

BEFORE
FEDERAL TRADE COMMISSION
Washington, D.C. 20500

PEER REVIEW OF ULEMAKI

BY

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Petition for Rule Making

The Open Market Institute, thirty firms in food justice, independent business labor, public interest, and worker rights organization on five color submit this petition, pursuant to the Administrative Procedure Act and the Federal Trade Commission Act, to request the Federal Trade Commission ("FTC") initiate rulemaking to prohibit business from using exclusive dealing, exclusive payment, and other similar practices (hereafter "exclusive contract" or "exclusive arrangement") that substantially foreclose rivalry from customers, distributors, or suppliers of critical input. Under the requested rule, the FTC could bring enforcement action against firms that engage in any of the conduct described below.

Introduction

Monopolization of other dominant firms across the economy and exclusive arrangement to monopolize rivalry in preserve their own power over customers, distributors, suppliers, and workers. Firms with dominance can coerce or induce customers, distributors, and suppliers into limiting their dealing with rivalry or not dealing with rivalry together. In concentrated market, monopolization oligopolization can use exclusive dealing, exclusive payment, and related practices to thwart the entry and success of new small firms and to restrict the freedom of their trading partners. This exclusive contract, by stifling or reducing business rivalry on the merit, can inflict substantial injury on consumers and sellers, in the form of higher price, lower quality product for purchaser and lower price and other less favorable terms of trade for suppliers.

In the past two decades, the FTC, the Department of Justice ("DOJ"), and private antitrust enforcers have successfully litigated and settled many monopolization and illegal

improper exclusionary contract, including giving the dominant firm in credit card network,¹ hospital,² iron pipe fitting,³ microprocessor,⁴ personal computer operating system,⁵ pet diagnostic equipment,⁶ national mission for large truck.⁷ As of June 2020, the FTC has reopened cases involving exclusionary contract by dominant firm in manufacturing or offering anti-competitive medication, prescription routing,⁹ and wireless communication.¹⁰ In addition to these litigations

of reason proffered to justify exclusionary contracting by dominant firm by citing the purported benefit of exclusive dealing.¹⁶

Given the prevalence of exclusive arrangement by dominant firm, the FTC should initiate rulemaking to prohibit this practice using its unfair method of competition authority under the Administrative Procedure Act.¹⁷ The FTC should build on the implicit rule of fair competition embodied in Sherman Act case law and the FTC's explicit authority to indirectly prohibit unfair methods of competition.¹⁸ Because of the very real harm from exclusivity, its limited nature under a due justification, the FTC should prohibit, in the event of a violation of the FTC Act, exclusive dealing, exclusionary payment, and related practices that substantially foreclose the market from customers, distributors, or suppliers of essential inputs. The Supreme Court, in interpreting the Clayton Act restriction on exclusive dealing, opted to interpret it in the light of the decision *St. Mary's Oil Co. v. Illinois Oil & Gas Co.*¹⁹ To provide guidance to business and the public, the FTC should define "substantial foreclosure" as the ability to be owned by a single firm, dominance, quantitative foreclosure, or qualitative foreclosure. This rule would provide greater legal clarity to business of all sizes. It would encourage dominant firms to compete more vigorously and not to be able to use exclusive dealing as a competitive practice. At the same time, this rule would allow small or non-dominant firms to use exclusivity to their benefit, in light of the minimal risk of exclusion of rivals and coercion of trading partners.

¹⁶ See *Z* Meritor*, 655 F.3d at 271 ("Due to the potentially procompetitive benefit of exclusive dealing agreements, their legality is judged under the rule of reason.").

¹⁷ See 15 U.S.C. § 4, granting Commission power to declare and prohibit "unfair methods of competition in or affecting commerce".

¹⁸ The Magnuson-Moss Warranty Act imposes special procedure on FTC rule on unfair or deceptive acts or practices but it does not apply to rule on unfair method of competition. 15 U.S.C. § 7(2). As a result, FTC rule on unfair method of competition is governed by the Administrative Procedure Act general notice-and-comment requirements for rulemaking. *N. T. Petroleum Refiner Ass'n v. FTC*, 42 F.2d 672 (D.C. Cir. 1973).

¹⁹ 337 U.S. 23 (1949).

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ubstantive common law background, the presence of anti-trust principles is not required to
re-orient concentration of economic power through antitrust law.⁵⁷

In similar spirit, the transfer of the Federal Trade Commission Act of 1914 to the presence of
anti-trust principles is an important objective of antitrust law.⁵ For example, Sen.
Cummins urged his colleagues deliberating on the FTC Act that:

We must be diligent to preserve the independence of the man who is being freed from the
power of the corporation; that we c

In response to increased competition in the retail market, Microsoft formed an exclusive deal with 14 of the top 15 internet service providers ("IAP"), which include internet service providers ("ISP") and online services ("OLS") such as AOL.⁶⁶ Microsoft's agreement prohibited OLS from promoting or providing alternatives to Microsoft Internet Explorer.⁶⁷ Microsoft also engaged in an exclusive deal with Apple, which was Microsoft's primary, albeit much smaller, rival in operating systems for the desktop computer.⁶⁸ In the agreement, Microsoft would develop Office (word processing suite) for the Mac OS operating system.⁶⁹ In exchange, Apple would prohibit from installing competitor internet browser on Apple operating system and from encouraging consumers to use browser other than Internet Explorer.⁷⁰ Microsoft also engaged in an exclusive deal with independent software vendors ("ISV"). Microsoft's agreement required ISV to use Internet Explorer as the default browser for any software developed with "hypertext-based user interface" and require the usage of other Microsoft technologies for their application.⁷¹ Microsoft's agreement with ISV were meant to ensure that current and future web-centric application would only rely on browsing technologies found in Windows and provided by Microsoft.⁷²

Microsoft's agreement prohibited rival browser from obtaining sufficient clientele to become a viable long-term market competitor. Turner et al., *World of Warcraft: Microsoft's Online*

United States v Visa U.S.A., Inc

Visa and MasterCard were the only two of the four dominant providers of network payment card in the industry.⁷⁴ The payment card industry has never had a Visa and MasterCard open joint venture that comprises a portion of membership bank.⁷⁵ Bank can be a member of both networks.⁷⁶ The membership card issuer of a card, acquirer of the transaction information, or both.⁷⁷ Visa and MasterCard are networks that receive the transaction information and then approve or deny the user's transaction for the issuing bank.⁷ The issuing bank then sends the approval to the acquiring bank relating the transaction to the merchant accepting the consumer's transaction with the card they use.⁷⁹ At the time the government filed its lawsuit, Visa and MasterCard held 47% and 26% market share, respectively, for payment card transactions.

Visa in 1991, and MasterCard in 1996, adopted policies that prohibited their member banks from issuing American Express or Discover cards.¹ American Express and Discover were the only other competitors in the payment card industry. Additionally, Visa and MasterCard, respectively, remain

respectively. No bank in the United States was willing to give up its membership in the Visa or MasterCard network.⁴ Through the agreement, Visa and MasterCard restricted competition on fees for merchant business, limited consumer choice of credit cards, and favored their own products.

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for nicotine and opiates withdrawal.¹²⁶ To manufacture the drug, manufacturers must be able to obtain the active pharmaceutical ingredient (“API”).¹²⁷

Seeking to raise prices in the absence of patent protection in other markets, Mylan entered into an exclusive agreement with API supplier in 1997.

market since 1985.¹³⁷ Intel's share of the revenue in the market consistently exceeded 40%,

and Intel did not face effective competition from any CPU manufacturer.¹³⁸ Intel was the only firm with the breadth of CPU products to meet all the requirements of, and become the sole supplier to, most personal computer OEMs.¹³⁹ Intel was the only CPU supplier with the capability to supply all or nearly all of the requirements of the largest OEMs.¹⁴⁰

To maintain its monopoly position, Intel engaged in a series of activities. 0 y %. o U i v i .

payment were contingent on the OEM purchasing CPU exclusively or limiting the purchase of CPU from Intel.¹⁴⁹

Intel's contract foreclosed Intel's right to 60% of the OEM's

service in Wichita Falls, Texas.¹⁶⁶ United Region 1 maintains a 100% market share in outpatient ophthalmology services. Second, United Region 1 holds monopoly power in outpatient ophthalmology services.¹⁶⁷ United Region 1 maintains a 65% market share for outpatient ophthalmology services.¹⁶⁸

United Region 1 entered into an exclusive contract with the insurer that the exclusive United Region 1 competitor in the relevant market of Wichita Falls.¹⁶⁹ The contract requires the insurer to pay substantial pricing penalties of 13% to 27% for United Region 1 services if they include a competitor of United Region 1 in their provider network.¹⁷⁰

United Region 1's agreement forecloses at least 35% of the market.¹⁷¹ The agreement likely effectively prevents a competitor from expanding in, or entering, the relevant market, leading to higher health care costs for the insurer and higher insurance premiums.¹⁷² By restricting the insurer's freedom to contract with rival ophthalmology clinics, United Region 1's contract impedes competition on price and quality with existing providers.¹⁷³ United Region 1's agreement hinders its effort to grow and obtain necessary care.¹⁷⁴

P l a i n t i f f ' s

Pool Corp. was the world's largest distributor of pool products.¹⁷⁵ Distributors purchase products from manufacturers and resell them to dealers.¹⁷⁶ Pool Corp. was the dominant market leader of approximately 50% nationwide largest buyer of pool products, representing

¹⁶⁶ *Id.*
¹⁶⁷ *Id.* ¶ 1.
¹⁶⁸ *Id.* ¶ 2.
¹⁶⁹ *Id.* ¶ 2.
¹⁷⁰ *Id.*
¹⁷¹ *Id.* ¶ 1.
¹⁷² *Id.* ¶ 21.
¹⁷³ *Id.* ¶ 24–25.
¹⁷⁴ *Id.* ¶ 25–26.
¹⁷⁵ Compl. int. ¶ 3, Pool Corp., 2011 WL 51164 (No. 101-0115).
¹⁷⁶ *Id.* ¶ 3–4.

30% to 50% of manufacturer total sales.¹⁷⁷ In some local markets, Pool Corp. market share of total 0% or higher than its market monopoly power for the next five years.¹⁷⁸

After Pool Corp. acquired competitor non-owners, former seller entered into the distribution business in local markets to compete with Pool Corp.¹⁷⁹ In response to this new competition, Pool Corp. notified all the major manufacturers (three of which represented 50% of the market) in 2003 that Pool Corp. would stop dealing with any manufacturer that sold any of its products to the new entrant in an attempt to terminate the purchase of all manufacturer products nationwide.¹⁸⁰ The manufacturer would not be able to replace the volume of lost sales to Pool Corp. with increased sales to other distributors.¹⁸¹

Due to Pool Corp. exclusionary terms with manufacturers, Pool Corp. distributors and rivals were foreclosed from 70% of the market.¹⁸² Pool Corp. actions also increased the price and reduced the output of pool products; deterred, delayed, and impeded the ability of actual or potential competitors to enter or to expand their sales in the whole local distribution market; and reduced the choice of suppliers available to pool sellers.¹⁸³

IDE Labs, Inc.

IDE Laboratories ("IDE") held 70% market share in the development, manufacture, and sale of point-of-care ("POC") diagnostic products used by veterinarians to treat companion animals for certain conditions.¹⁸⁴ The POC market had five distributors

¹⁷⁷ *Id.* ¶ 3.

¹⁷⁸ *Id.*

¹⁷⁹ *Id.* ¶ 4.

¹⁸⁰ *Id.* ¶ 4.

¹⁸¹ *Id.*

¹⁸² *Id.*

¹⁸³ *Id.* ¶ 5.

¹⁸⁴ *Idexx Labs, Inc.*, 155 F.3d 1011, 1015 (T.C. 2013), 2013 WL 3649731, *1-3.

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Victré behavior allowed it to maintain monopolistic prices, reduce consumer choice, and impede rivals from becoming effective competitors.²⁰⁷ Victré offered no credible business justification.²⁰

Dial Corp. v. New Corp.

New Corp. was the dominant provider in the in-store promotion market, selling market share over 90%.²⁰⁹ In-store promoter provides direct marketing materials for retailers which include point-of-sale electronic signage, end-of-aisle displays, self-mounted displays, freezer displays, and floor signage.²¹⁰ Retailers purchase in-store promotion materials from providers and display them to consumers.

The plaintiff alleges that New Corp. engaged in a series of exclusive deals with retailers. Through these contracts, New Corp. allegedly prevented competitors from obtaining critical marketing information necessary to become viable competitors.²¹¹ The plaintiff alleges that the agreement foreclosed 73% of the market.²¹² Additionally, the agreement was designed to allow only 1%-25% of the total business to be available in any given year.²¹³

Since the court could not conclude in favor of the consumer benefit of the agreement outweighed the harm to competitors and consumers, the court denied New Corp.'s motion for summary judgment.²¹⁴ New Corp. subsequently settled the matter with the plaintiff for \$250 million.²¹⁵

²⁰⁷ *Id.* ¶ 5.

²⁰⁸ *Id.*

²⁰⁹ *Dial Corp. v. New Corp.*, 165 F. Supp. 3d 25, 2016 S.D.N.Y. 2016).

²¹⁰ *Dial Corp. v. New Corp.*, 314 F.R.D. 10, 111 S.D.N.Y. 2015), *amended*, No. 13-602), 2016 WL 60015 (S.D.N.Y. Feb. 1, 2016).

²¹¹ *Dial Corp.*, 165 F. Supp. 3d ¶ 27, 31.

²¹² *Id.* ¶ 33.

²¹³ *Id.*

²¹⁴ *Id.* ¶ 33-34.

²¹⁵ *Nate Rymon, New Corp. to Settle In-Store Promotion Litigation for \$280 Million*, REUTERS Feb. 2, 2016), <http://www.reuters.com/article/us-new-corp-litigation/USKCN0W2224>.

C. Pending Cases

The events that follow in this section are ongoing and represent different stages of litigation.

FT v Qualcomm, Inc

Qualcomm manufactures mobile processors and other semiconductor devices used in cell phones and tablets (collectively “*devices*”) and owns the relevant patents.²¹⁶

During this time, Qualcomm held a market share of 100% for the Premium LTE module market.²¹⁷

In 2011, Qualcomm offered Apple the right to make Qualcomm its sole supplier of chips.²¹ Qualcomm was focused on Apple and the “*Apple*” case. *Apple v Qualcomm*, 2011 WL 1111111.

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The district court granted permanent injunctive relief.²²⁵ The court held that Qualcomm
violated Section 5 of the FTC Act.²²⁶ The case is currently pending on appeal before the Ninth
Circuit.²²⁷

FT v r scr s LL

Surecrist is the information technology company that has monopoly power in two
separate but complementary markets: electronic prescription routing (“routing”)²²⁸ and
eligibility,²²⁹ which are often collectively referred to as “e-prescribing.”²³⁰ E-prescribing in-
creases the more efficient means for prescribers, pharmacies, and patients to benefit from
the filing process of electronic prescriptions.²³¹ In 2009, Surecrist controlled 95% (of
transaction volume) in both the routing and the eligibility markets.²³²

In response to the threat of competition, Surecrist engaged in exclusionary practices
beginning in 2009. First, Surecrist changed its pricing policies to encourage long-term
exclusivity.²³³ The contract term of the year is renewed automatically.²³⁴

²²⁴ *Id.* at 762–63.

²²⁵ *Id.* at 763–764. **FT v r scr s LL**

²²⁶ *Id.*

²²⁷ Briefing: The Open Market Initiative file brief in support of the Federal Trade Commission. See Brief of
Amicus Curiae Open Market Initiative in Support of Plaintiff-Appellee, *Qualcomm*, 411 F. Supp. 3d 65,
[http://ftic1.ftc.gov/ftic/5e449c3ef6752f3e7c/t/5e173111eef77cb33cf47/152536923/O
MI-Brief-in-FTC-v-Qu-lcomm-FIL.pdf](http://ftic1.ftc.gov/ftic/5e449c3ef6752f3e7c/t/5e173111eef77cb33cf47/152536923/O
MI-Brief-in-FTC-v-Qu-lcomm-FIL.pdf).

²²⁸ Surecrist Complaint ¶ 1 (alleging routing is the primary market for prescription-related services). **FT v r scr s LL**

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FT v Vyera Pharmaceuticals, LLC

Vyera Pharmaceutical (“Vyera”) is a primary, life-saving drug for the treatment of Toxoplasmosis. Toxoplasmosis is a parasitic infection that affects patients with HIV/AIDS, cancer, organ transplant recipients.²⁴⁶ Vyera has monopoly power in the market for

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For the device to recapture the relevant market, it must gain control through its primary
entirety in the industry, primary beneficiary, and the Medicare
agency. After the launch of Auvi-Q, Mylan offered a rebate to the primary
were offered on the condition that the primary beneficiary elect the option to offer Medicare device from
other companies, such as Sandoz.²⁷⁵ Because of the exclusionary rebate scheme, Mylan
prevented Auvi-Q from accessing 50% of the auto-injector market. Additionally, Mylan
prevented Sandoz from signing contracts with Sandoz by conditioning Sandoz contracts on
exclusivity.²⁷⁶ Sandoz noted in its complaint that, when it launched its injector in Canada, it
captured 21% of the market by the end of its first year.²⁷⁷ Sandoz noted that because Canada is a
provincially controlled market, Mylan was not able to use monopolistic
practices to exclude Sandoz from the relevant market.²⁷⁸ In August 2019, the U.S. District Court
for the District of Columbia granted Mylan's motion to dismiss in part but refused to dismiss
the exclusive dealing allegation.²⁷⁹ In February 2020, the court ruled that the lawsuit could
continue to proceed.²⁸⁰

Mar. Dagsis Corporation LLC v. Becton, Dickinson &

Becton Dickinson controls 60% market share in conventional syringes, 60% share in safety
syringes, and 55% market share for safety IV catheters.²⁸¹ Group purchasing organization
(GPO) negotiated Medicare supply price with manufacturer. The GPO, Vizient Premier

²⁷⁵ *Id.*

²⁷⁶ *Id.*

²⁷⁷ *Id.* ¶ 4.

²⁷⁸ *Id.* ¶ 11.

²⁷⁹ *Id.* ¶ 19.

²⁸⁰ *In Mergolis, A Kansas City, Kansas, Ruling Allow Millions to Join a Lawsuit Over the High Cost of Epipen*,
KCU (Feb. 27, 2020), <http://www.kcur.org/elect/2020-02-27/kansas-city-kansas-ruling-allow-millions-to-join-lawsuit-over-the-high-cost-of-epipen>.

²⁸¹ *American Civil Action Complaint No. 9, Merion Biogenetic Ctr. LLC v. Becton, Dickinson, & Co.*, 2019 WL
6266751 (S.D. Ill. Nov. 30, 2019) (No. 19-01059), *awarded and remanded sua sponte*, *Merion Healthcare*, 952 F.3d
132 [hereinafter *Beckton Dickinson Complaint*].

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L v Z ffa LL

UFC is the dominant (MMA) promotion company that holds 100% market share in the market for the promotion of elite Professional MMA bouts as well as monopoly for live elite Professional MMA fighter services.²

The plaintiff alleges that the UFC uses its monopoly and monopoly power to prevent MMA fighters from participating in fights for rival promoters.² Specifically, the UFC agreement includes a exclusivity provision that prohibits the fighter from participating in fights that are televised or organized by competitors with *Winfy Pufgn 2nuff Pui*

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In Augu t 2 1 , U.S. i trict Court in Penn ylv ni enic J&J motion to i mi t e l w uit. T e c e i till ongoing.³¹ In 2 19, J&J i clo e t t it w p rt of civil inve tig tion by t e Fe er l Tr e Commi ion reg r ing it contr ctng pr ctice wit Remic e.³¹¹

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with the FDA approved in 2016.³¹⁴ The drug is the only FDA approved treatment for dry eye disease.³¹⁵ Reti is approved for symptom of dry eye disease to reduce tear fluid volume, while Xii has been approved for significant symptom.³¹⁶ In its first two years on the market, Xii represents 35% of the commercial dry eye disease market but only 10% of the Medicare Part D market.³¹⁷ The Medicare Part D market accounts for 40% of all the prescriptions given for dry eye disease.³¹

Single unit generic Allergan Igefa A 0.1% MWF solution vs. 0.1% MWF

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Ticketmaster LLC 70% market share of the primary ticketing industry for major

concerts.³²⁵ Live Nation Entertainment Inc. 60% market share in the concert promotion

industry.³²⁶ In 2010, Ticketmaster merged with Live Nation, *see* [7/10/2010](#), [http://www.z72.g7.com](#)

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Through exclusive licensing arrangement, Live Nation suppressed its ability to
Ticketmaster's near-monopoly in the market for primary tickets. Consumers
have been forced to pay excessive fees for primary tickets and tickets in the secondary market.³³⁴

Facts: Elite All Stars v Varsity Brands

Varsity Brands organizes competitive cheerleading and dance competitions, also known
All-Star Cheer, and sells specific apparel for those competitions. Varsity Brands' "All-
Star Competition" were the main source of cheerleader competition in the market by
performing choreographed gymnastic and dance routines that are scored by judges. All-Star
Gym, some owned by Varsity and some independent, organizes teams for the All-Star
Competition. Report indicates that Varsity Brands' two monopolies: 100% of the All-Star
Competition market and over 90% of the All-Star Apparel market, meaning the specific apparel
required for cheer competitions.³³⁵

According to the complaint brought by the All-Star Gym, Varsity Brands' use
of exclusivity requirements, loyalty rebates, and discriminatory penalties, as well as its
acquisition of copyrights, to entrench its monopoly over the All-Star Competition market in
the All-Star Apparel market. Varsity illegally uses its monopoly over All-Star Competition to
enter into restrictive contracts with All-Star Gym. Some of these contracts commit gym
teams to participate exclusively in Varsity All-Star Competition and well purchase apparel
exclusively from Varsity.³³⁶ Varsity illegally uses discriminatory penalties with gym
teams to pay higher fees for competition and higher prices for apparel until they

³³⁴ *Id.*

³³⁵ Compl. int. ¶ 20, 25, *Fusion Elite All-Star v. Varsity Brands* (No. 20-03521) [hereinafter *Varsity Brands* Compl. int], <http://bergermont.guest.com/wp-content/uploads/2020/05/Fusion-Elite-All-Star-v-Varsity-Brands-1-COMPLAINT-FILED-05-26-20.pdf>.

³³⁶ *Id.* ¶ 3.

meet minimum annual purchasing requirement.³³⁷ Some arrangements require gym to buy all their apparel from Varsity.³³⁸ The lawsuit claims that Varsity even uses its control over the All-Star Competition to reduce core for teams that do not go to Varsity competition or use Varsity apparel exclusively.³³⁹

The exclusive arrangements prevent rival competition organizers from putting on their own event, well prevent rival apparel companies from receiving potential customers. The arrangements thus preserve Varsity monopolies in two markets: the All-Star Competition market and the All-Star Apparel market. Ultimately, the plaintiff suing Varsity argues that Varsity's exclusive arrangements drove up the cost of participating in cheerleading, which they estimate rose from \$3,000 to \$6,000 per season.³⁴⁰ The case is currently pending in federal court in California.

Dairy Products Agreements

Dominant cooperative Dairy Farmer of America ("FA"), controls roughly 30% of the U.S. raw milk supply nationwide, market, and sometimes processes dairy farmer milk.³⁴¹ In addition to processing in-house, the co-op sells raw milk to equally large processors, such as Fonterra, which sell 12% of all U.S. milk.³⁴²

³³⁷ *Id.* ¶ 3, ¶ 27.

³³⁸ *Id.* ¶ 34.

³³⁹ *Id.* ¶ 17.

³⁴⁰ *Id.* ¶ 2.

³⁴¹ *Dairy Farmer's 2018 Financial Report*, *AI YBUSINESS* (Mar. 2, 2019), <http://www.dairybusiness.com/files/report-2018-financial-report-2/>.

³⁴² Ameli Luciani, *5 Facts That Show How Milk Sales Have Changed and Made it Tough for Dean Foods to Survive*, *Bankrupt*, CNBC (Nov. 13, 2019), <http://www.cnbc.com/2019/11/13/5-facts-that-show-how-milk-sales-have-changed-and-made-it-tough-for-dean-foods-to-survive.html>.

In the early 2000s, FFA illegally entered into a 20-year agreement to become the exclusive supplier of raw milk for the National Food Institute in exchange for not competing with it in the milk processing market.³⁴³

The exclusive supplying agreement harmed both dairy farmers and consumers. Two reports were brought on behalf of dairy farmers alleging that FFA used its exclusive supply agreement to force non-FA members to join FFA or use its marketing services to sell to critical processors. This would limit non-FA farmers' market access and lower overall prices paid to farmers.³⁴⁴ A recent suit alleges that FFA's exclusive agreement to avoid competing in exchange for exclusive sourcing lowered the price charged to milk buyers, such as grocery stores.

. Other Public Allegations of Improper Exclusive Arrangement

On top of the litigation, cattle, and pending case, the media reported other allegations of improper exclusive contracts.

Federal Milk Magnets

Armark, Company Group, and Soeool are more than three-quarters of all contracts in the food service management ("FSM") industry. They operate cafeteria and provide other food services in institutions such as colleges, port terminals, business quarters, and prisons.³⁴⁵

³⁴³ Complaint 1, *Foalion, LLC v. Dairy Farmers of America, Inc.*, No. 20-442) [hereinafter "FA Complaint"], <http://www.courtlistener.com/docket/17175947/1/foalion-llc-v-dairy-farmers-of-america-inc/>.

³⁴⁴ See *Milk Antitrust Litig.*, 801 F. Supp. 2 705 (S.D. Tenn. 2011); Alan I. Greene & John S. Lee, *Vertical Restraints and Enforcement of the Antitrust Law in the Dairy Industry*, 4 BLOOMBERG L.J. 10 (2011).

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III. The Justifications for Exclusive Licensing: Efficiency and Uncompetitive

The justification for exclusive licensing is often presented in terms of efficiency, primarily in the context of exclusive licensing with a sole licensee. First, manufacturer efficiency is enhanced because the licensee is deprived of the freedom to carry competing products and promote them. The expense of the manufacturer's goodwill.³⁷⁷ Second, manufacturer efficiency is enhanced by exclusive licensing to protect their investment in the licensee, such as training of the licensee, from free riding.³⁷⁸ In the absence of exclusivity, the licensee's investment by one manufacturer to market a new product of the manufacturer's competitor.³⁷⁹ Third, manufacturer efficiency is enhanced by exclusive licensing to prevent a licensee from producing off the product of rivaling competitors.

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even feel compelled to carry product that it might not otherwise stock in itself.³⁵ The loyalty
 ration left to grapple with the alternative method for securing diligent, committed
 distributor is the “loyalty” cover for including the exclusivity-contract product from
 the pro-competitive competition.³⁶

In the case of dominant firm, the seller loyalty problem is especially unlikely.
 distributor are typically compelled to carry not only the product of leading firm, given
 own terms purchase experience. A seller that fails to carry not only the product of leading
 manufacturer risk losing customer.³⁷ Exclusive dealing, a means of obtaining a
 seller loyalty restriction, is unnecessary and unwarranted for dominant firm because of
 their dominant market and ability to secure loyalty through competition on the merits.

To the extent that manufacturer want distributor to undertake special promotional
 effort, they can contract for it.³⁸ Manufacturer can directly arrange for special marketing
 by seller and pay for it on a selective basis.³⁹

³⁵ See Robert L. Steiner, *Exclusive Dealing and Resale Price Maintenance: A Powerful Anticompetitive Combination*,
 33 W. U. L. Rev. 447, 457-58 (2004) (describing how a combination of exclusive dealing and resale price maintenance (George Foreman
 grill).

³⁶ See Bork and Areeda, *Anticompetitive Problems with the Loyalty Jurisdiction*:

“Loyalty” is a seller’s duty to be more efficient to the seller, in the extent that the market more of a
 particular product, it does not follow that the seller is more efficient from the standpoint of the public.
 Since the seller will generally be inclined to make much more money than the public, they are not likely to put the
 goods of other producers unless the public desire the other goods or unless the seller’s price on the
 goods is lower than the public’s price on the goods. *Almity v. Almity*, 101 F.3d 1011 (9th Cir. 1997).

Free riding on man's investments in distributors

The free rider theory is a lot of limited relevance in the real world. It rests on several questionable assumptions and ignores the possibility of legal restrictive alternatives.

As a general principle, the free-riding justification incorrectly assumes that a party that invests in producing and spreading knowledge that is non-rival should be entitled to a normal return on its investment. According to neoclassical economic theory, the free-riding justification is unconvincing, I would allow a creator of an intangible to cover its costs and obtain a fair return—return that is sufficient to induce the effort in the first place.³⁹ In using a

negative return is different from providing a normal return.³⁹¹ Any return above the equitable return is unnecessary and constitutes “rent” (in the language of neoclassical economic theory).³⁹² For present purposes, if a manufacturer can obtain a normal return on its training and other investment in the labor without exclusivity, it does not need exclusivity with respect to its investment.

tributor is necessary. An oil company concerned about the possibility of being sued for passing off must still rely on an applicable antitrust provision.⁴² If a seller is found to be passing off inferior products, it can be terminated subject to any contractual remedies. This type of monitoring activity is common in manufacturer-tributor relationships and is necessary to ensure tributor compliance with contractual terms.⁴³

At a more fundamental level, the passing-off justification overlooks the prohibition against deceptive marketing in the many laws that are available to top executives in conduct. Multiple bodies of law, including unfair competition, consumer protection, and trademark, prohibit passing off. Congress recognized the exemption from marketplace exception (not the lack of offsetting justification) and outlawed the practice through multiple statutes.⁴⁴ For instance, passing off can violate the Lanham Act and the FTC Act based on unfair deceptive practices.⁴⁵ On top of reputation damage and loss of future business, sellers that engage in deceptive practices can be liable for damages under the Consumer Protection Act, the Trademark Act, the FTC Act, and the Lanham Act. For example, in *Clayton v. G.D. Searle, Inc.*, 401 U.S. 677 (1971), the Supreme Court held that a company's passing off of its products as those of a competitor violated the Lanham Act and the FTC Act.

economies of scale

exclusive licensing is not the only, or even the most restrictive, way for manufacturers to achieve economies of scale. A natural matter, dominant firms may often already operate at or near the level that would minimize the average total cost of production. Given its significant market position, a dominant firm is typically in a very different position than a new entrant or a small rival that may be operating at a suboptimal scale.

Firms love the restrictive means of achieving economies of scale. First, firms can grow and achieve production scale by selling their output at a fair price and without any non-price terms.⁴⁰⁷ Firms value freedom to discount and capture retailing aggregate pricing, so long as it remains above the cost of production. Second, they can also offer true volume discounts, which are based on the lower cost of producing or distributing larger orders, that encourage purchasers to buy a large quantity of product.⁴⁰

In effect, exclusive arrangements, by blocking competitor entry and growth, can impede the industry-wide attainment of scale economies. The examples discussed in Section II show that dominant firms can prevent the growth of rivals. To the extent that competitor entry remains in the market, exclusive licensing may confine them to a small peripheral position in the market and stifle their growth. As a result, exclusive licensing can firmly tie up the market and prevent new rivals from entering the competitive scale. Exclusive licensing may produce market dominance by one or few firms in a fringe by a set of non-terminating, untested rivals.

in marketing strategies. Their reliance on unfair competition practices may be far more immediate than the threat of agency rulemaking regulation. The new Act will rely upon the market's private by empowering private parties to sue competitors to protect their interests on a case-by-case basis.

⁴⁰⁷ See *Grinnell v. ...*, 384 U.S. at 71 (perpetuating monopolies, under the Sherman Act, if they are "a consequence of a superior product, a business acumen, or an inborn accident").

⁴⁰ Tom et al., *supra* note 2, at 629 n.39.

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acquire monopoly. At the same time, the statute permit firm to compete through product improvement even if the conduct results in or maintains monopoly.⁴¹²

Congress, in enacting the Sherman Act, drew a distinction between growth through unfair methods versus growth through fair methods. It is time to prohibit the former monopolization and permit the latter fair and beneficial competition on the merits.⁴¹³ In congressional debate over the Sherman Act, Senator Sherman, in his House floor speech, offered guidance on the meaning of monopolization, employing the example of hypothetical cattle monopolist to distinguish fair from unfair methods of competition and to identify the circumstances under which the acquisition of monopoly would *not* violate the soon-to-be-passed Sherman Act.⁴¹⁴

The Sherman Act, as interpreted by the courts, restricts actual and would-be monopolists from using their market dominance, superior financial power, or tortious and unethical practices to exclude their rivals. Whether certain conduct runs afoul of the Sherman Act depends on whether the firm is or is not a monopolist. The distinction between monopolist and non-monopolist is important. Conduct undertaken by a monopolist can be illegal even if the same conduct is benign when undertaken by a firm without significant market power.⁴¹⁵

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ven t e S erm n Act pro ibit monopoli t from cquiring, m int ining, or
e ten ing t eir power t roug e clu ion ry, pre tory, n ot er unf ir met o , it llow t em
to compete t roug non-pre tory price cutting n pro uct improvement . Monopoli t re, in
gener l, free to cut price (o long t ey rem in bove co t), improve t eir pro uct , n inve t
in pl nt n re e rc n evelopent.⁴³ In ot er wor , t e S erm n Act re trict growt
t roug t e u e of m rket omin nce, below-co t pricing, n tortiou con uct but permit , even
for monopoli t , growt t roug new n improve pro uct n inve tment in pro uctive
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B. T e FTC Act Pro ibition on e clu ion ry n Pre tory Pr ctice in T eir Inciency

T e FTC Act pro cribe pr ctice t t t re ten to viol te t e S erm n n Cl yton Act .
Buil ing on norm embe e in t e common l w n e pre e in t e congre ion l eb te over
t e S erm n Act, t e r fter of t e FTC Act took n e pre ly mor l view of m rket
competition n i entifie ever l competitive ct n t ctic , inclu ing preferenti l contr ct ,

⁴²⁷ *Conwoo Co. v. U.S. Tobacco Co.*, 29 F.3 76 , 7 7– (6t Cir. 2 2); *By r v. Bluff City New Co.*, 6 9 F.2 43, 54 n.3 (6t Cir. 1979).

⁴² Kennet P. Brevoort & ow r P. M rvel, *Suoe ful Monolization Throu h vedation: The National a h Re i ter om any*, in ANTITRUST LAW AN CONOMICS 5 (Jo n B. Kirkwoo e ., 2 4).

⁴²⁹ *Allie Tube & Con uit Corp. v. In i n e , Inc.*, 4 6 U.S. 492, 5 (19); *W lker Proce quipment, Inc. v. Foo M/c inery & C emic l Corp.*, 3 2 U.S. 172, 176–7 (1965); *Miro oft*, 253 F.3 t 76–77.

⁴³ *See Grinnell*, 3 4 U.S. t 57 –71 “ e offen e of onopoly nder [ction 2] of t e er an ct a two element : (1) t e po e ion of monopoly power in t e relev nt m rket n (2) t e willful equi ition or m/inten nce of t t power i tingui e from growt or evelopent con equence of uperior pro uct, ine ac en, or i toric accident.); *United tate v. l in Co. of erica*, 148 F.2d 416, 430 2d Cir. 194) and, J.) “ ingle prod cer ay t e rvivor o t of group of ctive competitor , merely by virtue of i uperior kill, fore ig t and ind try.

unfair. Like the other landmark antitrust statute of 1914 (the Clayton Act), the FTC Act in
incipiency statute accordingly prohibits unfair competitive practices well before they
actually restrain trade or create, maintain, or extend a monopoly. Consequently, the FTC can
identify and prohibit unfair competitive practices before they rise to the level of illegal
monopolization under the Sherman Act. The Supreme Court applied this legislative purpose
in its interpretation of the FTC Act. Accordingly, practices like exclusive dealing can
violate the FTC Act without necessarily violating the Sherman Act. A reasonable possibility of
unfairly excluding rivals or injuring consumers is enough.⁴³¹

In the legislative debate over the FTC Act, the elimination of unfair competitive
practices was an important theme. After the proponent of the bill stressed the need for

enforcing fair competition in the marketplace. See § 1(j). See also FTC Commentaries. See also T. O.

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[T]he essential anticompetitive vice of such an arrangement is the utilization of economic power in one market to curtail competition in another. Here the TBA manufacturer purchased the oil company's economic power to use it as a partial substitute for competitive merit in gaining a major share of the TBA market.⁴⁶

The Fifth Circuit, in reviewing the FTC cease-and-desist order, declared that the FTC Act prohibits practices that *coerce* in *Ohio*, 377 U.S. 623 (1964).

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- 1) The power of the firm or firm using exclusivity,
- 2) The fraction of customer, distributor, or supplier bound by exclusivity, or
- 3) The significance of the customer, distributor, or supplier bound by exclusivity.

This rule would clarify the law on exclusive arrangement, encouraging dominant firm to compete on the merit and allowing more firm to use exclusivity in their contract.

While enforcers can never successfully challenge exclusive arrangement under the rule of reason,⁴⁶⁴ the prevailing legal test for multiple efficiencies. First, the rule of reason, without fact-intensive inquiry,⁴⁶⁵ is poorly suited for exclusive arrangement contract by dominant firm. The terms from exclusive arrangement contracting in related practice are relevant documents were the justification are of especially limited relevance to dominant firm.⁴⁶⁶ Accordingly,

antitrust law would severely restrict the practice.⁴⁶⁷ Second, the rule of reason, by placing most of the legal burden on the plaintiff, require the government or other enforcer to devote excessive time and resource to developing and litigating cases.⁴⁶⁸ Because of the

ntitru t l w uit un er t e rule of re on i e tr or in rily ifficult to pro ecute n win. In ee , t e recor ugge t t t t e rule of re on ppro im te t n r of pr ctic l leg lity.⁴⁶⁹ In pr ctice, t e rule of re on me n t t omin nt firm c n u e e clu ion ry n ot er unf ir competitive pr ctice wit out t e fe r of ignific nt leg l con equence .

T ir , even t e rule of re on free l rge corpor tion wit op i tic te coun el to eng ge in e clu ion ry contr cting, it offer little gui nce to ri k- ver e bu ine e t t c nnot pen ub t nti l um on out i e coun el. W ile it offer ome m rker on w en e clu ive e ling m y viol te t e S erm n Act, t e rule of re on oe not provi e pro pective cl rity to firm t t w nt to u e e clu ivity for benefici l or innocuou en .⁴⁷

Congre in ee rejecte t e pplic tion of t e rule of re on to cert in e clu ive rr ngement . It en cte t e Cl yton Act to en ure t t e clu ive rr ngement in t e le of goo re governe by impler n tronger leg l t n r t n t e rule of re on.⁴⁷¹

⁴⁶⁹ See Mic el A. C rrier, *The Rule of Reason: An Empirical Update for the 21st Century*, 16 *EO. MASON L. REV.* 827 (2009) (finding that, for antitrust purposes, the rule of reason is not a "bright-line" test, but rather a flexible standard that evolves over time).
⁴⁷¹ See *Clayton Act*, 15 *U.S.C.* § 14 (1914) (prohibiting anticompetitive acquisitions of stock).

Given the efficiency in the current rule of re-approach

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Manufacturer A require exclusivity from all its distributors and forbid them from carrying the product of rival manufacturer of meet met l. Because M

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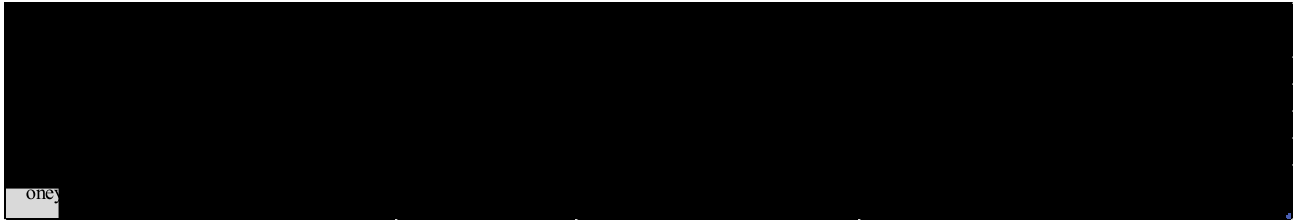
VI.C nclusi n

The FTC would initiate rulemaking to prohibit exclusive arrangement by dominant firm. With the present rule of reason approach, antitrust enforcers must devote unnecessary resources developing and prosecuting cases against dominant firm's exclusive conduct, meaning that many dominant firm likely violate antitrust law. At the same time, the current rule does not provide much guidance to business and the public. Because of the very reliance on the exclusivity in antitrust law, under antitrust law, the FTC would prohibit, as a violation of the FTC Act, exclusive dealing, exclusive payment, and related practices that substantially foreclose rivals from customers, distributors, or suppliers. To provide legal guidance, the FTC would define "substantially foreclosed" as not to include the owner's own firm's dominance, quantitative foreclosing, or qualitative foreclosing. Related to the existing legal framework, this rule would provide greater legal clarity to business and the public. It would encourage dominant firm to compete more effectively in exclusive dealing and related practices, and at the same time, would allow smaller non-dominant firm to use exclusivity to their benefit.

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Table 4: Other Public Allegations



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Organizational Petitions

The **Open Markets Institute (OMI)** is a non-profit organization dedicated to promoting a free and competitive market. It does not accept any funding or contribution from for-profit corporations. Its mission is to safeguard our political economy from concentration of private power that undermines free competition and threatens liberty, democracy, and prosperity. OMI regularly provides expert testimony on competition policy to Congress, federal agencies, courts, journalists, and members of the public.

The **American Economic Liberties Project (AELP)** works to ensure America's system of commerce is structured to advance, rather than undermine, economic liberty, free commerce, and secure, inclusive democracy. AELP believes true economic liberty

The **Columbia Institute** is a non-profit consumer education organization working on organization. We are currently in an investigation to identify and evaluate the effectiveness of our former, while we scrutinize the US National Organic Program enforcement and application of the organic law.

The **Democracy and Progress Education Fund** educates two million members in the general public about matters pertaining to the democratic nature of our nation's communication infrastructure and governance structure, and the impact of corporate power over our economy and democracy.

The **Fair World Trade Union**, founded by **Elyhun**, is a community organization.

promoting clean energy and solutions to climate change, ensuring the food we eat is produced sustainably, and protecting marine ecosystems and the people who live and work near them.

EAL is a multi-sector, multi-racial coalition comprising 55 member organizations who represent over 2 million rural and urban farmers, ranchers, fishermen, farm food chain workers, indigenous groups, scientists, public health advocates, policy experts, community organizers, and activists. Together, they are building their collective power to transform food systems so that they are healthy for families, accessible and affordable for all communities, and fair to the people who grow, process, and distribute them.

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Individual Petitioners

Brian Callaci is an economist, a Postdoctoral Scholar at the Center for Technology & Society Research Institute. He received a Ph.D. from the University of Michigan in 2011.

Ma shall teinbau is an Assistant Professor of Economics at the University of Utah. He researches market power in labor markets and more generally, including its application in antitrust, labor regulation, higher education, and other policy areas.

Michael S. Ugent is the Executive Director of the Yale Information Society Project and a Lecturer at Yale Law School. His research focuses on antitrust, contract law, and consumer protection in the interaction of law and technology.

Anjula Paul is an Assistant Professor of Law at Wayne State University, currently Visiting Professor at the University of Minnesota Law School. She teaches the intersection of labor and antitrust law, as well as labor law and corporate law. Her work has appeared or is forthcoming in, among other places, the UCLA Law Review, Law & Contemporary Problems, and the Berkeley Journal of Labor & Employment Law.