



AUTORITÉ DE LA
CONCURRENCE

GRAND-DUCHÉ DE LUXEMBOURG

ANNUAL REPORT 2025

WORD FROM THE PRESIDENT



2025 will have been a year of consolidation: consolidation of our transformation into an independent public body, as well as the strengthening of our working methods and governance, in support of the rigorous, consistent and transparent delivery of our remit.

Against a backdrop of a significant expansion of our remit — competition law, digital markets (P2B, DMA, DSA), the agri-food supply chain and the protection of whistleblowers — we have continued to adapt our processes and resources, whilst remaining true to our values of neutrality, transparency and integrity.

In the area of **anti-competitive practices**, the year was marked by the conduct of inspections in the insurance sector, as well as the issuance of a statement of objections addressed to groups operating in the brewing sector.

As regards merger control, we are still awaiting a revised draft bill that will strengthen legal certainty whilst simplifying procedures for undertakings.

At European level, we continued our active participation in the *European Competition Network (ECN)*, contributing to the convergence of practices. Such cooperation is essential for

effectively handling cross-border cases and anticipating market developments.

In the area of **digital markets**, we continued to support the European Commission in regulating gatekeepers under the *Digital Markets Act (DMA)*, and in defending the collective interests of platform-using businesses under the *Platforms to Business (P2B)* Regulation. This coordination between ex ante regulation and competition law strengthens our ability to prevent and correct structural imbalances.

The entry into force in Luxembourg of the Law of 4 April 2025 implementing the Digital Services Act (DSA) marks a major turning point. As a *Digital Services Coordinator*, the Authority now has full investigative and enforcement powers to ensure a safe, predictable and transparent online environment.

In this first year of full implementation of the DSA, we have recorded 62 reports under the DSA, certified the first '*trusted flagger*' in Luxembourg and strengthened our European cooperation within the *European Board for Digital Services*. These significant developments form part of a resolute strategy to protect users, particularly minors, as well as ongoing dialogue with the European Commission and our counterparts.

At national level, we have formalised and implemented a DSA cooperation agreement with seven authorities (ALIA, CNPD, DPC, HCPN, ILNAS, the Ministry of the Interior, and the Grand Ducal Police) and established a regular operational dialogue with *the Ombudsman fir Kanner a Jugendlecher* on the protection of minors online.

We have also continued our mission to **protect farmers and small operators** against *unfair trading practices (UTP)* in the agri-food supply chain by continuing to raise awareness among stakeholders in the chain and through our cooperation with the relevant national and European authorities.

The reporting platform dedicated to **whistleblowers**, for its part, enabled the processing of reports in 2025, consolidating a secure and confidential channel for the early detection of violations.

At the same time, we have also updated our **communication** tools to provide clearer and more accessible information: a new visual identity, a complete overhaul of the www.concurrence.lu website with user-focused sections, a newsletter now distributed to 246 subscribers, and a LinkedIn community that has doubled in size over the last three years. These advocacy tools support our priorities: raising awareness of the rules, ensuring procedural transparency, and facilitating access to our processes.

Our outlook for 2026 is in line with this momentum: continued implementation of the DSA, supporting developments under the DMA, stepping up our antitrust actions, and preparing for the future national merger control regime.

Bolstered by the commitment of its teams and the support of its partners, the Competition Authority will continue, with rigour and discernment, to fulfil its mission in the public interest: to ensure open, contestable and balanced markets that foster innovation and purchasing power.

I would like to extend my warmest thanks to all our staff for their dynamism, initiative and resilience.

I hope you find this 2025 report an enriching read. In it, you will find details of our achievements, the challenges we have overcome and the priorities that will guide our work in the coming months.

Pierre Barthelmé

President of the Competition Authority
of the Grand Duchy of Luxembourg

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I. COMPETITION AUTHORITY

ORGANIC LAW AND REMIT

The Competition Authority of the Grand Duchy of Luxembourg is an independent public body with legal personality and financial and administrative autonomy. It takes over from the former Competition Council to enforce national and European legislation prohibiting anti-competitive practices.

Its remit also extends to new economic challenges and realities linked to digitalisation, concentration in the retail sector, the freedom to provide services and the need to protect whistleblowers.

In accordance with its Organic Law as amended¹, the Authority thus covers three main areas of competence: competition law, the regulation of digital markets, and unfair commercial practices in the agri-food supply chain. In addition to these, it defends the collective interests of businesses regarding freedom of establishment and the freedom to provide services, as well as protecting whistleblowers in all the aforementioned areas.

COMPETITION LAW

In the field of **competition law**, the Authority's main tasks include:

- ✓ investigating and sanctioning anti-competitive practices such as agreements restricting competition or abuses of a dominant position;
- ✓ carrying out analytical work (sectoral opinions and investigations) and awareness-raising activities;
- ✓ to assist, where necessary, the European Commission in monitoring foreign subsidies that distort the functioning of the internal market².

DIGITAL MARKETS

In the field of **digital markets**, the Authority's main tasks include:

- ✓ defending the collective interests of businesses using online platforms (Platform to Business – P2B)³;
- ✓ to assist, where necessary, the European Commission in ensuring compliance with the rules governing digital market gatekeepers (Digital Markets Act – DMA)⁴;
- ✓ supervising intermediary service providers in its capacity as digital services coordinator for Luxembourg (Digital Services Act – DSA)⁵.

The national law implementing Regulation (EU) 2022/2065 on a single market for digital services (Digital Services Act – DSA) and specifying the Authority's powers as the *digital services coordinator* for Luxembourg came into force on 11 April 2025⁶.

¹ Amended Law of 30 November 2022 on Competition
<https://legilux.public.lu/eli/etat/leg/loi/2022/11/30/a588/consolide/20230404>

² Law of 29 March 2023 [...] on the implementation of Regulation (EU) 2022/2560 on foreign subsidies distorting the internal market
<https://www.legilux.public.lu/eli/etat/leg/loi/2023/03/29/a181/jo>

³ Amended Law of 5 March 2021 on the implementation of Regulation (EU) No 2019/1150 [...] promoting fairness and transparency for businesses using online intermediation services
<http://data.legilux.public.lu/eli/etat/leg/loi/2021/03/05/a185>

⁴ Law of 29 March 2023 amending the Law of 30 November 2022 on competition with a view to [...] the implementation of Regulation (EU) 2022/1925 on digital markets
<https://www.legilux.public.lu/eli/etat/leg/loi/2023/03/29/a181/jo>

⁵ Draft law implementing Regulation (EU) 2022/2065 of the European Parliament and of the Council of 19 October 2022 on a single market for digital services
<https://www.chd.lu/fr/dossier/8309>

⁶ Law of 4 April 2025 implementing Regulation (EU) 2022/2065 of the European Parliament and of the Council of 19 October 2022 on a single market for digital services
<http://data.legilux.public.lu/eli/etat/leg/loi/2025/04/04/a125/jo>

AGRI-FOOD SUPPLY CHAIN

With regard to the **agricultural and food supply chain**, the Authority's remit includes ensuring the protection of farmers and small operators against **unfair trading practices** (UTP) by their more powerful buyers⁷.

COLLECTIVE INTERESTS OF BUSINESSES

With regard to **freedom of establishment** and the **freedom to provide services**, the Authority's remit is to safeguard the collective interests of businesses within the internal market⁸.

CLASS ACTIONS IN CONSUMER MATTERS

In relation to the **protection of online platform users**, the Authority was assigned a new remit by the Law of 20 November 2025 introducing a class action mechanism in consumer matters⁹. It may now bring collective actions seeking injunctive relief, prohibition and/or compensation in the interests of consumers against businesses that breach the rules governing online platforms (DSA) or digital market gatekeepers (DMA).

WHISTLEBLOWERS

With regard to **reporting breaches of European and national law in a professional context**, the Authority's remit includes receiving and processing external reports from whistleblowers across all areas falling within its remit¹⁰.

MERGER CONTROL

Bill No. 8296, tabled by the government on 23 August 2023, provided for the introduction of prior control of business mergers under Luxembourg law.

By the end of 2025, it had not yet been put to a vote in the Chamber of Deputies. The Authority's teams nevertheless maintain a close watch on legislative developments in order to be ready to take on these future tasks.

On 13 January 2026, however, the Minister for the Economy, SMEs, Energy and Tourism announced, in response to parliamentary question No. 3435, the forthcoming tabling of a new revised draft law on merger control.

⁷ Law of 1 June 2021 on relations between undertakings within the agricultural and food supply chain
<https://legilux.public.lu/eli/etat/leg/loi/2021/06/01/a403/jo>

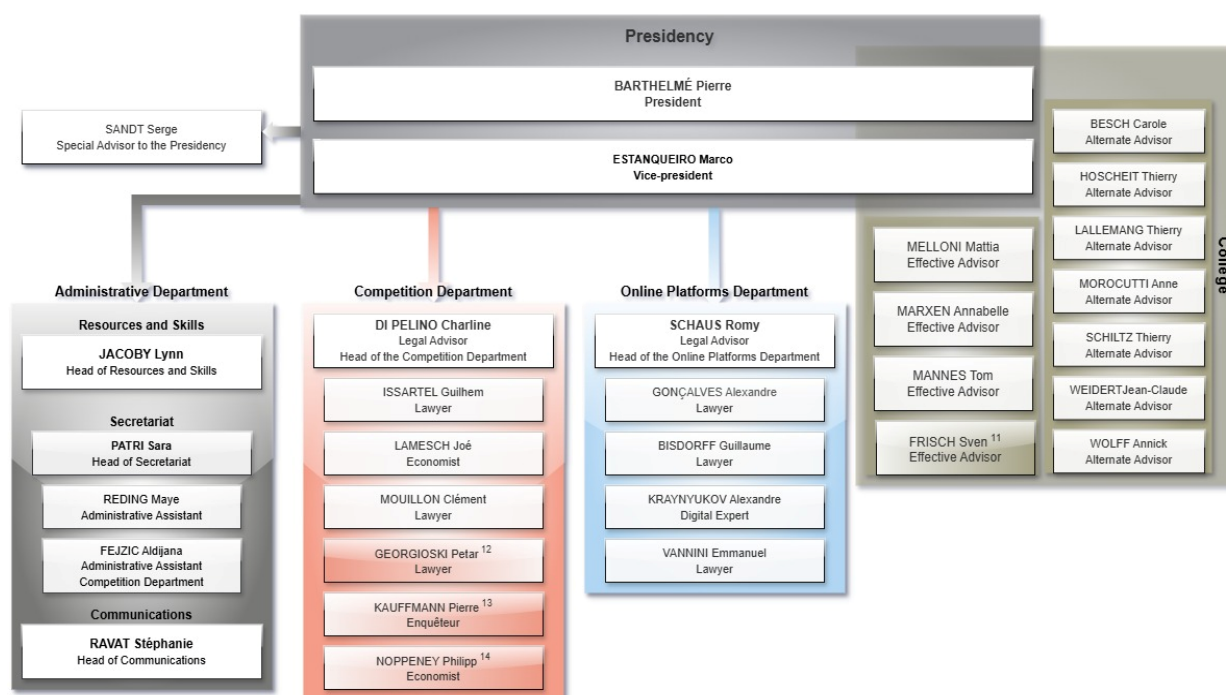
⁸ Amended Law of 24 May 2011 on services in the internal market
<https://legilux.public.lu/eli/etat/leg/loi/2011/05/24/n1/consolide/20211206>

⁹ Law of 20 November 2025 introducing a collective redress mechanism in consumer matters
<https://legilux.public.lu/eli/etat/leg/loi/2025/11/20/a507/jo>

¹⁰ Law of 16 May 2023 transposing Directive (EU) 2019/1937 of the European Parliament and of the Council of 23 October 2019 on the protection of persons who report breaches of Union law
<https://legilux.public.lu/eli/etat/leg/loi/2023/05/16/a232/jo>

STRUCTURE OF THE AUTHORITY

ORGANISATIONAL CHART OF THE COMPETITION AUTHORITY IN 2025



Members of the College

SEVEN-YEAR RENEWABLE TERMS

President

Pierre Barthelmé (01/01/2023–31/12/2029)

Full Members

Mattia Melloni (01/01/2023-31/12/2029)
 Tom Mannes (01/02/2023-31/01/2030)
 Sven Frisch (01/03/2023-15/09/2025)
 Annabelle Marxen (15/07/2023-14/07/2030)

Vice-President

Marco Estanqueiro (01/01/2023-31/12/2029)

Alternate members

Thierry Hoscheit (01/01/2023-31/12/2029)
 Thierry Lallemand (01/01/2023-31/12/2029)
 Anick Wolff (01/01/2023-31/12/2029)
 Jean-Claude Weidert (01/06/2023-31/05/2030)
 Carole Besch (01/11/2023-31/10/2030)
 Anne Morocutti (01/11/2023-31/10/2030)
 Thierry Schiltz (01/11/2023-31/10/2030)

¹¹ Until 15 September 2025

¹² From 15 September 2025

¹³ Until 31 August 2025

¹⁴ Until 30 September 2025

Non-governmental advisors (NGAs)
TWO-YEAR RENEWABLE TERMS

Mélanie Thill-Tayara	(25/09/2024–24/09/2026)
Laura A. Mendez Rodriguez	(25/09/2024–24/09/2026)
Charles Poggiès	(25/09/2024–24/09/2026)



Authority staff

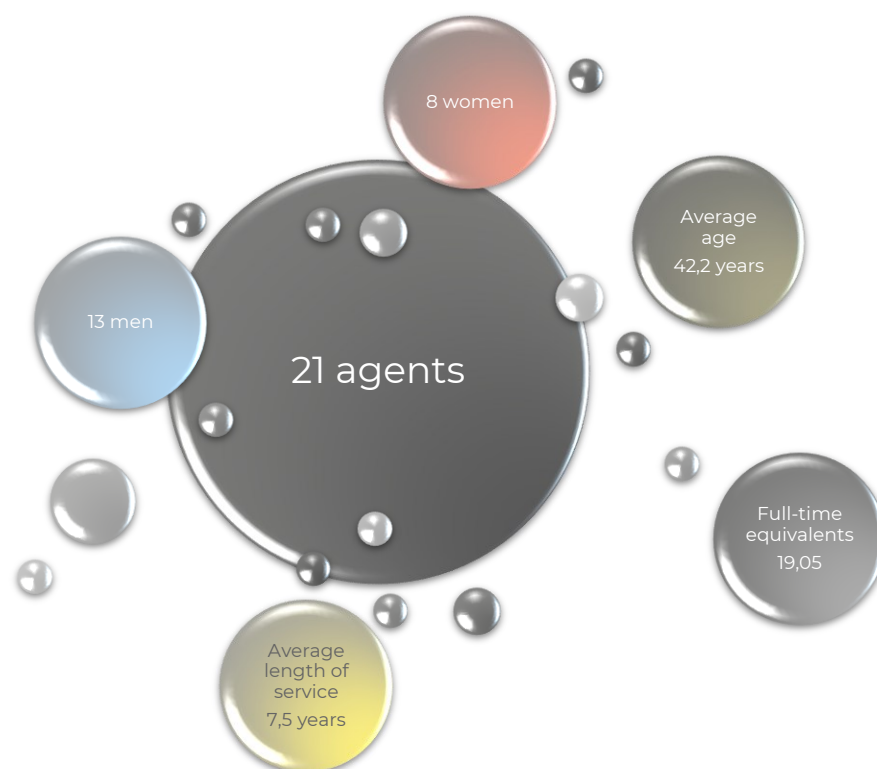
As at 31 December 2025, the Authority's staff structure comprised 16 civil servants and state employees, including:

- 1 special advisor attached to the Presidency;
- 5 heads of department;
- 8 staff members carrying out analytical and investigative work;
- 2 staff members providing assistance and support.

In 2025, the Authority also hosted two students during the school holidays.

SOCIAL REPORT

STAFF

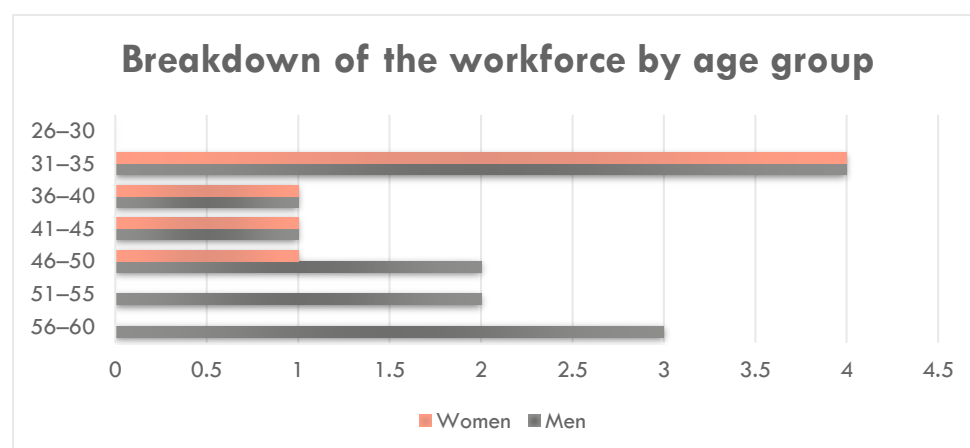


As at 31 December 2025, the Authority had an actual workforce of **21 permanent staff members**, equivalent to 19.05 full-time equivalents, comprising:

- 16 civil servants and state employees forming the **core staff**, as well as
- 5 **full members of the College** (President, Vice-President and 3 effective advisors).

In addition to the Authority's permanent staff:

- ✓ 7 **alternate members**, drawn mainly from the judiciary and called upon to sit on the collegial decision-making bodies, as well as
- ✓ 3 '**non-governmental advisors**', who represent the Authority within *the International Competition Network*.



RESOURCES AND REMIT

¹⁵ **BUDGET**

€4,254,000

VACANCIES

In 2025, the Competition Authority announced four new vacancies and two existing vacancies.

Competition Department

- [a lawyer or an economist specialising in competition law](#)
- [a technical coordinator for international cooperation](#)
- [an economist specialising in competition law;](#)
- [a lawyer specialising in competition law.](#)

Online Platforms Department

- [a lawyer in digital regulation](#)
- [a lawyer in digital regulation](#)



RECRUITMENT

Due to the high level of qualifications required and the specific nature of the Authority's various areas of expertise, as well as the restrictive conditions set out in the Statute of Civil Servants and State Employees, the Authority was unable to recruit suitable candidates for all the posts advertised.

In 2025, the Authority nevertheless recruited:

- ✓ a lawyer in digital regulation; and
- ✓ a lawyer in competition law.

Two students also provided temporary support to the Secretariat and the Communications Department.

¹⁵ Budgetary resources according to the State budget approved for 2025
<https://legilux.public.lu/eli/etat/leg/loi/2024/12/20/a558/jo>

COMMUNICATION AND ADVOCACY

NEW VISUAL IDENTITY



In 2025, the Communications Department, assisted by a graphic designer, developed a new visual identity applied across all the Authority's external communications materials:

- ✓ letters and publications (opinions, reports, etc.);
- ✓ emails and business cards;
- ✓ PowerPoint presentations;
- ✓ folders and roll-ups;
- ✓ website;
- ✓ professional social media.

This new identity, with a more streamlined and contemporary style, has helped to support and drive the Authority's internal reorganisation in response to the expansion of its remit.

The new colour scheme, derived from the red, white and blue (Luxembourg flag) hues of the logo adopted in 2022, uses lower saturation to offer five new, softer and coordinated shades, whilst visually distinguishing between the departments responsible for the Authority's various areas of competence:

- ✓ coral for the [Competition department](#);
- ✓ blue for the [Online Platforms Department](#);
- ✓ khaki for the [Agri-Food Chain Department](#);
- ✓ yellow for the [Whistleblower Service](#);
- ✓ grey for [general communications](#).

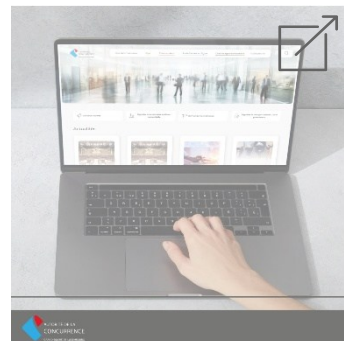
This new visual identity has also helped to define the graphic guidelines for the new website.

NEW WEBSITE WWW.CONCURRENCE.LU

The Communications Department, working closely with the Competition and Online Platforms departments as well as the State Information Technology Centre (Centre des technologies de l'information de l'Etat - CTIE), has completely redesigned the Authority's website www.concurrence.lu.

Designed to offer smooth navigation and an optimised user experience, the new site is organised into four main sections, tailored to guide each user profile:

- ✓ [Take Action](#) to access procedures for reporting, filing a complaint or applying for leniency with the Authority;
- ✓ [Competition](#) to understand the issues surrounding competition law and how the Authority's investigations work;
- ✓ [Online Platforms](#) to find out everything about the regulation of online platforms; and
- ✓ [Agri-food supply chain](#) to find out how the Authority defends the interests of small suppliers against large operators in the supply chain.



The new website retains all the news and publications from the previous version, reorganised and categorised in a structured manner to make them easier to access.

AUTHORITY NEWS

At the same time, the Communications Department continued to update the website daily both before and after the launch of the new version, reporting on the regular activities of the various departments.



55 news items,
including:

26 news items
"Competition"



29 news items
"Online platforms"

NEWSLETTER

In 2025, the number of [newsletter subscribers](#) remained stable at **246**, compared with 239 the previous year.



Newsletter septembre-octobre 2025

Général
Nouveau site www.concurrence.lu

Concurrence
Recrutement | Griefs secteur brasseries | European Competition Day | DACHieLux

Plateformes en ligne
Recours collectifs DMA/DSA | DSA : Accès aux données de recherches - TikTok - Meta - Zalando - Protection mineurs - Tribunal UE

Newsletter juin-août 2025

Concurrence
Recrutement d'un juriste et d'un économiste | Brasserie Nationale / Boissons Heintz | Visite de l'Autorité française de la concurrence | EUROCOMP 2025 | EU Justice Scoreboard | Avis - règlements ILR | PAC : accord de durabilité et règles de concurrence | Cours ERA - ententes anticoncurrentielles | Conférence ASCOLA

Plateformes en ligne
DSA - BEE SECURE premier signaleur de confiance au Luxembourg | Visite de l'OKJ | Lignes directrices et prototype d'app Protection des mineurs | Règles d'accès aux données pour les chercheurs | Temu | AliExpress | DMA - Consultation de la Commission européenne"



Newsletter mars-mai 2025

Concurrence
Avis - heures d'ouverture | Elèves Master JAIE | Workshop ICN | Loi IA | Loi DSA | Students TechLaw | Subventions étrangères

Plateformes en ligne
DSA : protection des mineurs | World Consumer Day | Accord DSA | Consultation DSA | Amendes DMA | Décisions Commission DMA

Newsletter janvier-février 2025

Concurrence
Inspections inopinées | Conférence IA | Conférence ECA | Mardi du droit européen | Arbitrage sportif | Distribution exclusive

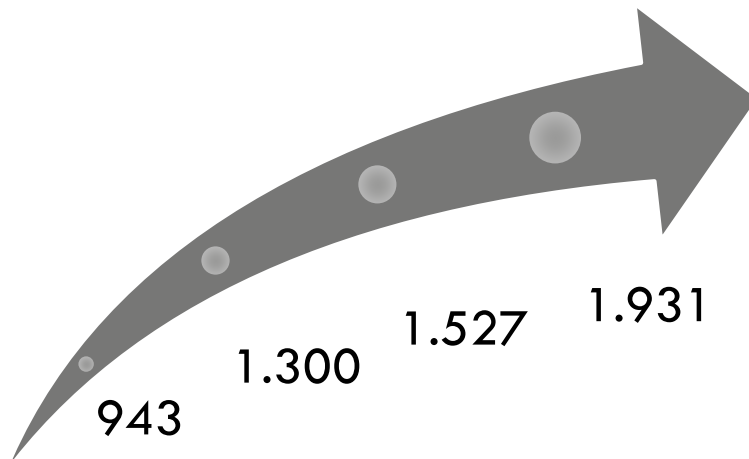
Plateformes en ligne
Elections Toolkit | Bee Secure Radar | Code de conduite DSA



LinkedIn



+ 105 %
FOLLOWERS¹⁶



TRENDS IN THE NUMBER OF LINKEDIN FOLLOWERS FROM 2022 TO 2025

¹⁶ Change in the number of followers from 2022 to 2025



AUTORITÉ DE LA
CONCURRENCE
GRAND-DUCHÉ DE LUXEMBOURG

COMPETITION

ANNUAL REPORT 2025



II. COMPETITION

Competition law contributes to the smooth functioning of markets by ensuring **free competition**. In a competitive market, businesses are encouraged to constantly innovate in order to offer consumers the best possible products and services at the most competitive prices.

The Competition Authority monitors, in particular, companies' compliance with the free play of competition and may sanction anti-competitive behaviour, such as abuses of a dominant position or cartels.

In this context, in 2025, the Authority carried out:

- analytical and advisory tasks (opinions and sectoral investigations);
- the investigation and sanctioning of anti-competitive practices;
- certain merger control tasks via referrals to the European Commission;
- the representation of Luxembourg within the European Competition Network; as well as
- other cooperation initiatives at European and international levels.

In the field of competition law, the Authority monitors **all undertakings that make up Luxembourg's economic fabric**, in particular:



more than **45,000 undertakings in the market economy**¹⁷



including nearly **1,500 undertakings in the financial and insurance sectors**¹⁸ operating in Luxembourg



all **foreign enterprises producing goods and services** that carry out economic activities on Luxembourg territory

COMPETITION DEPARTMENT

As at 31 December, the department consisted of a head of department and four investigators.

¹⁷ STATEC – Luxembourg in figures 2025 (latest data available in 2022)
<https://statistiques.public.lu/en/actualites/2025/luxembourg-en-chiffres-2025.html>

¹⁸ STATEC – Luxembourg in figures 2024 (latest data available in 2022 and 2023)
<https://statistiques.public.lu/en/actualites/2025/luxembourg-en-chiffres-2025.html>

ANALYTICAL AND CONSULTING SERVICES

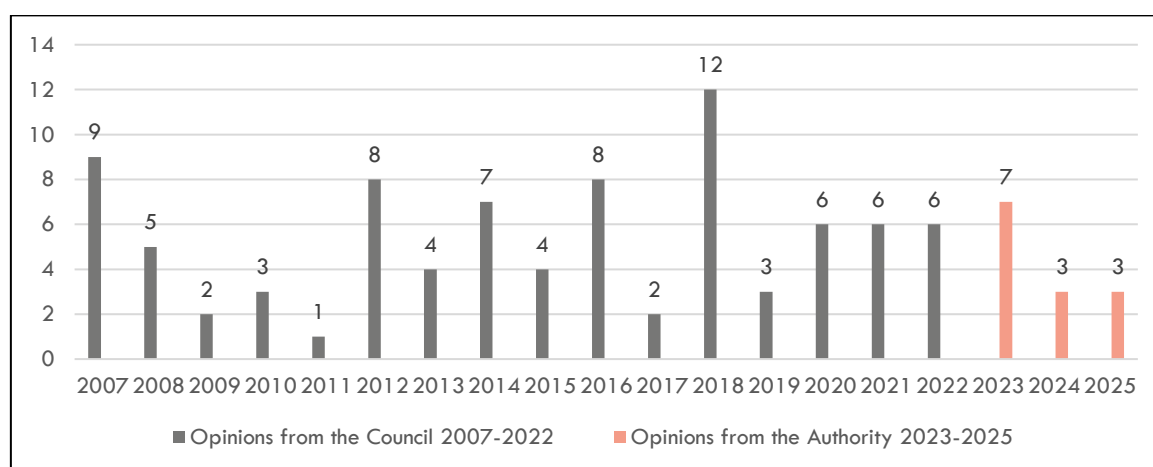
SECTOR-SPECIFIC INVESTIGATIONS

In accordance with Article 65 of the Competition Law, the Authority may conduct an investigation into a particular sector of the economy or a particular type of agreement across different sectors where developments in trade, price rigidity or other circumstances give rise to a presumption that competition may be restricted or distorted. Following such an investigation, it may publish a report setting out its findings.

For confidentiality reasons, this report does not mention any ongoing sectoral investigations.

OPINIONS ON COMPETITION

In 2025, the Authority issued opinions on various bills and draft regulations.



NUMBER OF OPINIONS ADOPTED BY THE COUNCIL / THE AUTHORITY BETWEEN 2007 AND 2025

Bill on opening hours in the retail and craft sectors

In its [opinion of 19 May 2025 on Bill No. 8472 on opening hours in the retail and craft sectors](#), issued at the request of the Minister for the Economy, SMEs, Energy and Tourism, the Authority expressed its agreement with the proposed reform, subject to the incorporation of certain recommendations.

According to the Authority, the proposed relaxation of statutory opening hours is likely to intensify competition in the relevant markets and enhance economic welfare. It wishes, however, to draw the legislator's attention to two risks.

The first risk is that the maximum duration of Sunday working (four hours) may hinder retailers' ability to take full advantage of the doubling of statutory Sunday opening hours, thereby limiting the beneficial effects of the proposed relaxation. The Authority therefore considers that the proposed relaxation should be accompanied by a liberalisation of the rules governing Sunday working.

The second risk is that making exemptions from statutory Sunday opening hours subject to the conclusion of an agreement under a collective agreement effectively favours large retailers at the expense of their smaller competitors. Such a requirement could accelerate the restructuring of the supply side through the reallocation of sales to large retailers, thereby increasing the latter's market power. The Authority therefore recommends that the legislator consider alternative means of protecting employees, which place all retailers on an equal footing.



Bill on AI



In its [opinion of 3 April 2025 on the bill implementing the Regulation on AI](#), issued at the request of the Minister attached to the Prime Minister, responsible for Media and Connectivity, the Authority proposes a mechanism for the rapid reporting of any information enabling the early detection of anti-competitive behaviour.

Highlighting the complementarity between Regulation (EU) 2024/1689 on artificial intelligence (AI) and Regulation (EU) 2022/1925 on digital markets (Digital Markets Act – DMA), the Authority notes that the 'gatekeepers' designated under the DMA are the main actors that have implemented generative AI in their online platform services.

It therefore considers that it must be informed as soon as possible of any competition concerns, particularly in the case of generative AI used by these platforms. The obligation on market surveillance authorities to provide it annually with all relevant information therefore appears insufficient to enable it early action against any conduct likely to restrict competition.

The Authority therefore proposes to amend the bill to introduce a provision ensuring that market surveillance authorities provide it 'without delay' with any information gathered in the course of their surveillance activities that is of potential relevance to the application of competition law.

ILR draft regulations

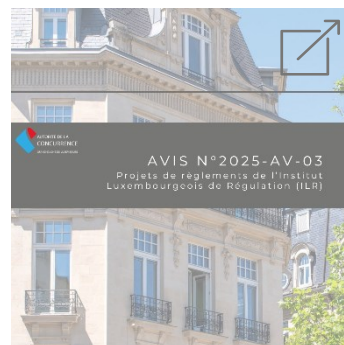
In its [opinion of 30 June 2025 on three draft regulations of the Luxembourg Institute for Regulation](#) (Institut Luxembourgeois de Régulation - ILR), the Authority agrees with Market Analysis 1/2020 and with the EOI Regulation. However, it expresses reservations regarding Market Analysis 3b/2014.

The Authority has analysed these draft regulations in the light of competition law and the objectives of competition policy.

Subject to certain observations, the Authority agrees with the three draft regulations, which it considers, overall, likely to have a favourable impact on the conditions of competition in the relevant markets.

It regrets, however, not having been involved in the preparation of market analyses 1/2020 and 3b/2014, particularly in the application of the three-criteria test.

The Authority also expresses reservations regarding the manner in which the analysis of the third criterion of the three-criteria test was conducted.



INVESTIGATION AND SANCTIONING OF ANTI-COMPETITIVE PRACTICES

The Authority has the power to issue binding decisions aimed at enforcing competition law. In particular, it may issue decisions requiring undertakings to cease an infringement and imposing sanctions, decisions accepting commitments, and decisions imposing interim measures. The purpose of these decisions is to prevent or bring to an end an anti-competitive practice.

The Authority has investigative powers to investigate and sanction any anti-competitive practices.

INVESTIGATION AND SANCTION

Unannounced inspections in the insurance sector



On 30 and 31 January, officials from the Competition Authority, with the support of the Judicial Police Service and under the authority and supervision of an investigating judge, carried out unannounced inspections at various companies suspected of engaging in anti-competitive practices in the insurance sector.

These inspections constitute a preliminary stage in the investigation procedure concerning anti-competitive practices. They do not imply that the companies are guilty of anti-competitive behaviour and do not prejudice the outcome of the investigation, which is being conducted in accordance with the rights of the defence.

Statement of Objections to two companies in the brewing sector

On 15 September 2015, the advisor in charge of the investigation at the Competition Authority sent a statement of objections to two groups operating in the Luxembourg brewing sector.

The companies in question are accused of having locked the national market for the production and supply of beer to the on-trade sector (notably hotels, cafés and restaurants) by entering into single-brand contracts with a clear majority of licensed premises located in Luxembourg.

According to the preliminary findings adopted by the Commissioner following his investigation, these contracts oblige the said premises to source the bulk of their beer requirements from a single brewing group for several years and have the effect of:

- ✓ limiting the opportunities for brewers competing with the undertakings concerned to enter the relevant market or to strengthen their presence therein;
- ✓ reducing price competition between brewers; and
- ✓ limiting inter-brand competition within drinking establishments.

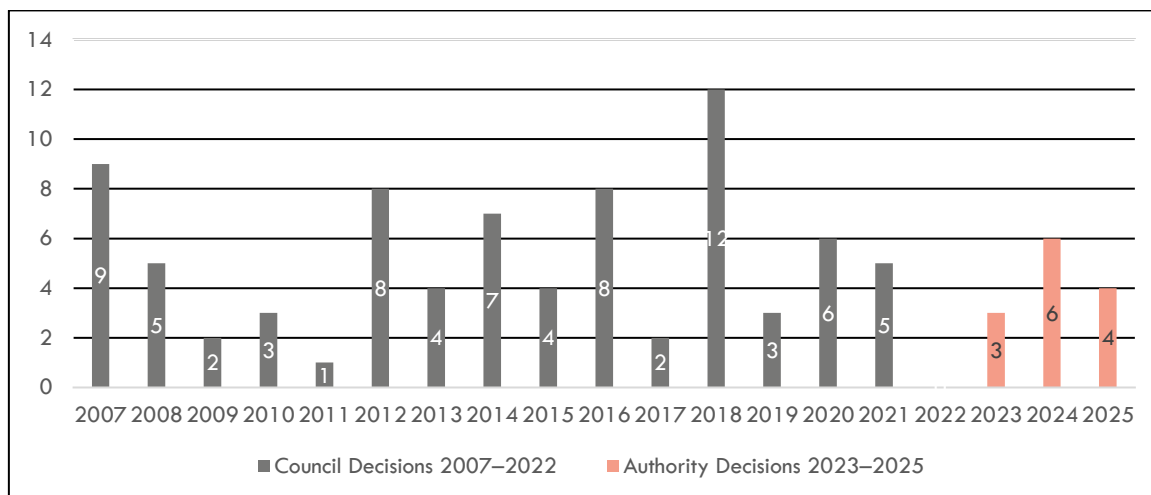


These conclusions do not prejudice the final decision to be taken by the Competition Authority's College.

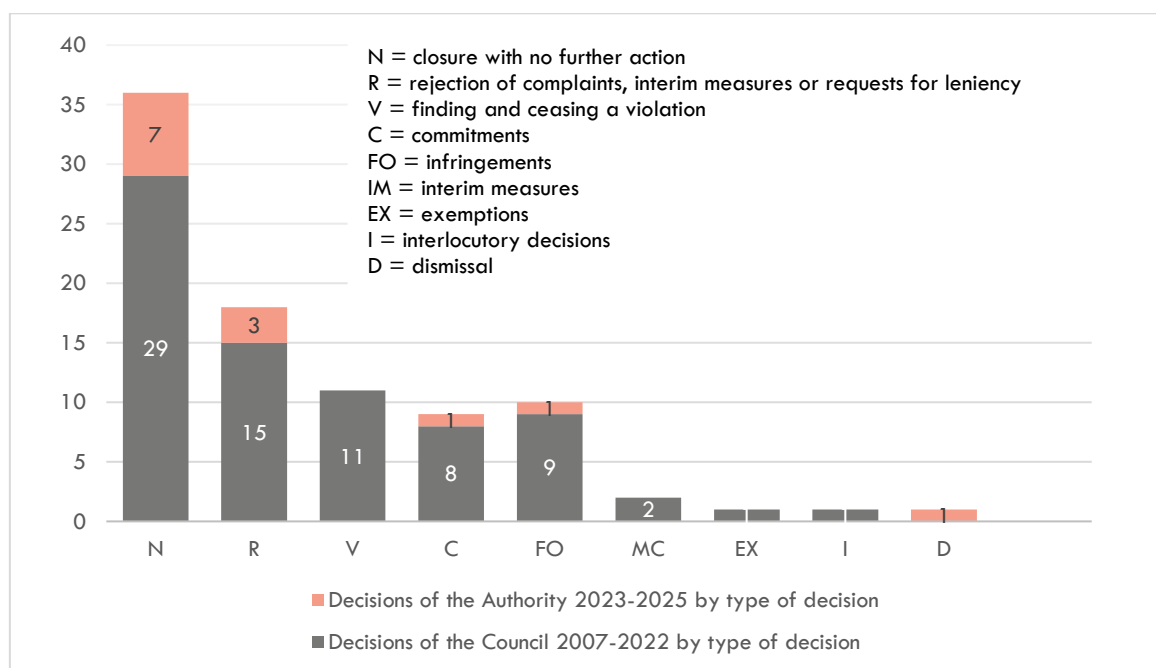
Only the adversarial phase of the proceedings, in accordance with the rights of the defence, will enable the College to determine, after the parties have submitted any written observations and following a possible hearing, whether the allegations are well-founded or not.

DECISIONS

Among the decisions adopted in 2025, the Authority issued four decisions in particular.



NUMBER OF DECISIONS ADOPTED BETWEEN 2007 AND 2025



DECISIONS ADOPTED BETWEEN 2007 AND 2025 BY TYPE OF DECISION

MERGER CONTROL

In 2024, the Authority referred cases to the European Commission in accordance with Article 22(1) of Regulation 139/2004 on the control of concentrations, so that the Commission could examine transactions affecting trade between Member States and threatening to significantly affect competition within Luxembourg.

In 2025, the Authority did not make any such referrals but followed up on the referral from the previous year.

Request for referral of the acquisition of Boissons Heintz by Brasserie Nationale

On 7 February 2024, the Authority submitted a request to the European Commission to examine the acquisition of Boissons Heintz by Brasserie Nationale under the European merger control rules.

In its request, the Authority argued in particular that this acquisition threatened to significantly affect competition within Luxembourg by combining the country's two main beverage wholesalers. According to the Authority, the acquisition was also likely to affect trade between Member States by hindering access for foreign beverage producers (notably beer and mineral water) to the relevant Luxembourg markets.

On 14 March 2024, the European Commission accepted the [Authority's request for referral](#), deciding to examine the acquisition of Boissons Heintz by Brasserie Nationale and requiring the latter to notify the transaction.

On 3 June 2024, Brasserie Nationale and its distribution subsidiary Munhowen brought an [action before the General Court of the European Union against the European Commission's decision of 14 March 2024](#) to examine the acquisition of Boissons Heintz by Brasserie Nationale under the European merger control rules.

In its judgment of 2 July 2025 in Case T-289/24, the General Court of the European Union dismissed the action brought by Brasserie Nationale and Munhowen SA, thereby confirming the Commission's decision to examine, at the request of Luxembourg, the acquisition of Boissons Heintz by Brasserie Nationale.

On 29 August 2025, Brasserie Nationale and Munhowen SA lodged an appeal in Case C-572/25 P seeking the annulment of the judgment of the General Court of the European Union of 2 July 2025, Brasserie Nationale and Munhowen v Commission (T-289/24), by which the General Court dismissed the action seeking the annulment of the European Commission's decision of 14 March 2024.

The Competition Authority of the Grand Duchy of Luxembourg is a party to the proceedings.

REPRESENTATION WITHIN THE EUROPEAN COMPETITION NETWORK (ECN)

The Authority plays an active role in implementing European competition policy by representing the Grand Duchy of Luxembourg within the [European Competition Network](#) (ECN).

The ECN brings together the national competition authorities of the Member States of the European Union and the European Commission.

The steering of the ECN's work within the various horizontal and sectoral expert groups is insured by meetings of the Directors-General, which are prepared during plenary meetings.

MEETINGS OF THE DIRECTORS-GENERAL (DG)

The *meetings of Directors-General* ('DGs' Meetings) bring together the chairpersons/directors of national competition authorities (NCAs) and the Director-General of DG Competition, who chairs the meetings. Representatives from the national ministries responsible for competition policy may also be invited to certain parts of these meetings, where general policy discussions are concerned.

The DGs' Meetings examine strategic issues relating to the enforcement of competition rules, cooperation and competition policy. They also approve working documents submitted by the plenary and prepared by the ECN's working groups and sectoral sub-groups.

PLENARY MEETINGS

The purpose of the ECN's plenary meetings is to review the work of the ECN's working groups and to adopt common policies.

ECN 'HORIZONTAL' EXPERT GROUPS

These groups bring together representatives from each NCA and the European Commission to discuss specific topics, with the aim of promoting greater consistency in their decision-making practices.

Working Group on Cooperation and Procedural Safeguards

This group assesses the procedures of each NCA and areas of convergence to ensure greater effectiveness in the implementation of Articles 101 and 102 of the TFEU.

Working Group on the Fight against Cartels

This group aims to develop and consolidate a genuine European anti-cartel policy within each NCA.

Working Groups on Articles 101 TFEU and 102 TFEU

These working groups address specific and topical issues for NCAs concerning horizontal or vertical anti-competitive practices and abusive conduct.

Working Group on Mergers

This group promotes the exchange of experiences and views regarding merger control.

Chief Economists Working Group

This group analyses the economic aspects of competition law and their role in the work of the authorities.

Working Group on Digital Markets

This group examines issues arising from the handling of cases involving digital companies and platforms.

Working Group on the Digital Markets Act

This group coordinates the work on implementing the Digital Markets Act (DMA):

- the process of designating the various gatekeepers
- cooperation between the Commission and the Member States
- coordination between the new regulation and traditional competition cases.

ECN 'SECTORAL' EXPERT SUB-GROUPS

The ECN also has various working groups focusing on specific economic sectors or areas, including:

- ✓ Agri-food and consumer goods sector
- ✓ Basic industries and raw materials sector
- ✓ Pharmaceutical and healthcare sector
- ✓ Banking and finance sector
- ✓ Financial services sector
- ✓ Environment and sustainability sector
- ✓ Telecommunications sector
- ✓ Energy sector

NATIONAL AND EUROPEAN COOPERATION

CENTRE FOR EUROPEAN LAW

On 18 February, Sven Frisch, Senior Legal Adviser at the Competition Authority, attended [the European Competition Law Tuesday](#) event organised by the Centre for European Law in Brussels.

During the seminar, Fernando Castillo de la Torre, Senior Legal Adviser in the European Commission's Legal Service, examined recent case law on cartels.

Held monthly for over 50 years, the European Competition Law Tuesdays provide a forum for discussion bringing together renowned academics, practitioners from European institutions – in particular the European Commission – and practitioners from law firms specialising in this area of law.



EUROPEAN COMPETITION AUTHORITIES (ECA)



On 20 and 21 February, Pierre Barthelmé, President of the Competition Authority, attended the [meeting of the Directors-General of European competition authorities organised by the European Competition Authorities \(ECA\) network](#) in Vienna.

Founded in 2001, the [European Competition Authorities \(ECA\)](#) is an informal network bringing together all the competition authorities of the European Union and the European Free Trade Association (EFTA).

The ECA aims to improve cooperation between competition authorities and contribute to the effective

application of national and European competition rules, particularly in relation to mergers.

CONFERENCE "GENERATIVE AI AND COMPETITION: EXPLORING THE BUZZ" (ALEDC)

On 27 February, the Competition Authority, represented by its President Pierre Barthelmé, its Vice-President Marco Estanqueiro and its Effective Advisor Sven Frisch, took part in the [conference "Generative AI and Competition: exploring the buzz"](#) organised by the Luxembourg Association for the Study of Competition Law (ALEDC) in collaboration with the Chamber of Commerce.

At the conference, Charlotte Emin, a Legal Secretary at the General Court of the European Union, explored the reasons why competition authorities are closely monitoring the development of solutions using artificial intelligence (AI), highlighting their potential impact on existing and future commercial agreements and business combinations in this field.



UNIVERSITY OF LORRAINE

On 29 April, the Competition Authority welcomed students from the [Master II in International and European Business Law \(JAIE\)](#) programme and Olivier Cachard, Associate Professor at the University of Lorraine's Faculty of Law and head of the programme.

During the visit, Charline Di Pelino, Legal Adviser and Head of the Competition Department – herself a former JAIE Master's student – spoke to the students about her career path and the Authority's main tasks and procedures for investigating and sanctioning anti-competitive practices.

For several years now, Mattia Melloni, Effective Advisor and permanent member of the Authority's College, has been teaching a course on European competition law to students on the JAIE Master's programme.

This collaboration with the University of Nancy enables students' education to be complemented by more immersive activities. It also provides final-year students with the opportunity to apply to the Authority for their end-of-studies internship.



ASCOLA SWITZERLAND



On 19 June, the Competition Authority, represented by its non-governmental advisor Laura A. Méndez, took part in the opening panel discussion at the 4th annual conference of the Swiss chapter of the [Academic Society for Competition Law](#) (ASCOLA Swiss Chapter) at the University of Zurich on the theme 'DACH-EU Competition Law '25'.

The discussion focused on recent developments and priorities in competition law and its implementation across jurisdictions.

On this occasion, Laura A. Méndez notably presented the draft law aimed at introducing a merger control regime

in Luxembourg, as well as the Authority's recent request for a referral to the Commission pursuant to Article 22 of the EU Merger Regulation.

She also outlined the Authority's recent activities, notably sector-specific investigations in the pharmaceutical sector and the residential property sector, its new powers regarding the regulation of online platforms, and the ongoing collaboration with the Luxembourg Institute of Science and Technology (LIST) to develop a digital assistant based on artificial intelligence (AI).

The Luxembourg presentation also focused on the substantial institutional reforms that followed the implementation of the ECN+ Directive in Luxembourg.

FRENCH COMPETITION AUTHORITY

On 26 June, the Luxembourg Competition Authority had the honour of hosting a [delegation from the French Competition Authority](#), comprising its President, Benoît Cœuré, accompanied by three Vice-Presidents, the Authority's General Rapporteur, its Legal Director and its Chief of Staff, for a morning rich in discussions and prospects for cooperation.

Following a joint presentation of their respective areas of competence, highlighting the statutory and procedural specificities on either side of the border, the two authorities addressed the topic of merger control and the issue of detecting anti-competitive



practices, particularly in the field of public procurement.

These discussions, facilitated by the cultural and linguistic affinities between France and Luxembourg, are particularly valuable for the Luxembourg Authority, which was keen to reaffirm its commitment to collaborating closely on certain strategic issues, notably regarding cross-border practices.

EUROPEAN LAW ACADEMY (ERA)



On 30 June, Guilhem Issartel, senior lawyer, and Philipp Noppeney, economist at the Authority, spoke at the [summer course on European competition law](#) organised in Trier by the Europäischen RechtsAkademie (ERA).

Their presentation enabled participants to gain a detailed understanding of anti-competitive agreements and concerted practices through practical illustrations of the key points of Article 101 of the Treaty on the Functioning of the European Union (TFEU):

- ✓ the concepts of undertakings and associations of undertakings
- ✓ agreements, decisions by associations and concerted practices
- ✓ restrictions by object and by effect
- ✓ effect on trade between Member States and Commission guidelines
- ✓ appreciable effect on competition and the de minimis notice
- ✓ practical examples drawn from recent case law
- ✓ case study on Article 101 TFEU.

DACHLIELUX

The meeting of the heads of the [competition authorities of Germany, Austria, Switzerland, Liechtenstein and Luxembourg](#) (DACHLieLux) took place in Bern on 25 and 26 September 2025.

The Swiss Competition Commission (COMCO) hosted the event. The Luxembourg Competition Authority was represented by its President Pierre Barthelmé, its Vice-President Marco Estanqueiro and its Special Advisor Serge Sandt.

Discussions focused on international cooperation and regulatory developments, in particular the planned revision of EU Regulation 1/2003, as well as national legislative reforms and new instruments for monitoring abuses.

These topics were addressed from various national perspectives and gave rise to lively discussions on how to better integrate European and national developments



EUROPEAN COMPETITION DAY (ECD)



On 29 October, the Authority, represented by its Special Advisor Serge Sandt, attended the [European Competition Day](#) (ECD) organised in Copenhagen by the Danish Competition and Consumer Authority.

European Competition Day is a conference held during each Presidency of the Council of the European Union, bringing together representatives of European competition authorities, the European Commission, ministries, politicians, businesses and experts in the field of competition policy. It aims to raise awareness of the importance and impact of competition policy on the economy and society.

LUXEMBOURG COMPETITION LAW DAY (ALEDC)

On 27 November, the Competition Authority spoke at the [annual conference organised by the Luxembourg Association for the Study of Competition Law \(ALEDC\)](#) and the Chamber of Commerce to raise participants' awareness of current competition challenges.

Following a keynote speech by Pierre Barthelmé, President of the Authority (PDF, 294 KB), the speakers addressed the following topics:

- ✓ merger control;
- ✓ sustainability agreements between companies in the context of competition law;
- ✓ investigative powers under competition law and fundamental rights.

Mattia Melloni, a full member of the Authority, spoke at a round-table discussion on the topic 'Sustainable development and competition law: a focus on the analysis of sustainability agreements between companies by EU and national authorities'





AUTORITÉ DE LA
CONCURRENCE
GRAND-DUCHÉ DE LUXEMBOURG

ONLINE PLATFORMS

ANNUAL REPORT 2025

III. ONLINE PLATFORMS

In 2024, the Competition Authority saw its remit regarding the regulation of online platforms expanded with its appointment as coordinator for digital services.

Since 2021, the Authority has been responsible for ensuring compliance with Regulation (EU) 2019/1150 on relations between platforms and businesses (known as 'Platform to Business' or 'P2B')¹⁹. In this context, it safeguards the collective interests of businesses using online platforms and search engines.

Since 2023, the Authority has, where necessary, assisted the European Commission in ensuring compliance by digital market gatekeepers with Regulation (EU) 2022/1925 on digital markets (Digital Markets Act – DMA)²⁰.

Finally, the Authority devotes a significant part of its work to ensuring the implementation of Regulation (EU) 2022/2065 on digital services (Digital Services Act – DSA) and the Law of 4 April 2025, which came into force on 11 April 2025²¹, which confirms its role as *coordinator for digital services* in Luxembourg and sets out its powers to regulate platforms to ensure a safe online environment.

In terms of regulating digital markets, the Authority therefore ensures the supervision, coordination and protection of a large number of stakeholders, namely:



approximately 240 Luxembourg-based platforms covered by the DSA²²



businesses using online platforms (P2B)



businesses and consumers in relation to GAFAM (DMA)



internet users and minors in relation to illegal content online (DSA)

'ONLINE PLATFORMS' DEPARTMENT

As at 31 December, the service comprised a head of department, three lawyers assigned specifically to the DSA, and a digital expert.

¹⁹ Act of 5 March 2021 on certain implementing measures for Regulation (EU) No 2019/1150 of the European Parliament and of the Council of 20 June 2019 on promoting fairness and transparency for businesses using online intermediation services
<https://legilux.public.lu/eli/etat/leg/loi/2021/03/05/a185/consolide/20230101>

²⁰ Act of 29 March 2023 implementing the Digital Markets Regulation
<https://legilux.public.lu/eli/etat/leg/loi/2023/03/29/a181/loi>

²¹ Act of 4 April 2025 implementing Regulation (EU) 2022/2065 of the European Parliament and of the Council of 19 October 2022 on a single market for digital services
<http://data.legilux.public.lu/eli/etat/leg/loi/2025/04/04/a125/loi>

²² Estimate by the Ministry of the Economy (11 September 2023)
https://meco.gouvernement.lu/fr/actualites/gouvernement%2Bfr%2Bactualites%2Btoutes_actualites%2Bcommuniqu%C3%A9s%2B2023%2B09-septembre%2B11-fayot-paquet-ue-espace-numerique.html

PLATFORM TO BUSINESS (P2B)



Providers of online platforms or search engines must comply with the obligations of the P2B Regulation in relation to EU businesses using these platforms to sell their goods or services to EU consumers.

This Regulation aims to create a fair, transparent and predictable business environment for businesses using online platforms. Platforms play a crucial role for millions of businesses. However, their position as intermediaries between businesses and consumers carries a risk of harmful commercial practices, against which businesses do not always have recourse.

Providers of online platforms or search engines must therefore comply with certain obligations regarding their terms and conditions and commercial practices.

Businesses or users of business websites who consider themselves to have been harmed by a practice prohibited by law may bring an action for an injunction before the Authority.

DIGITAL MARKETS ACT (DMA)

Since 6 March, major internet platforms have been required to comply with the provisions of the Digital Markets Act (DMA).

This regulation aims to rebalance the relationship between large digital platforms and business users in order to promote the development of smaller platforms and stimulate competition in the interests of consumers.

The DMA thus establishes harmonised rules to prevent unfair behaviour by large online platforms acting as 'gatekeepers' to digital markets. In addition to competition rules that allow for the retrospective sanctioning of abuses of dominant positions, the DMA sets out certain prior obligations that large digital platforms must comply with to ensure free competition.

The European Commission is the sole authority empowered to enforce the DMA's rules and, to this end, has extensive powers to investigate, monitor and enforce the rules set out in the DMA.

The Authority, together with other national competition authorities, nevertheless cooperates with the European Commission as part of a coordinated approach.



DIGITAL MARKETS ADVISORY COMMITTEE

Established on 13 January 2023, the Digital Markets Advisory Committee assists the Commission in the application of the Digital Markets Act (DMA).

Each Member State is represented on the Committee, notably through a delegation of experts from the relevant national authorities.

The Authority participated in particular in the meetings of 18 March; 28 March; 22 April and 5 June 2025.

ADVOCACY

The Competition Authority also supports the implementation of the DMA by constantly monitoring the European Commission's activities in this area and by disseminating its communications to the general public.

In this context, the Authority has, in particular, shared on its website and social media the Commission's public consultation on the impact of the DMA, as well as certain significant decisions or sanctions.

DIGITAL SERVICES ACT (DSA)



Applicable to certain digital operators since 25 August 2023, the DSA has been fully in force since 17 February 2024.

It aims to combat the dissemination of illegal or harmful content online. Hate speech, child sexual abuse material, the sale of counterfeit goods: what is illegal offline must also be illegal online.

Intermediary service providers (providers offering network infrastructure, hosting services, online platforms or search engines, etc.) must therefore comply with obligations commensurate with their role, size and impact within the digital ecosystem.

At the start of 2025, as the draft law setting out the implementation arrangements for the DSA was still before the Chamber of Deputies, the Authority did not yet have the necessary powers to investigate, monitor and enforce the rules set out in the DSA.

It was, however, already acting as the digital services coordinator in Luxembourg. A platform user who believed there had been a breach of the DSA could therefore already lodge a complaint with the Competition Authority.

The Law of 4 April 2025 implementing the Digital Services Act in Luxembourg came into force on 11 April 2025. This legislation confirmed the Authority's role as coordinator for digital services and established the investigation and sanctioning procedures applicable at national level.

The European Commission, for its part, ensures compliance with the DSA by very large online platforms and very large online search engines.

IMPLEMENTATION

Adoption of the bill on the application of the DSA in Luxembourg

On 2 April, the Authority's Online Platforms Unit witnessed the adoption by the Chamber of Deputies of the bill implementing the European Digital Services Act (DSA) in Luxembourg.

The bill confirms the Authority's designation as *the Digital Services Coordinator* (DSC) for Luxembourg and sets out the investigation and sanctioning procedures to ensure compliance with the DSA.

These mechanisms are largely inspired by competition law and the practices already applied by the Authority and the European Commission.

The Authority thus intends to capitalise on its experience in competition law and has already set up a team dedicated to the regulation of online platforms, drawn from its *Competition* Department.



Entry into force of the law on the DSA



On 11 April, the law setting out the Authority's powers and procedures came into force in Luxembourg.

The Authority now has the powers to, among other things, handle complaints received under the DSA, issue requests for information to online platform providers, carry out inspections and impose sanctions.

In the event of a breach, the Authority may impose fines of up to 6% of the annual global turnover of the provider concerned.

Role as Digital Services Coordinator

As the DSC for Luxembourg, the Authority oversees platforms to ensure a safe online environment in accordance with the DSA.

In particular, it ensures that online platforms established in Luxembourg:

- ✓ allow users to report potentially illegal content;
- ✓ do not display advertisements specifically targeting minors;
- ✓ transparently inform users of the reasons why certain content is suggested to them (recommendations, advertisements, sponsored results).

The Authority coordinates the implementation of the DSA in [cooperation with other national authorities](#) responsible for supervising digital markets, such as the *National Commission for Data Protection* (Commission nationale pour la Protection des Données - CNPD) in relation to data protection, the *Luxembourg Independent Audiovisual Authority* (Autorité luxembourgeoise indépendante de l'audiovisuel - ALIA) regarding audiovisual content, and the *Luxembourg Institute for Standardisation, Accreditation and Quality of Products and Services* (Institut luxembourgeois de la normalisation, de l'accréditation et de la qualité des produits et services - ILNAS) for dangerous products.

It also receives and handles complaints from users of online platforms and assists the European Commission in its investigations into very large online platforms.

Statistics

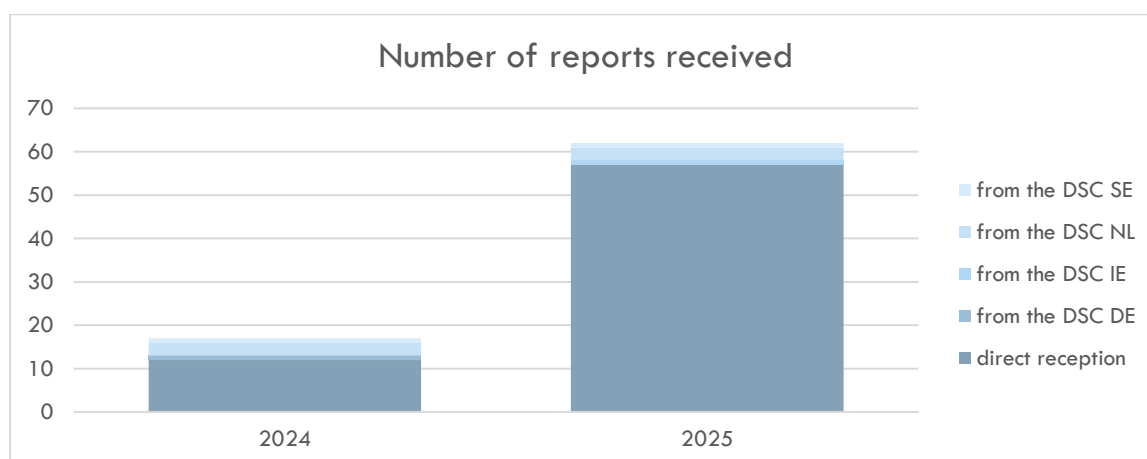
Reports

Total number of reports received	62
Total number of reports forwarded by other DSCs	5 (1 IE DSC, 3 NL DSCs, 1 SE DSC)
Total number of alerts forwarded to other DSCs	11 (8 IE DSCs, 2 NL DSCs, 1 DE DSC)

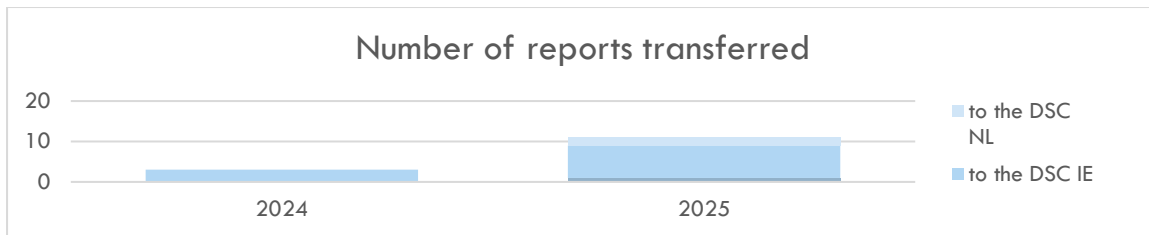
In 2025, the Competition Authority received 62 reports of alleged breaches of the DSA.

Of these, 57 reports were received via the complaint form set up by the Authority, whilst 5 were referred by other DSCs.

These 5 complaints originated from the Coimisiún na Meán (DSC IE, 1 complaint), the Autoriteit Consument en Markt (DSC NL, 3 complaints) and the Post-och telestyrelsen (DSC SE, 1 complaint).



Furthermore, pursuant to Article 53 of the DSA, the Authority forwarded 7 referrals to Coimisiún na Meán (DSC IE, 7 complaints), the Autoriteit Consument en Markt (DSC NL, 3 complaints) and the Post-och telestyrelsen (DSC SE, 1 complaint).



16 complaints received did not fall within the scope of the Authority's remit under the DSA. The conduct reported in the complaints concerned the following areas:

- ✓ Online scams and fraud
- ✓ Cyberbullying
- ✓ Lack of transparency on platforms and
- ✓ Problems with content moderation.

These complaints did not lead to the opening of an investigation in 2025.

Injunctions

Total number of injunctions notified to the Authority	3
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Article 9 of the DSA provides that national judicial or administrative authorities may issue injunctions to platforms to take action against unlawful content. The platform must then respond to the injunction, specifying what measures it has taken.

Article 10 of the DSA provides that online platforms that have received an injunction must provide specific information about their users must inform the judicial authority without delay.

The authority that has issued such orders must also communicate them to the DSC of its Member State, which then informs all other DSCs.

In Luxembourg, only two authorities have the power to issue injunctions: *the Luxembourg Institute for Standardisation, Accreditation and Quality of Products and Services (ILNAS)*, in relation to the sale of dangerous products, and the *Ministry of the Interior*, in relation to terrorist content.

Beyond the provisions relating to terrorist content and dangerous products, Articles 21 and 38 of the Code of Criminal Procedure are not sufficient to justify the issuance of an injunction. Luxembourg therefore lacks the legal basis that would allow other national authorities to order the removal of illegal content from intermediary service providers or to request information about a service recipient.

In 2025, the Authority was thus informed of three injunctions issued to platforms concerning illegal content (Article 9).

Certifications

Trusted Flaggers

In 2025, the Authority granted the [status of trusted flagger for Luxembourg](#) to BEE SECURE (Caritas – Jeunes et Familles A.s.b.l. – Kanner-Jugendtelefon entity).

Trusted flaggers are responsible for submitting reports of suspected illegal content to online platforms. In Luxembourg, this status is granted, upon request, by the Authority, in its capacity as the national digital services coordinator.

Bee Secure primarily handles content reported to it (via the [bee-secure.lu](#) portal) found on social media and video-sharing platforms (including Facebook, X, Instagram, TikTok, YouTube and OnlyFans).

It reports suspected illegal content to online platforms on the basis of Luxembourg or European legislation.

Online platforms are obliged to handle reports from trusted flaggers as a priority. They then decide on the appropriate measures to be taken.



Vetted Researchers



With the entry into force of the delegated act on data access under the DSA, researchers can now request [access to non-public data from very large search engines and very large online platforms](#) to study their systemic risks.

The Authority, in its capacity as digital services coordinator, processes [applications for authorisation to access data](#) from very large online platforms (VLOPs) and very large online search engines (VLOSEs) established in Luxembourg.

It may also receive applications for authorisation from research organisations established in Luxembourg and forward them to the competent DSC depending on the place of establishment of the VLOP/VLOSE concerned.

As at 31 December, the Authority had not yet received any applications for authorisation to access data.

Out-of-court dispute settlement bodies

[Out-of-court dispute settlement bodies under the DSA](#) (ODS bodies) enable users of online platforms to challenge decisions taken by platforms without having to go directly to court.

For ODS bodies established in Luxembourg, this status is granted, upon request, by the Authority, in its capacity as the national digital services coordinator.

As at 31 December, the Authority had not yet received any applications for certification.

NATIONAL COORDINATION ACTIVITIES

As the DSC for Luxembourg, the Authority is required to coordinate cooperation between the competent national authorities. As illegal content is defined by Luxembourg national law, numerous national laws and competent authorities are involved in the DSA.

Cooperation agreement under the DSA

On 11 March, the Authority signed a [cooperation agreement with seven national authorities](#), in the presence of Martine Hansen, Minister for Consumer Protection, and Léon Gloden, Minister for Home Affairs.

The signing took place during the closing ceremony of the series of workshops on cooperation under the DSA organised by the Authority during 2024.

The agreement sets out the rules for cooperation and assistance between the Authority, in its capacity as coordinator for digital services, and the other national authorities, with a view to ensuring the effective and consistent implementation of the DSA.



The implementation of the DSA does indeed require the involvement of various stakeholders according to their respective areas of expertise, in particular:

- ✓ the protection of users of audiovisual services;
- ✓ data protection and respect for privacy;
- ✓ consumer protection, including in the digital economy;
- ✓ the safety and compliance of products sold online;
- ✓ the fight against cybercrime, terrorist content and illegal content on the internet.

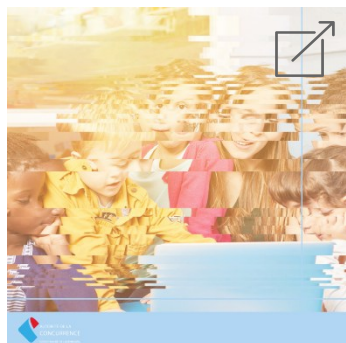
Each of these aspects of the DSA thus falls under the responsibility of one or other of the following authorities:

- ✓ the Luxembourg Independent Audiovisual Authority (*Autorité luxembourgeoise indépendante de l'audiovisuel - ALIA*),
- ✓ the National Commission for Data Protection (*Commission nationale pour la protection des données - CNPD*),
- ✓ the Directorate for Consumer Protection (*Direction de la protection des consommateurs*),
- ✓ the High Commission for National Protection (*Haut-Commissariat à la Protection nationale - HCPN*),
- ✓ the Luxembourg Institute for Standardization, Accreditation, Safety and Quality of Products and Services (*Institut luxembourgeois de la normalisation, de l'accréditation, de la sécurité et qualité des produits et service - ILNAS*),

- ✓ the Ministry of the Interior and
- ✓ the Grand Ducal Police.

This agreement facilitates smoother relations between authorities and simplifies communication in the interests of users and online platforms.

Ombudsman fir Kanner a Jugendlecher



On 7 July, the Authority hosted the [Ombudsman for Children and Young People \(OKaJu\)](#) for a discussion on the impact of the DSA on the protection of minors.

President Pierre Barthelmé, Vice-President Marco Estanqueiro and the Head of the Authority's Online Platforms Department, Romy Schaus, were particularly keen to discuss with OKaJu:

- the implications of the [European Commission's guidelines](#) on the protection of minors online;
- the Authority's role as coordinator for digital services;
- future avenues for collaboration.

This initial exchange with the Children's Ombudsman, Charles Schmit, his deputy, Serge Thill, and the legal adviser, Helen Portal, forms part of the Authority's efforts to coordinate and clarify the respective responsibilities of the various national authorities involved in the protection of children online.

Given OKaJu's remit to promote, safeguard and protect children's rights, the Authority regards the Children's Ombudsman as a key partner for the effective implementation of the DSA at national level.

EUROPEAN COOPERATION

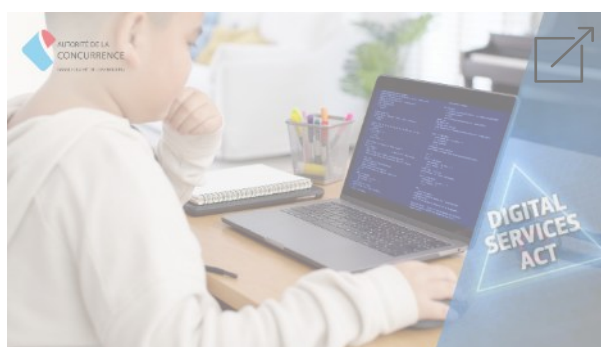
Collaboration with other authorities

Beyond the mutual referral of complaints, the Authority has collaborated with other digital services coordinators in various ways, such as responding to requests for information or engaging in bilateral exchanges with the competent authorities of other Member States on specific topics, such as trusted flaggers.

Monitoring and support for the Commission's activities

In 2025, the Authority supported the European Commission's activities relating to the DSA by regularly sharing its communications.

Thus, half of the 'DSA' news items published on the Authority's website concerned [the Commission's activities](#), notably: the designation of very large online platforms, the initiation of formal proceedings, preliminary findings or judgments of the General Court of the European Union in cases concerning it.





The European Board for Digital Services is an independent advisory body established by the DSA, comprising the Member States' digital services coordinators and chaired by the European Commission..

In 2025, the Authority, in its capacity as digital services coordinator, actively participated in the Board's activities, notably by joining its efforts to strengthen the protection of minors from pornographic platforms, which are considered a top priority for the Board.

In this context, the Authority cooperates with other national authorities responsible for internet

supervision, notably ALIA regarding audiovisual content, and closely monitors the progress of the guidelines and the prototype age verification application proposed by the Commission.

Participation in working groups and meetings of the European Board for Digital Services

As part of its remit, the Authority participates in the eight working groups established within the European Board for Digital Services.

Working Group 1 – Horizontal and Legal Issues

Working Group 1 focuses on the interpretation of definitions and the determination of the scope of the Digital Services Act. It also addresses various general legal issues, including fees charged by digital service coordinators. The group also participates in discussions on cooperation with civil society.

The European Commission and the DSC IT chair this working group. It met seven times in 2025: on 12 February, 19 March, 6 May, 7 July, 9 September, 13 October and 9 December.

Working Group 2 – Working Together

Working Group 2 examines general working modalities, including the Board's rules of procedure and cross-border cooperation between competent authorities. It is also responsible for preparing work on annual reports and the early detection of systemic risks, in particular regarding the handling of complaints and reports. Furthermore, it examines ways of strengthening the capacity of relevant stakeholders to implement the DSA.

The European Commission and the DSC NL chair this working group. It met nine times in 2025: on 15 January, 6 March, 10 April, 12 May, 11 June, 10 September, 16 October, 19 November and 17 December.

Working Group 3 – Content moderation and data access

Working Group 3 analyses the processes and transparency rules relating to trusted flaggers, alternative dispute resolution bodies and access to data under Article 40 of the DSA. It supports the Commission's work on developing guidelines on these topics. In addition, the working group addresses issues relating to intellectual property rights.

The European Commission and the DSC FR chair this working group. It met ten times in 2025: on 20 January, 20 February, 31 March, 14 April, 28 May, 12 June, 16 July, 29 September, 7 November and 10 December.

Working Group 4 – Integrity of the Information Space

Working Group 4 conducts exchanges and discussions on electoral processes, manipulation and interference by foreign actors, misinformation and disinformation, and other issues related to civic discourse.

The European Commission and the DSC SK chair this working group. It met eight times in 2025: on 29 January, 3 February, 7 April, 5 May, 16 June, 30 September, 4 November and 4 December.

Working Group 5 – Consumers and Online Marketplaces

Working Group 5 deals with the interaction between the Digital Services Act and consumer protection legislation, in particular with regard to Articles 30 to 32 of the Digital Services Act. This includes cooperation with consumer protection, customs, market surveillance and other competent authorities.

The European Commission and the DSC DE chair this working group. It met three times in 2025: on 12 February, 16 June and 28 October.

Working Group 6 – Protection of Minors

[Working Group 6](#) examines issues relating to the protection of minors, in particular Article 28 of the DSA and the link with adult content and media literacy. It also supports the Commission's guidelines under Article 28. The Age Verification Task Force has been integrated into this working group.

The European Commission and the DSC IE chair this working group. It met ten times in 2025: on 17 January, 18 March, 20 May, 3 June, 30 June, 11 July, 9 September, 6 October, 6 November and 3 December.

Working Group 7 – Injunctions and Criminal Matters

[Working Group 7](#) facilitates exchanges and discussions on cooperation with law enforcement agencies and on illegal content. This includes injunctions under Articles 9, 10 and 18 of the DSA.

The European Commission and the DSC AT chair this working group. It met eight times in 2025: on 7 February, 17 March, 15 April, 14 May, 29 September, 20 October, 14 November and 16 December.

Working Group 8 – IT Issues

[Working Group 8](#) is responsible for discussions on commonly used IT systems, the maintenance and further development of AGORA (the information-sharing platform for digital services coordinators) and discussions on future developments in communication and information technology.

The European Commission chairs this working group. It met three times in 2025: on 4 March, 13 June and 21 October.

Plenary meetings of the European Board for Digital Services

In 2025, the [European Board for Digital Services](#) met six times: on 24 January, 19 February, 29 April, 27 June, 23 September and 18 November. It also met four times on an ad hoc basis: on 10 February, 26 May, 2 July and 29 October.

These meetings provided a vital platform for discussing the implementation and enforcement of the DSA across the European Union. They enabled board members to engage in in-depth deliberations on various issues and priorities relating to the digital services landscape. Each meeting played an important role in achieving the collective objectives of ensuring a safe, transparent and innovative digital environment throughout the European Union.

AWARENESS-RAISING ACTIVITIES

The Authority devotes a significant part of its work to raising awareness and informing businesses and consumers about the scope of its remit.

As part of this, it regularly shares [relevant communications from the Commission or the CJEU](#) to raise awareness among the public and platforms of the provisions of the DSA.

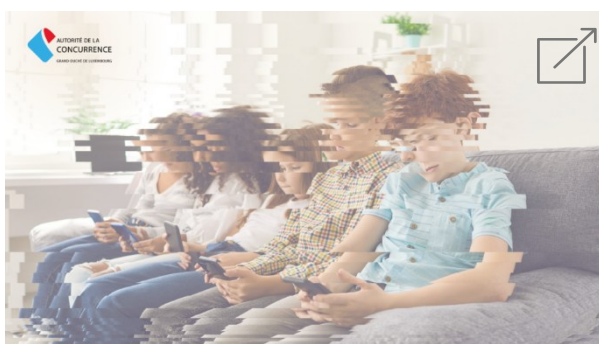
It has also participated in or organised various events specifically focused on the regulation of digital markets.

Presentation of the BEE SECURE Radar 2025 report on young people's use of ICT

On 11 February, to mark [Safer Internet Day](#), the Authority's *Online Platforms Department* attended the presentation of the fourth edition of the '[BEE SECURE Radar](#)' report on current trends in the use of information and communication technologies (ICT) by young people in Luxembourg.

This report provides insights into certain trends in the use of ICT and the associated risks.

During the Q&A session, Romy Schaus, Head of the *Online Platforms Department* at the Competition Authority, spoke briefly to highlight the approach adopted by the European Commission through certain provisions of the Digital Services Act (DSA): online platforms must indeed put measures in place to ensure a high level of protection for minors, their privacy, and their safety and security.



World Consumer Day



On 13 March, to mark World Consumer Day, Romy Schaus, Head of the *Online Platforms Department* at the Competition Authority, took part in a [round-table discussion on the rights and obligations of businesses and consumers in online commerce](#), organised by the Consumer Protection Directorate in collaboration with the Luxembourg Consumers' Union and the European Consumer Centre Luxembourg.

This event, organised at the invitation of the Minister for Consumer Protection, Martine Hansen, started with a talk by Christian Baudis, futurologist and former Managing Director of Google Germany, on the theme 'How digitalisation and artificial intelligence influence

us as consumers!' ('Wie Digitalisierung und künstliche Intelligenz uns als Verbraucher beeinflussen!').

The Authority's participation in this event forms part of the close cooperation established with the Directorate for Consumer Protection to implement the new rules of the Digital Services Act (DSA) and raise awareness of these provisions among users and online platforms.

Seminar on the application of the DSA for Uni.lu students

On 27 March, the Competition Authority held a [seminar about the Enforcement of the Digital Services Act](#) with students from the *Master in Space, Communication and Media Law* at the University of Luxembourg, Professor Mark D. Cole (Media and Telecommunications Law) and several members of his research team.

After a welcome speech from Vice-President Marco Estanqueiro, Romy Schaus, legal counsel in charge of the Authority's Online Platforms unit, and Alexandre Gonçalves, legal counsel, gave a brief presentation of the Authority's tasks in relation to competition and digital markets.



As part of their studies, each student then presented an overview of one Digital Services Coordinator (DSC) or foreign regulatory systems of their choice.

The *Online Platforms* team then closed the seminar with a presentation on the role of the Authority as the DSC for Luxembourg in the enforcement of the DSA in Luxembourg, its cooperation on EU level, and daily work at a national authority.

The Authority expresses its sincere gratitude to Professor Mark D. Cole, his students and the doctoral candidates for their interest in its missions and conveys its best wishes for continued success throughout their academic journey at the University of Luxembourg.

'Connectivity Toolkit' workshops

On 13 May and 17 June, the Authority took part in workshops on consumer protection in the telecommunications sector, organised by MyConnectivity G.I.E.

The first workshop brought together public and private sector representatives from the telecommunications, regulatory, cybersecurity and consumer protection sectors, with the aim of identifying key consumer protection issues in the telecommunications sector, exchanging best practices and gathering concrete input from the field.

The second workshop aimed to build on the ideas, approaches and guidelines established during the first session.

This work led to the development of a [connectivity toolkit](#) comprising 49 information sheets and practical advice for consumers on telecommunications contracts and digital security.

OKaJu Summer Seminar

On 17 July, the Authority, in its capacity as coordinator for digital services, took part in a summer seminar organised by the Ombudsman fir Kanner a Jugendlecher (OKaJu) on children's rights in Luxembourg and around the world.

This week of training, information and discussion aimed to create a space for stakeholders, professionals and decision-makers concerned with issues relating to children's rights (particularly those from the social and educational sectors, as well as civil society and the legal professions) to share ideas, keep up to date, learn, get to know one another, consult, mobilise, recharge, grow, reflect, forge links and engage with current and future challenges.

10th conference on Consumer Rights in Europe

On 24 September, the Online Platforms Unit attended the 10th Conference on Consumer Rights organised by the European Consumer Centre in Luxembourg, under the patronage of the European Parliament and with the support of the European Commission.

This event brought together experts and policy-makers to examine key developments in consumer protection. It coincided with the 20th anniversary of the ECC-Net network, marking two decades of cross-border cooperation.

The conference focused on European priorities in consumer protection, particularly in light of the challenges posed by digitalisation, online targeting and misleading commercial practices. Speakers highlighted the importance of a strengthened regulatory framework, notably the *Digital Fairness Act*. Discussions also covered the protection of minors, platform transparency and the need for better consumer information.

Presentation of the rules governing researchers' access to data from very large platforms



On 1 October, the Authority presented the new [conditions of access to data from very large platforms and very large online search engines](#) to Luxembourg's leading research organisations.

At this event, which brought together mainly researchers from [the University of Luxembourg](#) and the [Luxembourg Institute of Science and Technology \(LIST\)](#), Joé Lamesch, an economist at the Authority, outlined the requirements, procedures and the type of data to which they will have access in order to study the systemic risks posed by VLOPs and VLOSEs in the EU, as well as the measures designed to mitigate them.

Researchers can submit their applications for data access via the [DSA Data Access Portal](#) set up by the European Commission.

EDMO BELUX 2.0 Workshop

On 28 October, the Authority took part in the [EDMO BELUX 2.0 'Mitigating disinformation at the intersection of ethics, politics and communication'](#) workshop.

This workshop aimed to reflect on concerns that often remain implicit in our daily practices and policies to combat disinformation. By bringing together researchers, practitioners, educators, journalists and policymakers, the event fostered critical dialogue and identified practices that balance effectiveness with ethical responsibility.

Presentation of the OKaJu annual report

On 17 November, the Authority, represented by its Vice-President Marco Estanquero, took part in an evening debate organised by the Ombudsman fir Kanner a Jugendlecher (OKaJu) on its 2025 annual report, with open discussions and presentations that fuelled collective reflection on the theme 'Justice and protection, living environments'.

In the context of the presentation on the protection of minors online, Ombudsman Charel Schmit stated: '*(...) the designation of the Competition Authority as the designated supervisory authority (DSC) for the DSA is a game-changer (...)*'.

This statement was echoed by Mr Pierre Bathelmé, President of the Authority, during his address at the 7th Competition Day in Luxembourg, held on 27 November at the Chamber of Commerce.



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AGRI-FOOD SUPPLY CHAIN

ANNUAL REPORT 2025



IV. AGRI-FOOD SUPPLY CHAIN

In addition to its remit in the field of competition law, the Competition Authority is responsible for safeguarding the interests of **suppliers in the agricultural and food supply chain** vis-à-vis their more powerful buyers.

Certain large operators in the agricultural and food supply chain who have significant bargaining power over their suppliers may be tempted to abuse their position to impose unfair trading practices.

To better protect farmers and small operators against such practices, the [Law of 1 June 2021 on business-to-business relations within the agricultural and food supply chain](#) prohibits certain unfair trading practices between suppliers and buyers of agricultural and food products and lists certain practices that may be authorised only with clear prior agreement. This law transposes [Directive \(EU\) 2019/633 on unfair trading practices in business-to-business relations within the agricultural and food supply chain](#) into Luxembourg law.

A supplier who considers that he has been the victim of an unfair trading practice prohibited by law may lodge a [complaint with the Authority](#).

The Authority is therefore empowered to defend the collective interests of all potential suppliers to businesses that may be subject to investigations, namely:



around **20 major food retailers**²³ with a turnover exceeding €2 million



around **60 organisations** (wholesalers, importers, processors, cooperatives, agricultural associations, etc.) identified as intermediaries



some **1,870 farm businesses**²⁴ (agriculture, viticulture, horticulture, etc.)



some **267 small businesses in the agri-food sector**²⁵, all potentially protected by law.

'AGRI-FOOD CHAIN' SERVICE

Given the resources available and the distribution of the workload across its various areas of competence, the Authority has not set up a dedicated department to handle complaints regarding unfair trading practices in the agricultural and food supply chain.

The work is carried out by two staff members as and when required.

²³ Competition Council – questionnaire regarding the Act of June 2021 on relations between businesses within the agricultural and food supply chain (2022)

²⁴ Chamber of Agriculture – Luxembourg agriculture in figures (2021)
<https://www.lwk.lu/fr/consommateur/lagriculture-luxembourgeoise-en-chiffres>

²⁵ Chamber of Trades Key Figures for the Craft Sector 2024
<https://www.cdm.lu/artisanat/chiffres-et-statistiques>

In 2025, the Authority received no formal complaints regarding potential unfair trading practices in the agricultural and food supply chain.

The particularly small size of the national market and the high concentration of buyers with significant bargaining power may discourage small operators from reporting any situations of concern. The Authority has therefore chosen to step up its awareness-raising and cooperation efforts, particularly at national level.

COOPERATION AT NATIONAL LEVEL

RAISING AWARENESS AMONG SECTOR STAKEHOLDERS ON GUICHET.LU

In 2025, the Authority continued its collaboration with the editorial team at *guichet.lu*, which, since 2023, has been disseminating the procedures available to operators in the agricultural and food supply chain for lodging complaints with the Authority against their more powerful buyers.

Suppliers thus have access to the necessary information in French, German and English.

COOPERATION WITH THE GRAND DUCHY'S GOVERNMENT AUTHORITIES

The Authority holds regular discussions with representatives of the [Rural Economy Department of the Ministry of Agriculture, Food and Viticulture](#), particularly regarding the monitoring of the Agri-Food Chain Observatory (AFCO) and the Unfair Trading Practices (UTP) Enforcement Network.

Similarly, it cooperates with the Internal Market and Competition Department of the Ministry of the Economy on the evaluation of the Unfair Trading Practices Directive and on monitoring the work of the working group on the proposed regulation concerning cooperation between the authorities responsible for the application of Directive 2019/663.

COOPERATION AT EUROPEAN LEVEL

UNFAIR TRADING PRACTICES ENFORCEMENT NETWORK

On 18 June, the Authority took part in a joint meeting of law enforcement officials and investigators in the framework of the Unfair Trading Practices Enforcement Network (UTP Enforcement Network). It also attended the second meeting held on 19 November 2025.

EU AGRI-FOOD CHAIN OBSERVATORY

On 27 June and 15 October, the Authority attended meetings of the [EU Agri-Food Chain Observatory](#).

GERMAN FEDERAL OFFICE FOR AGRICULTURE AND FOOD

In early 2025, the Authority continued its discussions with the German Federal Office for Agriculture and Food (Bundesanstalt für Landwirtschaft und Ernährung) to assist it with a case concerning potential unfair trading practices in the agri-food supply chain, which began in 2024.



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WHISTLE- BLOWERS

ANNUAL REPORT 2025

V. WHISTLEBLOWERS

Directive (EU) 2019/1937 on the protection of persons who report breaches of Union law aims to establish a uniform European legal framework to protect whistleblowers in certain areas of EU action.

In accordance with the Law of 16 May 2023 transposing this Directive, whistleblowers who report breaches of the law of which they have become aware in a professional context are protected against all forms of retaliation.

Luxembourg has 22 competent authorities responsible for receiving such reports, each within its own area of expertise, including the Competition Authority.

The Authority handles reports from any **whistleblower** who has obtained information in a **professional context** (current, past or future employment relationship), whether they are an employee, civil servant, self-employed person or service provider in a professional relationship with one of the stakeholders, concerning breaches falling within one or other of its [areas of competence](#), namely:



in the field of **competition law**, in cases of [anti-competitive practices](#) such as [cartels](#) or [abuses of a dominant position](#)



in the field of **digital markets**, in cases of harm to the collective interests of [businesses using online platforms](#) (P2B) or breaches of the rules governing [digital services](#) (DSA)



in the area of **agricultural and food supply**, in cases of [unfair trading practices](#) (UTP) by buyers towards their weaker suppliers



in relation to **freedom of establishment and the freedom to provide services**, to defend the collective interests of businesses within the internal market

'WHISTLEBLOWER' SERVICE

Given the multidisciplinary approach required to ensure the protection of whistleblowers and the resources available, the Authority has not set up a dedicated department to handle reports.

The Authority has established a specific and secure procedure for handling the reports it receives.

THE COMPETITION AUTHORITY'S WHISTLEBLOWING PLATFORM

Since September 2023, the Authority, in collaboration with the State Information Technology Centre (Centre des technologies de l'information de l'État - CTIE), has launched the first online tool on MyGuichet.lu enabling the collection, without the need for authentication, of reports from whistleblowers in areas falling within its remit.

Whistleblowers can report these breaches either internally via the channels set up by their company or public body, or externally to one of the 22 competent authorities in Luxembourg if an internal report risks causing them harm.

The [Competition Authority's whistleblowing platform](#) thus enables anonymous reports to be collected securely.

COLLECTION AND PROCESSING OF REPORTS

6

REPORTS

In 2025, the Authority received **6 reports**, five of which concerned competition matters and one concerning the Digital Services Act (DSA). The DSA falls outside the scope of Directive (EU) 2019/1937 but is included within the scope of the Law of 16 May 2023, which extends whistleblower protection to breaches of all national law.

None of these reports were referred to other competent authorities. Some were filed without further action due to lack of relevance, lack of substance or failure to respond to requests for further information.

One report led to the opening of an investigation, and no investigations were closed during the year.

The Authority does not disclose the substance of the cases or the action taken in response to them.

NETWORK OF COMPETENT AUTHORITIES RESPONSIBLE FOR IMPLEMENTING THE WHISTLEBLOWER PROTECTION LAW

The Network of Competent Authorities responsible for implementing the Whistleblower Protection Law, established by the [Reports Office](#) (Office des signalements), brings together representatives of the competent authorities responsible for receiving and processing reports from whistleblowers in accordance with the Law of 16 May 2023 on the Protection of Whistleblowers. It enables the various competent authorities to discuss common issues relating to the application of the Whistleblower Protection Law. In 2025, the Authority took part in events and information sessions organised by the Office.



2A, RUE D'ANVERS | L-1130 LUXEMBOURG
TÉL. (+352) 247 84737

INFO@CONCURRENCE.PUBLIC.LU | CONCURRENCE.LU