

Department Administrative Order No. 25-15
Series of 2025

**IN THE MATTER OF THE DEFINITIVE
GENERAL SAFEGUARD MEASURES
AGAINST IMPORTATIONS OF ORDINARY
PORTLAND CEMENT AND BLENDED
CEMENT FROM VARIOUS COUNTRIES
(AHTN 2022 Subheading Nos. 2523.29.90 and
2523.90.00)
(Safeguard Measures Case No. SG01-2024)**

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ORDER

On 30 September 2025, the Department of Trade and Industry (DTI) received the Tariff Commission's (Commission) Final Report on Formal Investigation on the imposition of safeguard measures against importations of Ordinary Portland Cement and Blended Cement from various countries, classified under AHTN 2022 Subheading Nos. 2523.29.90 and 2523.90.00 respectively.

The period of investigation (POI) covered for the preliminary determination is from 2019 to June 2024 following Rule 7.2.a of the Implementing Rules and Regulations (IRRs) of RA 8800. For the formal investigation, the POI was extended by the Commission to cover the most recent data up to December 2024.

The Commission, in accordance with the Safeguard Measures Act (RA 8800), concluded the following:

"1. The production of the six member-companies of the industry association Cement Manufacturers' Association of the Philippines accounted for more than the majority, and therefore a major proportion, of total industry production. This satisfies the domestic industry requirement under Section 4 (f) of RA No. 8800.

2. Locally produced Ordinary Portland Cement Type 1 is a "like product" to imported Ordinary Portland Cement Type 1 cement. Locally produced Blended Cement (all types) is a directly competitive product to imported Blended Cement (all types). Ordinary Portland Cement Type 1, whether local or imported, and Blended Cement (all types), whether local or imported, are directly competitive products.

3. Cement (OPC Type 1 and Blended Cement) is being imported into the Philippines in increased quantities, both in absolute terms and relative to domestic production, starting in 2023. The increase in the volume of imports was recent, sudden, sharp, and significant.

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4. There was a significant overall impairment to the position of the domestic cement industry during the period of import surge that constitutes serious injury. The local industry incurred considerable losses from operations while market share, sales, production, and capacity utilization deteriorated to lowest levels.

5. There is a direct causal relationship between increased imports of cement (Ordinary Portland Cement Type 1 and Blended Cement) and the significant impairment in the position of the domestic cement industry. While there are other factors that contributed to the impairment of the position of the domestic cement industry, these were not substantial as to cause serious injury to the domestic industry.

6. The circumstance provided in Article XIX of GATT 1994 do not need to be demonstrated since the product under consideration is not the subject of any Philippine obligation or tariff concession under the WTO Agreement. Nonetheless, such inquiry is governed by national legislation (RA No. 8800) and the terms and conditions of the Agreement on Safeguards."

The Commission consequently recommended the application of the appropriate definitive general safeguard measure in the form of a duty, on importations of cement to redress the serious injury caused to the domestic industry, which is directly attributed to the said importations. The recommended application will thereby provide a temporary relief and give the local cement industry a reasonable period within which to adjust to the increased import competition.

The Commission further recommended that, the definitive safeguard measure be applied for a period of three (3) years, upon its effectivity.

Accordingly, and pursuant to Rule 5.2 of the IRRs of RA 8800 (on Public Interest), the DTI has reviewed the Commission's findings and recommendations and has established that the imposition of the definitive general safeguard measure is in the public interest. With the commitment of the domestic industry to upgrade its facilities, and improve its production efficiency, consumers will have a better and wider range of products to choose from at competitive prices. However, while DTI is mandated to protect consumers, there is a need to balance this with other sectors such as industries which provide employment to Filipinos. There is also a need to moderate imports to balance trade. Given that local manufacturers can fully supply domestic market requirements, they need to be provided a level playing field to enable them to compete with imports. This will allow the expansion of the industry's manufacturing base and sales which will generate more jobs for Filipinos and allow the continuity of employment for the existing employees of the industry.

Further, users of Ordinary Portland Cement Type 1 and Blended Cement will retain their option to choose between the locally produced and imported cement since imports will still be allowed. The imposition of the safeguard measure will only be temporary and is not expected to cause shortage of cement in the domestic market considering that the local cement industry has sufficient capacity to meet domestic demand.

WHEREFORE, IN VIEW THEREOF, and pursuant to Section 13 of RA 8800, the DTI hereby, issues the following:

1. A definitive safeguard duty effective for three (3) years shall be imposed on imported Ordinary Portland Cement Type 1 (AHTN 2022 Subheading No. 2523.29.90) and Blended Cement (AHTN 2022 Subheading 2523.90.00), from various countries to encourage and challenge the local cement industry to be globally competitive. The amount of the safeguard duty to be imposed for the First Year shall be ₱14.00/40kg bag or ₱349.00/MT.

2. Provisional duty or cash bond paid by the importers in excess of the definitive safeguard duty or the difference between the provisional duty and the final duty assessed, shall be returned to the said importers.

3. The amount or rate of the measure shall be subject to regular review to give DTI the opportunity to modify the amount of the duty if necessary.

Imports originating from developing countries listed in Annex "A" with *de minimis* import volume, covered by Rule 13.1.d of the IRRs of RA 8800, shall not be subject to the definitive general safeguard measure. The composition of developing countries on the *de minimis* list may change based on a review of the most recent data available. Thus, once their import volume exceeds the *de minimis* threshold, the corresponding safeguard duty shall be imposed.

Exports of new exporting countries, except the developing countries covered by the *de minimis* rule, shall automatically be levied with the definitive safeguard duty. In determining the new countries, import volumes shall be monitored and updated by DTI regularly.

4. Importers of Ordinary Portland Cement Type 1 and Blended Cement originating from a country that is exempt from the safeguard duty shall submit a Certificate of Country of Origin (CO) issued by the authorized agency/office in the source country of manufacture subject to affixation of "Apostille" to the document or authenticated by the Philippine Embassy/Consulate General, as applicable.

The application of the definitive general safeguard measure shall be monitored and reviewed in accordance with Section 16 of RA 8800. The domestic cement industry is thus, directed to comply with its adjustment plan.

The notification and consultation requirements under Article 12 of the WTO Safeguards Agreement and Section 17 of RA 8800 and its IRRs shall be complied with. Imports originating from ASEAN member states shall be governed by the provisions of Articles 11 and 23 of the ASEAN Trade in Goods Agreement (ATIGA). Other imports originating from member states of Free Trade Agreements that the Philippines entered into, such as ACFTA, PJEPA, AJCEPA, AKFTA, AIFTA, AANZFTA, PH-EFTA FTA, AHKFTA, PH-KR FTA, and RCEP shall follow the notification and/or consultation requirements provided under the said FTAs.

The Department Administrative Order of the definitive general safeguard measure can be accessed at the DTI website: https://bit.ly/SG_Final_Cement.

Let this Order be published in two (2) newspapers of general circulation and let individual notices be sent to all interested parties including the country members concerned.

This Order shall take effect upon the issuance of the relevant Customs Memorandum Order/Circular by the Bureau of Customs.

SO ORDERED.

16 October 2025

MA CRISTINA A. ROQUE
Secretary

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ANNEX "A"

List of Developing Countries and Separate Customs Territories Excluded from the Imposition of Definitive Safeguard Measure on Ordinary Portland Cement and Blended Cement

East & Southern Africa	West Africa	North Africa	South Asia
Angola	Benin	Algeria	Afghanistan
Botswana	Burkina Faso	Egypt, Arab Rep.	Bangladesh
Burundi	Cameroon	Libya	Bhutan
Comoros	Cape Verde	Morocco	British Indian Ocean Territory
Congo, Dem. Rep.	Central African Rep.	Tunisia	East Timor
Djibouti	Chad		India
Eritrea	Congo, Rep.		Maldives
Eswatini	Cote d' Ivoire		Nepal
Ethiopia	Equatorial Guinea		Pakistan
Kenya	Gabon		Sri Lanka
Lesotho	Gambia, The		
Madagascar	Ghana		
Malawi	Guinea		
Mauritius	Guinea, Bissau		
Mozambique	Liberia		
Namibia	Mali		
Reunion	Mauritania		
Rwanda	Niger		
Seychelles	Nigeria		
Somalia	Sao Tome &		
South Africa	Principe		
Sudan	Senegal		
Tanzania	Sierra Leone		
Uganda	Togo		
Zambia			
Zimbabwe			

Europe & Central Asia	Middle East	Americas	East Asia & Pacific
Albania	Bahrain	Anguilla	American Samoa
Armenia	Iran, Islamic Rep.	Antigua & Barbuda	Brunei Darussalam
Azerbaijan	Iraq	Argentina	Cambodia
Belarus	Jordan	Aruba	Christmas Is.
Bosnia & Herzegovina	Kuwait	Bahamas	Cocos (Keeling) Is.
Bulgaria	Lebanon	Barbados	Cook Is.
Croatia	Oman	Belize	Fiji
Cyprus	Qatar	Bermuda	French Polynesia
Georgia	Saudi Arabia	Bolivia	Guam
Greenland	Syrian Arab Rep.	Brazil	Hong Kong, China
Kazakhstan	United Arab Emirates	British Virgin Is.	Indonesia
Kyrgyz Republic	West Bank & Gaza	Cayman Is.	Johnston Is.
Macedonia, FYR	Yemen, Rep.	Colombia	Kiribati
Malta		Costa Rica	Korea, Dem. Rep.
Moldova		Cuba	Lao PDR
Romania		Dominica	Macau, China
Russian Federation		Dominican Rep.	Malaysia
Tajikistan		Ecuador	Marshall Islands
Turkey		El Salvador	Micronesia, Fed. Sts.
Turkmenistan		Falkland Is. (Malvinas)	Midway Is.
Ukraine		French Guiana	Mongolia
Uzbekistan		Grenada	Myanmar
		Guadeloupe	Nauru
		Guatemala	New Caledonia
		Guyana	Niue
		Haiti	Northern Marianas Is.
		Honduras	Palau
		Jamaica	Papua New Guinea
		Martinique	People's Republic of China
		Mexico	Pitcairn Is.
		Montserrat	Samoa
		Netherland Antilles	Singapore
		Nicaragua	Solomon Islands
		Norfolk Is.	Chinese Taipei
		Panama	Tokelau
		Paraguay	Thailand
		Peru	Tonga
		Puerto Rico	Tuvalu
		St. Helena	Vanuatu
		St. Kitts & Nevis	Wake Is.
		St. Lucia	Wallis & Futuna Is.
		St. Pierre & Miquelon	
		St. Vincent & the Grenadines	
		Suriname	
		Trinidad & Tobago	
		Turks & Caicos Is.	
		Uruguay	
		US Virgin Is.	
		Venezuela	