BlueScope

Received
Anti-Dumping Commission 29 July 2026

29 July 2026

Director – Investigations 4
Anti-Dumping Commission
GPO Box 2013
Canberra ACT 2601

Email: Investigations4@adcommission.gov.au

Public File

Investigation No. 688 – Certain flat rolled steel products (plate steel) exported from China and Korea

I. Introduction

BlueScope Steel Limited (**BlueScope**) makes this submission in response to the submission lodged on behalf of POSCO on 20 July 2026.[1] POSCO lodged that submission following publication of Statement of Essential Facts No. 688 (**SEF 688**).[2]

This submission addresses heading 4 of the POSCO submission, which responds to Part IV of BlueScope's SEF response submission of 13 July 2026. Part IV concerned Korean domestic plate pricing.[3] BlueScope does not address the other aspects of the POSCO submission in this submission.

BlueScope's response is confined to whether the POSCO submission provides a basis for the Anti-Dumping Commission (**the Commission**) to disregard, or decline to examine, the Korean domestic plate pricing issue raised in Part IV, and the consequence of that issue for the proposed termination of the investigation in respect of POSCO.

POSCO's heading 4 advances three propositions:

1. that the caveat in Part III of BlueScope's SEF response submission provides a basis for disregarding the matters raised in Part IV;
2. that the Part IV submission is broad-brush, unspecific and does not warrant consideration; and
3. that two determinations recorded in SEF 688 and POSCO's exporter verification report are relied upon by POSCO as answering the matters raised in Part IV.

POSCO also submits that, in light of those matters and the Commission's preliminary finding that POSCO's exports were not dumped, the Commission should immediately terminate the investigation so far as it relates to POSCO under section 269TDA(1) of the *Customs Act 1901*.

For the reasons set out below, BlueScope submits that those propositions do not answer the issue raised in Part IV of BlueScope's SEF response submission, and that issue remains unresolved and open for assessment by the Commission. BlueScope further submits that the Commission should address that issue before determining whether the statutory basis for termination in respect of POSCO has been established.

[1] Submission on behalf of POSCO, 20 July 2026, EPR 688, folio no. 28 (**POSCO submission**).
[2] EPR 688, folio no. 20.
[3] BlueScope SEF submission, 13 July 2026, EPR folio no. 25.

II. Part III does not extend to Part IV

The POSCO submission relies on BlueScope's statement that it *…does not contest the broader methodology by which the Commission has assessed the cooperating exporters generally*…, and that its observations *…should not be taken as challenging the broader analytical framework applied by the Commission in SEF 688*.[4]

BlueScope submits that POSCO's reliance on that statement should be considered in the context in which BlueScope made it. That statement appears in Part III of BlueScope's SEF response submission, under the heading "POSCO", and is directed to the matters addressed in that Part. It does not have the wider application attributed to it by POSCO because:

- the statement concerns the Commission's general export price and normal value comparison methodology for cooperating exporters, including Baoshan, Baosteel Zhanjiang, Hunan Valin and POSCO. Part IV is concerned with a different question: whether Korean domestic sales remain suitable for determining normal values under section 269TAC(1) of the *Customs Act 1901*, having regard to the conditions affecting price formation in the Korean domestic plate market;

- the statement is immediately followed by an overview of the three matters Part III addresses: the determination of POSCO's export price, the assessment of whether POSCO's related-party export sales were at arm's length, and the downward level of trade adjustment to POSCO's normal value; and

- the interpretation advanced in the POSCO submission is difficult to reconcile with Part II of BlueScope's SEF response submission. In Part II, BlueScope specifically supported the SEF's preliminary finding under section 269TAC(2)(a)(ii) that a particular market situation exists in the Chinese domestic market for plate steel, and the consequent construction of normal values under section 269TAC(2)(c). Having expressly endorsed that pathway in respect of China, BlueScope should not be taken, by a contextual statement in Part III, to have abandoned the separate question on whether the same statutory pathway may also be relevant to Korea.

Nor should BlueScope's statement in Part III be read as an acceptance that Korean domestic plate sales are necessarily suitable for normal value purposes in all circumstances. BlueScope's statement was directed to the Commission's general comparison methodology for cooperating exporters and to the POSCO-specific matters addressed in Part III. It did not address, and should not be taken as resolving, the separate market-level question raised in Part IV.

POSCO also notes that BlueScope did not previously raise the suitability of POSCO's domestic sales for normal value determination purposes. BlueScope submits that this does not preclude the Commission from considering the issue now. BlueScope raised the issue in its response to SEF 688, having regard to the Commission's preliminary findings, the reasoning disclosed in SEF 688 and the Commission's recent treatment of comparable pricing issues in other steel inquiries. The Commission's task in finalising its report is to consider the relevant information before it, including submissions made in response to the SEF.

III. SEF findings do not answer the Korean market question raised

The POSCO submission references the following two SEF determinations and states its agreement with them:[5]

- that there is a sufficient volume of domestic like goods, sold at arm's length and in the ordinary course of trade, to set a normal value under section 269TAC(1); and

- that POSCO's production records reasonably reflect competitive market costs.

BlueScope submits that neither determination addresses the question raised in Part IV of its SEF response submission.

---

[4] POSCO submission, pp. 1 and 3-4, citing BlueScope SEF submission.
[5] POSCO submission, p. 4, citing EPR 688, folio no. 16 (exporter verification report), pp. 7 and 9, and SEF 688, p. 52.

As to the first determination, a finding that domestic sales satisfy section 269TAC(1) is the starting point for the question raised in Part IV. Section 269TAC(2)(a)(ii) applies where the Minister is satisfied that, because of the situation in the market of the country of export, sales in that market are not suitable for use in determining a price under subsection (1). The provision therefore contemplates that sales may otherwise be available under subsection (1), yet still be unsuitable because of the situation in the relevant market. If a finding of sufficient volume, arm's length sales and ordinary course of trade were enough to exclude subsection (2)(a)(ii), that provision would have little practical operation.

The structure of SEF 688 illustrates that distinction. In SEF 688, the Commission applied section 269TAC(2)(a)(ii) to the Chinese exporters.[6] POSCO's submission does not contest that finding.

As to the second determination, whether POSCO's production records reasonably reflect competitive market costs is a finding about POSCO's records. BlueScope does not raise questions about POSCO's records, its accounting or its costs. BlueScope raises a different question: whether Korean domestic plate prices are affected by the transmission of distorted Chinese pricing. That question concerns whether those prices reflect prices formed under ordinary competitive conditions. A finding about a single exporter's records does not resolve a question about the market in which that exporter sells.

The distinction is important. POSCO's cited determinations concern the existence and characteristics of POSCO's domestic sales and records. The issue raised in Part IV concerns the characteristics of the Korean domestic plate market and whether price formation in that market makes domestic sales suitable for determining normal values under section 269TAC(1). Those are different analytical questions.

The two SEF determinations relevant to POSCO therefore do not contradict the issue raised in Part IV. Rather, they address different questions. Accordingly, they do not resolve whether Korean domestic plate sales remain suitable for determining normal values under section 269TAC(1).

IV. The matters raised in Part IV remain unanswered

The POSCO submission characterises BlueScope's comments in Part IV as broad-brush and unspecific.[7] BlueScope submits that this characterisation is not supported by the material before the Commission.

The non-confidential version of BlueScope's SEF response submission set out the relevant analytical framework from recent Commission inquiries, identified the evidence relevant to the Korean plate sector, and referred to Korean trade measures and subsequent pricing outcomes. BlueScope supported those matters with further analysis in Confidential Attachment 1.

As the Korean producer whose domestic sales the Commission has used to determine normal values, POSCO is well placed to provide information relevant to the Korean domestic pricing issues identified in Part IV, including whether Korean domestic plate prices move with import prices and whether Korean producers have delayed or moderated domestic price increases in response to Chinese import pricing. POSCO's submission does not substantively address those issues. Instead, it relies on the Commission's existing findings concerning domestic sales and production costs. Those findings do not answer the separate question on whether Korean domestic plate prices remain suitable for determining normal values under section 269TAC(1).

In particular, POSCO's submission does not substantively address the following matters raised in Part IV:

- the Commission's finding in the Final Report for INV 658 that a particular market situation exists in the Chinese market for hot rolled coil;
- the Commission's reasoning in SEF 689 for discarding Korean domestic coil prices as an undistorted benchmark on the basis that they were likely influenced by Chinese exports;
- the Commission's differentiation between the Chinese, Taiwanese, Korean and Japanese pricing environments in SEF 679;

[6] SEF 688, chapter 6.4 and Appendices A and B, beginning p. 38.
[7] POSCO submission, p. 4.

- that HRC and plate are flat steel products drawn from the same upstream steelmaking and slab-production chain and are exposed to the same Chinese steel-sector conditions identified in the Final Report for INV 658;
- the growth of Chinese-origin plate imports into Korea and China's position as the dominant source of imported plate;
- import parity pricing characteristics in Korean domestic plate prices;
- evidence that Korean producers have delayed or moderated domestic price increases in response to lower-priced Chinese imports notwithstanding rising input costs;
- the relationship between Korean plate prices and Korean HRC prices across the analysis period;
- the Korea Trade Commission's measures on Chinese hot-rolled products and heavy plate, and the pricing outcomes observed following their imposition; and
- whether section 269TAC(2)(a)(ii) should be examined in respect of Korean domestic plate sales.

BlueScope submits that POSCO's characterisation of Part IV does not address, or displace, the evidence and analysis BlueScope has provided. It therefore does not provide a basis for the Commission to decline to examine the Korean domestic plate pricing issue.

BlueScope does not submit that the matters identified in Part IV compel a finding that Korean domestic plate sales are unsuitable. BlueScope's submission is more limited. The matters identified in Part IV provide a sufficient basis for the Commission to examine whether Korean domestic plate prices remain suitable for determining normal values under section 269TAC(1), and to address that issue expressly in the final report.

V. Termination request

The POSCO submission requests that the Commission terminate the investigation in so far as it relates to POSCO immediately, pursuant to section 269TDA(1) of the *Customs Act 1901*.

BlueScope submits that the Commission should not finalise that termination while material questions remain unresolved in relation to the normal value used to calculate POSCO's dumping margin. Those questions include the POSCO-specific matters raised in Part III of BlueScope's SEF response submission and the broader question raised in Part IV as to whether Korean domestic plate sales are suitable for determining normal values under section 269TAC(1).

Termination under section 269TDA(1) requires the Commissioner to be satisfied that there has been no dumping, or that the dumping margin is less than 2 per cent.[8] In this case, that assessment depends on the normal value against which POSCO's export prices are compared. Given that the suitability of Korean domestic sales for determining normal values remains unresolved, BlueScope submits that the Commissioner should not be satisfied, at this stage, that all matters material to the proposed termination in respect of POSCO have been resolved.

That position does not require the Commission to reject POSCO's cooperation, disregard verified information, or assume that Korean domestic sales are unsuitable. It requires only that the Commission address the market-level suitability issue before deciding whether the statutory conditions for termination have been met.

VI. Request

BlueScope does not ask the Commission to assume that Korean domestic plate sales are unsuitable. BlueScope asks the Commission to examine and address that question having regard to the evidence before it.

BlueScope therefore requests that the Commission:

- examine whether sales of like goods in the Korean domestic market are suitable for determining normal values under section 269TAC(1), having regard to the evidence concerning Chinese-origin plate imports into Korea and

[8] Section 269TDA(1) of the Customs Act 1901.

Korean domestic price formation set out in Part IV of BlueScope's SEF response submission and the associated Confidential Attachment 1;

- address that question directly in the final report; and
- defer any decision to terminate the investigation in so far as it relates to POSCO until the Korean domestic pricing issue has been addressed and the POSCO-specific matters raised in Part III of BlueScope's SEF response submission have been resolved.

For and on behalf of BlueScope.