

**DEPARTMENT OF TRADE, INDUSTRY AND COMPETITION****NOTICE 4153 OF 2026****INTERNATIONAL TRADE ADMINISTRATION COMMISSION****NOTICE OF INITIATION OF THE INVESTIGATION INTO THE ALLEGED DUMPING OF PORTLAND CEMENT ORIGINATING IN OR IMPORTED FROM THE SOCIALIST REPUBLIC OF VIETNAM AND THE REPUBLIC OF MOZAMBIQUE**

The International Trade Administration Commission of South Africa (“the Commission”) decided to proceed with an investigation into the alleged dumping of Portland Cement classifiable under tariff subheading 2523.29 originating in or imported from the Socialist Republic of Vietnam (“Vietnam”) and the Republic of Mozambique (“Mozambique”).

**THE APPLICANT**

The Application was lodged by Afrimat Industries South Africa Proprietary Limited (“Afrimat”), Intercement South Africa Proprietary Limited (“NPC”), and Dangote Cement South Africa Proprietary Limited (“Sephaku”) (collectively referred to as “the Applicant”). The Applicant submitted an application to the Commission alleging that Portland Cement originating in or imported from Vietnam and Mozambique is being dumped on the Southern African Customs Union (“SACU”), causing material injury and a threat of material injury to the SACU market. The Applicant submitted sufficient evidence and established a prima facie case to enable the Commission to arrive at a reasonable conclusion that an investigation should be initiated based on dumping, material injury, threat of material injury and a causal link between the alleged dumped imports and the material injury and the threat of material injury experienced by the SACU Industry.

**THE PRODUCT**

The product allegedly being dumped is Portland Cement classifiable under tariff subheading 2523.29 originating in or imported from Vietnam and Mozambique.

## **THE ALLEGATION OF DUMPING**

The allegation of dumping is based on the comparison between the normal value and the export price.

### **Methodology for Vietnam**

Normal value for Vietnam was determined based on domestic price data sourced from the official construction material price schedules published by the Department of Construction of Quảng Ninh Province.

The export price was determined based on import statistics from the South African Revenue Service ("SARS"). An adjustment for inland freight cost was taken into account to arrive at the ex-factory export price.

On this basis, the Commission found that there was prima facie evidence of dumping of the subject products from Vietnam. The dumping margin for Vietnam was determined to be 37,04%.

### **Methodology for Mozambique**

Normal value for Mozambique was determined based on the invoice price of a manufacturer of the subject product in Mozambique.

The export price was determined based on import statistics from the South African Revenue Service ("SARS"). An adjustment for inland freight cost was taken into account to arrive at the ex-factory export price.

On this basis, the Commission found that there was prima facie evidence of dumping of the subject products from Mozambique. The dumping margin for Mozambique was determined to be 90.51%.

## **THE ALLEGATION OF MATERIAL INJURY**

### **Cumulative assessment:**

Two countries are involved in this investigation. The information shows that the imported products from Vietnam and Mozambique satisfy the criteria to be cumulatively assessed, as the margins of dumping for each country are more than two percent, the volume of imports from each country is above negligibility levels, and the imported products compete with each other and also compete with the SACU like product.

On this basis, the Commission decided to cumulatively assess the effect and/or impact of the alleged dumped imports on the issue of material injury to the SACU industry.

### **Material injury, threat of material and causal link**

The Applicant submitted evidence indicating that it experienced material injury in the form of the following injury indicators: decline in market share, decline in sales volumes, decline in output, decline in profit, increase in inventory volumes, negative growth, decline in capacity utilisation, negative cash flow, decline in employment, price suppression and price undercutting since imports of the subject product entered the SACU market in the period beginning 01 January 2023 to 31 December 2025.

The Applicant alleged that a threat of material injury exists and submitted evidence with

regard to the freely disposable capacity of the exporters, a significant increase in the alleged dumped imports, the state of the economy in Vietnam and Mozambique and prices of imports, which will have a significant depressing and suppressing effect on domestic prices.

Furthermore, the Applicant provided sufficient evidence to demonstrate that the material injury and the threat of material injury it experienced can be linked to the alleged dumped imports.

On this basis, the Commission found that there was *prima facie* proof of material injury, a threat of material injury and causal link.

## PERIOD OF INVESTIGATION

The period of investigation for the purpose of determining the dumping margin is from 01 January 2025 to 31 December 2025. The period of investigation for the purpose of determining material injury is from 01 January 2023 to 31 December 2025.

## PROCEDURAL FRAMEWORK

Having decided that there is sufficient evidence and a *prima facie* case to justify the initiation of an investigation, the Commission has begun an investigation in terms of section 16 of the International Trade Administration Act, 2002 ("the ITA Act"). The Commission will conduct its investigation in accordance with the relevant sections of the ITA Act and the Anti-Dumping Regulations of the International Trade Administration Commission of South Africa ("ADR"). Both the ITA Act and the ADR are available on the Commission's website ([www.itac.org.za](http://www.itac.org.za)) or from the Trade Remedies section, on request.

To obtain the information it deems necessary for its investigation, the Commission will

send non-confidential versions of the application and questionnaires to all known importers and exporters and known representative associations. The trade representatives of the exporting countries have also been notified. Importers, exporters and other interested parties are invited to contact the Commission as soon as possible to determine whether they have been listed and were furnished with the relevant documentation. If not, they should immediately ensure that they are sent copies. The questionnaire must be completed, and any other representations must be made within the time limit set out below.

## CONFIDENTIAL INFORMATION

Please note that if any information is considered to be confidential then a non-confidential version of the information must be submitted for the public file, simultaneously with the confidential version. In submitting a non-confidential version, the following rules are strictly applicable and parties must indicate:

- where confidential information has been omitted and the nature of such information;
- reasons for such confidentiality;
- a summary of the confidential information which permits a reasonable understanding of the substance of the confidential information; and
- In exceptional cases, where information is not susceptible to summary, a sworn affidavit setting out the reasons why it is impossible to comply should be provided.

A sworn affidavit is defined as a written sworn statement of fact voluntarily made by an affiant or deponent under an oath or affirmation administered by a person authorized to do so by law. Such statement is witnessed as to the authenticity of the affiant's signature by a taker of oaths, such as a notary public or commissioner of oaths. An affidavit is a type of verified statement or showing, or in other words, it contains verification, meaning it is under oath or penalty of perjury, and this serves as evidence to its veracity and is

required for court proceedings.

This rule applies to all parties and to all correspondence with and submissions to the Commission, which unless indicated to be confidential and filed together with a non-confidential version, will be placed on the public file and be made available to other interested parties.

If a party considers that any document of another party, on which that party is submitting representations, does not comply with the above rules and that such deficiency affects that party's ability to make meaningful representations, the details of the deficiency and the reasons why that party's rights are so affected must be submitted to the Commission in writing forthwith (and at the latest 14 days prior to the date on which that party's submission is due). Failure to do so timeously will seriously hamper the proper administration of the investigation, and such party will not be able to subsequently claim an inability to make meaningful representations based on the failure of such other party to meet the requirements.

Subsection 33(1) of the ITA Act provides that any person claiming confidentiality of information should identify whether such information is *confidential by nature* or is *otherwise confidential* and, any such claims must be supported by a written statement, in each case, setting out how the information satisfies the requirements of the claim to confidentiality. In the alternative, a sworn statement should be made setting out reasons why it is impossible to comply with these requirements.

Section 2.3 of the ADR provides as follows:

*"The following list indicates "information that is by nature confidential" as per section 33(1) (a) of the Main Act, read with section 36 of the Promotion of Access to Information Act (Act 2 of 2000):*

- (a) management accounts;*
- (b) financial accounts of a private company;*
- (c) actual and individual sales prices;*
- (d) actual costs, including cost of production and importation cost;*
- (e) actual sales volumes;*

- (f) *individual sales prices;*
- (g) *information, the release of which could have serious consequences for the person that provided such information; and*
- (h) *information that would be of significant competitive advantage to a competitor;*

*Provided that a party submitting such information indicates it to be confidential.”*

## ADDRESS

The response to the questionnaire and any information regarding this matter and any arguments concerning the allegation of dumping and the resulting material injury and threat of material injury must be submitted in writing to the following address:

### Physical address

Senior Manager: Trade Remedies I  
International Trade Administration Commission  
**Block E – The DTI Campus**  
77 Meintjies Street  
SUNNYSIDE  
PRETORIA  
SOUTH AFRICA

### Postal address

Senior Manager: Trade Remedies I  
Private Bag X753  
PRETORIA  
0001  
SOUTH AFRICA

## PROCEDURES AND TIME LIMITS

All responses, including non-confidential copies of the responses, should be received by the Senior Manager: Trade Remedies I not later than 30 days from the date hereof, or from the date on which the letter accompanying the above-mentioned questionnaire was received. The said letter shall be deemed to have been received seven days after the day of its dispatch.

Late submissions will not be accepted except with the prior written consent of the

Commission. The Commission will give due consideration to written requests for an extension of not more than 14 days on good cause shown (properly motivated and substantiated), if received prior to the expiry of the original 30-day period. Merely citing insufficient time is not an acceptable reason for extension. Please note that the Commission will not consider requests for extension by the Embassies on behalf of exporters.

The information submitted by any party may need to be verified by the Investigating Officers for the Commission to take such information into consideration. The Commission may verify the information at the premises of the party submitting the information, within a short period after the submission of the information to the Commission. Parties should therefore ensure that the information submitted will subsequently be available for verification. It is planned to do the verification of the information submitted by the exporters within three to five weeks subsequent to the submission of the information. This period will only be extended if it is not feasible for the Commission to do it within this time period or upon good cause shown, and with the prior written consent of the Commission, which should be requested at the time of the submission. It should be noted that unavailability of, or inconvenience to consultants will not be considered as good cause.

Parties should also ensure when they engage consultants that they will be available at the requisite times, to ensure compliance with the above time frames. Parties should also ensure that all the information requested in the applicable questionnaire is provided in the specified detail and format. The questionnaires are designed to ensure that the Commission is provided with all the information required to make a determination in accordance with the rules of the ADR. The Commission may therefore refuse to verify information that is incomplete or does not comply with the format in the questionnaire, unless the Commission has agreed in writing to a deviation from the required format. A failure to submit an adequate non-confidential version of the response that complies with the rules set out above under the heading *Confidential Information* will be regarded as an incomplete submission.

Parties, who experience difficulty in furnishing the information required, or submitting in

the format required, are therefore urged to make written applications to the Commission at an early stage for permission to deviate from the questionnaire or provide the information in an alternative format that can satisfy the Commission's requirements. The Commission will give due consideration to such a request on good cause shown.

Any interested party may request an oral hearing at any stage of the investigation in accordance with Section 5 of the ADR, provided that the party indicates reasons for not relying on written submission only. The Commission may refuse an oral hearing if granting such hearing will unduly delay the finalisation of a determination. Parties requesting an oral hearing shall provide the Commission with a detailed agenda for, and a detailed version, including a non-confidential version, of the information to be discussed at the oral hearing at the time of the request.

If the required information and arguments are not received in a satisfactory form within the time limit specified above, or if verification of the information cannot take place, the Commission may disregard the information submitted and make a finding based on the facts available to it.

Should you have any queries, please do not hesitate to contact the following investigating officers: Ms. Charity Mudzwiri at [Cramaposa@itac.org.za](mailto:Cramaposa@itac.org.za), Mr Ephraim Mogashoa at [Emogashoa@itac.org.za](mailto:Emogashoa@itac.org.za) and Mr Edgar Nkogatse at [Enkogatse@itac.org.za](mailto:Enkogatse@itac.org.za).