



Application for the
continuation of a dumping
and/or
countervailing notice
or
continuation of an undertaking

Applications are taken to be lodged or received by the Commissioner when it is first received by a commission staff member doing duty in relation to applications.

Staff members are taken to be on duty receiving applications from 9:00am to 5:00pm (AEST or AEDST) on business days that are not an Australian Capital Territory public holiday, or during Annual Closedown*.

See Pages 4/5 for more details.

Applicants are encouraged to contact the Commission prior to lodgement if they wish to discuss their application or the process.

APPLICATION UNDER SECTION 269ZHC OF THE *CUSTOMS ACT 1901* FOR THE CONTINUATION OF A DUMPING AND/OR COUNTERVAILING DUTY NOTICE OR CONTINUATION OF AN UNDERTAKING

I hereby request, in accordance with section 269ZHC of the *Customs Act 1901* (the Act)¹, that the Minister:

- ☒ continue a dumping duty notice, or
- ☐ continue a countervailing duty notice, or
- ☐ continue the undertaking given under the Act by


(Name of company or organisation)

in respect of the goods the subject of this application.

I believe that the information contained in this application:

- provides reasonable grounds for continuation of the anti-dumping measure; and
- is complete and correct to the best of my knowledge and belief.

Signature: 

Name: [Austen Ramage](#)

Position: [LCM Product Manager](#)

Company: [LCM General Products Pty Ltd](#)

ABN: [24 616 929 116](#)

Date: [4 January 2026](#)

¹ All legislative references are to the *Customs Act 1901*.

About this form	<p>Section 269ZHC(1)(b) of the Act requires that an application under section 269ZHB of the Act for the continuation of measures contained in a dumping duty notice or countervailing duty notice must be in a form approved by the Commissioner under section 269SMS(1) for those purposes. This is the approved form.</p>
Signature requirements	<p>Where the application is made:</p> <p><i>By a company</i> - the application must be signed by a director, servant or agent acting with the authority of the corporate body.</p> <p><i>By a joint venture</i> - a director, employee, agent of each joint venturer must sign the application. Where a joint venturer is not a company, the principal of that joint venturer must sign the application form.</p> <p><i>On behalf of a trust</i> - a trustee of the trust must sign the application.</p> <p><i>By a sole trader</i> - the sole trader must sign the application.</p> <p><i>In any other case</i> - contact the Anti-Dumping Commission's (the commission) client support section for advice.</p> <p><i>NB: Where an application is made by an agent acting with authority on behalf of a company, joint venture, trust or sole trader, an authority to act letter must be provided with this application.</i></p>
Assistance with the application	<p>The commission provides a free-of-charge document checking service, available prior to formal lodgement, to assist applicants to ensure that their applications meet the documentary requirements, see "before you apply": https://www.industry.gov.au/anti-dumping-commission/apply-anti-dumping-or-countervailing-duties-measures</p> <p>The commission has also published guidelines to assist applicants with the completion of this application: https://www.industry.gov.au/anti-dumping-commission/apply-anti-dumping-or-countervailing-duties-measures</p> <p>Small and medium enterprises (i.e., those with less than 200 full-time staff, which are independently operated and which are not a related body corporate for the purposes of the <i>Corporations Act 2001</i>), may obtain assistance, at no charge, from the Department of Industry, Science and Resources' International Trade Remedies Advisory (ITRA) Service. For more information on the ITRA Service, visit www.business.gov.au/ITRA, email us at itra@industry.gov.au, or telephone the ITRA Service Hotline on +61 2 6213 7267.</p> <p>The commission's client support section can also provide information about dumping and countervailing procedures and the information required by the application form. Contact the team on:</p> <p>Phone: 13 28 46 or +61 2 6213 6000 (outside Australia) Email: clientsupport@adcommission.gov.au</p>

Further information is available from the commission's website at www.adcommission.gov.au.

Required information

1. Provide details of the name, street and postal address, of the applicant seeking the continuation.
2. Provide details of the name of a contact person, including their position, telephone number and e-mail address.
3. Provide the names, addresses, telephone numbers of other parties likely to have an interest in this matter e.g. Australian manufacturers, importers, exporters, users.
4. The application must include a detailed statement setting out reasons for seeking continuation of the anti-dumping measure. Applicants must provide evidence addressing whether, in the absence of measures, dumped or subsidised imports would cause material injury to the local industry producing like goods. Applicants should refer to the '*Guidelines for Preparing an Application for Continuation of Measures*' for assistance.
5. The applicant must provide details of the current anti-dumping measure(s) the subject of this continuation application, including:
 - tariff classification
 - the countries or companies
 - specified date of publication of the measure

Provision of data

Industry financial data must, wherever possible, be submitted in an electronic format.

- The data should be submitted on a media format compatible with Microsoft Windows.
- Microsoft Excel, or an Excel compatible format, is required.
- If the data cannot be presented electronically please contact the commission's client support section for advice.

Lodgement of the application

This application, together with the supporting evidence, must be lodged in the manner approved by the Commissioner under subsection 269SMS(2) of the Act. The Commissioner has approved lodgement of this application by:

- email, preferably, using the email address clientsupport@adcommission.gov.au
- upload to SIGBOX (SIGBOX is our secure online lodgement platform, suitable for large files or attachments - email us to arrange access)
- post to:

The Commissioner of the Anti-Dumping Commission
GPO Box 2013
Canberra ACT 2601

As currently applied:

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- Staff members are taken to be on duty receiving applications from 9:00am to 5:00pm (AEST or AEDST) on business days that are not an Australian Capital Territory public holiday, or during Annual Closedown.*

Definitions in this application:

- **AEST** means Australian Eastern Standard Time.
- **AEDST** means Australian Eastern Daylight Savings Time.
- **business day** means a day that is not a Saturday or Sunday.
- **Annual Closedown** means the 3 business days the commission is closed between Christmas Day and New Year's Day.

* Public holidays are listed at: <https://www.fairwork.gov.au/employment-conditions/public-holidays>

Public Record

During an investigation all interested parties are given the opportunity to defend their interests, by making a submission. The commission maintains a public record of these submissions. The public record is available on the commission's website at www.adcommission.gov.au.

At the time of making the application both a confidential version (for official use only) and non-confidential version (public record) of the application must be submitted. Please ensure each page of the application is clearly marked "FOR OFFICIAL USE ONLY" or "PUBLIC RECORD". The non-confidential application should enable a reasonable understanding of the substance of the information submitted in confidence. If you cannot provide a non-confidential version, contact the commission's client support section for advice.

LCM General Products Pty Ltd (trading as Cromford Film)

APPLICATION FOR THE CONTINUATION OF MEASURES

1. Applicant:

Company name: LCM General Products Pty Ltd ("Cromford")

Address: 185-195 Frankston-Dandenong Road, Dandenong, Victoria 3175

2. Contact person:

Contact: Austen Ramage

Position: LCM Product Manager

Telephone: +61 3 9791 5633

Facsimile: +61 3 9794 0971

E-mail address: ARamage@martogg.com.au

Name: John Bracic – J.Bracic & Associates

Tel: +61 (0)499 056 729

Address: PO Box 3026, Manuka ACT 2603

Email: john@jbracic.com.au

3. Other interested parties:

No other known interested parties

4. Detailed statement for seeking continuation of the anti-dumping measure

Cromford Film requests the continuation of the dumping duty notice covering measures applying to concrete underlay film exported from Malaysia. It submits that the expiration of the current anti-dumping measures would be likely to lead to the continuation or recurrence of dumping and material injury to the Australian industry, for the reasons outlined below.

Likelihood of Continued Dumping – Circumvention

There have been two instances of circumvention activities during the current period since the measures were originally imposed:

1. The first circumvention activity (circumvention enquiry 606) was identified in early 2021, immediately after duties were initially imposed from case 554. We noticed a shift of 2m wide builders' film to slightly under the width (1.95-1.98m) to avoid duties. This was investigated and subsequently the goods amended from 2-6m width to 1-7m width.
2. The second circumvention activity (circumvention enquiry 671) was first identified in late 2024. Following the introduction of measures on the goods, exports/importers began bringing grey film into Australia in addition to black film. With the grey film being exempt from the measures. Subsequently investigated by ADC – finding grounds to amend the goods description to "Black or grey, or any colour variations of black or grey".

The repeated nature of the circumvention conduct demonstrates a deliberate and sustained attempt by exporters and importers to avoid the application of the measures, indicating that the measures have not altered underlying pricing behaviour. Given that importers and exporters have been willing to avoid incurring dumping duties to ensure that imports properly reflect non-dumped prices, by circumventing the measures, it stands to reason that expiry of the measures would incentivise those parties to legitimately resume exporting at dumped prices. This in turn would again lead to a continuation of the material injury that the current measures are intended to prevent.

Market pricing Inflation and Intelligence

The Australian concrete underlay film market is price-sensitive and highly competitive. Sell pricing intel in the market is always difficult to pinpoint exact import pricing. However, based on our general understanding of the market and discussions with customers, we believe that medium impact pricing over previous periods is as follows:

- Medium impact landed import pricing in 2020 ranged from low \$[REDACTED]/roll to high \$[REDACTED]/roll – based on uncompetitive offers at the time to the market. High impact film prices were circa high \$[REDACTED]/roll.
- Early 2025 (prior to the grey film circumvention inquiry) – landed market import pricing low \$[REDACTED]/roll for medium and high \$[REDACTED]/roll for high impact films.

This confirms that despite the imposition of a minimum 11.4% dumping duty, prices have not materially changed since the measures were originally imposed. This is in part due to the two instances of circumvention activity confirmed by the Commission, and also likely reflects the absorption of duties resulting in reduced profit margins of the importers and/or exporters.

Following finalisation of the 'grey film' circumvention inquiry, Cromford Film noted the following price changes:

- Medium impact film pricing around high \$[REDACTED]/roll and high impact film at high \$[REDACTED] – low \$[REDACTED]/roll.
- Allowing for lowest dumping duty of 11.4% from prior to dumping duties at high \$[REDACTED]/roll (assume \$[REDACTED] + 11.4%) pricing should be approx. \$[REDACTED]/roll.
- Medium impact film pricing current high \$[REDACTED]/roll (assume \$[REDACTED]/roll).
- Inflation in Malaysia at approximately 10% since 2021- should equate to \$[REDACTED]/roll.

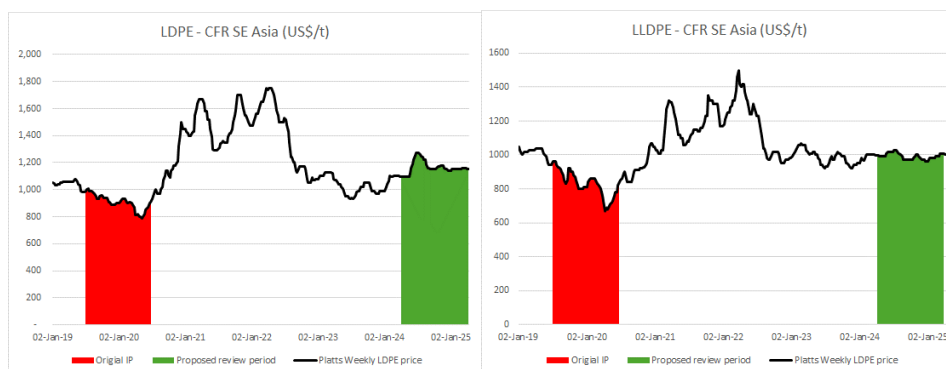
This further confirms that circumvented imports were priced exclusive of the interim dumping duties, and all else being equal, would have been imported and sold into the Australian market at dumped prices. It also provides strong support for the view that as importers are willing to continue to import at dumped prices despite the imposition of measures, the expiry of the measures would simply encourage those parties to resume their unfair price practices aimed at causing maximum damage to the Australian industry. Therefore, it is reasonable to conclude that if the interim dumping duties were removed, then further price suppression and injury would continue.

Other factors affecting pricing in Australia + regionally

The primary raw material used in the production of builders film is recycled and/or virgin polyethylene resins such as low-density polyethylene (LDPE), linear-low density polyethylene (LLDPE), and high-density polyethylene (HDPE). Resin accounts for approximately 70% of the cost of manufacturing builders film. Therefore, any change in the cost of resin will lead to a change in the cost of the exported

goods, and as a consequence the ascertained normal value given the Commission's constructed normal value methodology.

Cromford subscribes to Platts polymer market price data covering South East Asian LDPE and LLDPE weekly prices (**Confidential Exhibit A**). The movement in LDPE and LLDPE South East Asian prices since 2019 are shown in the charts below, along with the relevant original investigation and the most recent circumvention period. The data shows that LDPE and LLDPE prices increased by 28% and 19% respectively.



Whilst builders film is typically manufactured from recycled polyethylene resin materials, Cromford provides this information to show an increase in the value of virgin resin materials, which is reflected in the underlying values of recycled materials.

Given the significant increases in South East Asian resin prices, and all other things being equal such as manufacturing costs, SG&A and profit, it is reasonable to consider that contemporary constructed normal values ought to have increased in line with resin cost increases. Despite the expected increase in normal values, Cromford Film's summary of market prices outlined above reveals no real change since the measures were originally imposed. This suggests that exporters have either absorbed the raw material cost increases, potentially selling the exported goods at below the cost to make and sell, or the increase in FOB export prices resulting from the raw material cost increases, have been offset by importers avoiding incurring interim dumping duties through their circumvention activities.

In either case, expiry of the dumping duty notice would lead to an immediate continuation and/or resumption of dumped exports, which in turn would likely lead to a continuation of material injury to the Australian industry.

SE Asian Trade Flows

As we consider the market in 2026 and beyond, we are aware that tariffs have been imposed on Malaysian manufactured plastic goods supplied into the United States.

For manufactured plastics items such as concrete underlay film, these duties are currently set at 19%. Whilst this is less than elsewhere in Asia, the tariffs have had a significant effect on the competitiveness of Malaysian exports, and incentivised exporters to seek alternative markets to sell into, in order to maintain production capacity utilisation.

Anecdotally, Cromford Film's market intelligence from a SE Asian based polymer trader, reveals that film extrusion businesses in Malaysia have dropped conversion pricing by as much as USD\$[REDACTED]/T to compete with Chinese imports to the market, and to compete in export markets as a result of the US tariffs.

Taken together, the persistence of aggressive export pricing in the Malaysian market, the absence of structural changes to exporter cost or pricing behaviour, and the demonstrated price sensitivity of the Australian market, support the conclusion that if the measures were allowed to expire, dumping would be likely to continue or recur, and material injury to the Australian industry would be likely to recur. Continuation of the measures is therefore necessary to prevent further injury.

Material injury likely to recur – Australian market remains attractive

The Australian builders' film industry remains an attractive, high-volume market driven by continued immigration to the country and demand for new housing. Based on graph below from HIA 'Housing Australia's Future' report² – it is reasonable to assume approximately 194k new dwellings annually will be required to keep up with demand. This number even at 'medium' population growth is within 15% of 2018 new housing starts, and exceeds the 2019 figures relied upon in Cromford Film's initial application.

Table 2: Estimated building needs – Australia

AUSTRALIA			
	Population growth		
	Low	Medium	High
Population in 2022	26,291,429	26,291,429	26,291,429
Population in 2050	35,714,662	37,746,672	39,889,939
Assumed growth rate	1.1%	1.3%	1.5%
Current build rate (completions in 2022)	171,888	-	-
'Base' building need			
Dwellings required to house population growth (total to 2050)	4,100,607	4,984,855	5,917,518
Dwellings required to house population growth (per year)	162,769	194,350	227,659
Estimated future housing demand - 2023 - 2050			
Low income growth	162,769	194,350	227,659
Medium income growth	173,649	205,229	238,538
High real income growth	184,528	216,108	249,418

Source: HIA Economics

Note: Australia-wide estimates are derived separately and hence do not equal the sum of states

<u>Year</u>	<u>2017</u>	<u>2018</u>	<u>2019* forecast</u>
Unit	101,720 (76,290)	105,510 (79,132)	70,540 (52,905)
House	115,530	119,530	104,230
Total	217,250	225,040	174,770
Total adjusted RF	191,820	198,662	157,135
Total Rolls Film Residential	239,775 rolls	248,327 rolls	196,418 rolls
Allowance for Commercial Construction	239,775 * 125%	248,327 * 125%	196,418 * 125%

² [Housing Australia's Future Report](#)

Total Rolls Film	299,718 rolls	310,408 rolls	245,522 rolls
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For this reason, the Australian market continues to be an attractive market, and especially now that exports to the USA are subject to a 19% tariff. Cromford Film believes that the Malaysian industry has continued to sell into the Australian market due its high volume opportunities, and expiry of the measures would simply expose domestic manufacturers to rapid price suppression and undercutting, particularly in large-volume construction supply channels.

Conclusion

Continuation of the dumping duty notice is needed to address the likely continuation of dumping and material injury to the Australian industry. This view is supported by:

- persistent behaviour by importers to circumvent the measures;
- market prices have remained largely unchanged despite the imposition of a minimum 11.9% dumping duty,
- the market prices are likely to reflect dumped export prices given the expected avoidance of dumping duties and absorption of raw material cost increases;
- imposition of a 19% tariff on Malaysian exports will have impacted capacity utilisation of Malaysian manufacturers, and increased the urgency for those exporters to find alternative suitable markets;
- the Australian market continues to be particularly appealing to Malaysian exporters given the expected continued growth of commercial and residential construction activity, leading to continued strong demand for concrete underlay films.

The evasive tactics and behaviour exhibited by exporters and importers, when combined with robust market dynamics anticipated in the foreseeable future, renders the Australian industry especially vulnerable to pronounced and evident material injury, in the absence of interim dumping duties.

5. Details of current anti-dumping measures:

Goods description:

Black or grey, or any colour variations of black or grey, concrete underlay film (also marketed as builders' film), manufactured from either recycled and/or virgin resins, with a thickness ranging between 150-230 microns, and a width from 1-7 metres.

Tariff classification:

The goods are classified to the following tariff subheadings in Schedule 3 to the Customs Tariff Act 1995:

Tariff Classification	Statistical code
3920.10.00	20,21,22,25,40,41,51
3921.90.90	16

Country subject to the notice:

Malaysia

Date of publication of the notice:

The original dumping duty notice (ADN 2021/149) was published on 17 December 2021, covering all exporters from Malaysia. Following investigation into claims of circumvention, the Minister altered the original notice with effect on 23 June 2022, and 26 November 2025.

