



ANTI-DUMPING NOTICE NO. 2026/022

Customs Act 1901 – Part XVB

Certain concrete underlay film

Exported to Australia from Malaysia

Initiation of a Continuation Inquiry No 696 into Anti-Dumping Measures

Notice under section 269ZHD(4) of the Customs Act 1901

I, David Latina Commissioner of the Anti-Dumping Commission (Commissioner), have initiated an inquiry into whether the continuation of anti-dumping measures, in the form of a dumping duty notice, in respect of certain concrete underlay film (the goods) exported to Australia from Malaysia is justified.

The anti-dumping measures are due to expire on 17 December 2026 (specified expiry day).¹

1. The goods

The goods subject to the anti-dumping measures and this inquiry are:

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.

The goods are generally, but not exclusively, classified to the following tariff subheadings of Schedule 3 to the *Customs Tariff Act 1995*:²

¹ On and from 18 December 2026, if not continued, the anti-dumping measures would no longer apply.

² These tariff classifications and statistical codes may include goods that are both subject and not subject to the anti-dumping measures. The listing of these tariff classifications and statistical codes is for convenience or reference only and do not form part of the goods description. Please refer to the goods description for authoritative detail regarding goods subject to the anti-dumping measures.

Tariff Subheading	Statistical Code		Description
3920	OTHER PLATES, SHEETS, FILM, FOIL AND STRIP, OF PLASTICS, NON - CELLULAR AND NOT REINFORCED, LAMINATED, SUPPORTED OR SIMILARLY COMBINED WITH OTHER MATERIALS:		
3920.10.00	Of polymers of ethylene, Of polyethylene, Not exceeding 0.08 mm in thickness		
	22	Printed, embossed or otherwise surface-worked, except merely polished	
	20	Other, Low density	
	21	Other, other	
	Of polymers of ethylene, Of polyethylene, Exceeding 0.08 mm in thickness:		
	25	Printed, embossed or otherwise surface-worked, except merely polished	
	40	Other, low density	
	41	Other, other	
	Of polymers of ethylene, Other:		
	51	Exceeding 0.08 mm in thickness	
3921	OTHER PLATES, SHEETS, FILM, FOIL AND STRIP, OF PLASTICS		
3921.90.90	Other: Other, of polymers of ethylene		
	16	Low density polyethylene	

Table 1: General tariff classifications for the goods

These tariff classifications and statistical codes may include goods that are both subject and not subject to the anti-dumping measures. The listing of these tariff classifications and statistical codes are for convenience or reference only, and do not form part of the goods description above. Please refer to this description for authoritative detail regarding goods the subject of this investigation.

2. Background to the anti-dumping measures

The anti-dumping measures were initially imposed by public notice on 17 December 2021 by the then Minister for Industry, Energy and Emissions Reduction.³ This followed their consideration of the Commissioner's recommendation in *Anti-Dumping Commission Report No. 554* (REP 554) from Investigation No. 554 (the original investigation).

The original investigation and the imposition of the anti-dumping measures resulted from an application made under section 269TB of the *Customs Act 1901*⁴ by LCM General Products Pty Ltd, trading as Cromford Film (Cromford), representing the Australian industry producing like goods to the goods subject to the anti-dumping measures. The original investigation referred to black underlay film within a width range of 2-6 metres.

³ [Electronic Public Record \(EPR\) 554](#), no 49, Anti-Dumping Notice (ADN) 2021/149.

⁴ All legislative references in this notice are to the *Customs Act 1901*, unless otherwise stated.

Following the original investigation, the Commissioner conducted two anti-circumvention inquiries⁵. The two anti-circumvention inquiries examined whether there was a slight modification of the goods to circumvent the applicable duties. Following these inquiries the Minister amended the goods covered by the measures to include goods 1 to 7 metres wide (ADN 2023/003) and include goods that are black or grey, or any colour variations of black or grey (ADN 2025/113).

Aside from these inquiries, there have been no other inquiries conducted after the anti-dumping measures were imposed.

Further details on the goods and existing anti-dumping measures are available on the Dumping Commodity Register on the Anti-Dumping Commission's (Commission) website (www.adcommission.gov.au).

3. Application for continuation of the anti-dumping measures

Division 6A of Part XVB sets out, among other things, the procedures to be followed in dealing with an application for the continuation of anti-dumping measures.

In accordance with section 269ZHB(1), I published a notice⁶ on the commission's website on 7 November 2025. The notice invited the following persons to apply for the continuation of the anti-dumping measures:

- the person whose application under section 269TB resulted in the anti-dumping measures (section 269ZHB(1)(b)(i)); or
- persons representing the whole or a portion of the Australian industry producing like goods to the goods covered by the anti-dumping measures (section 269ZHB(1)(b)(ii)).

On 6 January 2026, an application for the continuation of the anti-dumping measures was received from Cromford. A non-confidential version of the application is available on the Commission's public record.⁷

Having regard to the application and the original investigation, I am satisfied that Cromford is the person under section 269ZHB(1)(b)(i) because Cromford's application under section 269TB resulted in the anti-dumping measures.

4. Consideration of application under section 269ZHD(1)

Under section 269ZHD(1), I must reject an application for the continuation of anti-dumping measures if I am not satisfied of one or more of the matters referred to in section 269ZHD(2). These are:

- the application complies with section 269ZHC (section 269ZHD(2)(a)); and
- there appear to be reasonable grounds for asserting that the expiration of the anti-dumping measures to which the application relates might lead, or might be likely to lead, to a continuation of, or a recurrence of, the

⁵ Findings from those inquiries are set out in *Anti-Dumping Commission Report No. 606* ([REP 606](#)) and *Anti-Dumping Commission Report No. 671* ([REP 671](#)).

⁶ ADN [2025/107](#) refers.

⁷ EPR 696, no 1.

material injury that the measures are intended to prevent (section 269ZHD(2)(b)).

5. Assessment under section 269ZHD(2)(a) - compliance with section 269ZHC

I consider that the application complies with the requirements of section 269ZHC because it is in writing, in a form approved by me for the purposes of this section, contains the information that the form requires, is signed in the manner indicated by the form, and was lodged in a manner approved under section 269SMS, being by email to the Commission's email address provided in the instrument under section 269SMS.⁸

6. Assessment under section 269ZHD(2)(b) – reasonable grounds

Applicant's claims

In its application, Cromford claims that the expiration of the anti-dumping measures would likely lead to a continuation or recurrence of the dumping, and the continuation or recurrence of the material injury that the measures are intended to prevent.

In support of this claim Cromford's application sets out, among other things, that:

- Exports are likely to continue to be dumped as:
 - Two instances of differing circumvention activity demonstrates that Malaysian exporters and importers have deliberately and persistently attempted to avoid the measures. Cromford claims this indicates that exporters underlying pricing behaviour remains unchanged and that, if the anti-dumping measures were to expire, exporters would be incentivised to resume exporting at dumped prices.
 - The Australian concrete underlay film market is price-sensitive and highly competitive. Despite a minimum 11.4% dumping duty being imposed, import prices have not materially changed since the anti-dumping measures were first introduced. Aside from the identified circumvention activities, Cromford claims that this suggests that the cost of duties has been absorbed rather than pricing behaviour being altered.
 - Increases in the price of polyethylene resin, the primary raw material used to produce the goods, indicate that export prices and normal values should have risen. However, Cromford's Australian market price intelligence indicates that export prices have not risen. Cromford claims that this confirms that either exporters have continued dumping, possibly absorbed these costs by selling at a loss, or that importers have avoided duties.
 - The introduction of 19% tariffs on Malaysian plastics imports into the United States of America (USA) has had a significant effect on the competitiveness of Malaysian exports in the USA, and incentivised exporters to seek alternative markets. Cromford's market intelligence indicates Malaysian film extruders have reduced conversion pricing

⁸ A copy of the instrument can be found on the commission's website at www.adcommission.gov.au.

by up to USD \$150/tonne to compete with Chinese imports and compete in export markets following the introduction of US tariffs.

- Material injury is likely to continue or recur as:
 - Imports are likely to continue from Malaysia, as the Australian market remains an attractive, high-volume market with continued demand for the goods. This is especially true now that exports to the USA are subject to a 19% tariff.
 - Given the attractive high-volume opportunities that exist in Australia, expiry of the anti-dumping measures would expose domestic manufacturers to rapid price suppression and undercutting, particularly in the large-volume construction channels.
 - The Australian market is price sensitive. Historical and current pricing trends indicate that despite the imposition of duties and inflation, duties were absorbed and circumvented goods were sold at dumped prices. The expiry of the anti-dumping measures would encourage dumping to resume, leading to further price suppression and ongoing material injury to the Australian industry.
 - The combined duty evasion tactics by exporters and competitive market dynamics make the Australian industry highly vulnerable to significant material injury in the absence of anti-dumping measures.

In support of its claims Cromford provided:

- confidential evidence of observed supplier pricing offers for Malaysian sourced goods
- information on the Southeast Asian manufactured plastics industry, including trade patterns and factors affecting competition for market share between Malaysia and the People's Republic of China
- the Housing Industry Australia's 2024 'Housing Australia's Future' report to support expected housing demand and associated demand for concrete underlay film
- Platts polymer market price data showing movements in Southeast Asia Low-Density Polyethylene and Linear Low-Density Polyethylene weekly prices
- an overview of the Australian industry.

7. The Commission's consideration

The question for the commission to consider is whether there appear to be reasonable grounds for asserting that the expiry of the anti-dumping measures might lead or might be likely to lead to a continuation or recurrence of the dumping and the material injury that the measures are intended to prevent. The commission's assessment is that, based on the information contained in the application, there appear to be reasonable grounds for Cromford to make such an assertion.

In assessing Cromford's claims, the commission considered the information provided in the application, information obtained from the Australian Border Force (ABF) import database, findings in the original investigation (REP 554) and subsequent anti-circumvention cases (REP 606 and REP 671), as well as other information available.

Continuation or recurrence of exports

The commission has examined information it obtained from the ABF import database and found that exporters from Malaysia have continued to export the goods to Australia since the imposition of the anti-dumping measures.

Similar to the commission's findings in REP 554⁹, contemporary ABF data indicates that Malaysia has remained the dominant import source of the goods into the Australian market since the imposition of the anti-dumping measures.

In REP 554, the commission found that the goods are highly price sensitive (Cromford was not considered a price-setter), and that price was a key consideration in influencing customer's purchasing decisions. In its application, Cromford provided market intelligence relevant to import prices for exports from Malaysia to Australia to demonstrate that Malaysian exporters appeared to be offering consistently low prices for the goods.

This information confirms that exporters in Malaysia have maintained distribution links into the Australian market and that Australia continues to be an attractive destination for the goods.

Continuation or recurrence of dumping

In its application Cromford submitted estimates of export pricing and raw material costs applicable to normal values in support of its claim that dumping is likely to recur in the absence of the anti-dumping measures. Cromford also referenced observed pricing behaviour in the market, prior circumvention activity and alleged duty absorption as evidence of continued dumping, or as evidence that supports the likely recurrence of dumping in the absence of measures. The commission has examined Cromford's analysis of this information and considers it is reasonable given the limited information that is publicly available.

In the time that has passed since the measures were first introduced two anti-circumvention inquiries have been conducted (REP 606 and REP 671). Both inquiries resulted in amendments to the goods description due to findings of circumvention activities, being that there was a slight modification of the goods (one relating to the width of the film and the other relating to the colour of the film). The commission considers that the findings of the two anti-circumvention inquiries demonstrate that Malaysian exporters and importers have actively sought ways to circumvent the existing duties, indicating a continued interest in maintaining access to the Australian market at dumped prices.

As Malaysian exporters and importers remain dominant market players, there appear to be reasonable grounds for asserting that their significant influence over supply and pricing could result in exports of the goods at dumped prices continuing or recurring in the absence of the anti-dumping measures.

In the context of the information that would be reasonably available to Cromford, and the findings of the two anti-circumvention inquiries, I consider that there appear to be reasonable grounds for asserting that there is a

⁹ [EPR 554](#), no 48.

likelihood that exports of the goods at dumped prices will continue or recur for Malaysian exporters in the absence of anti-dumping measures.

Continuation or recurrence of material injury

Cromford claims that, if the measures were to expire, the Australian industry would be subject to rapid price suppression and price undercutting, and increased volumes of exports from Malaysia.

In REP 554 the commission found that imports from Malaysia had caused material injury to the Australian industry in the form of reduced sales volumes and market share, price suppression and depression, reduced profit and profitability, reduced revenue and reduced return on investment.

Cromford provided data in support of its claims that the current demand for concrete underlay film will be ongoing into the foreseeable future. The commission considers that the Australian market remains an attractive destination for ongoing exports of the goods from Malaysia. Recent circumvention activity highlighted previously indicates that importers are competing on price and that the Australian market is price sensitive. In the absence of the anti-dumping measures, exporters and importers may seek to further undercut Australian industry prices.

Having regard to the information currently before the commission, should the anti-dumping measures expire, it appears reasonable for Cromford to assert that Malaysian exporters would obtain a price advantage over the Australian industry due to dumping. This may allow those exporters to increase export volumes to Australia and increase market share. Such a price advantage may result in reduced sales volumes and market share to the Australian industry, and/or price injury as the Australian industry seeks to compete with dumped imports. Volume and price injury may, in turn, be materially detrimental to Australian industry in terms of reduced revenue, profit and profitability. During the inquiry the commission will further examine Cromford's claims of import pricing and its likely impact on Australian industry in the absence of the anti-dumping measures.

8. Conclusion

Having regard to the application, Cromford's claims and other relevant information set out in this notice, I am satisfied that, in accordance with section 269ZHD(2)(b), there appear to be reasonable grounds for asserting that the expiration of the anti-dumping measures might lead, or might be likely to lead, to a continuation of, or a recurrence of, the material injury that the measures are intended to prevent.

Based on the above findings, I have therefore decided to not reject the application.

9. This continuation inquiry

For this inquiry, I will examine the period **from 1 January 2025 to 31 December 2025** (the inquiry period) to determine whether dumping has occurred and whether the variable factors relevant to the determination of duty have changed.

Following my inquiry, I will recommend to the Minister for Industry and Innovation and Minister for Science (the Minister), whether the notice should:

- (i) remain unaltered; or
- (ii) cease to apply to a particular exporter or to a particular kind of goods; or
- (iii) have effect in relation to a particular exporter or to exporters generally, as if different variable factors had been ascertained; or
- (iv) expire on the specified expiry day.

10. Proposed model control code structure

The Commission undertakes model matching using a Model Control Code (MCC) structure to identify key characteristics to compare the goods exported to Australia and the like goods sold domestically in the country of export.¹⁰

Table 2 below outlines the Commission's proposed MCC structure for this inquiry.

	Category	Sub-category	Identifier	Sales data	Cost data
1	Impact resistance	Other – Construction / Industrial grade	O	Mandatory	Mandatory
		Medium	M		
		High	H		
2	Actual thickness	150 – 179 microns	A1	Mandatory	Mandatory
		180 – 230 microns	A2		
3	Nominal thickness	150 – 179 microns	N1	Mandatory	Optional
		180 – 230 microns	N2		

Table 2: Proposed MCC structure

Interested parties should raise proposals to modify the MCC structure as soon as practicable, but no later than 11 March 2026.

Any changes to the MCC structure will be considered by the commission and reported in verification reports or in the statement of essential facts (SEF).

11. Public record

I must maintain a public record for this inquiry. The Electronic Public Record (EPR) hosted on the Commission's website (www.adcommission.gov.au) contains, among other things, the application and a copy of all non-confidential submissions from interested parties. Documents hosted on the EPR can be provided upon request to interested parties.

12. Submissions

Interested parties, as defined in section 269T(1), are invited to lodge written submissions concerning the inquiry, no later than 11 March 2026, being 37 days after publication of this notice. The Commission's preference for this inquiry is to receive submissions by email to investigations3@adcommission.gov.au.

¹⁰ Guidance on the Commission's approach to model matching is in the *Dumping and Subsidy Manual*, available at www.adcommission.gov.au.

Submissions may also be addressed to:

The Director, Investigations 3
Anti-Dumping Commission
GPO Box 2013
Canberra ACT 2601

Interested parties wishing to participate in the inquiry must ensure that submissions are lodged promptly. Interested parties should note that I am not obliged to have regard to a submission received after the date indicated above if to do so would, in my opinion, prevent the timely placement of the SEF on the public record.

Interested parties claiming that information contained in their submission is confidential, or that the publication of the information would adversely affect their business or commercial interests, must:

- (i) provide a summary containing sufficient detail to allow a reasonable understanding of the substance of the information that does not breach that confidentiality or adversely affect those interests, or
- (ii) satisfy me that there is no way such a summary can be given to allow a reasonable understanding of the substance of the information.

Submissions containing confidential information must be clearly marked "OFFICIAL: Sensitive ". Interested parties must lodge a non-confidential version or a summary of their submission in accordance with the requirement above (clearly marked "PUBLIC RECORD").

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Interested parties can [subscribe](#) to receive weekly notifications on updates to cases, notices and measures on the commission's website.

13. Lodgement of Exporter Questionnaires

Exporters of the goods to Australia are invited to participate in this inquiry by completing the exporter questionnaire and the associated spreadsheets by 11 March 2026.

The exporter questionnaire and the associated spreadsheets are available under the case information for case number 696.¹¹ Alternatively, exporters can email investigations3@adcommission.gov.au to request the exporter questionnaire and spreadsheets for completion.

14. Statement of essential facts

The dates specified in this notice for lodging submissions must be observed to enable me to report to the Minister within the legislative timeframe. I will place the SEF on the public record on or before 25 May 2026, that is, within 110 days after the publication of this notice, or by such later date as I may allow in accordance with section 269ZHI(3). The SEF will set out the essential facts on which I propose to base a recommendation to the Minister concerning the continuation of the anti-dumping measures.

¹¹ This can be found under 'current cases and their electronic public record' on the Commission website, www.adcommission.gov.au.

Interested parties are invited to lodge submissions in response to the SEF within 20 days of the SEF being placed on the public record. I will consider submissions received in response to the SEF within 20 days of the SEF being placed on the public record in completing my report and recommendation to the Minister.

15. Report to the Minister

I will make a recommendation to the Minister in a report on or before 7 July 2026, that is, within 155 days after the date of publication of this notice, or such later date as I may allow in accordance with section 269ZHI(3).

The Minister must make a declaration within 30 days after receiving the report, or if the Minister considers there are special circumstances, such longer period, ending before the specified expiry day, as the Minister considers appropriate. If the Minister receives the report less than 30 days before the specified expiry day, the Minister must make the declaration before that day.

16. The Commission Contact

Enquiries about this notice may be directed to the Case Manager via investigations3@adcommission.gov.au.

David Latina,
Commissioner

Anti-Dumping Commission
25 January 2026