - 59%			

Source: Dua report, Figures 29, 48, and 49

# **1** Merging Parties' Prices

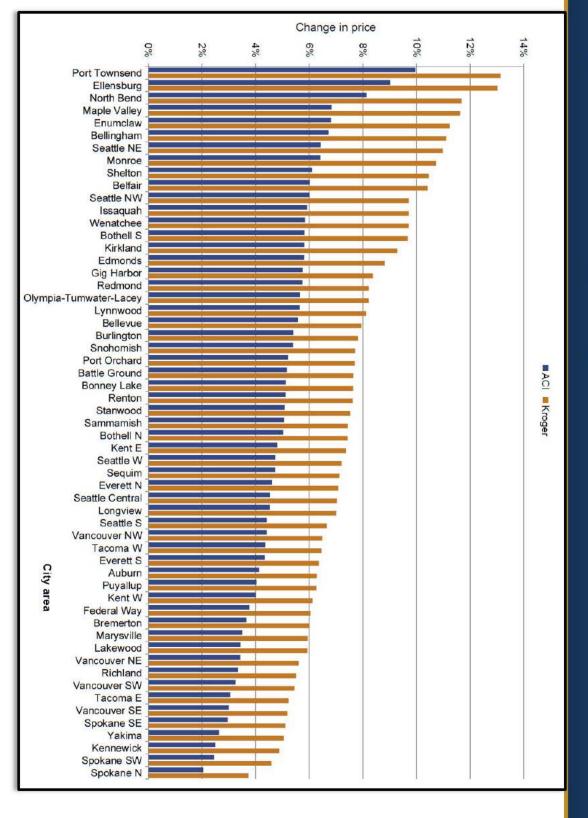
2 Diversions Between Merging Parties



Average Pri	Consumer Harm (\$ Millions			
Albertsons	Kroger Albertsons			
5%	8%	> \$800		

Source: Dua report, ¶ 195 & Figure 31

# **Upward Pricing Pressure by City Area**



Source: Dua report, Figure 31

## **Coordinated Effects**



## **Merger Guidelines**

U.S. Department of Justice and the Federal Trade Commission

# 2.3. Guideline 3: Mergers Can Violate the Law When They Increase the Risk of Coordination.

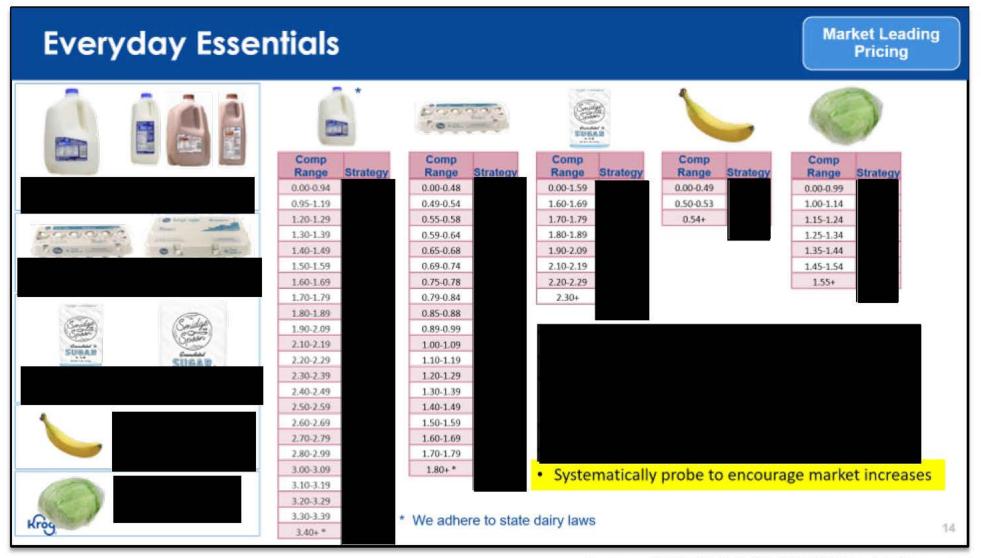
The Agencies determine that a merger may substantially lessen competition when it meaningfully increases the risk of coordination among the remaining firms in a relevant market or makes existing coordination more stable or effective.<sup>19</sup> Firms can coordinate across any or all dimensions of competition, such as price, product features, customers, wages, benefits, or geography. Coordination among rivals lessens competition whether it occurs explicitly—through collusive agreements between competitors not to compete or to compete less—or tacitly, through observation and response to rivals. Because tacit coordination often cannot be addressed under Section 1 of the Sherman Act, the Agencies vigorously enforce Section 7 of the Clayton Act to prevent market structures conducive to such coordination.

Tacit coordination can lessen competition even when it does not rise to the level of an agreement and would not itself violate the law. For example, in a concentrated market a firm may forego or soften an aggressive competitive action because it anticipates rivals responding in kind. This harmful behavior is more common the more concentrated markets become, as it is easier to predict the reactions of rivals when there are fewer of them.

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Horizontal Merger Guidelines, § 2.3

## **Pricing Probes Are Used Systematically**



Source: KRPROD-FTC-2R-000788646, 14, Dua report, footnote 352

	No Feedback	With Feedback
Albertsons	16%	40%
Kroger	24%	49%

Source: Dua reply report pargraph 126 & n.284

 The Proposed Transaction Will Lead to Undue Concentration in Relevant Markets Across Washington

 The Merger Will Likely Cause a Substantial Loss of Competition Regardless of How Markets Are Defined

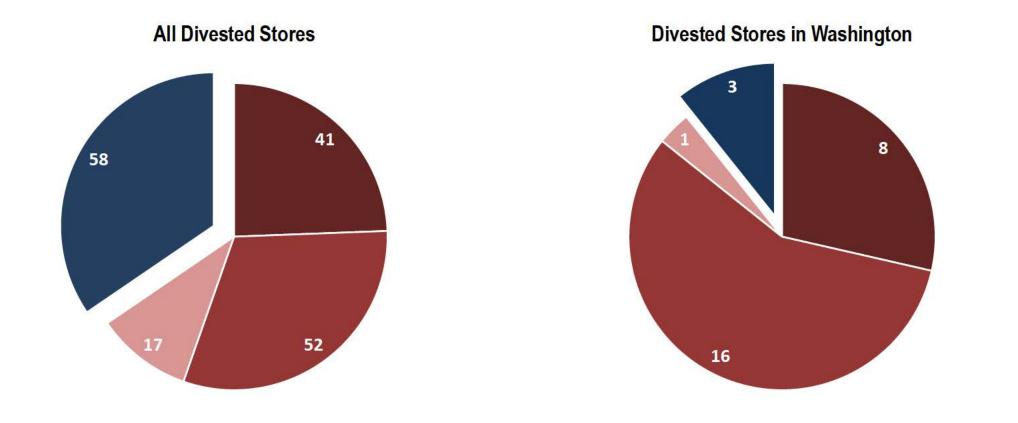
 Defendants' Proposed Divestiture Will Not Restore the Competitive Intensity Lost as a Result of the Merger

## **Post-Divestiture Market Share and Concentration**

City Area	Merged Kroger Share	C&S Share	Post-merger HHI	Delta-HHI
Bremerton	48%	17%	3,432	469
Burlington 43%		25%	3,501	137
Everett S	51%	0%	3,944	1,191
ederal Way	43%	13%	2,932	341
Kennewick	33%	0%	3,075	521
Kent W	59%	7%	4,654	1,243
Lakewood	69%	0%	5,740	2,321
Longview	37%	9%	2,982	359
Lynnwood	69%	23%	5,307	785
Puyallup	51%	10%	3,565	830
Renton	67%	18%	5,000	1,156
Richland	42%	0%	3,311	869
Seattle NE	72%	26%	5,881	1,033
Seattle S	67%	24%	5,168	928
Spokane N	55%	0%	3,633	1,188
Spokane SE	36%	7%	2,486	404
Spokane SW	38%	12%	2,763	322
Tacoma E	51%	15%	3,799	411
Tacoma W	54%	26%	4,015	360
Wenatchee	48%	12%	3,277	604
Yakima	38%	6%	3,045	473

Source: Dua Reply Report Figure 30 & backup

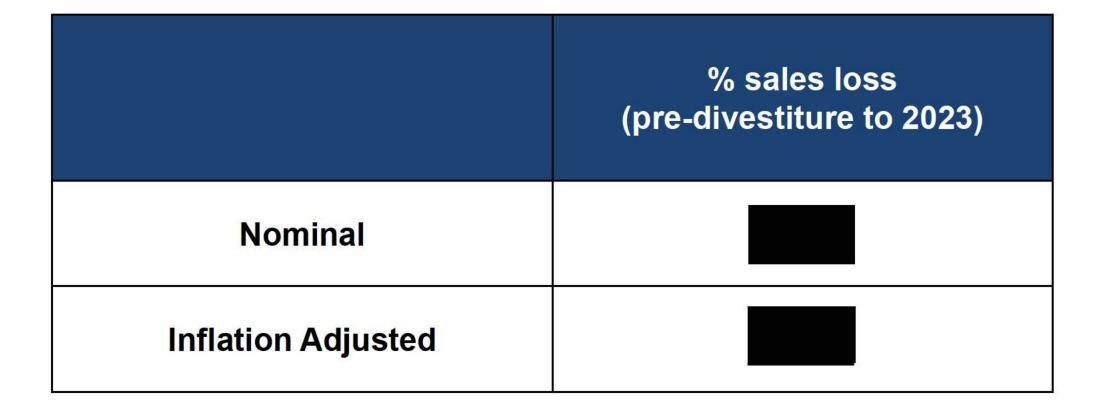
# **Outcomes for Supermarkets Divested in 2015 ACI-Safeway Merger**



Closed = Re-acquired by ACI = Converted to non-Supermarket = Operated as independent Supermarket

- 58 out of 168 stores divested operate as independent competitors today. 52 are operated by the merged ACI.
- In Washington, 3 out of 28 stores divested operate as independent competitors. 16 are operated by the merged ACI.

## **C&S** Sales at Stores Acquired in Price Chopper-Tops Divestiture



Source: Dua reply report paragraphs 190, 196

Product market	# of markets	# of presumptively anticompetitive markets, under 2023 guidelines, if C&S retain			# of presumptively anticompetitive markets, under 2010 guidelines, if C&S retain				
	markets	100% sales	and a second second second	70% sales	50% sales	100% sales	90% sales	70% sales	50% sale
Supermarket	57	21	26	46	52	19	23	37	51
Supermarket + Costco	57	19	27	48	53	14	17	35	49
Supermarket Plus	57	19	24	42	51	12	13	24	39

% Cales estained by CSC	Avg. Price	Change (%)	Concurrent horme (in Émillion)		
% Sales retained by C&S	ACI	Kroger	Consumer harm (in \$million)		
100%	0%	2%	\$151		
90%	1%	2%	\$172		
80%	1%	2%	\$194		
70%	1%	2%	\$217		
50%	1%	3%	\$271		

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