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DEPARTMENT OF TRADE, INDUSTRY AND COMPETITION

NOTICE 4240 OF 2026

INTERNATIONAL TRADE ADMINISTRATION COMMISSION

NOTICE OF AN INITIATION OF THE INVESTIGATION FOR REMEDIAL ACTION IN THE FORM OF SAFEGUARD MEASURES AGAINST THE INCREASED IMPORTS OF OTHER NON-WIRED GLASS, COLOURED THROUGHOUT THE MASS (BODY TINTED), OPACIFIED, FLASHED OR MERELY SURFACE GROUND, CLASSIFIED UNDER TARIFF SUBHEADINGS 7005.21.13, 7005.21.15, 7005.21.17, 7005.21.23, 7005.21.29, 7005.21.35, 7005.21.45, 7005.21.55, 7005.21.65 AND 7005.21.85 (EXCLUDING OPTICAL GLASS), AND OTHER NON-WIRED GLASS, OTHER, CLASSIFIED UNDER TARIFF SUBHEADINGS 7005.29.13, 7005.29.15, 7005.29.17, 7005.29.23, 7005.29.25, 7005.29.35, 7005.29.45, 7005.29.55, 7005.29.65 AND 7005.29.85 (EXCLUDING SOLAR AND OPTICAL GLASS).

The International Trade Administration Commission of South Africa ("the Commission") accepted an application against the increased imports of other non-wired glass, coloured throughout the mass (body tinted), opacified, flashed or merely surface ground, classified under tariff subheadings 7005.21.13, 7005.21.15, 7005.21.17, 7005.21.23, 7005.21.29, 7005.21.35, 7005.21.45, 7005.21.55, 7005.21.65 and 7005.21.85 (excluding optical glass), and other non-wired glass, other, classified under tariff subheadings 7005.29.13, 7005.29.15, 7005.29.17, 7005.29.23, 7005.29.25, 7005.29.35, 7005.29.45, 7005.29.55, 7005.29.65 and 7005.29.85 (excluding solar and optical glass), hereinafter referred to as ("the subject product").

Based on the information submitted, the Commission decided that the Applicant submitted *prima facie* evidence to indicate that:

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- The events cited can be regarded as unforeseen developments and these unforeseen developments and the effect of the obligations incurred under the GATT 1994 led to the increased volume of imports in absolute and relative terms;
- The surge in the volume of imports is recent, sharp, significant, and sudden enough;
- The SACU industry is experiencing serious injury; and
- This is causally linked to the surge in imports.

THE APPLICANT

The application was brought by PFG Building Glass ("PFG" or the "Applicant"), being the only producer of the subject product in the Southern African Customs Union ("SACU").

DESCRIPTION OF THE SUBJECT PRODUCT UNDER INVESTIGATION

The product imported into the SACU market is described as other non-wired glass coloured throughout the mass (body tinted), opacified, flashed or merely surface ground, classified under tariff subheadings 7005.21.13, 7005.21.15, 7005.21.17, 7005.21.23, 7005.21.29, 7005.21.35, 7005.21.45, 7005.21.55, 7005.21.65 and 7005.21.85 (excluding optical glass), and other non-wired glass, other, classified under tariff subheadings 7005.29.13, 7005.29.15, 7005.29.17, 7005.29.23, 7005.29.25, 7005.29.35, 7005.29.45, 7005.29.55, 7005.29.65 and 7005.29.85 (excluding solar and optical glass.

The Applicant stated that the subject product can be imported and cleared as drawn glass classifiable under tariff subheading 7004.90.90, as has happened before when Anti-Dumping duties on float glass were circumvented by being cleared as drawn glass.

UNFORESEEN DEVELOPMENTS

The Applicant stated that a confluence of events forms the basis of the unforeseen development that supports this application, which is, ultimately, the considerable global oversupply of non-wired float glass, causing a surge in the volume of imports into the SACU. In summary, the Applicant stated that during the Uruguay Round of Negotiations, South Africa did not foresee the following events:

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(a) The structural distinction of float glass from other flat glass with introduction of Harmonized System (HS) on 1 January 1988, revised in 1996, with separate heading 7005;

(b) China's accession to the WTO on 11 December 2001 and subsequent surge in capacity in China, creating a persistent global oversupply of float glass, accompanied by weak demand of float glass in China and other regions and the resulted reduction in prices, leading to the exportation of this excess. This is compounded by concerns that China has not fully transitioned to a fully-fledged economy as anticipated during its WTO accession negotiations and continues to support its industries through subsidization;

(c) Following China's WTO accession in 2001, Chinese companies have been actively engaged in float glass manufacturing across Africa since at least 2008, with involvement increasing significantly in the 2020s through major investments in Ethiopia, Nigeria and Tanzania. With regards to Tanzania, Chinese Tanzanian ventures saw new float line investments in recent years. China dominates global float glass exports with a 60% stake, enhanced by these new overseas plants, while Tanzania imposes a 35% duty on imports including from SADC, yet its float glass enters SACU at zero duty;

(d) Trade diversion arising from recent trade-restrictive measures, including the imposition by the United States of anti-dumping duties exceeding 150% and countervailing duties on Chinese float glass;

(e) Asymmetric protection with Tanzania imposing 35% duty on the subject product including against SADC members while SACU bound rate is 10% with 0% under SADC Protocol on Trade and AfCFTA; and

(f) Increased exposure of the SACU market to import competition due to global changes in the shipping of glass:

- A materially different trading environment characterized by specialized stillage rack containerization reducing breakage, increasing international sourcing flexibility, contrasting historical transportation which was mainly in break-bulk cargo because of float glass fragility and size.

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- Advances in containerized transport, packaging and logistics, together with declining shipping costs, have made long-distance float-glass exports increasingly commercially viable, transforming regional markets into globally integrated supply chains. Concurrently, expanded production capacity, particularly in China, and slowing global demand have contributed to persistent overcapacity and increased incentives for producers to redirect surplus production to export markets. These developments have heightened SACU's exposure to global price volatility and increased the risk of sudden import surges.

SURGE OF IMPORTS

The Applicant submitted *prima facie* evidence of a significant increase in imports of the subject product over the period of investigation. Imports initially increased between 2023 and 2024. The increase in volume of imports, that is sudden, recent, significant and sharp enough occurred between 2024 and 2025.

ALLEGATION OF SERIOUS INJURY

The period of investigation for data evaluation for the purposes of determining the allegation of serious injury is from 01 December 2022 to 30 November 2025. The injury analysis relates to information submitted by PFG Building Glass being the only producer of the subject products in the SACU.

The Applicant alleged and submitted *prima facie* evidence indicating that it is experiencing serious injury in the form of decline in sales volumes, output, market share, net profit, capacity utilization and productivity.The Commission found that there was *prima facie* evidence to indicate that the SACU industry was experiencing serious injury.

CAUSAL LINK

The Commission found that there was *prima facie* evidence to indicate that a causal link exists between the serious injury suffered by the SACU industry and the increase in the

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volume of imports arising from the cited unforeseen developments.

LEGAL FRAMEWORK

This investigation will be conducted in accordance with the International Trade Administration Act, 2002 ("ITA Act") and the International Trade Administration Commission Amended Safeguard Regulations ("SGR") read with the World Trade Organization Agreement on Safeguards ("the Safeguard Agreement").

Please note that if any information is considered to be confidential, 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, reasons must be submitted to this effect.

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

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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 on the basis of 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.

PROCEDURES AND TIME LIMITS

All information submitted, including non-confidential copies thereof, should be received by the Senior Manager: Trade Remedies II by no later than 20 days from the date hereof. Late submissions will not be accepted.

Interested parties are invited to submit comments on the initiation of the investigation or any information regarding this matter to the following address:

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

Postal address
Senior Manager: Trade Remedies II
Private Bag X753
PRETORIA
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Any interested party may request an oral hearing provided that reasons are given for not relying on written submissions only. No request for an oral hearing will be considered more than 60 days from the date of this publication. The Commission may refuse an oral hearing if granting such a hearing will unduly delay the finalisation of the investigation.

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.

Should you have any queries, please do not hesitate to contact the investigating officers , Ms. Portia Chuma at email pchuma@itac.org.za and Ms Azwitamisi Mathada at email amathada@itac.org.za.

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