

Voluntary Report – Voluntary - Public Distribution

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Report Name: China Announces TRQ Following Beef Safeguard Investigation

Country: China - People's Republic of

Post: Beijing

Report Category: Agricultural Situation, Market Development Reports, Livestock and Products, Trade Policy Monitoring

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Report Highlights:

As a result of China's beef safeguard investigation, China has announced a tariff rate quota (TRQ) on all imports of fresh, frozen, and chilled beef products. Effective January 1, 2026, a total TRQ of 2,688,000 metric tons will be allocated among exporting countries based on average market shares from July 2021 to June 2024. The United States' quota is set at 164,000 metric tons for 2026. The in-quota tariff will be the most-favored-nation (MFN) rate plus any country-specific tariff, while the out-of-quota tariff will be 55 percent plus the in-quota tariff.

Background

On December 27, 2024, the China's Trade Remedy Investigation Bureau announced the initiation of a safeguard investigation on global beef imports following a petition by the China Animal Agriculture Association and nine provincial animal agriculture associations. The petition alleged that a sharp rise in imports of beef products between 2019 and mid-2024, increasing from 20.55 to 30.90 percent of the China market, caused serious injury to the domestic industry. The investigation covered fresh, chilled, and frozen beef products classified under specific HTS codes¹, valued at \$14.2 billion in 2023. Leading suppliers of beef for China were Brazil (\$6.0 billion), Argentina (\$2.2 billion), Australia (\$1.6 billion), the United States (\$1.5 billion), Uruguay (\$1.1 billion), and New Zealand (\$1.0 billion). For more information on the initial announcement of the investigation, please refer to GAIN Report [CH2024-01791](#).

Following two extensions of the investigation from August 2025 to January 2026, China's Ministry of Commerce (MOFCOM) disclosed the findings of the beef safeguard investigation on December 19, 2025. The investigation concluded that a recent, rapid, and significant surge in beef imports caused serious injury to China's domestic beef industry, therefore justifying safeguard measures. The disclosure also indicated there would be no change to the scope of covered products.

Following consultations with the relevant trade partners between December 22 and December 30, 2025, MOFCOM [publicly announced trade remedies](#) in response to its determination of serious injury on December 31 (attachment I). The remedies went into effect on January 1, 2026.

Safeguard Trade Remedy

MOFCOM, via the General Administration of Customs of China, will implement a tariff rate quota (TRQ) for all products in the investigation. The total TRQ will be 2,688,000 MT, with each trading partner receiving a market share equal to its average market share within the 36-month period from July 2021 to June 2024. The in-quota rate will be the most-favored-nation rate plus any country-specific tariffs, while the out-of-quota rate will be 55 percent plus the in-quota rate. The quota will liberalize two percent each year. The TRQ will be administered on a first come first serve basis for each country.

The in-quota tariff for the United States as of the date of this report is:

12% MFN + 10% Reciprocal Tariff = 22 percent.

The out-of-quota tariff for the United States as of the date of this report is:

12% MFN + 10% Reciprocal tariff + 55 percent safeguard duty = 77 percent

¹ The HST Codes included in the investigation include 020120, Meat Of Bovine Animals, Cuts With Bone In (Other Than Half Or Whole Carcasses), Fresh Or Chilled; 020110, Carcasses And Half-Carcasses Of Bovine Animals, Fresh Or Chilled; 020130, Meat Of Bovine Animals, Boneless, Fresh Or Chilled; 020210, Carcasses And Half-Carcasses Of Bovine Animals, Frozen; 020220, Meat Of Bovine Animals, Cuts With Bone In (Other Than Half Or Whole Carcasses), Frozen; 020230, Meat Of Bovine Animals, Boneless, Frozen

Table 1. TRQ Allocation by Country

Country	Percent of Quota	Quota 2026 (MT)	Quota 2027 (MT)	Quota 2028 (MT)
All Partners	100%	2,688,000	2,742,000	2,797,000
Brazil	41%	1,106,000	1,128,000	1,151,000
Argentina	19%	511,000	521,000	532,000
Uruguay	12%	324,000	331,000	337,000
New Zealand	8%	206,000	210,000	214,000
Australia	8%	205,000	209,000	213,000
United States	6%	164,000	168,000	171,000
All Others	6%	172,000	175,000	179,000

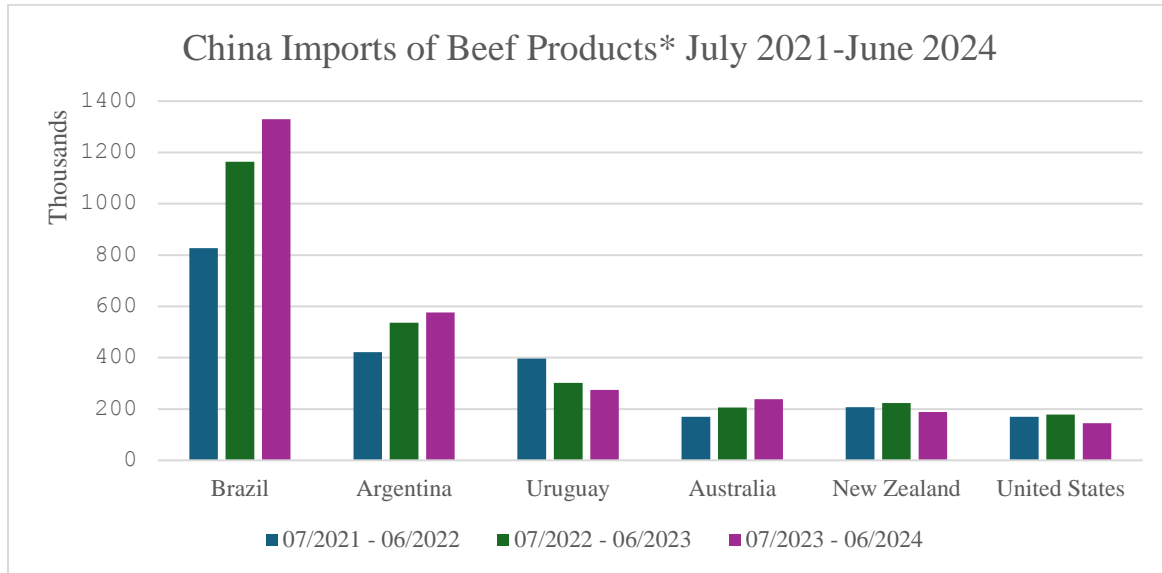
Trade

Within the HS codes included in the investigation, the United States largely exports products under three categories, including boneless frozen beef, fresh or chilled beef, and frozen beef cuts with bone in.

Table 2: China Imports of U.S. Beef Products by Tons, January – December 2021-2024

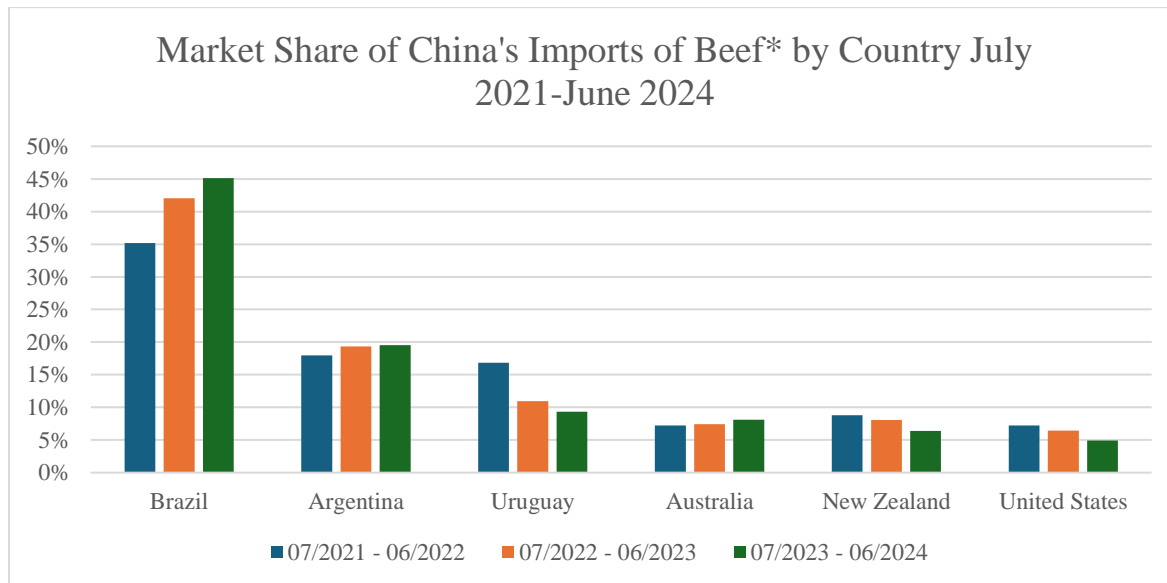
HS Code	2020	2021	2022	2023	2024
Total	28,167	143,926	178,103	156,072	138,112
020230 meat of bovine animals, boneless, frozen	23,045	117,873	128,770	114,490	105,051
020130 meat of bovine animals, boneless, fresh or chilled	3,404	12,850	16,086	17,943	19,670
020220 meat of bovine animals, cuts with bone in (other than half or whole carcasses), frozen	1,587	12,841	32,982	23,396	13,236
020120 meat of bovine animals, cuts with bone in (other than half or whole carcasses), fresh or chilled	131	362	266	243	155
020210 carcasses and half-carcasses of bovine animals, frozen	0	0	0	0	0

Source: TDM



Source: TDM

Note: Beef* refers to the six HS Codes included in the investigation.



Source: TDM

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BEGIN UNOFFICIAL TRANSLATION

Announcement No. 87 of 2025 of the Ministry of Commerce of the People's Republic of China

Determination on the Application of Safeguard Measures on Imports of Beef

Issuing Authority: Bureau of Trade Remedy and Investigation

Date of Issuance: December 31, 2025

Pursuant to the Regulation of the People's Republic of China on Safeguard Measures (hereinafter referred to as the "Safeguard Measures Regulation"), on December 27, 2024, the Ministry of Commerce (hereinafter referred to as the "Investigating Authority") issued Announcement No. 60 of 2024, deciding to initiate a safeguard investigation into imported beef (hereinafter referred to as the "product under investigation").

The Investigating Authority investigated whether the quantity of imported products under investigation had increased, whether it had caused injury to the domestic industry and the degree of such injury, and the causal relationship between the increase in imports and the injury.

The investigation of this case has now concluded. In accordance with Articles 19 and 20 of the Safeguard Measures Regulation, the Investigating Authority has made its determination (see Annex 1). The relevant matters are hereby announced as follows:

I. Determination

The Investigating Authority has determined that imports of beef have increased, the domestic industry of China has suffered serious injury, and that a causal link exists between the increase in imports and the serious injury.

II. Implementation of Safeguard Measures

According to Article 19 of the Safeguard Measures Regulation, safeguard measures may take the form of tariff increases, quantitative restrictions, or other measures. Based on the results of the investigation, the Ministry of Commerce has decided to apply safeguard measures to imported beef in the form of country-specific quotas and additional tariffs on out-of-quota imports. Safeguard measures shall be implemented for a period of three years, from January 1, 2026, to December 31, 2028. During the implementation period, the measures shall be progressively liberalized at fixed intervals.

According to Article 20 of the Safeguard Measures Regulation, the Ministry of Commerce submitted a proposal to the State Council Tariff Commission to impose additional tariffs on imported beef exceeding the specified quantities (see Annex 2). Based on the proposal, the State Council Tariff Commission decided to impose an additional tariff of 55% on imported beef exceeding the specified quantities (see Annex 2) to the currently applicable tariff rate.

The product under investigation is described as follows:

Name of the product under investigation: Beef

English name: Meat of bovine animals

Product description: The products under investigation are beef products obtained from the slaughtering and processing of live cattle (*Bos* spp.), including fresh, chilled, or frozen whole or half carcasses, bone-in beef, and boneless beef.

The product falls under the Customs Import and Export Tariff of the People's Republic of China under the following tariff lines: 02011000, 02012000, 02013000, 02021000, 02022000, 02023000.

III. Method of Implementation of the Safeguard Measures

As of January 1, 2026, imports of beef do not exceed the specified quantities (see Annex 2), importers shall pay customs duties at the applicable tariff rates currently in force at the time of importation. Any unused quota from the previous year shall not be carried over to the following year.

Starting from the third day (inclusive) after imports of beef reach the specified quantities (see Annex 2), importers shall, at the time of importation, pay an additional tariff of 55% on top of the applicable tariff rates currently in force.

During the implementation period of the safeguard measures, the special safeguard measures for beef provided for under the China-Australia Free Trade Agreement shall be suspended.

IV. Exclusion of Developing Countries (Regions)

Safeguard measures shall not apply to products originating in developing countries (regions) whose individual import share does not exceed 3%, provided that the combined import share of such countries (regions) does not exceed 9%. The list of developing countries (regions) exempted from the safeguard measures is provided in Annex 3.

During the three-year period of implementing safeguard measures, if the import share of a developing country (region) that was previously excluded exceeds 3% in any given year, or the total import share from these countries (regions) exceeds 9%, safeguard measures may be applied to their products starting from the following year.

V. Review

During the implementation period of the safeguard measures, the Ministry of Commerce may, in accordance with the law, review the form and level of the safeguard measures based on changes in relevant circumstances.

This Announcement shall enter into force on January 1, 2026.

Annexes (Chinese):

1: [Determination of the Ministry of Commerce of the People's Republic of China on the Safeguard Investigation into Imported Beef \(PDF\)](#)

2: [Table of Quota Volumes and Additional Tariff Rates \(PDF\)](#)

3: [List of Developing Countries \(Regions\) Exempted from the Beef Safeguard Measures \(PDF\)](#)

END UNOFFICIAL TRANSLATION

Attachments:

[\(EN\) Table of Quota Volumes and Additional Tariff Rates .pdf](#)

[Beef Safeguard Exemptions Developing Countries.pdf](#)