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Film Agents in Violation of Fair Trade Act for Abuse of Market Dominance

The FTC decided at the 1125th Commissioners' Meeting on May 29, 2013 that Hwei Horng Enterprise Co., Ltd. (hereinafter referred to as Hwei Horng Enterprise), Wisdom Win Distributor Co., (hereinafter referred to as Wisdom Win Distributor, VideoDB Enterprise Inc. (hereinafter referred to as VideoDB Enterprise), and Proview Entertainment Inc. (hereinafter referred to as Proview Entertainment) had abused their dominant status as exclusive agents for the public editions of certain films by raising the rates on a business that won the contracts in 2011 with New Taipei City Library and Kaohsiung City Library for procurement of audio/video material. The practice was obviously unfair conduct able to affect trading order and in violation of Article 24 of the Fair Trade Act. Acting according to the first section of Article 41 (1) of the same law, the FTC ordered the said companies to immediately cease the unlawful act after receiving the disposition and also imposed an administrative fine of NT\$300,000 on Hwei Horng Enterprise, NT\$300,000 on Wisdom Win Distributor, and NT\$100,000 on each of VideoDB Enterprise and Proview Entertainment.

Hwei Horng Enterprise and the three other companies were exclusive agents for the public editions of certain films. Apart

from through these companies, there were no other channels in the market to obtain the legal authorization to play such films. Hence, compared to other agents, downstream distributors and other related businesses, these companies definitely had their dominant market status. Normally, these four companies would give 10% to 30% discounts when doing transactions with businesses of the same trade and downstream distributors. The discounts given to the informer used to be 25% to 30% and the informer paid by check not cash. However, after failing to win the audio/video material procurement bids held by New Taipei City Library and Kaohsiung City Library in 2011, the four companies raised the rates on the winner of the bid. The total quantity and amount of each of the two contracts were bigger than usual but the said companies, instead of giving better rates, sold the material without any discount and accepted cash only. This was apparently inconsistent with their trading pattern in the past or normal, reasonable business practices. Moreover, after supplying the material for the two library procurement contracts, the said companies went back to giving 25% to 30% discounts on occasional, smaller orders from the said bid winner again or would deduct the amounts from other purchases. Therefore, giving no discount and accepting cash only on the two library procurement transactions was by no means normal, reasonable

business conduct.

The bid winner was in a relatively disadvantaged position because it had no choice but to make transactions with Hwei Horng Enterprise and the three other companies to obtain the legal authorization for the films involved in the two procurement contracts, while the four companies took advantage of their exclusive rights for the films and changed the transaction conditions. The said bid winner or potential competitors could be intimidated and refrain from participating in similar contract bidding for fear of similar retaliation from the four companies or become less interested in such contract bidding because of the lack of price incentives and profits. As a result, fair competition in the relevant market would be impaired and the price competition function in such bidding would be lessened. Therefore, from the angle of business ethics, there was culpability in the conduct. As the films provided by the said companies constituted a large proportion of the material required for the two procurement contracts, the FTC concluded that the conduct could affect the trading order in the library procurement contract market. It met the description of obviously unfair conduct set forth in Article 24 of the Fair Trade Act and was in violation of the said article. 

FTC Approved the Merger between ASML and Cymer with Conditions Attached


ASML Holding N.V. (hereinafter referred to as ASML) filed a merger notification regarding its intention to merge with Cymer through Kona Technology LLC (hereinafter referred to as KT), an indirect wholly-owned sub-subsidiary of ASML; KT would be the surviving company and Cymer the dissolved company. Acting according to Article 12 (2) of the Fair Trade Act, the FTC decided at the 1113th Commissioners' Meeting on Mar. 6, 2013 to approve the merger with conditions attached.

ASML mainly produced lithography equipment for manufacturing of semiconductors and Cymer specialized in making optical lithography light sources required in lithography equipment. At the time, no companies in the country had the capacity to manufacture such equipment and domestic semiconductor chip makers had to import it. Hence, the product market involved in the case was defined as the "global lithography equipment market" and "global optical lithography light source market." Around the world, there were only three lithography equipment producers, namely ASML, Canon and Nikon, while Cymer and Gigaphoton Inc. (hereinafter referred to as GPI) were the only two optical lithography light source manufacturers. Due to the high technology needed in the production of lithography equipment and optical lithography light sources, there existed a capital threshold in entry to these oligopolistic markets. Although ASML accounted for 60%~70% of the global lithography equipment market, it still had to face competition

from Canon and Nikon. Moreover, advanced research and development played a significant role in the business and the trading counterparts were major semiconductor manufacturers that had the status and capacity to negotiate prices. Meanwhile, procurement of optical lithography light sources was determined by semiconductor manufacturers mainly in accordance with their technology and production plans. Therefore, it was deemed unlikely that ASML would abuse its market power after the merger. Also, the merger could integrate the technology and capital needed in the research and development for EUV lithography light sources. The feasibility of mass production of EUV lithography light sources was still uncertain and, according to the merger notification, Cymer would be dissolved but KT would remain an independent operation after the merger and continue to do business with Nikon and Canon. In addition, ASML would be able to provide semiconductor manufacturers with optical lithography equipment carrying different light sources. Therefore, the merger was unlikely to lead to market foreclosure.

The EUV light source technology was a key factor in the development of the semiconductor chip industry. Extremely complicated and requiring large investments, the technology is not yet commercialized. Advancement in the EUV technology could improve technology and performance in semiconductor chip production. The effects on technological upgrades and the overall benefit for domestic economy were positive. However, as the choice of semiconductor

businesses that had been dealing with ASML to switch to other trading counterparts would be reduced when technical capacity and product stability were taken into consideration, these businesses might make the specification of using only optical lithography light sources from Cymer and not GPI. The right of choice would become restrained and the investment costs of these businesses would increase. At the same time, the choice of the light source carried in optical lithography equipment would be limited and competition in the lithography equipment market could be affected. Therefore, the FTC found it necessary to attach conditions for behavioral regulation to eliminate likely disadvantages from competition restrictions and safeguard the overall economic benefit.


After assessing the overall circumstances, the FTC decided to approve the merger with conditions attached. The conditions included that the merging enterprises could not hold any prejudice and refuse to supply, purchase from, or conduct other transactions with any specific business, impose exclusive dealing on any trading counterpart, restrict the freedom of trading counterparts to make transactions with enterprises not participating in the merger, refuse to supply horizontal competitors not participating in the merger, and impose differentiated treatment on trading counterparts not participating in the merger when making transactions, providing technical support or changing parts. 

Joint Cancellation of Discounts for Cash Payments by Private Auto LPG Stations in Violation of Fair Trade Act

The FTC decided at the 1108th Commissioners' Meeting on Jan. 30, 2013 that Liu Tong Development Co., Ltd. (hereinafter referred to as Liu Tong), Rui Shan Auto LPG Station Co., Ltd. (hereinafter referred to as Rui Shan), Greater Taipei Auto LPG Station Co., Ltd. (hereinafter referred to as Greater Taipei), Xi Ou Gas Station Co., Ltd. (hereinafter referred to as Xi Ou), Xin An He Auto LPG Station Co., Ltd. (hereinafter referred to as Xin An He), Ju Guang Lu Auto LPG Station Co., Ltd. (hereinafter referred to as Ju Guang), Da Zhong He Energy Co., Ltd. (hereinafter referred to as Da Zhong He), Na Rui Co., Ltd. (hereinafter referred to as Na Rui), and Jin Yu Meng Co., Ltd. (hereinafter referred to as Jin Yu Meng), nine auto LPG gas station operators in the greater Taipei region, had violated the regulation against concerted actions set forth in Article 14 (1) of the Fair Trade Act for establishing on Mar. 22, 2011 the mutual understanding to cancel discounts for cash payment in April because the conduct was able to affect the function of the auto LPG market.

In addition to ordering the nine businesses to cease the aforesaid unlawful act, the FTC also imposed an administrative fine of 360,000 NT dollars (the same currency applies hereinafter), 320,000 on each of Rui

Shan and Greater Taipei, 260,000 on Xi Ou, 200,000 on each of Xin An He, Ju Guang and Da Zhong He, and 100,000 on each of Na Rui and Jin Yu Meng. The fines totaled 2,060,000 NT dollars.

The FTC was informed of the concerted action by a taxi driver who went to five different auto LPG stations on Apr. 2, 2011 and found all the stations had cancelled the 1 to 1.5 dollar discounts per liter originally given for cash payment simultaneously. During the investigation, the FTC discovered the case was more complicated than it appeared and therefore expanded the investigation. The findings indicated that the nine businesses had established the mutual understanding to cancel the discounts at a meeting on Mar. 22, 2011 and it was a concerted action as described in the Fair Trade Act. As the total amount of LPG provided by the nine businesses accounted for as much as 64.7% the total LPG provided in the greater Taipei area, the joint cancellation of discounts apparently had an effect on the supply-demand function of the relevant market. After assessing the scale of the nine businesses, the degree of their remorse, and their cooperation during the investigation, the FTC made the above-mentioned sanctions. 


Hong Sen Business in Violation of Supervisory Regulations Governing Multilevel Sales

The FTC decided at the 1123rd Commissioners' Meeting on May 14, 2013 that Hong Sen Business Co., Ltd. (hereinafter referred to as Hong Sen Business), a multilevel sales operation, had violated Article 23-3 (2) of the Fair Trade Act and Articles 23-1 (2) and 23-2 (2) of the same act was applicable mutatis mutandis. Acting according to Articles 7 (1), 13 and 16 (2) of the Supervisory Regulations Governing Multilevel Sales enacted in accordance with Article 23-4 of the same act, the FTC imposed on Hong Sen Business an administrative fine of NT\$3,300,000 and also ordered the company to cease the acts in violation of Articles 23-1 (2) and 23-2 (2) of the Fair Trade Act and Articles 13 and 16 (2) of the Supervisory Regulations Governing Multilevel Sales.

When performing a random inspection, the FTC discovered that Hong Sen Business had failed to process within the statutory 30-day period a considerable quantity of products returned by participants withdrawing from the multilevel sales scheme between Oct. and Dec. 2012. It was in violation of Articles 23-1 (2) and 23-2 (2) of the Fair Trade Act. At the same time, Hong Sen Business also violated Article 7 (1) of the Supervisory Regulations Governing Multilevel Sales for not filing with the FTC before starting to market the "NT\$499 (30 months) cell phone plan" as an agent for VIBO Telecom. Meanwhile, while examining the contracts Hong Sen Business had signed with participants, the FTC found

that those joining Hong Sen Business through cell phone service subscription had been requested to sign a "cell phone and SIM card acceptance affidavit" in which it was stated, "...cancellation of contract during the contract period is disallowed or I (the user) will pay the fine for breach of contract and I also promise to use the service regularly and pay the bill on time..." The wording was in violation of Articles 23-1 and 23-2 of the Fair Trade Act and the act of putting participants in a disadvantageous position was in violation of Article 13 of the Supervisory Regulations Governing Multilevel Sales.

In addition, a random check of the contracts Hong Sen Business had signed with participants showed that in Dec. 2012 alone the company had signed contracts with 319 people with limited capacity for civil conduct and there was no written consent of the legal representative. It was in violation of Article 16 (2) of the Supervisory Regulations Governing Multilevel Sales.

After assessing the above-mentioned offenses, the FTC concluded that Hong Sen Business had seriously violated the Fair Trade Act and the Supervisory Regulations Governing Multilevel Sales and the interests of participants had been severely impaired. Therefore, the FTC imposed an administrative fine of NT\$3,300,000 and also put the company under close watch. 

An Overview of the Development of Multilevel Sales Businesses in 2012

To enhance the guidance for and the administration of the multilevel sales industry, the FTC surveys the management and development of registered multilevel businesses on an annual basis. The one carried out in 2012 indicated that the number of multilevel sales businesses, the total sales and the number of participants in 2012 were all larger than those in the previous year and most of these businesses were optimistic about the future.

The survey was conducted on 542 multilevel sales businesses that were registered with the FTC as of the end of 2012. A total of 444 of the businesses filled out the questionnaire, resulting in a response rate of 81.92%. After 50 businesses that had not yet begun operation and 31 others that had closed down or suspended operation were subtracted, there remained 363 effective responses on which the statistical analysis performed was based. The results are as follows:

1. Number of Participants and Participant Statistics

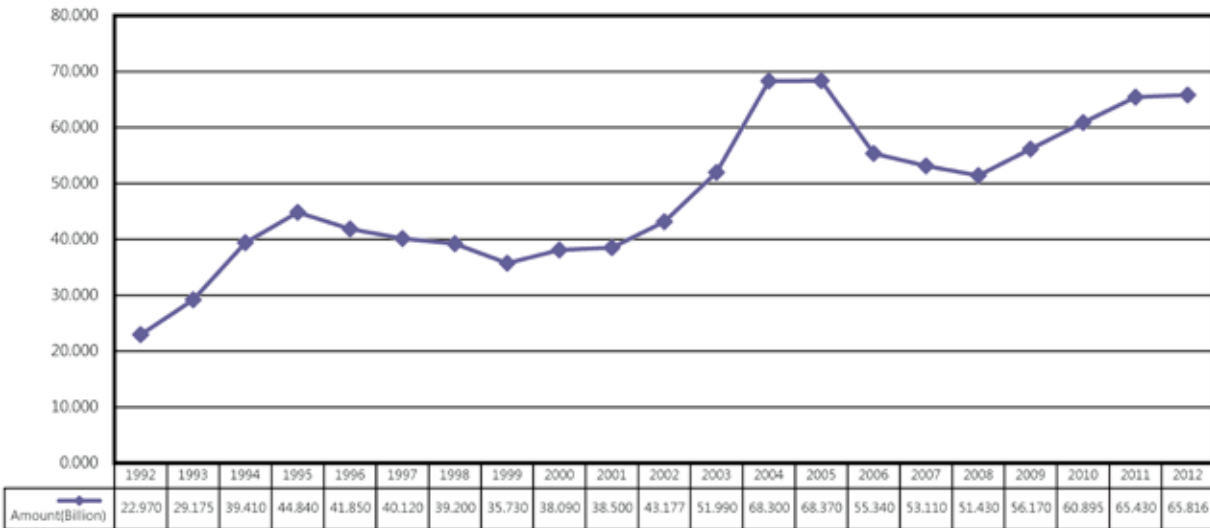
- (1) A total of 3.089 million person-times participated in multilevel sales as of the end of 2012, increasing by 556 thousand people (21.95%) from the total of 2.533 million people as of the end of 2011. After the ones participating in two or more multilevel sales schemes were subtracted, the actual number of participants was 2.763 million, 409 thousand (17.37%) more than the year before.
- (2) The multilevel sales participation rate (the ratio of participants to the total population) was about 11.85%. In other words, 11.85 persons out of every hundred people participated in multilevel sales.
- (3) There were 849 thousand new participants in 2012, accounting for 27.48% of the total number of participants, dropping by 4,000 from the year before.
- (4) In 2012, there were 2.1685 million female participants, accounting for 70.20% of the total number of participants, rising 0.62% from the 69.58% in 2011. Female participants were unquestionably the majority in the multilevel sales market.

Table 1 Change in the Number of Participants

	Number of Participants	After Subtraction of multiple participation	Multilevel Sales Participation Ratio	Female Participation Ratio
2012	3.089 million	2.763 million	11.85 %	70.2 %
2011	2.533 million	2.354 million	10.14 %	69.58 %

2. Total Output Value of the Multilevel Sales Industry and Business Scales

(1) The total sales of the 363 multilevel sales businesses were 65.816 billion, growing by 0.386 billion (0.59%) from the 65.43 billion in 2011.



Run Chart - Total Annual Sales over the Years

(2) There were 12 businesses, 3.31% of the total number of multilevel sales businesses, with annual sales of more than NT\$1 billion, but their total sales achieved NT\$42.153 billion, accounting for 64.05% of the total annual sales of the industry.

(3) There were 58 businesses, 15.97% of the total number of multilevel sales businesses, with annual sales of

between NT\$1 hundred million and NT\$1 billion and their total sales of NT\$18.554 billion made up 28.19% of the total annual sales of the industry.

- (4) The annual sales of each of the remaining 293 businesses, 80.72% of the total number of multilevel sales businesses, were less than NT\$1 hundred million. Their total sales of NT\$5.109 billion only accounted for 7.76% of the total annual sales of the industry. The scale difference between multilevel sales businesses was obviously rather huge.

3. Multilevel Sales Products and Supply Costs

- (1) Nutritional and healthcare food products remained the best-selling items in 2012 and brought in NT\$38.451 billion (58.42% of the total sales), followed by beautification and skin care products at NT\$10.954 billion (16.64%), other products NT\$4.381 billion (6.66%), and cleaning detergents NT\$3.56 billion (5.41%). Together, these four categories accounted for 87.13% of the total sales.
- (2) The supply (production) costs of multilevel sales businesses in 2012 amounted to 17.714 billion, accounting for 26.91% of the total sales, dropping 4.08% from the 30.99% in 2011.



4. Online Marketing

In 2012, 130 multilevel sales businesses (35.81%) adopted online marketing, while 78 businesses (21.49%) set up online stores. Apparently, e-commerce was still not so prevalent and “people” remained the main marketing medium in multilevel sales.

5. Issuance of Bonuses (Commissions) and the Number and Ratio of Participants Placing Orders

- (1) In 2012, a total of NT\$24.588 billion was disbursed as commissions (bonuses), accounting for 37.36% of the total sales, rising 0.87% from the 36.49% in 2011. 97 businesses (26.72%) paid out 30% to 40% of their total sales as commissions (bonuses), followed by 72 businesses paying out 40% to 50% (19.83%), and 62 businesses (17.08%) paying out 20% to 30%.
- (2) 1.461 million participants placed orders in 2012, accounting for 47.30% of the total number of participants. 758 thousand people received commissions (bonuses), or 24.54% of the total number of participants. On average, each person received NT\$32,434 as commissions (bonuses), increasing by NT\$2,425 from the NT\$30,009 in 2011.

Table 2 Number and Ratio of Participants Placing Orders and Receiving Bonuses (Commissions)

	2012	2011	Increase/Decrease
Number and Percentage of Participants Placing Orders	1.461 million	1.443 million	18 thousand 
	47.30 %	56.97 %	9.67 % 
Number and Percentage of Participants Receiving Bonuses (Commissions)	758 thousand	796 thousand	38 thousand 
	24.54 %	31.43 %	6.89 % 
Average Amount Received	32.434 thousand	30.009 thousand	2.425 thousand 

6. Future Business Expectations:

- (1) 200 businesses (55.10%) believed sales in 2013 would be better than in 2012, while 54 others (14.88%) thought sales would slow down.
- (2) 51.24% of the businesses thought that recessions would be the toughest among the difficulties that the industry was likely to encounter in the future. 47.11% worried that intensification of competition on similar products could worsen. 46.56% thought that the problem would be illegal multilevel sales operations, and 40.77% were apprehensive about decrease in participants. Compared to 2011 data, many believed that the industry would face a recession in the future and it would be the biggest management problem, jumping from third place, for the industry in the future. Some others suggested that the market would gradually reach saturation, having already increased by 6.9% from 2011. Obviously, the factors that would affect future management were deemed to be subject to changes in the economic environment.

FTC Activities in May and June 2013

- ▶ On May 2, 7, 10, 20, and 23, the FTC conducted the “Fair Trade Act Training Camp” respectively at Chaoyang University of Technology, National Pingtung University of Science and Technology, National University of Kaohsiung, Chang Jung Christian University, and National Chung Cheng University.
- ▶ On May 2, 6, 7, 10, and 13, the FTC conducted the “Presentation on Multilevel Sales Regulations” respectively at National Taipei University, Asia University, National Taiwan University, National University of Kaohsiung, Feng Chia University, and Aletheia University.
- ▶ On May 3, the FTC conducted a presentation on the Fair Trade Act at Chiayi City Government.
- ▶ On May 3, the FTC conducted the “Presentation on Fair Trade Commission Disposal Directions (Policy Statements) on Sales of Elementary and Junior High School Textbooks” in Kaohsiung City.
- ▶ On May 6, 8, and 10, the teachers and students of the Department of Economics of Soochow University, the College of Law of National Taiwan University, and the Department of Law of National Taipei University respectively attended the “Fair Trade Act Training Camp” at the Competition Policy Information and Research Center of the FTC.
- ▶ On May 7, Assistant Professor Chen Chiawen of the Department of Economics of National Taipei University gave a special topic speech on “Review of Horizontal Mergers - Market Definition Theories and Practices” at the invitation of the FTC.
- ▶ On May 17, 21, and 30, the FTC conducted the “Presentation on Fair Trade Commission Disposal Directions (Policy Statements) on Sales of Pre-purchased Homes” respectively in Taoyuan City, Changhwa City, and Taipei City.
- ▶ On May 21 and 31, the FTC held a presentation on the “Various Aspects of Trading Traps” respectively at the Welfare and Service Center for the Disabled in Pingtung County and Heng Chun Christian Hospital.
- ▶ On May 24 and 31, the FTC held the “Presentation on Agriculture and Competition” respectively in Pingtung City and Changhwa City.
- ▶ On May 29 and 30, the FTC conducted the “Presentation on Multilevel Sales Regulations and the Personal Information Protection Act” at the Competition Policy Information and Research Center of the FTC.
- ▶ On May 31, the FTC conducted the “Presentation on Multilevel Sales Regulations” for the indigenous people in Jhongli City, Taoyuan County.
- ▶ On Jun. 4, the FTC conducted the “Fair Trade Act Training Camp” at National Pingtung Institute of Commerce.
- ▶ On Jun. 6 and 17, the teachers and students of the Department of Public Finance of National Chengchi University and the Department of Economics of Shih Hsin University respectively attended the “Fair Trade Act Training Camp” at the Competition Policy Information and Research Center of the FTC.
- ▶ On Jun. 11, 18, and 26, the FCT conducted the presentation on the “Various Aspects of Trading Traps”

respectively at the Donghe Township Office and Changbin Township Office of Taitung County, and the Taiwu Township Office of Pingtung County.

- ▲ On Jun. 13, the FTC held the “Presentation on Multilevel Sales Regulations and the Personal Information Protection Act” in Kaohsiung City.
- ▲ On Jun. 18 and 28, the FTC respectively gave a special topic speech on the “Practices of Livestock Product Sales and Price Determination Mechanism in Taiwan” and on the “Practices of Agricultural and Livestock Product Price Quotation and Prospects” at the FTC.
- ▲ On Jun. 21, the FTC conducted the “Analysis of the Latest Amendment to Regulations against Concerted Actions - a Special Topic Presentation on the Decision of Fines and the Leniency Policy” in Taichung City.
- ▲ On Jun. 21, the FTC Chairman Wu Shiow-ming and FTC staff members conducted the “Media Conference on the Latest Amendment to Regulations against Concerted Actions” in Taichung City.
- ▲ On Jun. 25, Associate Professor Yen Tingtong of the Department of Financial Law of Ming Chuan University gave a special topic speech on “Rethinking Merger Regulation under the Fair Trade Act after the Acquisition of NextMedia” at the invitation of the FTC.
- ▲ On Jun. 25, the FTC representatives attended the “Bilateral Seminar on Cross-strait Mergers” held by the Taipei Bar Association.
- ▲ On Jun. 28, the FTC conducted the 2013 “Workshop on the International Development of Competition Law and Training” at the Competition Policy Information and Research Center of the FTC.



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1. The FTC conducting the "Fair Trade Act Training Camp" at National Chung Cheng University
2. The FTC conducting the "Presentation on Fair Trade Commission Disposal Directions (Policy Statements) on Sales of Elementary and Junior High School Textbooks" in Kaohsiung City
3. The FTC conducting the "Presentation on Agriculture and Competition" in Changhua City
4. The FTC conducting the "Presentation on Multilevel Sales Regulations and the Personal Information Protection Act" at the Competition Policy Information and Research Center of the FTC
5. The FTC conducting the "Analysis of the Latest Amendment to Regulations against Concerted Actions - a Special Topic Presentation on the Decision of Fines and the Leniency Policy" in Taichung City
6. The FTC Chairman Wu Shioh-ming and FTC staff members at the "Media Conference on the Latest Amendment to Regulations against Concerted Actions" in Taichung City

FTC International Exchanges in May and June 2013

- ▶ On May 30, the FTC attended the teleconference held by the ICN Cartel Working Group.
- ▶ On Jun. 5, 13 and 19, the FTC attended the teleconferences held by the ICN Agency Effectiveness Working group and Cartel Working group.
- ▶ On Jun. 10 and 11, Doctor Arai Koki from Japan's Fair Trade Commission gave a speech on "Economic Analysis under Competition Law and Sample Cases" at the invitation of the FTC.
- ▶ On Jun. 17 to 20, the FTC Commissioner Tsai Hwei-an led a delegation to attend the June Routine Meeting of the OECD Competition Commission.
- ▶ On Jun. 18, the FTC representatives attended the Taiwan-Japan Economic and Trade Consultation midterm review meeting.
- ▶ On Jun. 29 and 30, the FTC representatives attended the Second Meeting of the APEC Economic Committee in Medan, Indonesia.



Doctor Arai Koki from Japan's Fair Trade Commission giving a speech on "Economic Analysis under Competition Law and Sample Cases" at the invitation of the FTC



The FTC representatives attending a meeting held by the APEC Economic Committee in Medan, Indonesia

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