Reproduced from Competition Law, Regulation and SMEs in the Asia-Pacific: Understanding the Small Business Perspective, edited by Michael T. Schaper and Cassey Lee (Singapore: ISEAS — Yusof Ishak Institute, 2016). This version was obtained electronically direct from the publisher on condition that copyright is not infringed. No part of this publication may be reproduced without the prior permission of ISEAS — Yusof Ishak Institute. E-book is available at http://bookshop.iseas.edu.sg>

Competition Law, Regulation & SMEs in the Asia-Pacific

ISEAS – Yusof Ishak Institute (formerly the Institute of Southeast Asian Studies) was established as an autonomous organization in 1968. It is a regional centre dedicated to the study of socio-political, security and economic trends and developments in Southeast Asia and its wider geostrategic and economic environment. The Institute's research programmes are the Regional Economic Studies (RES, including ASEAN and APEC), Regional Strategic and Political Studies (RSPS), and Regional Social and Cultural Studies (RSCS).

ISEAS Publishing, an established academic press, has issued more than 2,000 books and journals. It is the largest scholarly publisher of research about Southeast Asia from within the region. ISEAS Publishing works with many other academic and trade publishers and distributors to disseminate important research and analyses from and about Southeast Asia to the rest of the world.

Competition Law, Regulation & SMEs in the Asia-Pacific

Understanding the Small Business Perspective

Edited by Michael T. Schaper and Cassey Lee



First published in Singapore in 2016 by ISEAS Publishing 30 Heng Mui Keng Terrace Singapore 119614

E-mail: publish@iseas.edu.sg • Website: bookshop.iseas.edu.sg

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, recording or otherwise, without the prior permission of the ISEAS – Yusof Ishak Institute.

© 2016 ISEAS - Yusof Ishak Institute, Singapore

The responsibility for facts and opinions in this publication rests exclusively with the authors and their interpretation do not necessarily reflect the views or the policy of the publisher or its supporters.

ISEAS Library Cataloguing-in-Publication Data

Competition Law, Regulation and SMEs in the Asia-Pacific: Understanding the Small Business Perspective / editors, Michael T. Schaper and Cassey Lee.

- 1. Competition, Unfair—Asia.
- 2. Competition, Unfair—Pacific Area.
- 3. Small business—Asia.
- 4. Small business—Pacific Area.
- I. Schaper, Michael T.
- II. Lee, Cassey.

K1575 A8C73

2016

ISBN 978-981-4695-80-0 (soft cover) ISBN 978-981-4695-81-7 (E-book PDF)

Typeset by International Typesetters Pte Ltd Printed in Singapore by Markono Print Media Pte Ltd

CONTENTS

Foreword by Alan E. Bollard		
About the Contributors		
1.	Introduction: Making the Invisible SME More Visible in Competition Policy and Law	1
	Michael T. Schaper and Cassey Lee	
	SECTION 1: THEORIES AND BASIC CONCEPTS	
2.	SMEs, Competition Law, and Economic Growth Cassey Lee and Bernadine Zhang Yuhua	17
3.	Competition Policy and SME Policy: Strange Bedfellows? Wee-Liang Tan and Lip-Hang Poh	49
4.	The Competitive Experience of UK SMEs: Fair and Unfair David Storey	65
5.	Competition Regulator Engagement with the Small Business Sector	85
	Warren Mundy and Paul Davidson	
6.	Developing Online Competition Law Education Tools for SMEs	103
	Michael T. Schaper and Leela Cejnar	

vi Contents

	SECTION 2: SMEs AND COMPETITION LAW	
7.	The Application of <i>Per Ses</i> to SMEs: The Type 1 Error No One Notices?	123
	Alexandra Merrett, Rhonda L. Smith, and Rachel Trindade	
8.	Enforcing Competition Law Against SMEs: Presumptions and Problems	143
	Vince See Eng Teong and Yoshifumi Fukunaga	
9.	How Competition Law May Affect Franchised SMEs in APEC Economies Jenny Buchan	156
10.	Chinese Family Firms in Southeast Asia: Special Problems for Competition Law? R. Ian McEwin	175
11.	Trade Associations: Competition Law Advocates or Offenders? Rachel Burgess	192
	SECTION 3: COUNTRY STUDIES	
12.	Competition Law, Regulation, and Trade: Implications for Productivity and Innovation in Singaporean Manufacturing SMEs Azad Singh Bali, Peter McKiernan, Christopher Vas, and	211
	Peter Waring	
13.	SME Law and Abuse of a Superior Bargaining Position in Japan	230
	Shuya Hayashi and Kunlin Wu	
14.	Competition Law, Policy, and SMEs in South Korea Sun Hyung Sonya Kim and Yong Jung Kim	243

Contents

15.	Competition Law Implementation and SMEs: Singapore's Experience Wee-Liang Tan and Lip-Hang Poh	258
16.	Competition Law and SMEs in Indonesia Tulus T.H. Tambunan	276
17.	SMEs and Malaysia's New Competition Law: Experiences to Date Shila Dorai Raj and Rachel Burgess	292
18.	Competition Policy and SME Development in Vietnam Viet Le and Charles Harvie	309
19.	China's Anti-Monopoly Law and the SME Sector Mark Williams	328
20.	A New Competition Agency Learns to Deal with SMEs: The Case of the Hong Kong Competition Commission Knut Fournier	345
21.	The Regulation of Television Programme Production Contracts under Japan's Subcontract Act Iwakazu Takahashi	359
22.	Small Enterprises and Competition Policy in Pacific Island Countries	370
	Andrew F. Simpson and Brent Fisse	
Inde	ex	387

FOREWORD

In many Asia-Pacific economies, competition law and regulation has been in operation for decades, setting the rules of the game for business. Typically the law covers the behaviours of dominant firms (i.e. vertical arrangements) and anti-competitive practices in markets (i.e. horizontal arrangements). But while such regulation is designed as a general framework for firm behaviour, those frameworks have not always kept pace with modern developments.

Competition law was traditionally seen as something to guide the behaviour of large or dominant firms. But the role of Asia-Pacific Economic Cooperation (APEC) small and medium-sized enterprises (SMEs) is changing as they become more connected to the international economy. Electronic commerce and global supply chains are encouraging them to become more globalized. New technologies are acting as disruptive forces to existing markets, and international supply chains are altering the traditional nature of vertical arrangements.

These changing realities have implications for modern competition law and regulation. Regulatory authorities need to understand the new roles of SMEs, and communicate their legal obligations.

Policymakers need to design systems that encourage harmonized or similar commercial standards across borders, and there needs to be common views about how to enforce behaviours across borders with appropriate cross-border judicial resolutions. Public and private dispute resolution systems need to be accessible to SMEs.

My own experience in competition law in the 1990s was that competition laws were not particularly well designed for SMEs, and that SMEs were not particularly well informed about them. It is very pleasing to see so much progress since then, as this book spells out.

x Foreword

Congratulations to the ISEAS – Yusof Ishak Institute and the authors for drawing our attention to these issues. This book and the seminar that it is based on are important steps in remedying the gaps in knowledge and policy in the Asia-Pacific.

Dr Alan E. Bollard
Executive Director, APEC Secretariat
Chairman, New Zealand Commerce Commission (1992–97)

ABOUT THE CONTRIBUTORS

Based at Murdoch University's Singapore campus, **Azad Singh Bali** is currently working on a project that studies productivity in the Singapore economy as it restructures to cope with the economic and sociopolitical challenges of an affluent but rapidly ageing economy. His academic training is in economics and public policy (specializing in public sector economics). Bali's research explores aspects of policy theory (particularly issues related to coordination, capacity, design, governance, and learning) in social policy in Asia. Email: a.bali@murdoch.edu.au

Jenny Buchan (LLB, LLM, PhD) is an Associate Professor in the Business School at UNSW Australia (University of New South Wales), where she teaches franchise law and contract law. Prior to this she worked for nineteen years as a commercial lawyer. Buchan is the author of Franchisees as Consumers: Benchmarks, Perspectives and Consequences (2013), the book review editor of the Journal of Marketing Channels, and a member of the editorial advisory board of the International Journal of Franchising Law. Buchan is a member of the Australian Competition and Consumer Commission's Small Business & Franchising Consultative Committee, the Law Society of NSW, the International Society of Franchising, and Australian Restructuring, Insolvency and Turnaround Association (ARITA). She researches franchise law and policy, focusing on the intersection of franchising, consumer protection, and insolvency law. Email: jm.buchan@unsw.edu.au

xii About the Contributors

Rachel Burgess is an independent consultant and researcher offering specialist competition law advice and training. She has specialized in competition law in Australia, the United Kingdom and Asia for fifteen years, working in both private practice and the government, and advised a wide spectrum of clients, from government ministers, senior civil servants, and military personnel, through to senior company lawyers and board directors, commercial managers and their staff. In recent years, Burgess has worked closely with the Malaysia Competition Commission and provided advice to other ASEAN member states. She has authored a number of book chapters and papers on competition law and spoken at numerous national and international conferences. Email: rbcompetitionlaw@gmail.com

Leela Cejnar is a Senior Lecturer at UNSW's (University of New South Wales) Business School, where her area of research and teaching is competition law. She has previously worked for the Australian Competition and Consumer Commission (ACCC); more recently, she has assisted the ACCC with the development of its tertiary online education programme, which was trialled in UNSW's introductory business law course in 2013. Email: L.cejnar@unsw.edu.au

Paul Davidson has completed a Bachelor of Economics (Hons) and Bachelor of Laws from the University of New England. From 2011–15 he was a research economist at the Productivity Commission of Australia and worked on a number of projects with specific focuses on competition, consumer protection, and small business. He is currently a research economist at the Australian Parliamentary Library where he is responsible for providing research to Members and Senators on competition policy. Email: Paul.Davidson@aph.gov.au

A Sydney-based competition lawyer, **Brent Fisse** has acted for clients in a wide range of industries, including information technology, health, telecommunications, energy, transport, motor vehicles, music, metals, retail grocery, financial services, sports, tourism, recruitment, and publishing and broadcasting. His clients have included regulatory agencies and the New Zealand Ministry of Economic Development. He is a consultant to the Asian Development Bank on competition law and policy, and the co-author (with Caron Beaton-Wells) of *Australian Cartel*

About the Contributors xiii

Regulation (2011), as well as numerous papers on competition law and policy. Fisse is also an adjunct professor of law at the University of Sydney, a member of the Law Council of Australia's Competition and Consumer Committee, and the managing director of an SME (small and medium-sized enterprise), Lexpert Publications Pty Ltd. Email: brentfisse@gmail.com

Knut Fournier is currently the Chairman of the Hong Kong Competition Association and a member of the Hong Kong competition team at Linklaters. He was, until recently, teaching law at the City University of Hong Kong. Prior to moving to Hong Kong, he worked as a monitoring trustee for competition authorities in Europe, the United States, Brazil, and China. He has published extensively on competition law, including recently on Hong Kong telecom merger remedies, and on competition policy and the Hong Kong broadcasting sector. He holds law degrees from the University of Paris and from Kings College London, and is currently finishing a PhD on Hong Kong competition law at the University of Leiden in The Netherlands. Email: knut.fournier@gmail.com

Yoshifumi Fukunaga is a Consulting Fellow at the Research Institute for Economy, Trade and Industry in Tokyo, and was formerly a Senior Policy Coordinator of the Economic Research Institute for ASEAN and East Asia in Jakarta. He researches a variety of issues regarding the ASEAN Economic Community, including competition policy, and has published in the *Journal of Asian Economics*, amongst others. He received his Master of Laws degree from Harvard Law School, and holds an M.A. in International Relations from the Fletcher School of Law and Diplomacy at Tufts University. He is also a registered attorney-at-law in the state of New York. Email: fukunaga-yoshifumi@rieti.go.jp

An associate professor in the Faculty of Business at the University of Wollongong in Australia, **Charles Harvie** has published extensively on the economies of China, Korea, and Southeast Asia. His long-term research focus has been on the role and contribution of entrepreneurship and SMEs to the region, and he is currently examining economic development and regional integration issues amongst the various ASEAN economies, with a particular focus on Cambodia, Laos, Myanmar, and Vietnam. Harvie is also the author or editor of sixteen books on these and related topics. Email: charvie@uow.edu.au

Shuya Hayashi's main research area is competition law in the European Union, United States, and Japan, and his current research projects are focused on merger regulations, competition and regulation in the telecommunications sector, and intellectual property law. He has also been actively engaged in developing policy recommendations for the Japanese government in relation to competition law and policy, and is a member of the American Antitrust Institute, acting as an international advisor for Japanese issues. Email: shuya.hayashi@law.nagoya-u.ac.jp

Sun Hyung Sonya Kim is currently a Professor of Clinical Law at Korea University's School of Law, and Chief Operations Officer for the university's Innovation, Competition & Regulation Law Centre. She has undertaken several studies on competition law and intellectual property law in Korea, China and the Asian region. She holds a Juris Doctor (JD) degree from New York University School of Law. Email: sonyakim23@korea.ac.kr

Yong Jung Kim is presently a Research Fellow in the Construction and Economic Research Institute of Korea. He was previously a Research Professor of the Innovation, Competition & Regulation Law Centre at Korea University, and has participated in SME-related research projects concerning large scale retailers, subcontracting arrangements, and unfair practices. His main research interests are currently subcontracting, bidding systems, unfair practices in the Korean construction industry, and competition law. Email: kimyongjung@gmail.com

Viet Le is a Lecturer in Entrepreneurship in the Faculty of Business and Law at Swinburne University in Australia. He has researched and published in the fields of entrepreneurship, SME development, and enterprise performance, and has a particular interest in efficiency and productivity issues, exports, and innovation. He lectures on new venture development and management, business innovation, and the economics of SMEs. Email: clle@swin.edu.au

About the Contributors xv

Cassey Lee is currently Senior Fellow at the ISEAS – Yusof Ishak Institute, Singapore. His previous appointments have included positions at the University of Wollongong in Australia, the Nottingham University Business School in Kuala Lumpur, and the University of Malaya. Lee received his PhD in economics from the University of California, Irvine. His current research focuses on competition policy, regulatory reforms, and firm-level studies related to innovation, productivity, and trade. He has published in numerous peer-reviewed journals, including the *Journal of Economic Dynamics and Control, Kyklos, Journal of Economic Surveys, Journal of Asian Economics*, and *Economic Modelling*. Email: cassey_lee@iseas.edu.sg

R. Ian McEwin holds the Khazanah Nasional Chair of Regulatory Studies at the University of Malaya, specializing in ASEAN competition law and economics. In 2002, he was recruited by the Singapore Ministry of Trade and Industry to help draft its competition law and set up the Singapore Competition Commission, before becoming its inaugural chief economist. Since then, he has been a Visiting Professor at the National University of Singapore and at Chulalongkorn University in Bangkok. He was recently appointed to the Foundation Board of Advisors of the Global Antitrust Institute at the George Mason University School of Law in Washington. McEwin has a law degree with first class honours and a PhD in economics, both from the Australian National University. Email: mcewin@me.com

Peter McKiernan is Dean of the School of Management and Governance at Murdoch University in Western Australia. He is an active researcher engaged in the analysis of changing political, economic, and social trends, their impact on strategic formulation and implementation for businesses. He has authored or edited several books, including *Sharpbenders* and two volumes on the *Historical Evolution of Strategic Management*, published widely in peer-reviewed journals in Europe and the United States, and was a co-founder of the *European Management Review*. McKiernan has served as President of the British Academy of Management and President of the European Academy of Management and is a Fellow of the Royal Society for the Arts. Email: peter.mckiernan@murdoch.edu.au

xvi About the Contributors

Alexandra Merrett is an independent competition lawyer and a Senior Fellow at the University of Melbourne. Between 2006 and 2012, she was a senior enforcement lawyer for the Australian Competition and Consumer Commission (ACCC), frequently involved in complex litigation. Prior to joining the ACCC, Merrett worked at a number of national law firms, principally in the areas of competition, commercial, and corporate law. Email: alexandramerrett@bigpond.com

A commissioner at the Productivity Commission of Australia from 2010–15, Warren Mundy holds a PhD from Kings College, Cambridge in economics. He has presided over the Commission's inquiries into local governments as a regulator, regulator engagement with small business, and business entries and exits in Australia. He has also served as the commissioner responsible for the Australian Competitive Neutrality Complaints Office, and is an adjunct professor with the University of NSW. Email: warren@bluestoneconsulting.com.au

Lip-Hang Poh is Assistant Director in the Policy and Markets Division of the Competition Commission of Singapore, with a special focus on abuse of dominance investigations and mergers. He was attached to the South African Competition Commission in 2012 on an international staff exchange, previously interned at RBB Economics (a London-based competition consultancy practice), and holds degrees in economics from both the Singapore Management University and the University College London. His research interests are on how competition law enforcement affects productivity growth, industries, and small firms. Email: liphang@gmail.com

Shila Dorai Raj was the founding Chief Executive Officer of the Malaysia Competition Commission from June 2011, retiring in December 2014. She was responsible for setting up the agency and laying the foundations for the implementation of national competition law. She was named as the top 100 women who have excelled in the field of anti-trust in the world by the *Global Competition Review* in 2014. Email: shila tra@hotmail.com

About the Contributors xvii

Michael T. Schaper is currently Deputy Chairman of the Australian Competition and Consumer Commission (ACCC). He is also a previous president of the Small Enterprise Association of Australia and New Zealand, has served as Small Business Commissioner for the Australian Capital Territory, and in 2009 was named "national small business champion" by the Council of Small Business Organisations of Australia. Schaper has previously managed a community small business centre; been an adviser to both state and federal governments; and held lecturing, professorial, and dean roles at a number of Australian universities. He is an Adjunct Professor with Curtin University and Senior Honorary Research Fellow at the University of Western Australia. Email: michael.schaper@accc.gov.au or Michael.schaper@gmail.com

Vince See Eng Teong is the first Malaysian to have completed his doctorate study in competition law and policy, obtaining a PhD from Nagoya University. He also holds a law degree from King's College, London, and was a keynote speaker at the launch of the ASEAN Handbook on Competition Policy and Law in 2010. His publications include the Journal of the Japanese Institute of International Business Law, the European Journal of Law and Economics, the Competition & Consumer Law Journal, and the Journal of World Intellectual Property. Email: set2contacts@gmail.com

Andrew F. Simpson is a lawyer with more than twenty years of experience in competition law and economic regulation throughout the Asia-Pacific region. He previously practised law with Gilbert+Tobin in Sydney and Hong Kong, and was Assistant General Counsel with the New Zealand Commerce Commission. In 2009, Simpson founded Certari Consulting Ltd., which advises governments on competition and regulatory policy, supports regulators in enforcement, and assists businesses with compliance. He is a consultant to the Asian Development Bank on competition law and policy. Email: ASimpson@ CertariConsulting.com

xviii About the Contributors

Rhonda L. Smith is a Senior Lecturer in the Economics Department at the University of Melbourne. Smith is regularly engaged by private parties to provide economic input, particularly in relation to mergers and competition litigation. She has acted both as an expert and strategic witness in many significant Australian cases. She is a former commissioner at the Australian Competition and Consumer Commission (ACCC), was a member of the Copyright Law Reform Committee, and is presently a member of the Australian Copyright Tribunal. Smith sits on the Commonwealth Consumer Advisory Committee. Email: rhondals@unimelb.edu.au

David Storey, OBE, is a Professor in the Department of Business Management and Economics at University of Sussex, United Kingdom. His book, *Understanding the Small Business Sector*, is, according to Google Scholar, currently the most highly cited work on small business. He was a member of the UK government's Small Business Council, has worked with the Organization for Economic Cooperation and Development (OECD) on projects such as their country reviews of Mexico in 2006 and 2011, their *Handbook on SME Policy Evaluation*, and new enterprise development in North Africa and the Middle East. He has also worked with the Inter-American Development Bank and the International Finance Corporation, including the development of an enterprise plan for Malaysia. Email: d.j.storey@sussex.ac.uk

Iwakazu Takahashi originally graduated from Waseda University's Faculty of Law in 1970, and then obtained both a master's degree in 1973 and a PhD in 1998 from the same institution. He started his academic career as a Lecturer in Law at Kanagawa University, Yokohama, in 1979, and has been Professor of Law at Meiji University, Tokyo since 2001. His special focus is on competition law, international economic law, and consumer law. Email: t.iwakaz@gmail.com

A lecturer in the Faculty of Economics at the University of Trisakti in Jakarta, **Tulus T.H. Tambunan** is also the head and main researcher at the Center for Industry, Small and Medium Enterprises, and Business Competition Studies in the same university. He holds a PhD in Economics from Erasmus University in The Netherlands, and since

About the Contributors xix

1995, he has been the Indonesia country researcher for the Genevabased World Economic Forum, which publishes the annual *Global Competitiveness Report*. He has conducted numerous studies into various issues related to micro, small, and medium enterprises. Email: sjahrir@rad.net.id

Wee-Liang Tan is Associate Professor of Strategic Management at the Singapore Management University. His current research interests are in entrepreneurship, family business, international cooperation and corporate governance. He has published in *Entrepreneurship Theory and Practice, Family Business Review, Journal of High Technology Management Research*, and *Journal of Business Research*. Tan has served as an expert consultant for the Asia-Pacific Economic Cooperation (APEC), the Asian Productivity Organisation, the Colombo Plan Secretariat, and the Commonwealth Secretariat. On the professional front, he was International President of the Institute of Chartered Secretaries and Administrators (ICSA) in 2004. He is a Wilford White Fellow of the International Council for Small Business. Email: wltan@smu.edu.sg

Rachel Trindade is an independent competition lawyer who has advised on a wide range of business structures and transactions in the private and public sectors. Prior to starting her own practice in 2002, she was a partner with a national Australian law firm. Trindade has handled competition, merger, and access issues across a range of industries that include energy, infrastructure, transport and logistics, manufacturing, distribution, and retailing. Along with Alexandra Merrett and Rhonda Smith, she is the co-publisher of *The State of Competition*, providing regular analysis of Australian competition issues. Email: trindade@bigpond.net.au

Christopher Vas is Academic Director of the Executive Education Centre at Murdoch University in Western Australia. He is the coauthor of the books *Tackling Challenges of Productive Growth in Resource Dependent Countries: The Experience of Ghana and Indonesia* and *Demystifying Productivity for Better-Informed Policy*, and has also published papers in leading journals, such as the *Journal of Comparative Policy Analysis: Research and Practice*. Email: c.vas@murdoch.edu.au

About the Contributors

Peter Waring is the Dean of Murdoch University's Singapore campus. He has previously held academic positions at the University of Newcastle, Australia and at the UNSW (Asia), including periods as the Acting Pro Vice Chancellor (International) for the University of Newcastle. A qualified lawyer, Waring also holds degrees in commerce and management. He is the co-author of four books on employment relations and has published more than sixty book chapters and articles in leading international and national journals. His research and teaching interests include employment relations, human resource management, corporate governance, and labour law. He has lived in Malaysia and Singapore for the past fourteen years. Email: p.waring@murdoch.edu.au

Mark Williams is currently a Professor of Law at the University of Melbourne. He has lived and taught in Hong Kong for over twenty years, specializing in competition law in China, Hong Kong, and other Asian jurisdictions. He is also the executive director of the Asian Competition Forum, established in 2005 to encourage discussion about competition-related issues in the region. He has worked with several national governments and international organizations (such as APEC and ASEAN) on competition projects. He holds a PhD from King's College, London and is admitted as a solicitor in England and Hong Kong. Email: mwilliams@asiancompetitionforum.org

Kunlin Wu is a LLD candidate at Nagoya University in Japan. Before joining the LLD programme, he obtained his bachelor and master's degrees in law from the National Taiwan University. His research interests include competition law, telecommunications law, and intellectual property law. Email: trooper0919@gmail.com

Bernadine Zhang Yuhua was previously an analyst with the APEC Policy Support Unit, providing policy analysis and evaluations of various region-wide initiatives. Prior to APEC, Zhang previously worked as a teaching and research assistant at universities in Singapore and China, and as a consultant for the World Bank in the lead up to the inaugural World Cities Summit in 2008. She holds a master's degree in public policy from the National University of Singapore and a bachelor's degree in economics from Shanghai Jiao Tong University, China. Email: Bernadine_zhang@yahoo.com