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ANNUAL REPORT ON COMPETITION POLICY DEVELOPMENTS IN CZECH REPUBLIC

-- 2010 --

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Executive summary

1. This annual report describes recent developments in competition law and policy in the Czech Republic and summarizes the competition enforcement activities of the Office for the Protection of Competition (hereinafter referred to as “the Office”) for the year 2010.

2. The objective of activities of the Office is the promotion of effective competition in all sectors of national economy, and this aim is followed by the Office for more than 20 years of its functioning. It does so primarily by way of decision-making activities or competition advocacy. In regard to these matters, the Office received a total of 273 submissions within the past year. The harm to the competition can be caused by anticompetitive behavior of undertakings as prohibited (cartel) agreements, abusing of dominant position or abusing of significant market power. In the process of detection of anticompetitive practices the Office makes continually greater use of all of the tools that it has available. Those include, among others, unannounced dawn raids, or the leniency programme, which allows for the remission of a fine for undertakings that fully cooperate with the Office and provide evidence leading to the detection of a cartel agreement. The Office in its decisions has also applied more economic approach.

3. The most important cases dealt with by the Office in 2010 concerned prohibited agreements (including cases of bid rigging) and also abuse of dominance. In the judicial practice majority of the decisions of the Office were confirmed by the courts. Several big decisions pending from previous years were also judged in favour of the Office.

4. In the field of control of concentrations between undertakings the Office assessed coordination effect, i.e. assess whether the merger could lead to coordinated behaviour of merging parties. In 2010 the Office approved 40 mergers, and one case was approved with conditions.

5. In order to confirm its preference of prevention before repression, the Office has continued with application of alternative resolution of cases and application of settlement procedure in practice. Less serious infringements were in 2010 concluded in cooperation with the parties without opening an official administrative proceeding and three cases were solved by settlement procedure.

6. In regard to human resources, the Office is a stabilized institution. The limit on the number of employees has remained the same within the last four years, which is 126 staff members, who are sharing four areas of competence as of 2010. In addition to the traditional areas of protection of competition, overseeing public procurement and monitoring of state aid, as of February 2010 a new scope of powers has been added, established by the Act on so-called Significant Market Power. The Office has stabilized its staff, the job fluctuation is about 10 % and more than half of employees are working at the Office for more than 5 years, 2/3 of employees are younger than 40 years old.

7. Very important personnel change to have taken place in the course of 2010 was the appointment of the Vice-chairman of the Office, Michal Petr, who is responsible for the Competition Section.

8. More than 130 press releases, information bulletins and other publications were issued by the Office in 2010, relating to the competition (42), state aid (14) and public procurement (68) issues. In view of maximum transparency, all the press releases and other publications of the Office are also made publicly available on its website, where they can be also downloaded. The Office publishes also information bulletins six times per year. In 2010 these publications were focused on Register *De minimis*, Conference on Competition Enforcement in the Recently Acceded Member States of EU, Associations of undertakings, The relationship of the Office and public and International relations. The last information bulletin is summarizing the key events of year 2010.

9. On the international level, the Office has strengthened its participation within the work of EU institutions, the International Competition Network and the OECD, as well as bilateral links with many competition authorities worldwide. The Office also organized three international conferences – Conference on State aid, Conference on Competition Enforcement in the Recently Acceded Member States of EU and in November the Office hosted its traditional autumn St. Martin Conference, focusing on latest developments in competition law and policy both in the Czech Republic and abroad.

10. Public documents, including more detailed descriptions or full texts referred to in this document, are available on the Office's web-site in English at www.compet.cz/en.

1. Changes to competition laws and policies, proposed or adopted

1.1 Summary of new legal provisions of the competition law and related legislation

11. The Act No. 143/2001 Coll., On the Protection of Competition, has been lastly amended in September 2009. The amendment pertained to the investigative powers of the Office and penalties. The Act has established simplified procedure on the approval of concentrations and also set up fines imposed upon associations of undertakings (chambers, etc.), which are derived from the amount of the turnover of all of the members of the association, with the maximum amount being 10 percent of such sum. In year 2010 the Office prepared background documents for new legislation process which will result in incorporation of the Leniency programme and settlement procedure directly into the Competition Act.

12. On 1 February 2010 came into force Act No. 395/2009 Coll., On Significant Market Power in the Sale of Agricultural and Food Products and Abuse Thereof. The Office was authorized to conduct oversight in regard to compliance with the abovementioned act. The aim of the Act is to define the concept of the significant market power and its abuse for the purposes of the protection of competition and to set up tools for assessment and avoidance of such behaviour. The Act is applicable in cases concerning sale of agricultural products when an undertaking as a buyer abuses its significant market power towards other undertakings – its suppliers. Significant market power is defined by the Act as “the position of the buyer towards the supplier, whereas the supplier becomes dependent on the buyer in relation to delivery of goods to the customers as a result of the market situation and the market power enables the buyer to enforce unilaterally preferential terms”. There is a rebuttable presumption of significant market power if the net turnover of the buyer exceeds 5 billion CZK (approx. EUR 200 mil) in the last accounting period in the region of the Czech Republic. It is prohibited to abuse the significant market power to the detriment of suppliers; the abuse is to be understood as a systematic conduct which has as its object or effect significant distortion of competition in the relevant market. There is a list of conducts considered to be abusive in five annexes to the Act. The fines for breaching the Act can be imposed in amount of up to 10 million CZK or up to 10 % of the net turnover.

2. International cooperation

2.1 Cooperation within the European Union

13. On the European level, the Office place emphasis on the participation in working groups of European Competition Network (ECN), namely Cooperation Issues and Dues Process, Energy, Banking, Food, Sports and Pharmacy. In these working groups the experts of the Office led their own project (for example Study on parallel application of national and EU competition law) or cooperated with other authorities on several projects (Report on investigative powers of competition authorities).

14. The Office was also represented in advisory committees taking part in preparations of a new EU law or revision of extension EU law. Within the advisory committee on the revision of the regulations concerning the horizontal agreements (i.e. Commission Regulation no 1217/2010 on the application of

Article 101 (3) of the Treaty on the Functioning of the European Union to certain categories of research and development agreements, Commission Regulation no 1218/2010 on the application of Article 101 (3) of the Treaty on the Functioning of the European Union to certain categories of specialization agreements, Commission Regulation no 267/2010 on the application of Article 101 (3) of the Treaty on the Functioning of the European Union to certain categories of agreements, decisions and concerted practices in the insurance sector) the Office, based on its experience with the case of Building Society, proposed to amend the Regulation and add the provision concerning the exchange of information between undertakings and its possible negative impact on competition.

15. The exchange of written information through secured ECN communication networks is also more and more frequent, where the staff of European competition authorities can, literally on a daily basis, deal with the current issues in competition law and policy that are common to several or many countries, or which one member state needs to resolve with the help of the others.

2.2 Cooperation with other International Organizations and National Competition Authorities

16. In 2010, representatives of the Office continued to actively represent the Czech Republic through their appearances at international conferences and seminars. More than twenty presentations and submissions were made by our representatives, e.g. at conferences and seminars held by the most important organizations dealing with competition issues (OECD, ICN), CECI seminars (Central European Competition Initiative), European program TAIEX (Technical Assistance and Information Exchange), Conference on enforcement of competition law in newly acceded EU countries, FIDE (International Federation for European Law) and etc. In 2010, the Chairman or staff of the Office participated in all three sessions of the Competition Committee and Working Parties of the Organization for Economic Cooperation and Development (OECD) in Paris. At each session, they presented their submissions in regard to the given topic and answered questions posed by OECD staff. The topics included, for example Green Growth Strategy, Electricity: Renewable and Smart Grids, Procedural Fairness and others.

17. Within the International Competition Network (ICN) in 2010, the Office was primarily engaged in working groups that, in the course of the year, prepared recommendations, reports, surveys and other non-binding documents serving to facilitate the work of the member competition authorities and to share experience in particular areas. For example, the Office was represented in a working group dealing with mergers, a working group focusing on unilateral conduct issues, and prioritization and effectiveness of the activities of competition authorities. The Czech delegation was present at the annual conference of the ICN in Istanbul and staff of the Office also made use of the opportunity for a further exchange of experience and recommended practices in the course of interactive ICN workshops focusing on mergers, cartels and dominance.

18. The Office also maintained successful relationships with its foreign counterparts in 2010. There were opportunities to meet at many international conferences, as well as two regular meetings of the heads of competition authorities – in the spring under the auspices of the European Competition Authorities (ECA) and in the autumn there was a meeting organized by the European Commission, Directorate-General for Competition.

19. The Office also continued in developing its bilateral relationships, particularly with Austrian Competition Authority and Slovak Competition Authority. The authorities agreed on holding regular meetings, exchanging information and experience from the area of competition. With Slovak authority was agreed future cooperation on organizing workshops and the first one will be focused on the energy sector. In July 2010 the Office hosted representatives from Chinese Price Regulation Office who were interesting in application of antitrust rules in the Czech Republic.

20. The chairman or the staffs of the Office were invited to visit the competition authorities in Serbia, Russia, Italy, Poland and South Korea. The Office also continued in activities within Marchfeld Competition Forum, which is lead by the Austrian and Czech authorities and members are Bulgaria, Estonia, Croatia, Latvia, Lithuania, Hungary, Poland, Romania, Slovenia, Slovakia and Switzerland. In 2010 the Marchfeld Competition Forum discussed the role of competition authorities in the time of financial crises. The representatives of the Office visited the Competition Authority of Bulgaria where they agreed to sign in memorandum on cooperation.

3. Enforcement of competition law and policies

3.1 Action against anticompetitive practices, including agreements and abuses of dominant position

3.1.1 Alternative resolution of cases

21. The Office favours alternative resolution of competition issues in cases where undertakings are interested in cooperating, and it is thus realistic that rectification will be achieved faster than by conducting lengthy administrative proceedings with a probable subsequent judicial review. In practice, two types of procedures may be distinguished. In less serious cases, administrative proceedings are not initiated and resolution is achieved by way of consultations in the course of the investigation of the submission. In some cases, the said procedure is the most appropriate way to resolve an unsatisfactory situation. Such a category also includes cases in which administrative proceedings have been initiated but have been terminated under the condition of the fulfilment of commitments proposed by the parties to the proceedings without a declaration of anticompetitive behaviour and without penalties being imposed. One of the tools that the Office also considers to be very flexible is the so-called settlement procedure, in which the parties, in exchange for an assurance of a reduction in the fine, cooperate with the Office in a qualified manner, acknowledge their liability for the anticompetitive conduct, and thereby contribute to procedural efficiency. In the course of 2010, the Office concluded two cases by way of the competition advocacy.

- Contracts on supply of heat

The undertaking Pražská teplotárenská concluded contracts with its customers on the supply of heat, these contracts included provision which were according to the opinion of the Office anticompetitive in consequences. In case of change of customer (owner of real property) the new customer was automatically bound by the contract without possibility to change the supplier, so he was obliged to withdraw heat from Pražská teplotárenská. This was according to the opinion of the Office found as possible abuse of the dominant position in the market of the heat supply. The undertaking Pražská teplotárenská changed the contracts and cancelled anticompetitive provision in question, so the Office did not initiated the administrative proceeding with the undertaking.

The Office imposed a fine in total amount of 7.7 million CZK (approx. EUR 308 000) upon two media agencies (OMD Czech, a.s. and MÉDEA, a.s.) for breaching Czech Competition Act by participating in prohibited agreement on customers sharing in the market of the Czech Republic. By this agreement the undertakings influenced its customers, business partners and contracting parties. The parties to the proceeding acknowledged legal qualification and duration of the conduct, and withdrew from suggesting further procedural steps during the proceedings. The Office considered this fact as special circumstance which led to decrease of final amount of fine.

3.1.2 *Statistics on number of cases*

22. In 2010 a total of 46 new administrative proceedings (including mergers) were initiated by the Office, with 1 administrative proceeding still pending at the end of the year 2010. The Office reviewed in total 273 complaints on possible distortion of competition (153 on abusing of dominant position, 64 on prohibited agreements, 5 on mergers, 51 others). In the first instance 3 decisions on prohibited agreements and 1 decision on abuse of dominance were issued in 2010. The total amount of fines imposed by the first instance decisions of the Office reached CZK 88 million.

3.1.3 *Appeals and judicial review*

23. In 2010, 22 appeals were filed in regard to competition issues. The Chairman of the Office issued a decision in a total of 11 cases; in seven cases the previous first instance decisions were confirmed, 3 decisions were changed and one appeal was rejected as inadmissible.

24. Parties to the proceedings very often lodge actions against the decisions of the Office to the courts. During the course of 2010, the Office received three actions concerning the competition cases. The court has issued 6 final judgments, 3 of them in favour of the Office. Significant judgments include, among others, the judgment of the Supreme Administrative Court concerning the possibility of succession of liability under the Czech law and decision of the Regional Court prohibiting excessive preliminary investigation in case of margin squeeze.

- Succession of Liability

The Supreme Administrative Court after years of discussions finally ruled on the possibility of succession of liability under the Czech law. In 2004, the Office issued a decision condemning price agreement in the market of petrol and awarded fines to the undertakings concerned. In course of the investigation, some of the parties to the proceedings which were actually involved in the agreement merged with other companies within the same undertaking and ceased to exist; the Office continued the proceedings with these legal successors and imposed fines upon them. In 2006 the Regional Court in Brno dismissed the decision of the Office, claiming that if a specific company ceases to exist, it is not possible to impose a fine upon its legal successor. According to the court, it was only possible to declare there had been an infringement, but the infringement could not be punished. The Office appealed this decision. The Supreme Administrative Court ruled in favor of the Office and referred the case back to the Regional Court. It stated that since the Czech law had not provided for any rules on succession of liability, such a succession would normally not be possible. The legal successor might be punished only if it could have been demonstrated that the predecessor had been dissolved in order to escape liability. The Supreme Administrative Court suggested that it might assess this question differently with respect to conduct taking place after 1 May 2004, when the ECJ case law might be used, and in particular after 1 September 2009, when a specific provisions on succession of liability were introduced in the Competition Act.

- Prohibition to continue investigation of possible margin squeeze

The Regional Court in Brno, on the basis of complaint of company TELEFONICA O2, declared that the Office could no longer continue its investigations. It should either initiate formal administrative proceedings or close the file. The Office for more than 2 years had been conducting preliminary investigation of an alleged margin squeeze in the market of broad band internet access by the incumbent TELEFONICA O2. In course of the process, the Office collected a large amount of evidence from the incumbent as well as from other undertakings.

When the Office asked the incumbent for additional data, it refused to provide them and addressed the court with a claim that it is illegal for the Office to conduct such a detailed analysis before opening formal proceedings, in particular because the participants to such a procedure cannot fully exercise their rights of defence. The court concluded that with respect to the time elapsed since the preliminary investigation had been initiated and the amount of data gathered by the Office so far, the Office had either to open the formal proceedings or brought the preliminary one to an end. The Office has appealed to the Supreme Administrative Court and the case is still pending.

3.1.4 *Description of significant cases*

- Agreements distorting competition

The Office continues to place an emphasis primarily on pursuing cartels, for which it actively applies the so-called leniency programme. Since the effective date of the new leniency programme, the Office has received nine requests for leniency. Two applications were received in 2010. In matters concerning agreements distorting competition, the Office issued in total three decisions concerning the prohibited agreements, one decision on the basis of the leniency application and one decision concerning the bid-rigging practices.

- Sokolovská uhelná

On 8 January 2010, the Office imposed a fine of CZK 17.283 million against Sokolovská uhelná. In the period of time from 1997 to 2007, the party to the proceedings concluded and performed prohibited agreements on the prohibition of export, which had as their object the distortion of competition and which could have led to the distortion of competition on the pressed brown coal, brown energy coal and graded brown coal market in the Czech Republic. In its decision, the Office established a breach of the Czech competition act, as well as Art. 81 of the EC Treaty (currently Art. 101 of the TFEU). On the other hand, the execution and performance of agreements on the fixing of prices for further sale or obligations of exclusivity of supplies of brown coal and pressed coal were not established in the course of the administrative proceedings. Under Czech as well as European law, agreements on the prohibition of export are considered to constitute a serious distortion of competition. They are distorting by object, and thus in such a case it is not necessary to prove a negative impact on competition. Nevertheless, in the given case the Office reached the conclusion that a negative effect of the assessed agreements could be a restriction of competition within one brand. Through agreements on the prohibition of export, the supplier was able to divide the common market, and thereby contribute to the closure of the market in regard to intra-brand competition (within the same brand). The assessed agreements thus led to the reduction in the number of purchasers who were able to export the goods purchased from the party to the proceedings. On the basis of agreements on the prohibition of export, the distributors of the goods were limited in their choice of the end customer, which could have led to a reduction in the supply to consumers.

- Bid-rigging

On 14 July 2010 the Office fined five undertakings HOKRA Spedition, s.r.o. (“Hokra”), INZET, s.r.o. (“Inzet”), PROMINECON GROUP a.s. (NAVATYP a.s. before; “Prominecon”), CBK SHIFT s.r.o. (“CBK”) and NATURAL MYSTIC s.r.o. (“Natural”) for bid-rigging. The total amount of fines was almost 5 million CZK (approx. EUR 192 000). It was the first bid-rigging decision issued by the Office. The Office qualified the undertakings’ collusive tendering as bid-rigging in the form of concerted practices. The tender lunched by the Czech Ministry of Defence regarded military real estate service and administration (included reception and

housekeeping services). All undertakings were active in the area of real estate services and administration when the tender was launched and coordinated their price bids for the described tender. Hokra as the initiator of the cartel had sent suggested prices via e-mail to other four undertakings. All other undertakings followed the suggested prices in their bids submitted to the contracting authority, thus enabling Hokra to win the tender. The e-mail correspondence, constituting significant part of the evidence in this case, was provided to the Office by the Police. The Office considered the 10 November 2006 as the beginning of collusion and the 14 November 2006, the date when bids were presented, as the phase of realization of the collusion for all five undertakings.

- Cartel case involving producers of Colour Picture Tubes

On 28 August 2010 the Office found eight producers of Colour Picture Tubes (CPT) used in colour televisions, companies Samsung SDI Co., Ltd., Chunghwa Picture Tubes, Ltd., Koninklijke Philips Electronics N.V., Technicolor S.A., Panasonic Corporation, MT Picture Display Co., Ltd., Toshiba Corporation, and LG Electronics, Inc., liable for breaching Czech Competition Act by participating in a price-fixing cartel between 1998 and 2004. All companies are non-European except Koninklijke Philips Electronics N.V. and Technicolor S.A. The Office imposed fine upon five abovementioned undertakings in total amount of 52 million CZK (approx. EUR 2 million). The company Samsung SDI Co., Ltd. benefitted from full immunity from fines because it was the first to inform the Office. The company Chunghwa also applied for leniency according to the Czech Leniency Programme. The Office took into account cooperation during the investigation and granted reduction of 50 % from the fine. The companies Koninklijke Philips Electronics N.V. and LG Electronics, Inc. were not fined because the limitation period for imposing the fine to these companies expired (Koninklijke Philips Electronics N.V. and LG Electronics, Inc. participated in the cartel only to 30 June 2001). The administrative proceedings started on the basis of the leniency application submitted by Samsung SDI Co. Ltd. and was conducted according to the Czech Competition Act for period from 1998 to 1 May 2004, i.e. before the accession of the Czech Republic to European Union. The cartel involved a network of contacts and sharing of sensitive commercial information, on bilateral and multilateral basis, through which cartel participants fixed the prices of CPT (in the form of target prices, price ranges and bottom prices). Pricing arrangements were monitored by the participating parties. The authority considered the whole complex of contacts and meetings among CPT producers as one single and continuous infringement which had impact on the territory of the Czech Republic.

- Abuse of dominant position

One administrative proceeding concerning the abuse of dominance was concluded in 2010, it was case concerning the predatory pricing which was proved on the basis of economic analyses.

- Predatory pricing

The undertaking Student Agency abused its dominant position in the market of providing services of regular public bus transportation between Prague and Brno by charging predatory prices with an intention to eliminate its competitor ASIANA from the market. The undertaking Student Agency applied predatory prices from December 2007 till March 2008. The intention was to exclude its rival ASIANA, who entered the market in this period, from it. Once the competitor had left the market the dominant increased the prices to a level higher than the original had been. This behavior distorted the competition in the market to detriment of ASIANA undertaking as well as the consumers. The decision was confirmed by the chairman and fine to undertaking was imposed in total amount of CZK 6 million (approx. EUR 240.000).

3.2 *Mergers and acquisitions*

3.2.1 *Statistics on number, size and type of mergers*

25. In matters pertaining to concentrations of undertakings, the mergers witnessed a slight increase, a total of 45 proceedings were initiated and 40 decisions on the merits were issued. A total of 22 mergers were approved under simplified procedure. One concentration was approved on the basis of structural commitments (EUROVIA SA/Tarmac CZ). The Office imposed a fine of CZK 477.000 (approx. EUR 19.800) for breaching competition rules by realising merger prior to its approval (Lumius/ČME).

26. Office is authorized to issue decisions on a concentration only in such a form in which it has been notified, and without regard to any speculations concerning the actual configuration of the transaction that are difficult to verify and that are refuted by the parties to the proceedings. The other side of such approach is the obligation of the parties to provide the Office with accurate and complete data having on mind the option of future appeal against the decision as a result of a breach of such obligation.

3.2.2 *Description of significant cases*

- Merger Approved with Structural Commitments

The Office approved concentration of undertakings EUROVIA SA and Tramac CZ. The approval was subjected to certain structural conditions, because the Office was concerned about possible negative impact in the relevant markets (crushed aggregate, mined aggregate, asphalt mixture and civil engineering in West, Central, North and East Bohemia). The Office assumed that the company EUROVIA by the merger will gain sufficient market power in certain local markets and will be able to obstruct competitors by limiting access to the crushed aggregate. The undertaking EUROVIVA proposed commitments to sell some of its stone pits in North and West Bohemia to the independent undertaking. The Office considered these commitments as reasonable and approved the concentration.

- Concentration between undertakings without prior approval

The Office fined CZK 477.000 (EUR 19.800) company Lumius for breaching competition rules by realising merger (Lumius/ČME) before the proceeding was initiated. During the investigation the Office found out that the undertaking Lumius performed a decisive influence on the activity of ČME (by executed legal acts, influenced profit distribution, agreed prospectus etc.) without the approval of the Office.

4. **Resources of the Office for the Protection of Competition**

4.1 *Resources overall (current numbers and changes over previous year)*

Annual budget of the Office in 2010

		Change over previous year
Approved budget in CZK	141 million	- 1 million
Approved budget in EUR	5.64 million	
Approved budget in USD	8.29 million	

Number of employees (person-years) as of December 31, 2010
(For all the competences of the Office – antitrust, public procurement, state aid)

		Change over previous year
Economists	36	- 5
Lawyers	58	+1
Other professionals	7	0
Support staff	25	0
All staff combined	126	0

4.2 Human resources (person-years) applied to:

		Change over previous year
Enforcement against anticompetitive practices, advocacy efforts	32	- 6
Merger review enforcement	5	- 1
Surveillance over the public procurement	42	+ 8
State aid control	8	- 1

5. References to new reports and studies on competition policy issues

- Information Bulletin: Register De minimis. CZECH:
http://www.compet.cz/fileadmin/user_upload/Informacni_listy/2010/Infolist_2010_01_de_minimis.pdf
- Information Bulletin: Conference on Competition Enforcement in the Recently Acceded Member States of EU. CZECH:
http://www.compet.cz/fileadmin/user_upload/Informacni_listy/2010/Infolist_2010_02_konference.pdf
- Information Bulletin: Associations of undertakings. CZECH:
http://www.compet.cz/fileadmin/user_upload/Informacni_listy/2010/Infolist_2010_03_final.pdf
- Information Bulletin: The relationship of the Office and public. CZECH:
http://www.compet.cz/fileadmin/user_upload/Informacni_listy/2010/Infolist_2010_04.pdf
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