Canada Border Services Agency
Agence des services frontaliers du Canada

OTTAWA, June 19, 2026

STATEMENT OF REASONS

Concerning an expiry review determination under paragraph 76.03(7)(a) of the *Special Import Measures Act* respecting

HEAVY PLATE ORIGINATING IN OR EXPORTED FROM THE SEPARATE CUSTOMS TERRITORY OF TAIWAN, PENGHU, KINMEN AND MATSU (CHINESE TAIPEI) AND GERMANY

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EXECUTIVE SUMMARY

[1] On January 5, 2026, the Canadian International Trade Tribunal (CITT), pursuant to subsection 76.03(1) of the *Special Import Measures Act* (SIMA), initiated an expiry review of its finding made on February 5, 2021, in inquiry NQ-2020-001, of certain hot-rolled carbon steel plate and high-strength low-alloy steel plate originating in or exported from the Separate Customs Territory of Taiwan, Penghu, Kinmen and Matsu (Chinese Taipei) and Germany (subject goods).

[2] As a result of the CITT's expiry review, the Canada Border Services Agency (CBSA) initiated an expiry review investigation to determine, pursuant to paragraph 76.03(7)(a) of SIMA, whether the expiry of the finding is likely to result in the continuation or resumption of dumping of the subject goods.

[3] The CBSA received a response to its Canadian Producer Expiry Review Questionnaire from Algoma Steel Inc. (Algoma)[1], a fully integrated producer of heavy plate, and from one additional Canadian service centre that produces heavy plate, Russel Metals[2]. In addition, Algoma[3] provided the CBSA with additional information prior to the close of the record in support of its position.

[4] The CBSA received a response to its Importer ERQ from Hepburn Engineering Inc. (Hepburn)[4]. No importer filed a case brief or a reply submission.

[5] The CBSA received no responses to its Exporter/Foreign Producer questionnaire. No exporters or foreign producers filed a case brief or a reply submission.

[6] Case briefs were received on behalf of the Canadian producer, Algoma[5], supporting its position that continued or resumed dumping of subject goods is likely if the CITT's finding is rescinded. An additional letter of support favouring the position that the finding should be continued was received from a Canadian service centre that produces heavy plate, Janco Steel Ltd. (Janco)[6].

[7] Analysis of information on the administrative record indicates a likelihood of continued or resumed dumping into Canada of certain heavy plate from Chinese Taipei should the CITT's finding expire. This analysis relied upon the following factors:

- Commodity nature of heavy plate
- Capital-intensive nature of steel production
- Tariffs and safeguard measures on steel imports and diversion of steel plate into Canada
- Chinese Taipei steel producer overcapacity
- Continued interest in and dumping into the Canadian market over the period of review
- Imposition of trade measures by Canada and other jurisdictions on Chinese Taipei

[1] Exhibits 14 (PRO) & 15 (NC) – Response to producer ERQ - Algoma Steel Inc.
[2] Exhibits 12 (PRO) & 13 (NC) – Response to producer ERQ - Russel Metals.
[3] Exhibits 22 (PRO) & 23 (NC) – Close of record - attachments from Algoma.
[4] Exhibits 16 (PRO) & 17 (NC) – Response to Importer ERQ - Hepburn Engineering Inc.
[5] Exhibits 25 (PRO) & 26 (NC) – Case Briefs filed on behalf of Algoma.
[6] Exhibits 24 (NC) – Case Brief filed on behalf of Janco Steel Ltd.

[8] Analysis of information on the administrative record indicates a likelihood of continued or resumed dumping into Canada of certain heavy plate from Germany should the CITT’s finding expire. This analysis relied upon the following factors:

- Commodity nature of heavy plate
- Capital-intensive nature of steel production
- Tariffs and safeguard measures on steel imports and diversion of steel plate into Canada
- German steel producer overcapacity and export orientation
- Inability to compete at non-dumped prices

[9] For the foregoing reasons, the CBSA, having considered the relevant information on the record, determined on June 4, 2026, pursuant to paragraph 76.03(7)(a) of SIMA, that the expiry of the order in respect of certain heavy plate is likely to result in the continuation or resumption of dumping of the goods from Chinese Taipei and Germany.

BACKGROUND

[10] On February 5, 2021, the CITT issued its findings in Inquiry No. NQ-2020-001. In its injury findings, the CITT found that the dumping of certain heavy plate from Chinese Taipei and Germany has caused injury to the domestic industry.

[11] Since the CITT's findings, this case has been subject to a re-investigation and an administrative review. The CBSA's most recent administrative review to update the normal values and export prices concluded on July 3, 2025.

PRODUCT DEFINITION

Product Definition

[12] The goods subject to the finding under review are defined as:

> "Hot-rolled carbon steel plate and high-strength low-alloy steel plate not further manufactured than hot-rolled, heat-treated or not, in cut lengths, in widths greater than 72 inches (+/- 1829 mm) to 152 inches (+/- 3,860 mm) inclusive, and thicknesses from 0.375 inches (+/- 9.525 mm) up to and including 4.5 inches (+/- 114.3 mm) (with all dimensions being plus or minus allowable tolerances contained in the applicable standards) originating in or exported from the Separate Customs Territory of Taiwan, Penghu, Kinmen and Matsu (Chinese Taipei) and the Federal Republic of Germany (Germany), but excluding:
>
> - plate in coil form, and
> - plate having a rolled, raised figure at regular intervals on the surface (also known as floor plate).
>
> For greater certainty, the subject goods include steel plate which contains alloys greater than required by recognized industry standards, provided the steel does not meet recognized industry standards for an alloy-grade steel plate."

Inclusions, Exclusions and Additional Information

[13] For a full list of inclusions, exclusions and for additional product information please see the relevant sections on the Measures in Force page.

PERIOD OF REVIEW

[14] The period of review (POR) for the CBSA's expiry review investigation is from January 1, 2022, to September 30, 2025.

CANADIAN INDUSTRY

[15] Algoma is the only steel mill in Canada that produces heavy plate. Canada has other producers in the form of service centres, which purchase steel coils in plate thickness and cut the coils into lengths of heavy plate.

Algoma

[16] Algoma Steel has more than a century of history as a Canadian steel producer based in Sault Ste. Marie, supplying plate and sheet steel to sectors such as energy, defence, automotive, shipbuilding, and infrastructure. After becoming a publicly traded company in 2021, it continued to build on its long-standing role in strengthening domestic supply chains and supporting Canada's industrial needs.

[17] The company is now undertaking a significant operational transition, including the adoption of Electric Arc Furnace technology that is expected to reduce carbon emissions by approximately 70 percent and the modernization of its plate mill to increase capacity and improve product quality. These changes, supported by Ontario's clean electricity grid, represent one of the larger industrial decarbonization efforts in North America and are intended to position Algoma for more efficient and lower-emission steel production in the years ahead.[7]

Steel Service Centres

[18] As previously noted, while not integrated producers, steel service centres produce and sell the same products in the Canadian market, to the same end-users, for essentially the same applications. Therefore, the Canadian industry for certain heavy plate production is also comprised of steel service centres, including Janco Steel, SSAB Central Inc., Russel Metals Ltd., and Samuel, Son & Co., Limited, among others.

[7] Exhibit 15 (NC) – ERQ Producer Response – Algoma.

CANADIAN MARKET

[1] The Canadian production and the apparent market for heavy plate cannot be disclosed as the total value and volume of Canadian production of heavy plate during the POR was based on confidential information filed by a limited number of Canadian producers. The imports of heavy plate from the subject countries and non-subject countries are presented in value and quantity in **Table 1** and **Table 2**, respectively, excluding periods that were deemed confidential.

Table 1:
Import Value Data
Certain Heavy Plate[8] (Values in CAD)

Source	2022	2023	2024	Q1-Q3 2025
Total Subject Imports	**14,743,510**	**45,936,043**	**5,528,806**	**
All Other Imports	622,865,607	531,208,781	419,950,505	264,607,276
Total – Imports*	**637,609,118**	**577,144,825**	**425,479,311**	**

* Totals may vary from row-by-row addition due to rounding.
** Signifies protected.

Table 2:
Import Volume Data
Certain Heavy Plate[9] (Quantities in MTs)

Source	2022	2023	2024	Q1-Q3 2025
Total Subject Imports	**9,151**	**35,073**	**4,093**	**
All Other Imports	306,756	287,646	277,548	188,580
Total – Imports*	**315,906**	**322,719**	**281,640**	**

* Totals may vary from row-by-row addition due to rounding.
** Signifies protected.

[19] As detailed in **Table 1** and **Table 2** above, heavy plate imports into Canada saw a divergence in values and volumes. Volumes remained relatively stable, while in contrast values saw notable declines throughout the POR. Respecting subject countries, overall values and volumes saw a clear peak in 2023.

ENFORCEMENT DATA

[20] As detailed in **Table 3** below, the enforcement of the CITT's finding by the CBSA during the POR has resulted in the assessment of anti-dumping duties on imports of subject goods from the subject countries of over $300,000.

[8] Exhibit 21 (NC) – CBSA import and compliance – day 51.
[9] Exhibit 21 (NC) – CBSA import and compliance – day 51.

Table 3:
Enforcement Data – SIMA Duties Assessed on Imports of Subject Goods from Subject Countries[10]
(Value in CAD)

Source	2022	2023	2024	Q1-Q3 2025
Total - Subject Countries	**10,370**	**272,902**	**19,698**	**

** Signifies protected.

PARTIES TO THE PROCEEDINGS

[21] On January 6, 2026, the CBSA sent a notice concerning the initiation of the expiry review investigation and ERQs to known Canadian producers, importers and exporters.

[22] The ERQs requested information relevant to the consideration of the expiry review factors found under subsection 37.2(1) of the *Special Import Measures Regulations* (SIMR).

[23] One producer, Algoma; one steel service centre, Russel Metals; and one importer, Hepburn, provided a response to the ERQs.

[24] Case briefs were received on behalf of the Canadian producers Algoma, and a letter of support favouring keeping the finding in place was filed by Janco Steel.

[25] No exporters or producers participated in the expiry review investigation by providing a response to the Exporter/Foreign Producer ERQ. Nor did any exporters or foreign producers file a case brief or a reply submission.

INFORMATION CONSIDERED BY THE CBSA

Administrative Record

[26] The information considered by the CBSA for purposes of this expiry review investigation is contained on the administrative record. The administrative record includes the information on the CBSA's Exhibit Listing, which is comprised of CBSA exhibits and information submitted by interested persons, including information which parties feel is relevant to the decision as to whether dumping is likely to continue or resume if the finding is rescinded. This information may consist of expert analyst reports, excerpts from trade magazines and newspapers, orders and findings issued by authorities of Canada or of a country other than Canada, documents from international trade organizations and responses to the ERQs, if any, submitted by domestic producers, importers, as well as exporters and foreign producers.

[10] Exhibit 21 (NC) – CBSA import and compliance – day 51.

[27] For purposes of an expiry review investigation, the CBSA sets a date after which no new information submitted by interested parties will be placed on the administrative record or considered as part of the CBSA's expiry review investigation. This is referred to as the "closing of the record date" and is set to allow participants time to prepare their case briefs and reply submissions based on the information that is on the administrative record as of the closing of the record date. For this expiry review investigation, the administrative record closed on February 25, 2026.

Procedural issues

[28] The CBSA will normally not consider any new information submitted by participants subsequent to the closing of the record date. However, in certain exceptional circumstances, it may be necessary to permit new information to be submitted. The CBSA will consider the following factors in deciding whether to accept new information submitted after the closing of the record date:

(a) the nature, relevance, materiality and volume of the information;
(b) the difficulties encountered by the participant in obtaining or submitting the information by the date specified (for example, the availability of the information or emergence of new or unforeseen issues);
(c) whether the information can reasonably be taken into consideration by the CBSA for purposes of the proceedings including whether there is sufficient time to verify the information;
(d) whether other parties are likely to be prejudiced if the information is used (for example, the opportunity for other participants to respond to the information);
(e) whether acceptance of the information would compromise the ability of the CBSA to conduct the proceedings expeditiously; and
(f) any other factors that are relevant in the circumstances.

[29] Participants wishing to file new information after the closing of the record date, either separately or in case briefs or reply submissions, must identify this information so that the CBSA can decide whether it will be included in the record for purposes of the determination.

[30] On March 4, 2026, the CBSA received a request for leave from counsel on behalf of Algoma seeking approval to file additional amended documentation onto the administrative record despite the record being closed on February 25, 2026.

[31] After reviewing the relevant criteria and policy regarding late filed submissions, the CBSA determined that the documentation provided did not meet the necessary thresholds for late filed submissions and would not have materially affected its assessment; therefore, the submitted materials were rejected and do not form part of the administrative record.[11]

[11] Exhibit 27 (PRO) – Request to submit documents after the close of record from Algoma Steel Inc. and response from CBSA.

POSITION OF THE PARTIES - DUMPING

Parties contending that continued or resumed dumping is likely

Domestic Producers – Algoma

[32] Algoma, a Canadian producer, made representations in its case brief supporting its position that dumping from Chinese Taipei and Germany is likely to continue or resume in the event the present finding is rescinded. Therefore, Algoma argued that the measures should remain in place.

[33] The main factors identified by Algoma in support of their position are summarized as follows:

- International Steel Market Conditions[12]
- Domestic Market Conditions in the Subject Countries[13]
- Export Reliance of Subject Country Producers[14]
- Imposition of Anti-Dumping and Countervailing Measures by other Countries[15]
- Canadian Market Conditions[16]
- Subject Country Exporters' Continued Interest in Canada's Steel Market[17]
- Resumed Exports Would be at Dumped Prices[18]

[34] The CBSA has carefully reviewed and considered the evidence and submissions provided by the party. In conducting its analysis, the CBSA has taken into account those facts, arguments, and information it determined to be most relevant and persuasive with respect to the applicable expiry review factors set out in subsection 37.2(1) of the *Special Import Measures Regulations* (SIMR).

Importers

[35] No case briefs or reply submissions were submitted contending that the dumping of the subject goods is not likely to continue or resume if the finding is rescinded.

Exporters and Foreign Producers

[36] No case briefs or reply submissions were submitted contending that the dumping of the subject goods is not likely to continue or resume if the finding is rescinded.

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[12] Exhibit 26 (NC) – Case Briefs filed on behalf of Algoma Steel Inc., paras. 37-81.
[13] *Ibid*., paras. 82-158.
[14] *Ibid*., paras. 159-173.
[15] *Ibid*., paras. 174-176.
[16] *Ibid*., paras. 177-199.
[17] *Ibid*., paras. 200-248.
[18] *Ibid*., paras. 248-284.

CONSIDERATION AND ANALYSIS

[37] In making a determination under paragraph 76.03(7)(a) of SIMA whether the expiry of the order is likely to result in the continuation or resumption of dumping of the goods, the CBSA may consider the factors identified in subsection 37.2(1) of the SIMR, as well as any other factors relevant under the circumstances.

[38] Before presenting the specific analysis with respect to the subject countries concerning the likelihood of the continuation or resumption of dumping in absence of the CITT's finding, there are certain issues that relate to the goods on a broader scale which are addressed as follows:

- Commodity nature of heavy plate;
- Capital-intensive nature of steel production; and
- Tariffs and safeguard measures on steel imports and diversion of heavy plate into Canada

Common Factors

Commodity nature of heavy plate

[39] With respect to hot-rolled steel plate in general, when it is produced to the same specifications, it is physically interchangeable regardless of the country of production. In their published reasons in proceeding RR-2019-01, the CITT noted that "in numerous past cases, all other criteria being equal, plate is a commodity product that competes on the basis of price"[19]. Goods therefore compete with one another regardless of origin, share the same channels of distribution, and are sold to the same potential customers. As a result, hot-rolled steel plate competes in an extremely price-sensitive market, in which price is one of the primary factors influencing customers' purchasing decisions.

[40] This dynamic also applies to heavy plate. In its preliminary reasons in PI-2020-001, the CITT observed that respecting heavy plate, "domestic and imported plate are interchangeable commodity products"[20] that trade on basis of price. Given this high degree of price sensitivity, prices in a given market have historically tended to converge over time toward the lowest available price offering. The commodity nature of the goods and the high degree of price sensitivity may increase the likelihood of dumping by incentivizing subject exporters to undercut prices as a primary means of competition in the Canadian market.

[19] Hot-rolled Carbon Steel Plate – Canadian International Trade Tribunal – *Statement of Reasons* on Hot-rolled Carbon Steel Plate – Expiry Review RR-2019-01, para 126.
[20] Heavy Plate - Canadian International Trade Tribunal – *Statement of Reasons* on Heavy Plate – Preliminary Injury Inquiry PI-2020-001, para 44.

Capital-intensive nature of steel production

[41] As previously noted by the CITT, steel mills are "capital intensive with high fixed costs,"[21] and therefore must operate at high levels of capacity in order to recover those costs. When demand in the home market declines, producers are inclined to seek sales in foreign markets to maintain capacity utilization and support cost recovery.

[42] This dynamic that incentivizes high utilization is often referred to as the economics of steel production. Conditions of overcapacity exacerbate this characteristic as a producer may find it more feasible to sell excess production in foreign markets at depressed prices rather than reduce production, as long as the producer's variable costs are covered.

Tariffs and safeguard measures on steel imports and diversion of steel plate into Canada

[43] Initially implemented in 2018, U.S. Section 232 tariffs on steel were set at 25 percent and included country-specific exemptions. In 2025, the application of these measures was expanded to apply on a more uniform basis, while the tariff rate was first maintained at 25 percent and later increased to 50 percent in June of 2025, where it currently stands. In the case of China, exports are subject not only to the Section 232 tariffs but also to additional duties imposed under Section 301, which apply cumulatively on top of the Section 232 measures.[22]

[44] Partly in response to the U.S. tariffs introduced in 2018, the EU implemented steel import safeguard measures in the form of tariff-rate quotas, under which imports exceeding specified volume limits are subject to a 25 percent duty. These measures have been extended until June 2026, the maximum duration permitted under WTO rules. In anticipation of their expiry, the EU has developed proposals for replacement measures that would substantially reduce tariff-free import volumes and increase the out-of-quota tariff from 25 percent to 50 percent, to take effect once the current safeguard measures expire.[23]

[45] Other jurisdictions have also implemented measures to protect their steel industries, including steel plate. In late 2025, India announced definitive safeguard measures on a broad range of flat steel products for a period of three years, following provisional measures applied earlier in 2025.[24] Similarly, in November 2025, South Korea imposed anti-dumping duties on imports of Chinese medium and heavy plate for a period of five years.[25]

[46] Given its geographic proximity to Canada, the size of the U.S. steel market, and the substantial escalation of Section 232 and other tariffs, the U.S. represents a significant source of potential diversionary pressure. These pressures are compounded by safeguard and trade remedy

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[21] Hot-rolled Carbon Steel Plate – Canadian International Trade Tribunal – *Statement of Reasons* on Hot-rolled Carbon Steel Plate – Expiry Review RR-98-004.

[22] Exhibit 19 (NC) - Articles, reports and CBSA research #2, *Steel and Aluminum Tariffs in 2026: A Definitive Guide for US Manufacturers*.

[23] Exhibit 19 (NC) - Articles, reports and CBSA research #2, *EU Proposes Higher Tariffs and Lower Quotas on Steel Imports, and Plans to Renegotiate its WTO Commitments*.

[24] Exhibit 19 (NC) - Articles, reports and CBSA research #3, *India imposes three-year flat steel safeguard duty*.

[25] Exhibit 19 (NC) - Articles, reports and CBSA research #1, *South Korea imposes five-year AD duties on Chinese steel plates*.

actions in other jurisdictions, such as the EU, South Korea and India, which further constrain alternative export destinations. In this context, Canada becomes a more attractive market for excess steel plate production, increasing the likelihood that dumped imports will be diverted to Canada.

Chinese Taipei

[47] The CBSA did not receive an ERQ response, case brief or reply submission from the exporters in Chinese Taipei. The CBSA, therefore, relied on information submitted by the Canadian producers as well as other information on the administrative record, in considering whether the dumping of certain heavy plate from Chinese Taipei is likely to resume or continue if the finding was to expire.

Chinese Taipei steel producer overcapacity

[48] Evidence on the record from the Commodities Research Unit (CRU), as submitted by Algoma, indicates that plate producers in Chinese Taipei maintained a stable and significant reversing mill production capacity throughout the POR. Over this period, declining capacity utilization from 2022 to 2025 led to increased excess capacity.[26]

[49] Evidence indicates that reversing mill utilization rates in Chinese Taipei remained comparatively low and declined year-over-year from 2022 to 2025, resulting in substantial excess capacity in each period of the POR. Forecast utilization rates through 2028 are insufficient to absorb available capacity.[27] Overall, producers in Chinese Taipei possess excess capacity that exceeds the total apparent Canadian market in every period of the POR.

[50] Based on the available evidence, the CBSA finds that both the current and potential production capacity of heavy plate producers in Chinese Taipei is substantial and that significant excess production capacity exists. Given the capital-intensive nature of heavy plate production and the high fixed costs associated with mill operations, producers have a strong incentive to pursue sales at low prices in order to improve capacity utilization. Accordingly, should the CITT's finding expire, Canada would represent an attractive export market for producers in Chinese Taipei to absorb excess production capacity, thereby increasing the likelihood of continued or resumed dumping of subject goods into Canada.

[26] Exhibit 22 (PRO) – Close of Record – attachments from Algoma Steel Inc., Confidential Attachment 184.
[27] Exhibit 22 (PRO) – Close of Record – attachments from Algoma Steel Inc., Confidential Attachment 184.

Continued interest in and dumping into the Canadian market over the period of review

[51] CBSA enforcement data indicate that significant volumes of subject goods from Chinese Taipei were exported to Canada over POR, cumulatively reaching tens of thousands of metric tonnes over the entire period. In addition, SIMA duties were assessed in every period, amounting to more than $300,000 between 2022 and interim 2025.

[52] In October 2023, the CBSA issued a notice of initiation of a re-investigation into heavy plate, representing the first review of normal values since the original finding.[28] This update to normal values coincided with a sharp decline in export volumes of subject goods from Chinese Taipei, with 2023 clearly representing the peak year.

[53] However, the evidence on the record indicates that the 2023 peak is not necessarily indicative of a corresponding peak in exporter interest in the Canadian market. Total plate sales from Chinese Taipei to Canada during the interim period from January 1, 2025, to September 30, 2025, exceeded full-year 2024 volumes and, when extrapolated to a full year, were on pace to approach 2023 levels. This growth was driven by an increasing relative share of non-subject plate compared to subject goods.[29] This continued interest in the Canadian market is further reinforced by Chinese Taipei exporter participation in the CBSA's 2025 administrative review.

[54] The shift toward non-subject plate indicates a continued and sustained exporter interest in the Canadian market, an interest further corroborated by the participation of a Chinese Taipei exporter in the CBSA's 2025 administrative review. At the same time, the pronounced peak in subject exports in 2023, immediately prior to the update of normal values, may suggest a willingness to capitalize on outdated values while they remained in effect. Accordingly, should the CITT's finding expire, exporters from Chinese Taipei would likely re-intensify exports of subject goods to the Canadian market, thereby increasing the likelihood of continued or resumed dumping into Canada.

Imposition of trade measures by Canada and other jurisdictions on Chinese Taipei

[55] Evidence on the record indicates that there are multiple antidumping measures in force in other jurisdictions including Australia, Thailand and the U.S. on steel flat products originating in Chinese Taipei. Additionally, when looking at steel products more broadly, there are dozens of measures currently in force.[30]

[56] In addition to these measures, at the time of this expiry review, the CBSA has anti-dumping measures in force for the following steel products originating in or exported from Chinese Taipei.[31]

- Corrosion-resistant steel sheet;
- Carbon steel welded pipe;

[28] Notice of initiation of a re-investigation: Heavy Plate (HP 2023 RI).
[29] Exhibit 25 (PRO) – Case Briefs filed on behalf of Algoma Steel Inc., Table 23.
[30] Exhibit 19 (NC) - Articles, reports and CBSA research #3, WTO Measures in Force – Base Metals.
[31] Measures in Force.

- Fasteners;
- Oil Country tubular goods;
- Concrete reinforcing bar; and
- Steel wire.

[57] The CBSA finds that the imposition of the numerous anti-dumping measures on various steel products demonstrates that producers in Chinese Taipei have a propensity to dump. Should the CITT's finding expire, heavy plate producers in Chinese Taipei would be attracted to the Canadian market which may increase the likelihood of continued or resumed dumping of subject goods into Canada.

Determination regarding likelihood of continued or resumed dumping

[58] Based on evidence on the record, the CBSA determined that the expiry of the finding is likely to result in the continuation or resumption of dumping into Canada of certain heavy plate originating in or exported from Chinese Taipei.

Germany

[59] The CBSA did not receive an ERQ response, case brief or reply submission from the exporters in Germany. The CBSA, therefore, relied on information submitted by the Canadian producers as well as other information on the administrative record, in considering whether the dumping of certain heavy plate from Germany is likely to resume or continue if the finding was to expire.

German steel producer overcapacity and export orientation

[60] Evidence on the record from CRU indicates that German plate producers maintained significant reversing mill capacity throughout the POR, unchanged since the beginning of 2022 and projected to remain stable through 2028. In contrast, German plate production declined consecutively from 2022 to 2025, resulting in a steadily increasing level of excess reversing mill capacity. As a result, capacity utilization of reversing mills in Germany declined from a markedly high level in 2022 to a comparative low by 2025.[32] This comparative low utilization in 2025 translated into excess capacity that exceeded the total apparent Canadian market in that period.

[61] Evidence on the record indicates that steel production in Germany declined during the POR, falling by 9% in 2025 compared to 2024, which was itself an already weak year. German steel production levels in 2025 were comparable to those last observed in 2009, during the global financial crisis.[33] Plate production followed the broader trend in the German steel sector and declined over the POR. Notwithstanding this contraction in production, exports of plate from Germany increased over the same period, rising from 859,000 metric tonnes in 2022 to a projected 952,000 metric tonnes in 2025.[34] As a result, plate exports as a share of total production increased

[32] Exhibit 22 (PRO) – Close of Record – attachments from Algoma Steel Inc., Confidential Attachment 184.
[33] Exhibit 19 (NC) - Articles, reports and CBSA research #1, *Germany sees another year of declining steel production*.
[34] Exhibit 23 (NC) – Close of Record – attachments from Algoma Steel Inc., Public Attachment 136.

substantially over the POR, indicating a growing reliance on export markets as a means of offsetting rising excess capacity.

[62] Based on the available evidence, the CBSA finds that heavy plate producers in Germany possess substantial current and potential production capacity and significant excess capacity. In the context of declining production and utilization, German producers have become increasingly export-oriented, with plate exports accounting for a growing share of total production. Given the capital-intensive nature of heavy plate production and high fixed costs, producers are incentivized to pursue low-priced export sales to improve utilization. Accordingly, should the CITT's finding expire, Canada would represent an attractive market to absorb excess capacity, increasing the likelihood of continued or resumed dumping of subject goods into Canada.

Inability to compete at non-dumped prices

[63] During the original CBSA investigation's POI, German goods represented 16.0% of heavy plate imports.[35] In comparison, based on information gathered during the POR, the relative volume of German goods had declined substantially by 2022, falling further by interim 2025. German exporters remain interested in the Canadian market, as evidenced by participation in both the re-investigation and the subsequent administrative review, in which the participating exporter was found cooperative and assigned normal values. Notwithstanding this participation, imports of German goods into Canada have declined significantly following the coming into force of the finding.

[64] While import volumes of German heavy plate were small during the POR, SIMA duties were nevertheless assessed on the imported goods, with the exception of 2023. This continued imposition of duties, together with the pronounced decline in import volumes following the implementation of the finding, indicates that German heavy plate producers are unable to compete in the Canadian market at non-dumped prices. In the event that the finding was rescinded, this would increase the likelihood of continued or resumed dumping of German heavy plate into Canada.

Determination regarding likelihood of continued or resumed dumping

[65] Based on evidence on the record, the CBSA determined that the expiry of the finding is likely to result in the continuation or resumption of dumping into Canada of certain heavy plate originating in or exported from Germany.

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[35] Heavy Plate – Canada Border Services Agency – *Statement of Reasons* on Heavy Plate – Final Determination, para 46.

CONCLUSION

[66] For the purpose of making a determination in this expiry review investigation, the CBSA conducted its analysis within the scope of the factors found under subsection 37.2(1) of the SIMR and considering any other factors relevant in the circumstances.

[67] Based on the foregoing consideration of pertinent factors and analysis of information on the record, on June 4, 2026, the CBSA made a determination pursuant to paragraph 76.03(7)(a) of SIMA that the expiry of the finding made by the CITT on February 5, 2021, in inquiry NQ-2020-001, in respect of certain hot-rolled carbon steel plate and high-strength low-alloy steel plate originating in or exported from Chinese Taipei and Germany is likely to result in the continuation or resumption of dumping of the goods.

FUTURE ACTION

[68] The CITT has now initiated its expiry review to determine whether the continued or resumed dumping is likely to result in injury. The CITT's expiry review schedule indicates that it will make its decision by November 10, 2026.

[69] If the CITT determines that the expiry of the order with respect to the goods is likely to result in injury, the order will be continued in respect of those goods, with or without amendment. If this is the case, the CBSA will continue to levy anti-dumping duties on dumped importations of the subject goods.

[70] If the CITT determines that the expiry of the order with respect to the goods is not likely to result in injury, the order will expire in respect of those goods. Anti-dumping duties would then no longer be levied on importations of the subject goods, and any anti-dumping duties paid in respect of goods that were released after the date that the order was scheduled to expire will be returned to the importer.

CONTACT US

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