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Common Market for Eastern
and Southern Africa

23 January 2025

CCC Merger Inquiry Notice No. 6 of 2025

Notice of Inquiry into the proposed merger involving Toppan Global Security Limited and HID Global Corporations' Citizen Identity Portfolio

It is hereby notified in terms of Article 26(6) of the COMESA Competition Regulations (the “**Regulations**”) that the COMESA Competition Commission (the “**Commission**”), after receiving a notification in terms of Article 24 of the Regulations regarding the proposed acquisition of control by Toppan Global Security Limited (“**Toppan**”), part of Toppan Holdings Inc. (collectively, the “**Toppan Group**” or the “**acquiring group**”), of HID Global Corporation’s Citizen Identity Solutions portfolio (“**HID Global**”), consisting of a number of firms and its subsidiaries, collectively (the “**target group**”), intends to embark on an inquiry in terms of Article 26 of the Regulations.

The parties submitted that, globally, the acquiring group is a provider of integrated solutions including printing, communications, security, packaging, and decor materials. Within the Common Market, the Toppan Group, inter alia, provides products and services mainly relating to payment cards in Burundi, Democratic Republic of Congo, Comoros, Djibouti, Egypt, Ethiopia, Kenya, Libya, Malawi, Mauritius, Rwanda, Seychelles, Somalia, Sudan, Tunisia, Uganda, Zambia, and Zimbabwe.

The parties submitted that the target group manufactures, designs, and implements physical, mobile and biometric identity solutions for government-to-citizen programs around the globe. Within the Common Market, the target group operates in Egypt, Eswatini, Kenya, and Rwanda.

The parties submitted that although they are both broadly active in the identity and security sector, including in relation to government-to-citizen programs, they do not provide the same products and services in any Member State which may be considered as reasonably interchangeable. There is no vertical relationship between the parties either.

The parties submitted that, through the proposed transaction, the Toppan Group seeks to expand its global footprint and portfolio of advanced secure technology and expertise, primarily in relation to government-to-citizen identity security solutions where the target group has over 20 years of experience. The proposed transaction will facilitate the expansion of the Toppan Group’s global operations and will also serve to enhance the merged entity’s presence in the government-to-citizen security sector.

The Commission will, in accordance with the provisions of the Regulations, determine, among other things, whether the proposed transaction is likely to substantially prevent or lessen competition within the Common Market and whether the proposed transaction is or would be contrary to the public interest as provided for under Article 26 of the Regulations.

In view of this, the Commission hereby gives notice to all interested stakeholders, including competitors, suppliers and customers of the parties to the proposed transaction to submit written representations to the Commission with regard to the subject matter of the proposed inquiry by emailing them to: mdebessay@comesacompetition.org. All written representations should be sent to the Commission not later than **13 February 2025**.

If you wish to seek further details and/or clarifications on any aspect of this proposed transaction or need assistance you may get in touch with **Mr. Mengistu Debessay, Principal Analyst, Competition Division** on Tel: +265 (0) 111 772 466 or mdebessay@comesacompetition.org.

All written representations submitted to the Commission will be treated with the strictest confidentiality and will only be used for the purpose of this inquiry.