TRADE REMEDIES NOTICE NO. 2026/153

Public notice under section 269TC(4) of the *Customs Act 1901*

Autoclaved Aerated Concrete

Exported to Australia from the People's Republic of China

Initiation of Investigation No 725 into alleged dumping and subsidisation

Customs Act 1901 – Part XVB[1]

I, David Latina, Commissioner of the Australian Trade Remedies Commission (the Commissioner), have initiated an investigation following an application lodged by CSR Building Products Limited (the Applicant), a manufacturer of autoclaved aerated concrete (the goods) in Australia. The application seeks the publication of a dumping duty notice and a countervailing duty notice in respect of the goods exported to Australia from the People's Republic of China (China).

The application alleges that the goods have been exported to Australia at prices less than their normal value and were in receipt of countervailable subsidies and that the dumping and subsidisation have caused material injury to the Australian industry producing like goods through:

- lower production volumes
- lost sales volume and market share
- price suppression
- price depression
- loss of profits
- loss of profitability
- decline in asset values
- reduced revenue
- reduced return on investment
- reduced capacity utilisation and
- reduced employment.

[1] All legislative references in this notice are to the *Customs Act 1901* (Cth) unless otherwise specified.

The non-confidential version of the application, which contains the basis of the alleged dumping and subsidisation and injury is available on the public record.[2]

Particulars of the reasons for my decision to initiate this investigation are in *Australian Trade Remedies Commission Consideration Report No. 725* (CON 725) which is available on the public record.

The date of initiation of this investigation is the date of publication of this notice.

Particulars of the Goods

The goods, being the subject of the application (the goods) are:

> *The goods the subject of the application are autoclaved aerated concrete (AAC) blocks or panels, of a minimum thickness of 30 millimetres, of a width not exceeding 620 millimetres, and of lengths up to and including 6,000 millimetres, whether finished or unfinished, of any density, edge profile or face treatment, and in the case of panels, whether or not reinforced with steel or other materials.*

Exclusions

> *The goods do not include concrete blocks or panels not manufactured through the autoclaved aeration process.*

Further Information on the Goods (as described in the application)

General information

> *AAC is a lightweight, precast, cellular concrete building material manufactured by mixing lime, cement, fine aggregate (typically sand or fly ash), aluminium paste, and water into a slurry. The aluminium powder reacts to create hydrogen gas, forming evenly distributed air cells throughout the mixture. The material is then cut to size and cured in an autoclave under high pressure and steam, creating a dimensionally stable product with a characteristic cellular structure.[3]*
>
> *This manufacturing process gives AAC a recognisable identity across the range of goods: a lightweight, closed-cell cellular concrete, of substantially lower density than normal-weight (dense) concrete, that can be cut and worked with hand tools and that exhibits a porous structure on any cut face. The goods differentiate from one another principally by their form, and secondarily by variations within each form, as described below. A copy of CSR's product guide is at Non-Confidential Attachment A-4.2.*

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[2] Available electronically on the Australian Trade Remedies Commission (the Commission) website at www.atrc.gov.au

[3] Refer Non-Confidential Attachment A-4.2: Hebel Product Guide

Key distinguishing characteristics

The primary characteristic distinguishing the goods is their form. AAC is supplied in block and panel form:

- *AAC blocks are small-format, discrete masonry units of solid, unreinforced AAC. They are laid in courses and bedded in adhesive or mortar and are worked in the same manner as traditional masonry. In CSR's range, the blocks share a common 600mm module and are supplied in thicknesses from 50 mm to 300 mm.*[4]

- *AAC panels are large-format, steel-reinforced spanning elements. They are 600mm wide as standard and are supplied in lengths from 1,200mm upwards. Panels are installed as whole elements. They are fixed vertically to timber or steel framing by means of top hats, brackets and screws, laid over joists, or supported on shelf angles as a facade. The embedded steel reinforcement gives a panel the bending and handling capacity that a block does not possess.*

Within the panel form, products differ by certain secondary variations:

- *reinforcement configuration, where steel reinforcement is embedded within the AAC. In panel manufacture, welded steel mesh is placed in the mould, and given an anti-corrosion coating, before the slurry is poured. The reinforcement provides the panel's spanning capacity and handling capability.*

  The types of reinforcement are single mesh (a single mesh mat, used in standard panels) and caged or double mesh (two mats forming a cage, used in taller panels, in load-bearing floor panels, and in commercial and civil products). Blocks contain no reinforcement;

- *density grade: a standard density, and a lower-density grade (designated "XL") that is lighter and used in low-rise residential construction;*

- *edge profile: square edge (for rendered facades and intertenancy walls), tongue-and-groove (interlocking, for internal walls and floors), offset tongue-and-groove, and a load-bearing floor profile;*

- *face treatment: a plain surface, or a surface pre-routed with decorative linework or patterns; and*

- *dimensions: thickness and length within the ranges noted above.*

[4] For example, PowerBlock 600 × 200 × 50 through to 600 × 200 × 300, together with a 600 × 400 × 100 unit and a custom 1,200 × 300 × 300 unit: see the PowerBlock product-sizes table in Attachment A-4.2.

Goods in the marketplace

AAC can be identified by its low density, the fine closed-cell porous structure visible on any cut face, the ability to cut and rout the material with hand tools, and its reference to autoclaved aerated concrete or the applicable AAC standard. These characteristics distinguish AAC from dense precast concrete, fibre-cement sheet and other lightweight concretes that are not autoclaved and aerated.

AAC blocks are small discrete units containing no reinforcement.[5] *AAC panels are large-format elements containing embedded steel mesh, identifiable at the cut ends.*

Applications

The primary applications of the goods are:

- *wall panels: external rendered walls, intertenancy walls, zero and dual-zero boundary walls, high-rise facades, balcony blades, corridor, shaft and service walls, fencing, sound barriers and fire walls; and*

- *floor panels: suspended ground floors and mid-floors, including a 75 mm tongue-and-groove floor panel laid over joists (non-load-bearing) and a thicker caged floor panel that is load-bearing and spans without joists.*

Finishes

The terms "finished" and "unfinished" refer to the state of processing of the raw AAC surface.

"Finishing" includes the use of advanced wire-cutting machinery capable of producing a smooth concrete-like, crumble-free raw surface, and further secondary factory processes (such as routing, pressing and linishing) that emboss the raw AAC surface with features such as routed linework, pressed stone-like patterns and surface textures. The product remains the usual grey-white colour of raw AAC and, as sold, is not yet ready to be exposed as a finished cladding.

For AAC blocks, advanced finishing includes not only making the block surfaces smoother and more refined, but also the addition of installation aids (such as integral pocket rebates that make manual handling of the blocks easier) through to the machining of a basic cubic block into a ready-to-use building component, such as a curved, shaped or rebated element.

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[5] A 'sill' is not a discrete product. It is an AAC block supplied for a windowsill end-use. It is the same solid, unreinforced AAC material, in the same block footprint, as CSR's other blocks, differing only in that it is designated and packaged as a sill. It falls within the AAC blocks limb of the goods description. It appears in the product guide but not in the body of this application on the basis that the application describes the goods by form; a sill is one application of a block and does not require separate treatment.

An "unfinished" product is one that has not been subjected to such surface finishing or secondary machining.

Tariff Classifications

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

- 6810.11.00 (statistical code 10)
- 6810.91.00 (statistical code 13).

These tariff classifications and statistical codes may include goods that are both subject and not subject to this investigation. The listing of these tariff classifications and statistical codes is for convenience or reference only and does not form part of the goods description set out above. Please refer to the goods description for authoritative detail regarding the particulars of the goods, the subject of this investigation.

Investigation Process

The investigation period is 1 July 2025 to 30 June 2026. I will examine exports to Australia of the goods during this period to determine whether dumping and subsidisation have occurred. I will examine details of the Australian market from 1 July 2022 for the purposes of injury analysis.

Where the Minister for Industry and Innovation and Minister for Science (the Minister) is satisfied, as to goods of any kind, that: [6]

(a) the amount of the export price of the goods that have been exported to Australia is less than the normal value of those goods, and the amount of the export price of like goods that may be exported to Australia in the future may be less than the normal value of the goods; and

(b) because of that, material injury to an Australian industry producing like goods has been or is being caused or is threatened, or the establishment of an Australian industry producing like goods has been or may be materially hindered;

the Minister may, by public notice, impose interim dumping duties.

Where the Minister is satisfied, as to goods of any kind, that:

(a) a countervailable subsidy has been received in respect of the goods that have been exported to Australia, and may be received in respect of like goods that may be exported to Australia in the future; and

(b) because of that, material injury to an Australian industry producing like goods has been or is being caused or is threatened, or the establishment of an

[6] In accordance with section 269TG.

Australian industry producing like goods has been or may be materially hindered;

the Minister may, by public notice, impose interim countervailing duties.[7]

Where there are grounds for the Minister to publish a dumping and countervailing duty notice in respect of the goods, I will examine whether the trade in the dumped or subsidised goods gives rise to retrospective notices being published pursuant to section 269TN and make recommendations to the Minister accordingly.[8]

Proposed Model Control Code Structure

The Commission undertakes model matching using a Model Control Code (MCC) structure to identify key characteristics when comparing the goods exported to Australia and the like goods sold domestically in the country of export.[9]

The table below outlines the Commission's proposed MCC structure for this investigation.

Category	Sub-category	Sales data	Cost data
Type	Block	Mandatory	Mandatory
	Panel		
Thickness	30-60mm	Mandatory	Mandatory
	>60-80mm		
	>80mm		
Length	≤3,600mm	Mandatory	Mandatory
	>3,600mm-6,000mm		
Width	Up to and including 300mm	Mandatory	Mandatory
	>300mm-620mm		

Interested parties should propose modifications, if required, to the MCC structure as soon as is practicable, but no later than **23 December 2026** by making a submission. The Commission will detail any changes to the MCC structure in verification reports or in the statement of essential facts (SEF).

Public Record

I must maintain a public record of each investigation. Documents included in the public record are available at www.atrc.gov.au.

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[7] In accordance with section 269TJ.
[8] In accordance with sections 269TG(1) and 269TJ(1).
[9] Guidance on the Commission's approach to model matching is in the Dumping and Subsidy Manual, available at www.atrc.gov.au.

The public record will contain, among other things, a copy of the application, CON 725 and copies of all non-confidential submissions from interested parties. Letters and electronic mail are generally regarded as submissions if they contain information relevant to the investigation.

Lodgement of Submissions

Interested parties, as defined by section 269T(1), are invited to lodge submissions concerning the publication of the dumping/countervailing duty notice sought in the application, no later than the close of business on **23 December 2026** addressed to:

The Director
Investigations
GPO Box 2013
Canberra ACT 2601
Australia

or by email to investigations@atrc.gov.au.

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

Interested parties should also note that I am directed to consider the matters set out in the *Customs (Extensions of Time and Non-cooperation) Direction 2015* in certain circumstances. [10] This is available at: www.legislation.gov.au

Interested parties may reply to matters raised by other parties during the course of the investigation and in response to the SEF.

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".

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[10] Certain powers and functions under the *Customs (Extensions of Time and Non-cooperation) Direction 2015* have been delegated to the Commission's Deputy Commissioners (Anti-Dumping Notice (ADN) No. 2017/10, available at: www.atrc.gov.au refers).

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

Lodgement of Exporter Questionnaires

Exporters of the goods to Australia are invited to participate in this investigation by completing the exporter questionnaire and the associated spreadsheets by **23 December 2026.**

The exporter questionnaire and the associated spreadsheets are available under the case information for Investigation 725 (which can be found under 'current cases and their electronic public record' on the Commission website, www.atrc.gov.au). Alternatively, exporters can email investigations@atrc.gov.au upon receipt of this notice and the Commission will forward the exporter questionnaire and spreadsheets for completion.

Provisional Measures

Pursuant to section 269TD, I may make a preliminary affirmative determination (PAD) provided I am satisfied that there appear to be sufficient grounds for the publication of a dumping and countervailing duty notice or there appears that there will be sufficient grounds for the publication of a dumping and countervailing duty notice subsequent to the importation of the goods into Australia. This can occur no earlier than day 60 of an investigation.

In accordance with section 269TD, the Commonwealth may apply provisional measures, including the taking of securities under section 42, in respect of interim dumping and countervailing duty that may become payable on the goods, where: a PAD has been made; and the Commissioner is satisfied that it is necessary to do so to prevent material injury to an Australian industry occurring while the investigation continues.

Where a PAD is not made 60 days after initiation of the investigation, the *Customs (Preliminary Affirmative Determinations) Direction 2015* (the PAD Direction) directs me to publish a status report providing reasons why a PAD was not made. The PAD Direction is available on the Federal Register of Legislation website, www.legislation.gov.au.

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. In accordance with section 269TDAA of the Act, a SEF will be placed on the public record by **8 March 2027**[11], or by such later date as allowed in accordance with

[11] The legislated due date falls on a Saturday; therefore the effective due date is the next working day, being 8 March 2027.

section 269ZHI.[12] The SEF will set out the essential facts on which I propose to base my recommendations to the Minister. Interested parties are invited to lodge submissions in response to the SEF within 20 days of it being placed on the public record.

Submissions received in response to the SEF within 20 days of that statement being placed on the public record will be considered in completing the report and recommendation to the Minister.

Report to the Minister

A recommendation to the Minister will be made in a report on or before **20 April 2027** (or such later date as allowed under section 269ZHI), on the basis of the examination of exportations of the goods to Australia during the investigation period, unless I terminate the investigation.

The Minister must make a declaration within 30 days after receiving the report, or such longer period as the Minister considers appropriate.

Anti-Dumping Review Panel

Certain persons will have the right to seek review with the Anti-Dumping Review Panel in accordance with Division 9 of Part XVB in relation to a decision by me to terminate the investigation or a decision of the Minister to publish or not to publish a dumping duty notice and countervailing duty notice after considering my report.

Subscribe to the Australian Trade Remedies Commission Weekly Update

Interested parties are invited to subscribe to receive weekly notifications on updates to cases, notices and measures on the Commission's website, www.atrc.gov.au.

Commission Contact

Enquiries about this notice may be directed to investigations@atrc.gov.au.

David Latina
Commissioner
Australian Trade Remedies Commission

16 November 2026

[12] On 14 January 2017, certain powers and functions of the Minister under section 269ZHI were delegated to the Commissioner. Refer to ADN No. 2017/10 for further information.