

## Public questionnaire for the 2019 Evaluation of the Research & Development and Specialisation Block Exemption Regulations

Fields marked with \* are mandatory.

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### Introduction

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#### Background and aim of the public questionnaire

Article 101(1) of the Treaty on the Functioning of the European Union ('the Treaty') prohibits agreements between undertakings that restrict competition unless they generate efficiencies in line with Article 101(3) of the Treaty. Agreements generate efficiencies in line with Article 101(3) of the Treaty if they contribute to improving the production or distribution of goods or services, or to promoting technical or economic progress, while allowing consumers a fair share of the resulting benefits; they only impose restrictions that are indispensable for the attainment of these objectives and do not eliminate competition in respect of a substantial part of the product in question. The prohibition contained in Article 101(1) of the Treaty covers, amongst others, agreements entered into between actual or potential competitors (so-called 'horizontal agreements').

Commission Regulations (EU) No 1217/2010 (Research & Development Block Exemption Regulation - 'R&D BER') and 1218/2010 (Specialisation Block Exemption Regulation - 'Specialisation BER'), together referred to as the 'Horizontal block exemption regulations' (or 'HBERs'), exempt from the prohibition contained in Article 101(1) of the Treaty those R&D and specialisation agreements for which it can be assumed with sufficient certainty that they satisfy the conditions of Article 101(3) of the Treaty. The Commission Guidelines on horizontal cooperation agreements ('HGL') provide binding guidance on the Commission for the interpretation of the HBERs and for the application of Article 101 of the Treaty to other horizontal agreements. The HBERs will expire on 31 December 2022.

This public questionnaire represents one of the methods of information gathering in the evaluation of the HBERs, together with the HGL, which was launched on 5 September 2019. The purpose of this questionnaire is to collect views and evidence from the public and stakeholders on how the current rules work for them. The Commission will evaluate the current HBERs, together with the HGL, based on the following criteria:

- Effectiveness (Have the objectives been met?),
- Efficiency (Were the costs involved proportionate to the benefits?),
- Relevance (Do the objectives still match current needs or problems?),
- Coherence (Does the policy complement other actions or are there contradictions?), and
- EU added value (Did EU action provide clear added value?).

The collected information will provide part of the evidence base for determining whether the Commission should let the HBERs lapse, prolong their duration without changing them or prolong them in a revised form, together with the accompanying HGL.

The responses to this public consultation will be analysed and the summary of the main points and conclusions will be made public on the Commission's central public consultations page. **Please note that your replies will also become public as a whole, see below under Section 'Privacy and Confidentiality'.**

Nothing in this questionnaire may be interpreted as stating an official position of the Commission.

### **Submission of your contribution**

You are invited to reply to this public consultation by answering the questionnaire online. To facilitate the analysis of your replies, we would kindly ask you to keep your answers concise and to the point. You may include documents and URLs for relevant online content in your replies.

While the questionnaire contains several questions of a more general nature, notably Section 4 and 5 also contain questions that are aimed at respondents with more specialised knowledge of the HBERs and HGL. We invite all respondents to provide answers to the questionnaire. In case a question does not apply to you or you do not know the answer, please choose the field 'Do not know' or 'Not applicable'.

For your information, you have the option of saving your questionnaire as a 'draft' and finalising your response later. In order to do this you have to click on 'Save as Draft' and save the new link that you will receive from the EUSurvey tool on your computer. Please note that without this new link you will not be able to access the draft again.

The questionnaire is available in English, French and German. You may however respond in any EU language.

In case of questions, you can contact us via the following functional mailbox: [COMP-HBERS-REVIEW@ec.europa.eu](mailto:COMP-HBERS-REVIEW@ec.europa.eu).

In case of technical problem, please contact the Commission's [CENTRAL HELPDESK](#).

### **Duration of the consultation**

The consultation on this questionnaire will be open for 14 weeks, from 6/11/2019 to 12/2/2020.

### **Privacy and confidentiality**

#### **\* 1.1 Publication privacy settings**

The Commission will publish the responses to this public consultation. You can choose whether you would like your details to be made public or to remain anonymous.

##### **Anonymous**

Only your type of respondent, country of origin and contribution will be published. All other personal details (name, organisation name and size, transparency register number) will not be published.

**Public**

Your personal details (name, organisation name and size, transparency register number, country of origin) will be published with your contribution.

Please note that your replies and any attachments you may submit will be published in their entirety even if you chose 'Anonymous'. Therefore, please remove from your contribution any information that you will not want to be published.

1.2 I agree with the [personal data protection provisions](#)

## 2 About you

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\* 2.1 Language of my contribution

- Bulgarian
- Croatian
- Czech
- Danish
- Dutch
- English
- Estonian
- Finnish
- French
- Gaelic
- German
- Greek
- Hungarian
- Italian
- Latvian
- Lithuanian
- Maltese
- Polish
- Portuguese
- Romanian
- Slovak
- Slovenian
- Spanish
- Swedish

\* 2.2 First name

\* 2.3 Surname

2.4 Email (this won't be published)

\* 2.4 Email (this won't be published)

\* 2.5 I am giving my contribution as

- Academic/research institution
- Business association
- Company/business organisation
- Consumer organisation
- EU citizen
- Environmental organisation
- Non-EU citizen
- Non-governmental organisation (NGO)
- Public authority
- Trade union
- Other

2.6 Other - please specify

If you chose "Other", please specify whether you are contributing as lawyer/law firm, economic consultancy or something else:

\* 2.7 Organisation name

*255 character(s) maximum*

If available, please provide your ID number of the [EU Transparency Register](#). If your organisation is not registered, we invite you to register, although it is not compulsory to be registered to reply to this consultation.

2.8 Transparency register number

*255 character(s) maximum*

Check if your organisation is on the [transparency register](#). It's a voluntary database for organisations seeking to influence EU decision-making.

\* 2.10 Organisation size

- Micro (1 to 9 employees)
- Small (10 to 49 employees)
- Medium (50 to 249 employees)
- Large (250 or more)

\* 2.11 The main activities of your organisation:

*Text of 1 to 250 characters will be accepted*

\* 2.12 Please describe the sectors where your organisation or your members are conducting business:

*Text of 1 to 250 characters will be accepted*

\* 2.13 The 2 digit NACE Rev.2 code(s) referring to the level of "division" that applies to your business (see part III, pages 61 – 90 of Eurostat's statistical classification of economic activities in the European Community, [available here](#)):

\* 2.14 The product(s) and/or service(s) provided by your company/business organisation:

\* 2.15 Country of origin

Please add your country of origin, or that of your organisation.

- |   |  |  |  |
|---|--|--|--|
| <input type="radio"/> Afghanistan         | <input type="radio"/> Djibouti           | <input type="radio"/> Libya            | <input type="radio"/> Saint Martin                     |
| <input type="radio"/> Åland Islands       | <input type="radio"/> Dominica           | <input type="radio"/> Liechtenstein    | <input type="radio"/> Saint Pierre and Miquelon        |
| <input type="radio"/> Albania             | <input type="radio"/> Dominican Republic | <input type="radio"/> Lithuania        | <input type="radio"/> Saint Vincent and the Grenadines |
| <input type="radio"/> Algeria             | <input type="radio"/> Ecuador            | <input type="radio"/> Luxembourg       | <input type="radio"/> Samoa                            |
| <input type="radio"/> American Samoa      | <input type="radio"/> Egypt              | <input type="radio"/> Macau            | <input type="radio"/> San Marino                       |
| <input type="radio"/> Andorra             | <input type="radio"/> El Salvador        | <input type="radio"/> Madagascar       | <input type="radio"/> São Tomé and Príncipe            |
| <input type="radio"/> Angola              | <input type="radio"/> Equatorial Guinea  | <input type="radio"/> Malawi           | <input type="radio"/> Saudi Arabia                     |
| <input type="radio"/> Anguilla            | <input type="radio"/> Eritrea            | <input type="radio"/> Malaysia         | <input type="radio"/> Senegal                          |
| <input type="radio"/> Antarctica          | <input type="radio"/> Estonia            | <input type="radio"/> Maldives         | <input type="radio"/> Serbia                           |
| <input type="radio"/> Antigua and Barbuda | <input type="radio"/> Eswatini           | <input type="radio"/> Mali             | <input type="radio"/> Seychelles                       |
| <input type="radio"/> Argentina           | <input type="radio"/> Ethiopia           | <input type="radio"/> Malta            | <input type="radio"/> Sierra Leone                     |
| <input type="radio"/> Armenia             | <input type="radio"/> Falkland Islands   | <input type="radio"/> Marshall Islands | <input type="radio"/> Singapore                        |
| <input type="radio"/> Aruba               | <input type="radio"/> Faroe Islands      | <input type="radio"/> Martinique       | <input type="radio"/> Sint Maarten                     |
| <input type="radio"/> Australia           | <input type="radio"/> Fiji               | <input type="radio"/> Mauritania       | <input type="radio"/> Slovakia                         |

- Austria
- Azerbaijan
- Bahamas
- Bahrain
- Bangladesh
- Barbados
- Belarus
- Belgium
- Belize
- Benin
- Bermuda
- Bhutan
- Bolivia
- Bonaire Saint Eustatius and Saba
- Bosnia and Herzegovina
- Botswana
- Bouvet Island
- Brazil
- British Indian Ocean Territory
- British Virgin Islands
- Brunei
- Bulgaria
- Burkina Faso
- Burundi
- Cambodia
- Cameroon
- Canada
- Cape Verde
- Cayman Islands
- Central African Republic
- Finland
- France
- French Guiana
- French Polynesia
- French Southern and Antarctic Lands
- Gabon
- Georgia
- Germany
- Ghana
- Gibraltar
- Greece
- Greenland
- Grenada
- Guadeloupe
- Guam
- Guatemala
- Guernsey
- Guinea
- Guinea-Bissau
- Guyana
- Haiti
- Heard Island and McDonald Islands
- Honduras
- Hong Kong
- Hungary
- Iceland
- India
- Indonesia
- Iran
- Iraq
- Mauritius
- Mayotte
- Mexico
- Micronesia
- Moldova
- Monaco
- Mongolia
- Montenegro
- Montserrat
- Morocco
- Mozambique
- Myanmar /Burma
- Namibia
- Nauru
- Nepal
- Netherlands
- New Caledonia
- New Zealand
- Nicaragua
- Niger
- Nigeria
- Niue
- Norfolk Island
- Northern Mariana Islands
- North Korea
- North Macedonia
- Norway
- Oman
- Pakistan
- Palau
- Slovenia
- Solomon Islands
- Somalia
- South Africa
- South Georgia and the South Sandwich Islands
- South Korea
- South Sudan
- Spain
- Sri Lanka
- Sudan
- Suriname
- Svalbard and Jan Mayen
- Sweden
- Switzerland
- Syria
- Taiwan
- Tajikistan
- Tanzania
- Thailand
- The Gambia
- Timor-Leste
- Togo
- Tokelau
- Tonga
- Trinidad and Tobago
- Tunisia
- Turkey
- Turkmenistan
- Turks and Caicos Islands
- Tuvalu

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|--|-----------------------------------|---|--|
| <input type="radio"/> Chad                             | <input type="radio"/> Ireland     | <input type="radio"/> Palestine                                   | <input type="radio"/> Uganda                               |
| <input type="radio"/> Chile                            | <input type="radio"/> Isle of Man | <input type="radio"/> Panama                                      | <input type="radio"/> Ukraine                              |
| <input type="radio"/> China                            | <input type="radio"/> Israel      | <input type="radio"/> Papua New Guinea                            | <input type="radio"/> United Arab Emirates                 |
| <input type="radio"/> Christmas Island                 | <input type="radio"/> Italy       | <input type="radio"/> Paraguay                                    | <input type="radio"/> United Kingdom                       |
| <input type="radio"/> Clipperton                       | <input type="radio"/> Jamaica     | <input type="radio"/> Peru  | <input type="radio"/> United States                        |
| <input type="radio"/> Cocos (Keeling) Islands          | <input type="radio"/> Japan       | <input type="radio"/> Philippines                                 | <input type="radio"/> United States Minor Outlying Islands |
| <input type="radio"/> Colombia                         | <input type="radio"/> Jersey      | <input type="radio"/> Pitcairn Islands                            | <input type="radio"/> Uruguay                              |
| <input type="radio"/> Comoros                          | <input type="radio"/> Jordan      | <input type="radio"/> Poland                                      | <input type="radio"/> US Virgin Islands                    |
| <input type="radio"/> Congo                            | <input type="radio"/> Kazakhstan  | <input type="radio"/> Portugal                                    | <input type="radio"/> Uzbekistan                           |
| <input type="radio"/> Cook Islands                     | <input type="radio"/> Kenya       | <input type="radio"/> Puerto Rico                                 | <input type="radio"/> Vanuatu                              |
| <input type="radio"/> Costa Rica                       | <input type="radio"/> Kiribati    | <input type="radio"/> Qatar                                       | <input type="radio"/> Vatican City                         |
| <input type="radio"/> Côte d'Ivoire                    | <input type="radio"/> Kosovo      | <input type="radio"/> Réunion                                     | <input type="radio"/> Venezuela                            |
| <input type="radio"/> Croatia                          | <input type="radio"/> Kuwait      | <input type="radio"/> Romania                                     | <input type="radio"/> Vietnam                              |
| <input type="radio"/> Cuba                             | <input type="radio"/> Kyrgyzstan  | <input type="radio"/> Russia                                      | <input type="radio"/> Wallis and Futuna                    |
| <input type="radio"/> Curaçao                          | <input type="radio"/> Laos        | <input type="radio"/> Rwanda                                      | <input type="radio"/> Western Sahara                       |
| <input type="radio"/> Cyprus                           | <input type="radio"/> Latvia      | <input type="radio"/> Saint Barthélemy                            | <input type="radio"/> Yemen                                |
| <input type="radio"/> Czechia                          | <input type="radio"/> Lebanon     | <input type="radio"/> Saint Helena Ascension and Tristan da Cunha | <input type="radio"/> Zambia                               |
| <input type="radio"/> Democratic Republic of the Congo | <input type="radio"/> Lesotho     | <input type="radio"/> Saint Kitts and Nevis                       | <input type="radio"/> Zimbabwe                             |
| <input type="radio"/> Denmark                          | <input type="radio"/> Liberia     | <input type="radio"/> Saint Lucia                                 |  |

\*2.16 Mark the countries/geographic areas where your main activities are located:

*at least 1 choice(s)*

Multiple choice is possible

Austria  
 Belgium  
 Bulgaria  
 Croatia  
 Cyprus  
 Czech Republic  
 Denmark  
 Estonia  
 Finland  
 France  
 Germany  
 Greece

Hungary  
Ireland  
Italy  
Latvia  
Lithuania  
Luxembourg  
Malta  
Netherlands  
Poland  
Portugal  
Romania  
Slovak Republic  
Slovenia  
Spain  
Sweden  
United Kingdom  
Others in Europe  
The Americas  
Asia  
Africa  
Australia

- \* 2.17 Please specify whether your company/business organisation has been the addressee of a Commission decision under Article 7 or Article 9 of Regulation (EC) No 1/2003
- Yes  
No  
Do not know

### 3 General Questions on the Horizontal Block Exemption Regulations and the Guidelines on horizontal cooperation agreements

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- \* 3.1 Has your company/business organisation been involved in horizontal cooperation agreements since the current HBERs and the HGL were introduced in 2010?
- Yes  
 No  
 Do not know  
 Not applicable
- \* 3.2 Please specify the type of your horizontal cooperation agreements
- at least 1 choice(s)*  
Multiple answers possible
- R&D agreements in the sense of art.1(1)(a) of the R&D BER and Section 3 of the HGL  
 Specialisation agreements in the sense of art. 1(1)(a) of the Specialisation BER and Section 4 of the HGL

- Agreements involving information exchange in the sense of Section 2 of the HGL
- Purchasing agreements in the sense of Section 5 of the HGL
- Commercialisation agreements in the sense of Section 6 of the HGL
- Standardisation agreements in the sense of Section 7 of the HGL
- Other horizontal cooperation agreements

\* 3.3 If Other, please specify

*Text of 1 to 500 characters will be accepted*

Einkaufskooperationen der Landesrundfunkanstalten in den verschiedensten Bereichen. Insbesondere in der Beschaffung von Waren, aber auch Dienstleistungen für den Betrieb der Landesrundfunkanstalten.

\* 3.4 Has your company/business organisation relied upon (an) exemption /exemptions under the R&D BER or Specialisation BER, or both?

- Yes
- No
- Do not know

\* 3.6 How often do you consult the **R&D BER** for guidance on a horizontal cooperation agreement?

- Frequently (several times per year)
- Occasionally (once or twice per year)
- Never

\* 3.7 How often do you consult the **Specialisation BER** for guidance on a horizontal cooperation agreement?

- Frequently (several times per year)
- Occasionally (once or twice per year)
- Never

\* 3.8 How often do you consult the **HGL** for guidance on a horizontal cooperation agreement?

- Frequently (several times per year)
- Occasionally (once or twice per year)
- Never

## 4 Effectiveness (Have the objectives of the current HBERs and HGL been met?)

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In this section, we would like to have your opinion on the extent to which the HBERs and the HGL have met their objectives.

The **purpose of the EU competition rules** is to ensure that competition is not distorted to the detriment of the public interest, individual undertakings and consumers. In line with this objective, the Commission's policy is to leave companies maximum flexibility when concluding horizontal co-operation agreements in

order to increase the competitiveness of the European economy while at the same time promoting competition for the benefit of European businesses and consumers.

The **purpose of the HBERs and the HGL** is to make it easier for undertakings to cooperate in ways which are economically desirable and without adverse effect from the point of view of competition policy. The specific objectives of the HBERs and HGL are to ensure effective protection of competition and providing adequate legal certainty for undertakings.

\* 4.1 In your view, do you perceive that the HBERs and the HGL have contributed to promoting competition in the EU?

- Yes
- Yes, but they have contributed only to a certain extent or only in specific sectors
- They were neutral
- No, they have negatively affected competition in the EU
- Don't know

\* 4.2 Please explain your reply, distinguishing between sectors where relevant: (1500 characters max.)

*Text of 1 to 1500 characters will be accepted*

Die Leitlinien haben in der Hinsicht teilweise zur Förderung des Wettbewerbs in der EU beigetragen, als dass sie zumindest dazu dienen, Sachverhalte grob einzuordnen und damit teilweise für Rechtssicherheit zu sorgen. Daher besteht im Hinblick auf die Leitlinien noch Verbesserungspotential. Schließlich ist es im Interesse aller Marktteilnehmer und nicht zuletzt im öffentlichen Interesse, dass freigestellte Kooperationen erfolgen und nicht wegen der mit der kartellrechtlichen Selbstveranlagung verbundenen Rechtsunsicherheit unterbleiben (z.B.: Einkaufskooperationen beinhalten dann, wenn sie von mehreren Unternehmen ohne größerer Marktmacht durchgeführt werden, Effizienzvorteile für beide Seiten (geringere Transaktionskosten), an denen im Ergebnis dann auch die Verbraucher beteiligt werden können.

#### ***Legal certainty provided by the HBERs and the HGL***

\* 4.3 In your view, have the R&D BER and Section 3 of the HGL on research and development agreements provided sufficient legal certainty on R&D agreements companies can conclude without the risk of infringing competition law?

- Yes
- No
- Do not know

\* 4.5 In your view, does the R&D BER increase legal certainty compared with a situation where the R&D BER would not exist but only the HGL applied?

- Yes
- No
- Do not know

\* 4.7 In your view, have the Specialisation BER and Section 4 of the HGL on production agreements provided sufficient legal certainty on production /specialisation agreements companies can conclude without the risk of infringing competition law?

- Yes
- No
- Do not know

\* 4.9 In your view, does the Specialisation BER increase legal certainty compared with a situation where the Specialisation BER would not exist but only the HGL applied?

- Yes
- No
- Do not know

In this section we would like to have your opinion on the extent to which the HGL have provided sufficient legal certainty on horizontal cooperation agreements companies can undertake without the risk of infringing competition law. Please specify your answer according to the different types of horizontal agreements.

\* 4.11 In your view, have the HGL provided sufficient legal certainty on agreements involving **information exchange** in the sense of Section 2 of the HGL?

- Yes
- No
- Do not know

\* 4.12 Please explain your reply

*Text of 1 to 1500 characters will be accepted*

Siehe dazu Kommentar bei 4.13.

\* 4.13 In your view, have the HGL provided sufficient legal certainty on **purchasing agreements** in the sense of Section 5 of the HGL?

- Yes
- No
- Do not know

\* 4.14 Please explain your reply

*Text of 1 to 1500 characters will be accepted*

Grundsätzlich ja, jedoch haben wir das Problem bei der Bemessung des Marktanteils aufgrund eines Mangels an Daten über die Marktanteile der Wettbewerber, den eignen Marktanteil entsprechend berechnen zu können. Die Bezifferung des Anteils ist immer nur eine grobe und nicht valide Schätzung. Die Beispiele in den Leitlinien helfen weiter, es könnten aber noch mehr Beispiele sein, damit man Einzelfallentscheidungen besser treffen kann.

\* 4.15 In your view, have the HGL provided sufficient legal certainty on **commercialisation agreements** in the sense of Section 6 of the HGL

- Yes
- No

Do not know

\* 4.17 In your view, have the HGL provided sufficient legal certainty on **standardisation agreements** in the sense of Section 7 of the HGL

Yes

No

Do not know

\* 4.19 In your view, have the HGL provided sufficient legal certainty on **other types of horizontal cooperation agreements** that are currently not specifically addressed in the HGL (for example sustainability agreements)

Yes

No

Do not know

\* 4.21 In your view, are there other types of horizontal cooperation agreements outside those identified in the current HGL that should have been specifically addressed in order to increase legal certainty?

Yes

No

Do not know

\* 4.22 If Yes, please list those types of agreements and explain your reasons

*Text of 1 to 3000 characters will be accepted*

In einem Abschnitt der Leitlinien sollte auf die zulässigen Kooperationen im Rundfunk-/Digitalbereich und die Nutzung von Daten eingegangen werden. Darin sollten Konkretisierungen und Hilfen in Bezug auf die Ausgestaltung der Kooperationsvereinbarungen für die Marktteilnehmer aufgenommen werden, um im Rahmen der Strategie der Kommission den europäischen Binnenmarkt im Verhältnis zu den USA und China zu stärken. Siehe auch Anmerkungen zu 7.3.

### ***Identification of pro-competitive horizontal agreements***

The R&D BER and the Specialisation BER set out a number of conditions that R&D and specialisation agreements need to meet in order to benefit from the block exemption. The HGL provide additional guidance on how to interpret these conditions. These conditions have been defined with the purpose to give exemption only to those agreements for which it can be assumed with sufficient certainty that they generate efficiencies that outweigh, in line with Article 101(3) of the Treaty, the harm caused by the restriction of competition.

Based on your experience, have the following provisions in the **R&D BER** allowed to correctly identify the horizontal cooperation agreements that are compliant with Article 101 of the Treaty?

\* 4.23 The list of definitions that apply for R&D agreements that can benefit from exemption in Article 1 of the R&D BER

Yes

No

Do not know

- \* 4.25 The conditions for exemption listed in Article 3 of the R&D BER, regarding, for instance, access to the final results of the R&D, access to pre-existing know-how and joint exploitation.
  - Yes
  - No
  - Do not know
  
- \* 4.27 The absence of a market share threshold for non-competing undertakings, the market share threshold of 25% for competing undertakings and the application thereof provided for in Articles 4 and 7 of the R&D BER
  - Yes
  - No
  - Do not know
  
- \* 4.29 The limits regarding the duration of the exemption provided for in Article 4
  - Yes
  - No
  - Do not know
  
- \* 4.31 The list identified in Article 5 of the R&D BER which make the exemption not available for agreements that have as their object certain restrictions or limitations ('hardcore restrictions')
  - Yes
  - No
  - Do not know
  
- \* 4.33 The list of obligations included in agreements to which the exemption does not apply ('excluded restrictions'), identified in Article 6 of the R&D BER
  - Yes
  - No
  - Do not know

Based on your experience, have the following provisions in the **Specialisation BER** allowed to correctly identify the horizontal cooperation agreements that are compliant with Article 101 of the Treaty?

- \* 4.35 The definitions that apply for the purposes of the Specialisation BER, in Article 1
  - Yes
  - No
  - Do not know
  
- \* 4.37 The explanations on the type of specialisation agreements to which the exemption applies, provided by Article 2 of the Specialisation BER
  - Yes
  - No
  - Do not know

\*

4.39 The market share threshold of 20% and its application, provided for in Articles 3 and 5 of the Specialisation BER

- Yes
- No
- Do not know

\* 4.41 The list identified in Article 4 of the Specialisation BER which make the exemption not available for agreements that have as their object price fixing, certain limitations of output or sales or market or customer allocation ('hardcore restrictions')

- Yes
- No
- Do not know

4.43 Based on your experience, are there other elements, besides those listed in the previous questions that should have been clarified, added, or removed to improve the guidance given by the BERs?

*Text of 1 to 3000 characters will be accepted*

\* 4.44 Based on your experience, are there other types of horizontal cooperation agreements outside those identified in the R&D and Specialisation BERs which would satisfy the conditions of Article 101(3) of the Treaty?

- Yes
- No
- Do not know

\* 4.45 If Yes, please list those types of agreements and explain your reasons

*Text of 1 to 3000 characters will be accepted*

Andere Arten der Vereinbarungen über Zusammenarbeit können die Voraussetzungen des Art. 101 Abs. 3 AEUV erfüllen:  
- digitale Kooperationen im Medien- und Rundfunkbereich,  
Die würde schließlich zu mehr Rechtssicherheit führen.

\* 4.46 Based on your experience, have the BERs and the HGL had any impacts that were not expected or not intended?

- Yes
- No
- Do not know

**5 Efficiency (were the costs involved proportionate to the benefits?)**

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In this section, we would like to have your view concerning the efficiency of the HBERs and the HGL. In your view, do you consider that the costs (for example, legal fees, delays in implementation) of analysing the conditions and applying these instruments is proportionate to the benefits (for example, faster self assessment) of having the rules in place?

### **Costs**

\* 5.1 Please describe the different types of costs of applying the current R&D and Specialisation BERs; and the HGL

*Text of 1 to 1500 characters will be accepted*

Die Kosten können wir nicht beziffern.

5.2 Please explain whether you can express the above costs in money terms

*Text of 1 to 1000 characters will be accepted*

5.3 Please provide an estimate of your quantifiable costs both in terms of value (in EUR) and as a percentage of your annual turnover (or, in the case of a business association, of the annual turnover of the members you are representing)

*Text of 1 to 500 characters will be accepted*

5.4 Please explain how you calculate these costs

*Text of 1 to 1500 characters will be accepted*

\* 5.5 In your view, how have the costs generated by the application of the R&D or the Specialisation BER or the HGL evolved **compared with the previous legislative framework** (Reg. 2659/2000 on R&D, Reg. 2658/2000 on Specialisation agreements and the accompanying horizontal guidelines)?

- Costs increased
- Costs decreased
- Do not know

In your view, would the costs of ensuring compliance of your horizontal cooperation agreements (or the agreements of your members) with Article 101 of the Treaty would be different **if the current HBERs were not in place but only the HGL applied?**

\* 5.8 Were the **R&D BER** not in place, the cost of ensuring compliance

- Would increase
- Would decrease
- Do not know

5.11 Were the **Specialisation BER** not in place, the cost of ensuring compliance

- Would increase
- Would decrease
- Do not know

### **Benefits**

\* 5.14 Please describe the benefits, if any, of having the R&D and Specialisation BERs; and the HGL

*Text of 1 to 1500 characters will be accepted*

Der Nutzen der Leitlinien liegt in den Konkretisierungen zum Informationsaustausch und zu den Einkaufskooperation. Außerdem bieten sie Anhaltspunkte dafür, welche Kriterien die Kommission bei der Prüfung anlegt.

### **Benefits vs. costs**

In your view, does the application of the R&D and Specialisation BERs and the HGL generate costs that are proportionate to the benefits they bring (or, in the case of a business association, the benefits for the members you are representing)?

\* 5.15 Regarding the **R&D BER**

- Costs are proportionate to benefits
- Costs are not proportionate to benefits
- Do not know

\* 5.17 Regarding the **Specialisation BER**

- Costs are proportionate to benefits
- Costs are not proportionate to benefits
- Do not know

\* 5.19 Regarding the **HGL**

- Costs are proportionate to benefits

- Costs are not proportionate to benefits
- Do not know

## 6 Relevance (do the objectives still match the needs or problems?)

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In this section, we would like to understand if the objectives of the HBERs and the HGL are still up-to-date considering the developments that have taken place since their publication.

6.1 Please identify major trends and developments (for example legal, economic, political) that, based on your experience, have affected the application of the BERs and HGL. Please provide a short explanation with concrete examples in case you consider that (parts of) the HBERs or HGL do not sufficiently allow to address them

1000 characters max. for each row

	Major trends/changes	Articles of the HBERs and/or recitals of the HGL	Short explanation/concrete examples
1	<p>Wichtigste Veränderung:            - Dominanz der digitalen Player im Medienbereich;            Digitalisierung des audiovisuellen Geschäfts: diese hat auf den öffentlich-rechtlichen Rundfunk besonders starke Auswirkungen aufgrund des Spannungsfeldes zwischen medienrechtlichen Kooperationsgeboten sowie Wirtschaftlichkeit und Sparsamkeit einerseits und Kartellrecht andererseits. Daher werden mehr Kooperationen im audiovisuellen digitalen Markt nötig, um der Marktmacht großer digitaler Akteure etwas entgegenzusetzen. Damit einher ginge dann auch die Stärkung demokratischer Grundsätze, der Meinungs- und Medienvielfalt.</p> <p>In diesem Kontext ist die Berücksichtigung nicht-wettbewerblicher Ziele bei der kartellrechtlichen Prüfung von Kooperationen gerade im Medienbereich /für Meinungsvielfalt wichtig (Monopolisierungstendenzen in Digitalmärkten, denen man mit geltendem Kartellrecht nicht ausreichend begegnen kann (inneres Wachstum, Eingreifen dann erst im Rahmen von Art. 102 AEUV).</p> <p>Idee der Berücksichtigung nicht-wettbewerblicher Ziele gilt letztlich auch für andere Bereiche der öffentlichen Daseinsvorsorge, bei denen eine rein wettbewerbliche Argumentation zu kurz greift.</p>		

	<p>- Ein weiterer Gewinn solcher Kooperationen: Effizienzgewinne und Qualitätssteigerungen im Sinne des Verbrauchers. Dies müsste an verschiedenen Stellen der Leitlinien einfließen.</p> <p>Daher fordern wir einen zusätzlichen Abschnitt für Kooperationen im digitalen Bereich in den Leitlinien. Zum Thema Datenaustausch bspw. könnte der Abschnitt 2, Rn. 97 ff. entsprechend ergänzt werden. Auch die Definition der relevanten Märkte müsste konkretisiert werden.</p>		
2			
3			
4			
5			
6			
7			

Do you think that it is still relevant to have the current HBERs and HGL in light of major trends or developments listed above?

\* 6.2 The R&D BER and Section 3 of the HGL are

- Still relevant
- No longer relevant
- Do not know

\* 6.4 The Specialisation BER and Section 4 of the HGL are

- Still relevant
- No longer relevant
- Do not know

\* 6.6 Section 2 of the HGL on agreements involving information exchange is

- Still relevant
- No longer relevant
- Do not know

\* 6.7 Please explain your reply

*Text of 1 to 1500 characters will be accepted*

Wir wenden die Regelung im Zusammenhang mit den Abstimmungen in der ARD regelmäßig an, um kartellrechtskonform zu agieren.

\* 6.8 Section 5 of the HGL on purchasing agreements is

- Still relevant
- No longer relevant
- Do not know

\* 6.9 Please explain your reply

*Text of 1 to 1500 characters will be accepted*

Wir wenden die Leitlinien dazu und insbesondere den Schwellenwert regelmäßig an.  
Es wären aber hilfreich, nähere Erläuterung dazu zu haben, welche Märkte bei den Marktanteilsfragen überhaupt in die Betrachtung einbezogen werden müssen. Z.B.: Fällt man beim Kauf von Büromaterial schon deshalb aus der Regelung zu Einkaufskooperationen heraus, weil man auf dem Verkaufs-Markt für Autoreifen (oder bei uns: Hörfunkwerbezeiten) einen höheren Marktanteil hat?. D.h.: Wie eng muss der Bezug des gemeinsam eingekauften Produkts zum Endprodukt sein (z.B. eingekauftes Produkt ist ein hoher Kostenbestandteil des Verkaufsprodukts, dann muss man den Marktanteil auf dem Verkaufsmarkt berücksichtigen).  
Eine konkrete Aussage dazu, dass der Marktanteil auf dem Verkaufsmarkt beim öffentlich-rechtlichen Rundfunk bzw. bei öffentlichen Stellen gar keine Rolle spielt (mangels Markt im kartellrechtlichem Sinn), wäre hilfreich.

\* 6.10 Section 6 of the HGL on commercialisation agreements is

- Still relevant
- No longer relevant
- Do not know

### \* 6.11 Please explain your reply

*Text of 1 to 1500 characters will be accepted*

Es gibt insbesondere im Geschäftsfeld Verwertung vereinzelt Kooperationen der ARD-Verwertungstöchter (zum Teil mit weiteren Dritten). Zuletzt wurde z.B. die Kooperation im Rahmen der Lizenzierung von ARD-Produktionen an die Deutsche Telekom für die Channel „ARD Plus“ und „ARD Plus Kids“ im Angebot „MagentaTV“ u.a. im Hinblick auf wettbewerbsrechtliche Themen durch einen Kartellrechts-Experten geprüft. In der Einschätzung wurden neben weiteren Orientierungshilfen aus Rechtsprechung und Literatur auch die Horizontal-Leitlinien zurate gezogen.

Aktuell prüfen wir, wie das Vorhaben einer eigenen Plattform kartellrechtskonform umgesetzt werden kann. Auch hierbei werden wir von einer externen Anwältin mit Spezialisierung im Kartellrecht unterstützt.

Die Horizontal-Leitlinien sind aus unserer Sicht eher nur für eine grobe Einordnung geeignet. Die uns betreffenden Fragen lassen sich hierdurch nicht hinreichend konkret beantworten. Hilfreicher sind für uns Urteile der Gerichte und die Bewertungen des Bundeskartellamts zu „Germany´s Gold“.

Wir würden uns manchmal mehr Orientierung bei der Bestimmung des relevanten Marktes und somit auch des Marktanteils wünschen. Hilfreich wäre auch ein klareres Statement, wann im digitalen Bereich Effizienzgewinne anzunehmen sind und Kooperationen unter dem Gesichtspunkt des Arbeitsgemeinschaftsgedankens für zulässig erachtet werden können.

### \* 6.12 Section 7 of the HGL on standardisation agreements is

- Still relevant
- No longer relevant
- Do not know

## 7 Coherence (Does the policy complement other actions or are there contradictions?)

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### \* 7.1 In your view, are the HBERs and the HGL coherent with other instruments and /or case law that provide(s) guidance on the interpretation of Article 101 of the Treaty (e.g., other Block Exemption Regulations, the Vertical Guidelines and the Article 101(3) Guidelines)?

- Yes
- No
- Do not know

### \* 7.2 Please explain

*Text of 1 to 3000 characters will be accepted*

Aber, ein größerer Abstand könnte bei Marktanteilen von Einkaufskooperationen (15%) zur allgemeinen Regelung von Marktanteilen in der De-Minimis-Bekanntmachung (10% bei Wettbewerbern) geboten sein. Damit können Effizienzsteigerungen durch gemeinsamen Einkauf erzielt werden.

\* 7.3 In your view, are the HBERs and the HGL coherent with other existing or upcoming legislation or policies at EU or national level?

- Yes
- No
- Do not know

\* 7.4 Please explain

*Text of 1 to 3000 characters will be accepted*

Ist es kohärent mit der Strategie der Kommission, dass man den amerikanischen Playern etwas entgegensetzen möchte, wenn Kooperation teilweise erschwert werden?  
Wie ist das zu begründen mit dem Ziel der Förderung von European Champions?  
Wenn sich Horizontal-Leitlinien nicht ändern oder flexibler werden, ist diese Strategie wenig zielführend. Es bedürfte mehr Spielraum, um die Strategie der EU zu exekutieren, vor allem vor dem Hintergrund digitaler Kooperationen im Medienbereich.

## 8 EU added value (Did EU action provide clear added value?)

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In this section, we would like to understand if the HBERs and the HGL have had added value. In the absence of the HBERs and the HGL, undertakings would have had to self-assess their horizontal cooperation agreement with the help of the remaining legal framework. This would include for instance the case law of the EU and national courts, the Article 101(3) Guidelines, the enforcement practice of the Commission and national competition authorities, as well as other guidance at EU and national level.

Please indicate whether, in your view, the HBERs and the HGL have had added value in the assessment of the compatibility of horizontal cooperation agreements with Article 101 of the Treaty

\* 8.1 Has the R&D BER had added value in the assessment of the compatibility of horizontal cooperation agreements with Article 101 of the Treaty?

- Yes
- No
- Do not know

\* 8.3 Has the Specialisation BER had added value in the assessment of the compatibility of horizontal cooperation agreements with Article 101 of the Treaty?

- Yes
- No
- Do not know

\* 8.5 Have the HGL had added value in the assessment of the compatibility of horizontal cooperation agreements with Article 101 of the Treaty?

- Yes
- No
- Do not know

\* 8.6 Please explain your reply

*Text of 1 to 1500 characters will be accepted*

In Bezug auf Informationsaustausch und Einkaufskooperationen und Anhaltspunkte darüber, welche Maßstäbe die KOM im Rahmen von 101 Abs. 1 und Abs. 3 zu berücksichtigen gedenkt.

## 9 Specific questions

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### Final comments and document upload

#### 9.1 Is there anything else with regard to the R&D and Specialisation BERs and the HGL that you would like to add?

*Text of 1 to 3000 characters will be accepted*

Wir fordern einen Abschnitt in den Leitlinien für digitale (grenzüberschreitende) Zusammenarbeit im Rundfunkbereich und Aufnahme der Ausnahme für Rundfunkbeitrag-Ersparnis als Effizienz im Sinne des § 101 Abs. 3 AEUV. Durch die Gewährleistung der Beitrags-Stabilität kann dies auf den Verbraucher /Beitragszahler umgelegt werden.

Darüber hinaus wäre die Aufnahme von Maßnahmen zur Vielfaltssicherung in die Leitlinien zu begrüßen, bspw. Kooperationen, die zur Stabilität des Rundfunkbeitrages führen.

Die Berücksichtigung nicht-wettbewerblicher Ziele (wie Medienvielfalt) im Rahmen der Freistellung (z.B. bei der Frage, was man unter Effizienzsteigerung versteht) würden sowohl Mediendiensteanbietern im Bereich der audiovisuellen Medien als auch Verlegern Erleichterungen bringen. Denn so könnten kostensparende Kooperationen im Verwaltungsbereich ermöglicht werden, mit dem größeren Ziel, Pluralität und den Wettbewerb der Meinungen beibehalten zu können.

#### 9.2 You may upload a file that further explains your position in more detail or further details the answers you have given

The maximum file size is 1 MB

Only files of the type pdf,txt,doc,docx,odt,rtf are allowed

#### \* 9.3 Please indicate whether the Commission services may contact you for further details on the information submitted, if required

- Yes  
 No

### Contact

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