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Investigations
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February 24, 2026

MEMORANDUM TO: Scot Fullerton
Acting Deputy Assistant Secretary
for Antidumping and Countervailing Duty Operations

THROUGH: Erin Kearney
Acting Director, Office VI
Antidumping and Countervailing Duty Operations

FROM: Theodora Mattei
International Trade Compliance Analyst, Office VI
Antidumping and Countervailing Duty Operations

RE: Hardwood and Decorative Plywood from Indonesia, the People's
Republic of China, and the Socialist Republic of Vietnam:
Preliminary Scope Decision Memorandum

I. SUMMARY

Based on our analysis of the interested party comments received concerning the scope in the less-than-fair-value (LTFV) and countervailing duty (CVD) investigations of hardwood and decorative plywood (plywood) from Indonesia, the People's Republic of China (China), and the Socialist Republic of Vietnam (Vietnam), we recommend no revisions the scope of the investigations. Below is the complete list of the scope issues for which we received comments and rebuttal comments from interested parties:

- Comment 1: Request to Exclude Wooden Furniture and Cabinet Components
- Comment 2: Request to Exclude LVL Door Stiles and Rails
- Comment 3: Request to Exclude Replacement Parts
- Comment 4: Request to Exclude Structural and Industrial Plywood
- Comment 5: Request to Exclude Lift Van Kits
- Comment 6: Request to Exclude Farmhouse Siding Panels
- Comment 7: Request to Exclude Two-Ply Products
- Comment 8: Request to Exclude Server Crate Components
- Comment 9: Request to Exclude Certain Species and Thickness



II. BACKGROUND

On May 22, 2025, the U.S. Department of Commerce (Commerce) received antidumping duty and CVD petitions concerning imports of plywood from Indonesia, China, and Vietnam.¹ The Petitions were filed on behalf of the Coalition for Fair Trade in Hardwood Plywood (the petitioner).² On June 16, 2025, Commerce published the initiation of the investigations in the *Federal Register*.³ The *Initiation Notices* defined the scope of the investigations as follows:

The merchandise covered by these investigations is hardwood and decorative plywood, and certain veneered panels as described below. For purposes of these investigations, hardwood and decorative plywood is defined as a generally flat, multilayered plywood or other veneered panel, consisting of two or more layers or plies of wood veneers in combination with a core or without a core. The veneers and, if present, the core are glued or otherwise bonded together. A hardwood and decorative plywood panel must have at least either the face or back veneer composed of one or more species of hardwood, softwood, or bamboo, regardless of any surface coverings. Hardwood and decorative plywood may include products that meet the American National Standard for Hardwood and Decorative Plywood, ANSI/HPVA HP-1-2024 (including any revisions to that standard).

For purposes of the investigations a “veneer” is a slice of wood regardless of thickness which is cut, sliced or sawed from a log, bolt, or flitch. The face and back veneers are the outermost veneer of wood irrespective of additional surface coatings or covers as described below. The core of hardwood and decorative plywood (for those products that include a core) consists of the layer or layers of one or more material(s) that are situated between the face and back veneers. The core may be composed of a range of materials, including but not limited to hardwood, softwood, particleboard, or medium density fiberboard (MDF).

All hardwood and decorative plywood is included within the scope of the investigations regardless of whether or not the face and/or back veneers are surface coated or covered and whether or not such surface coating(s) or covers obscures the grain, textures, or markings of the wood. Examples of surface coatings and covers include, but are not limited to: ultra violet light cured polyurethanes; oil or oil-modified or water-based polyurethanes; wax; epoxy-ester finishes; moisture-cured urethanes; paints; stains; paper; aluminum; high pressure laminate; MDF; medium density overlay (MDO); and phenolic film. Additionally, the face veneer of hardwood and decorative plywood may be sanded; smoothed or given a “distressed” appearance through such methods as hand-scraping or wire brushing.

¹ See Petitioner’s Letter, “Petitions for the Imposition of Antidumping and Countervailing Duties,” dated May 22, 2025 (Petitions).

² The members of the Coalition for Fair Trade in Hardwood Plywood (the Coalition) are Columbia Forest Products (Columbia Forest), Commonwealth Plywood Inc. (Commonwealth Plywood), Manthei Wood Products (Manthei), States Industries LLC (States Industries), and Timber Products Company (Timber Products).

³ See *Hardwood and Decorative Plywood From the People’s Republic of China, Indonesia, and the Socialist Republic of Vietnam: Initiation of Less-Than-Fair-Value Investigations*, 90 FR 25212 (June 16, 2025); *Hardwood and Decorative Plywood From the People’s Republic of China, Indonesia, the Socialist Republic of Vietnam: Initiation of Countervailing Duty Investigations*, 90FR 25225 (June 16, 2025) (collectively, *Initiation Notices*).

All hardwood and decorative plywood is included within the scope even if it is trimmed; cut-to-size; notched; punched; drilled; or has undergone other forms of minor processing. All hardwood and decorative plywood is included within the scope of the investigations, without regard to dimension (overall thickness, thickness of face veneer, thickness of back veneer, thickness of core, thickness of inner veneers, width, or length). However, the most common panel sizes of hardwood and decorative plywood are 1219 x 1829 mm (48 x 72 inches), 1219 x 2438 mm (48 x 96 inches), and 1219 x 3048 mm (48 x 120 inches). Subject merchandise also includes hardwood and decorative plywood that has been further processed in a third country, including but not limited to trimming, cutting, notching, punching, drilling, or any other processing that would not otherwise remove the merchandise from the scope of the investigations if performed in the country of manufacture of the in-scope product.

The scope of the investigations excludes the following items: (1) structural plywood (also known as “industrial plywood” or “industrial panels”) that (a) is certified, manufactured, and stamped to meet U.S. Products Standard PS 1-09, PS 2-09, PS-1-22, PS 2-10, or PS 2-18 for Structural Plywood (including any revisions to that standard or any substantially equivalent international standard intended for structural plywood), including, but not limited to, the “bond performance” requirements and the performance criteria detailed in U.S. Products Standard PS 1-09, PS 2-09, PS-1-22, PS 2-10, or PS 2-18 for Structural Plywood (including any revisions to that standard or any substantially equivalent international standard intended for structural plywood), and (b) where the relevant standard identifies core species requirements, has a core made entirely of one or more of the following wood species: *Pseudotsuga menziesii* (Douglas Fir), *Larix occidentalis* (Western Larch), *Tsuga heterophylla* (Western Hemlock), *Abies balsamea* (Balsam Pine/Balsam Fir), *Abies magnifica* (California Red Fir), *Abies grandis* (Grand Fir), *Abies procera* (Noble Fir), *Abies amabilis* (Pacific Silver Fir), *Abies concolor* (White Fir), *Abies lasiocarpa* (Subalpine Fir), *Picea glauca* (White Spruce), *Picea engelmannii* (Engelmann Spruce), *Picea mariana* (Black Spruce), *Picea rubens* (Red Spruce), *Picea sitchensis* (Sitka Spruce), *Pinus banksiana* (Jack Pine), *Pinus taeda* (Loblolly Southern Pine), *Pinus palustris* (Longleaf Southern Pine), *Pinus echinata* (Shortleaf Southern Pine), *Pinus elliottii* (Slash Southern Pine), *Pinus serotina* (Pond Pine), *Pinus resinosa* (Red Pine), *Pinus virginiana* (Virginia Pine), *Pinus monticola* (Western White Pine), *Picea mariana* (Black Spruce), *Picea rubens* (Red Spruce), *Picea sitchensis* (Sitka Spruce), *Pinus contorta* (Lodgepole Pine), *Pinus strobus* (Eastern White Pine), and *Pinus lambertiana* (Sugar Pine); (2) products which have a face and back veneer of cork; (3) hardwood plywood subject to the antidumping and countervailing duty orders on hardwood plywood from China. See *Certain Hardwood Plywood Products from the People’s Republic of China: Amended Final Determination of Sales at Less Than Fair Value, and Antidumping Duty Order*, 83 FR 504 (January 4, 2018); and *Certain Hardwood Plywood Products from the People’s Republic of China: Countervailing Duty Order*, 83 FR 513 (January 4, 2018); (4) multilayered wood flooring, as described in the antidumping duty and countervailing duty orders on multilayered wood flooring from China. See *Multilayered Wood Flooring from the People’s Republic of China: Amended Final Determination of Sales at Less Than Fair Value and*

Antidumping Duty Order, 76 FR 76690 (December 8, 2011); and *Multilayered Wood Flooring from the People's Republic of China: Countervailing Duty Order*, 76 FR 76693 (December 8, 2011), as amended by *Multilayered Wood Flooring from the People's Republic of China: Amended Antidumping and Countervailing Orders*, 77 FR 5484 (February 3, 2012); (5) multilayered wood flooring with a face veneer of bamboo or composed entirely of bamboo; (6) plywood which has a shape or design other than a flat panel, with the exception of any minor processing described above; (7) products made entirely from bamboo and adhesives (also known as "solid bamboo"); and (8) Phenolic Film Faced Plyform (PFF), also known as Phenolic Surface Film Plywood (PSF), defined as a panel with an "Exterior" or "Exposure 1" bond classification as is defined by The Engineered Wood Association, having an opaque phenolic film layer with a weight equal to or greater than 90g/m³ permanently bonded on both the face and back veneers and an opaque, moisture resistant coating applied to the edges.

Also excluded from the scope of the investigations are wooden furniture goods that, at the time of importation, are fully assembled and are ready for their intended uses. Also excluded from the scope of the investigations is "ready to assemble" (RTA) furniture. RTA furniture is defined as (A) furniture packaged for sale for ultimate purchase by an end-user that, at the time of importation, includes (1) all wooden components (in finished form) required to assemble a finished unit of furniture, (2) all accessory parts (e.g., screws, washers, dowels, nails, handles, knobs, adhesive glues) required to assemble a finished unit of furniture, and (3) instructions providing guidance on the assembly of a finished unit of furniture; (B) unassembled bathroom vanity cabinets, having a space for one or more sinks, that are imported with all unassembled hardwood and hardwood plywood components that have been cut-to-final dimensional component shape/size, painted or stained prior to importation, and stacked within a singled shipping package, except for furniture feet which may be packed and shipped separately; or (C) unassembled bathroom vanity linen closets that are imported with all unassembled hardwood and hardwood plywood components that have been cut-to-final dimensional shape/size, painted or stained prior to importation, and stacked within a single shipping package, except for furniture feet which may be packed and shipped separately.

Also excluded from the scope of the investigations are kitchen cabinets that, at the time of importation, are fully assembled and are ready for their intended uses. Also excluded from the scope of the investigations are RTA kitchen cabinets. RTA kitchen cabinets are defined as kitchen cabinets packaged for sale for ultimate purchase by an end-user that, at the time of importation, includes: (1) all wooden components (in finished form) required to assemble a finished unit of cabinetry; (2) all accessory parts (e.g., screws, washers, dowels, nails, handles, knobs, hooks, adhesive glues) required to assemble a finished unit of cabinetry; and (3) instructions providing guidance on the assembly of a finished unit of cabinetry. Excluded from the scope of these investigations are finished table tops, which are table tops imported in finished form with pre-cut or drilled openings to attach the underframe or legs. The table tops are ready for use at the time of import and require no further finishing or processing. Excluded from the scope of these investigations are finished countertops that are imported in finished form and require no further finishing or manufacturing.

Also excluded from the scope of the investigations are laminated veneer lumber (LVL) door and window components with (1) a maximum width of 44 millimeters, a thickness from 30 millimeters to 72 millimeters, and a length of less than 2413 millimeters, (2) water boiling point exterior adhesive, (3) a modulus of elasticity of 1,500,000 pounds per square inch or higher, (4) finger-jointed or lap-jointed core veneer with all layers oriented so that the grain is running parallel or with no more than 3 dispersed layers of veneer oriented with the grain running perpendicular to the other layers; and (5) top layer machined with a curved edge and one or more profile channels throughout.

Also excluded from the scope of these investigations are certain door stiles and rails made of LVL that have a width not to exceed 50 millimeters, a thickness not to exceed 50 millimeters, and a length of less than 2,450 millimeters.

Also excluded from the scope of these investigations are finished two-ply products that are made of one ply of wood veneer and one ply of a non-wood veneer material and the two-ply product cannot be glued or otherwise adhered to additional plies or that are made of two plies of wood veneer and have undergone staining, cutting, notching, punching, drilling, or other processing on the surface of the veneer such that the two-ply product cannot be glued or otherwise adhered to additional plies.

Imports of hardwood and decorative plywood are primarily entered under the following HTSUS numbers:

4412.10.0500; 4412.31.0520; 4412.31.0540; 4412.31.0560; 4412.31.0620;
4412.31.0640; 4412.31.0660; 4412.31.2510; 4412.31.2520; 4412.31.2610;
4412.31.2620; 4412.31.4040; 4412.31.4050; 4412.31.4060; 4412.31.4070;
4412.31.4080; 4412.31.4140; 4412.31.4150; 4412.31.4155; 4412.31.4160;
4412.31.4165; 4412.31.4180; 4412.31.4200; 4412.31.4500; 4412.31.4850;
4412.31.4860; 4412.31.4863; 4412.31.4865; 4412.31.4866; 4412.31.4869;
4412.31.4875; 4412.31.4880; 4412.31.5130; 4412.31.5135; 4412.31.5150;
4412.31.5155; 4412.31.5160; 4412.31.5165; 4412.31.5170; 4412.31.5175;
4412.31.5235; 4412.31.5255; 4412.31.5260; 4412.31.5262; 4412.31.5264;
4412.31.5265; 4412.31.5266; 4412.31.5268; 4412.31.5270; 4412.31.5275;
4412.31.6000; 4412.31.6100; 4412.31.9100; 4412.31.9200; 4412.32.0520;
4412.32.0540; 4412.32.0560; 4412.32.0570; 4412.32.0620; 4412.32.0640;
4412.32.0670; 4412.32.2510; 4412.32.2520; 4412.32.2530; 4412.32.2610;
4412.32.2630; 4412.32.3130; 4412.32.3135; 4412.32.3140; 4412.32.3150;
4412.32.3155; 4412.32.3160; 4412.32.3165; 4412.32.3170; 4412.32.3175;
4412.32.3185; 4412.32.3235; 4412.32.3255; 4412.32.3265; 4412.32.3275;
4412.32.3285; 4412.32.5600; 4412.32.5700; 4412.33.0620; 4412.33.0640;
4412.33.0670; 4412.33.2630; 4412.33.3235; 4412.33.3255; 4412.33.3265;
4412.33.3275; 4412.33.3285; 4412.33.5700; 4412.34.2600; 4412.34.3235;
4412.34.3255; 4412.34.3265; 4412.34.3275; 4412.34.3285; 4412.34.5700;
4412.39.4051; 4412.39.4052; 4412.39.4059; 4412.39.4061; 4412.39.4062;
4412.39.4069; 4412.39.5050; 4412.41.0000; 4412.42.0000; 4412.51.1030;
4412.51.1050; 4412.51.3111; 4412.51.3121; 4412.51.3141; 4412.51.3161;
4412.51.3175; 4412.51.4100; 4412.52.1030; 4412.52.1050; 4412.52.3121;
4412.52.3161; 4412.52.3175; 4412.52.4100; 4412.91.0600; 4412.91.1020;
4412.91.1030; 4412.91.1040; 4412.91.3110; 4412.91.3120; 4412.91.3130;

4412.91.3140; 4412.91.3150; 4412.91.3160; 4412.91.3170; 4412.91.4100;
4412.92.0700; 4412.92.1120; 4412.92.1130; 4412.92.1140; 4412.92.3120;
4412.92.3150; 4412.92.3160; 4412.92.3170; 4412.92.4200; 4412.94.1020;
4412.94.1030; 4412.94.1040; 4412.94.1050; 4412.94.3110; 4412.94.3111;
4412.94.3120; 4412.94.3121; 4412.94.3130; 4412.94.3131; 4412.94.3140;
4412.94.3141; 4412.94.3150; 4412.94.3160; 4412.94.3161; 4412.94.3170;
4412.94.3171; 4412.94.3175; 4412.94.4100; 4412.99.0600; 4412.99.1020;
4412.99.1030; 4412.99.1040; 4412.99.3110; 4412.99.3120; 4412.99.3130;
4412.99.3140; 4412.99.3150; 4412.99.3160; 4412.99.3170; 4412.99.4100;
4412.99.5100; 4412.99.5115; 4412.99.5701; and 4412.99.5710.

Imports of hardwood and decorative plywood may also enter under HTSUS subheadings 4412.10.9000; 4412.94.5100; 4412.94.9500; 4412.99.6000; 4412.99.7000; 4412.99.8000; 4412.99.9000; 4412.99.9500; 9403.90.7005; 9403.90.7010; and 9403.90.7080.

The HTSUS subheadings are provided for convenience and customs purposes only. The written description of the scope of the investigations is dispositive.

In accordance with the *Preamble* to our regulations,⁴ Commerce set aside a period of time for parties to raise issues regarding product coverage (*i.e.*, scope).⁵ Commerce provides this specific comment period so that the petitioner may be made aware of any areas in which the scope is unintentionally over inclusive, and, if appropriate, reconsider product coverage.⁶ Between June 20, 2025 and July 11, 2025, Commerce extended the deadline for interested parties to file scope comments and rebuttal comments.⁷

Scope Comments

Between July 10 and 15, 2025, Commerce received timely filed scope comments from the following parties: (1) McCorry & Company Ltd. (McCorry);⁸ (2) Canusa Wood Products Limited (Canusa);⁹ (3) Alvos International LLC (Alvos);¹⁰ (4) Masterbrand Cabinets LLC (Masterbrand);¹¹ (5) Marine Lumber Company (Marine Lumber);¹² (6) Patrick Industries, Inc. and Winnebago Industries, Inc. (Patrick and Winnebago);¹³ (7) American Home Furnishings

⁴ See *Antidumping Duties; Countervailing Duties*, 62 FR 27296, 27323 (May 19, 1997) (*Preamble*).

⁵ See *Initiation Notices*.

⁶ See *Preamble*, 62 FR at 27323.

⁷ See Commerce's Letter, "Extension of the Deadline for Scope Comments and Rebuttal Comments," dated June 20, 2025; "Second Extension of the Deadlines for Scope Comments and Rebuttal Comments," dated July 2, 2025; "Third Extension of the Deadlines for Scope Comments and Rebuttal Comments," dated July 11, 2025.

⁸ See McCorry's Letter, "Scope Comments on Behalf of McCorry & Company Limited," dated July 10, 2025 (McCorry's Scope Comments).

⁹ See Canusa's Letter, "Scope Comments on Behalf of Canusa Wood Products Limited," dated July 10, 2025 (Canusa's Scope Comments).

¹⁰ See Alvos' Letter, "Antidumping and Countervailing Duty Investigations," dated July 10, 2025 (Alvos' Scope Comments).

¹¹ See Masterbrand's Letter, "Scope Comments on Behalf of Masterbrand Cabinets LLC," dated July 15, 2025 (Masterbrand's Scope Comments).

¹² See Marine Lumber's Letter, "Scope Comments on Behalf of Marine Lumber Company," dated July 15, 2025 (Marine Lumber's Scope Comments).

¹³ See Patrick and Winnebago's Letter, "Comments Concerning the Scope of the Investigations and Request to Exclude Lauan Plywood," dated July 15, 2025 (Patrick and Winnebago's Scope Comments).

Alliance (AHFA);¹⁴ (8) Central National Gottesman Inc. (CNG);¹⁵ (9) American Woodmark Corporation (AWC);¹⁶ (10) Green Forest Wood Products LLC (Green Forest);¹⁷ and (11) Meranti Coalition (Meranti).¹⁸ On July 28, 2025, Commerce received timely rebuttal comments from the petitioner.¹⁹

Commerce summarizes interested parties' comments below and makes preliminary determinations regarding the scope exclusion requests and other comments addressed in this memorandum.

Opportunity for Comment

Interested parties are invited to comment on the preliminary scope determinations below in scope case briefs which may be submitted no later than 30 days after the publication in the *Federal Register* of the preliminary determinations in these less-than-fair-value (LTFV) investigations. Rebuttal scope briefs, limited to issues raised in the scope case briefs, may be submitted no later than five days after the deadline for the scope case briefs.

These deadlines, which are based on publication in the *Federal Register* of the preliminary determinations in the LTFV investigations of plywood, apply for both the ongoing CVD and LTFV investigations. There will not be separate briefing schedules for scope case and rebuttal briefs in the CVD investigations and the LTFV investigations. For all scope issues, parties must file separate and identical documents on the records of the ongoing CVD and LTFV investigations. No new factual information will be accepted in scope briefs or rebuttal scope briefs, and no proprietary information should be submitted in the scope briefs and rebuttal scope briefs.

III. DISCUSSION OF THE ISSUES

Comment 1: Request to Exclude Wooden Furniture and Cabinet Components

Multiple Parties Comments

- AHFA requests to exclude wooden furniture parts of plywood that are imported by a domestic manufacturer, wholesaler or retailer of furniture in the United States, specifically designed for incorporation in the production of furniture within the United States (furniture components). AHFA states that failure to exclude furniture components in the scope may result in an application of AD/CVD on a downstream product that contains subject merchandise, and that the current plain language of the scope supports the inclusion of furniture components.²⁰
- Green Forest requests to exclude its cabinet components, as they are parts of ready-to-

¹⁴ See AHFA's Letter, "Scope Comments of American Home Furnishings Alliance," dated July 15, 2025 (AHFA's Scope Comments).

¹⁵ See CNG's Letter, "Scope Comments," dated July 15, 2025 (CNG's Scope Comments).

¹⁶ See AWC's Letter, "AWC Scope Comment," dated July 15, 2025. (AWC's Scope Comments)

¹⁷ See Green Forest's Letter, "Green Forest Scope Comments," dated July 15, 2025 (Green Forest's Scope Comments)

¹⁸ See Meranti's Letter, "Scope Comments on Behalf of the Meranti Coalition," dated July 15, 2025 (Meranti's Scope Comments).

¹⁹ See Petitioner's Letter, "Scope Rebuttal Comments," dated July 28, 2025 (Petitioner's Scope Rebuttal Comments)

²⁰ See AHFA's Scope Comments at 13.

assemble (RTA) kitchen cabinets rather than plain plywood panels. Green Forest states its cabinet components are imported in a 3-pack system rather than in full-cabinet package consisting of all wooden components needed to make up a full unit of cabinets.²¹ Green Forest argues, since the cabinet components imported by Green Forest along with other finished cabinet components in one import transaction do not always make up a certain number of full cabinet unit, they are still parts of RTA kitchen cabinets rather than plain plywood panels. Green Forest argues that its imports of RTA cabinet components packs containing components made of plywood are not included in the scope of the investigations, and that Commerce should revise the “minor processing” clause in the scope language.²²

- Masterbrand relies on the scope of the orders regarding *Wooden Cabinets and Vanities Components from China* to support its proposed exclusion of cabinet components, noting that such components were also excluded from *Wooden Cabinets and Vanities Components from China*.²³

Petitioner’s Rebuttal Comments

- Commerce should reject AHFA’s request to exclude wooden furniture components. Despite claims that the petitioner intended to distinguish between plywood and downstream products, to the extent that the products the interested parties seek to explicitly exclude meet the physical description of in-scope merchandise, then they are covered by the scope. The certification system proposed by AHFA would be based on end-use, and AHFA does not provide a description of how this certification system would operate.²⁴
- Green Forest’s request must be rejected as it improperly relies on an “unadministrable” end use requirement.²⁵
- Masterbrand’s request should be rejected because the language included in the *Wooden Cabinets and Vanities Components from China* orders is too broad to be relied on for an exclusion. Masterbrand’s proposed scope language could “...create an unintentionally overbroad exclusion and invite circumvention.”²⁶ Without further specification regarding which goods would be covered or how Commerce would determine what constitutes, for example, a “drawer component”, including the proposed language could result in an unintentionally overbroad exclusion and create opportunities for circumvention.²⁷

Commerce Position: Commerce has preliminarily determined not to add exclusionary language to the scope of the investigations related to the furniture parts and components included in AHFA, Green Forest, and Masterbrand’s scope comments. The current scope language already contains specific, narrow exclusions for finished, unfinished, and RTA furniture (and the components therein), and the petitioner has confirmed an intention to avoid broad, undefined exclusions without specific physical characteristics.²⁸

Commerce agrees with the petitioner that proposed language excluding “wooden furniture parts

²¹ See Green Forest’s Scope Comments at 3.

²² *Id.* at 6-7.

²³ See Masterbrand’s Scope Comments at 3-4.

²⁴ See Petitioner’s Scope Rebuttal Comments at 6.

²⁵ *Id.* at 7.

²⁶ *Id.* at 8.

²⁷ *Id.* at 7-8.

²⁸ *Id.* at 5.

that are imported by a domestic manufacturer, wholesaler or retailer of furniture in the United States, specially designed for incorporation into furniture...”²⁹ does not provide language to define what constitutes a “wooden furniture part.”³⁰ Additionally, Commerce is not considering a certification system for wood furniture parts at this time.

Moreover, Green Forest’s request to revise the minor processing language of the scope presents separate issues in implementation. Specifically, Green Forest proposed the following modification:

All hardwood and decorative plywood is included within the scope even if it is trimmed; cut-to-size; notched; punched; drilled; or has undergone other forms of minor processing, unless the hardwood and decorative plywood went through major processing and is destined to become different finished merchandise, such as cabinet components.³¹

Green Forest provides no explanation as to what constitutes “major processing” such that a product is intended to become different finished merchandise. This language is overly broad and lacking defined limitations.

Finally, Green Forest’s RTA kitchen cabinets are described as “cabinet components imported by Green Forest along with other finished cabinet components in one import transaction {that} do not always make up a certain number of full cabinets.”³² Green Forest further explains that Green Forest’s imports are broken into three packs: face pack, gut pack, and end panel pack.³³ The plain language of the scope excludes “RTA kitchen cabinets,” which “are defined as kitchen cabinets packaged for sale for ultimate purchase by an end-user that, at the time of importation, includes: (1) all wooden components (in finished form) required to assemble a finished unit of cabinetry; (2) all accessory parts (*e.g.*, screws, washers, dowels, nails, handles, knobs, hooks, adhesive glues) required to assemble a finished unit of cabinetry; and (3) instructions providing guidance on the assembly of a finished unit of cabinetry.” Based on Green Forest’s description of its product, each importation contains three sets of bulk packages (face packs, gut packs, and end panel packs) that contain components for an unspecified number of cabinets. We preliminarily find that the plain language of the scope is not intended to exclude Green Forest’s RTA kits, because they are not packaged for sale for ultimate purchase by an end-user **at the time of importation**.

Regarding Masterbrand’s request to exclude wooden component parts of cabinets and vanities also listed in the scope of the wooden cabinets and vanities components from China orders, Masterbrand proposed the following as a revision to the scope:

Subject merchandise excludes wooden component parts of cabinets and vanities and wooden components thereof of the type described in the Orders on Wooden Cabinets and Vanities and Components Thereof from the People's Republic of China, specifically, (1) wooden cabinet and vanity frames, (2) wooden cabinet and

²⁹ See AHFA’s Scope Comments at 17.

³⁰ *Id.*

³¹ See Green Forest’s Scope Comments at 7.

³² *Id.* at 4.

³³ *Id.* at 2.

vanity boxes (which typically include a top, bottom, sides, back, base blockers, ends/end panels, stretcher rails, toe kicks, and/or shelves), (3) wooden cabinet or vanity doors, (4) wooden cabinet or vanity drawers and drawer components (which typically include sides, backs, bottoms, and faces), (5) back panels and end panels, (6) and desks, shelves, and tables that are attached to or incorporated in the subject merchandise. See *Wooden Cabinets and Vanities and Components Thereof from the People's Republic of China: Antidumping Duty Order*, 85 {FR} 22126 (April 21, 2020) and *Wooden Cabinets and Vanities and Components Thereof from the People's Republic of China: Countervailing Duty Order*, 85 {FR} 22134 (April 21, 2020). Subject merchandise also excludes finished or semi-finished wooden doors, drawer faces, and frames and parts of frames, including rails, stiles, and panels for wooden cabinets and vanities of the type described in *Wooden Cabinets and Vanities and Components Thereof From the People's Republic of China: Final Scope Determination, Certification Requirements, and Recission of Circumvention Inquiries on the Antidumping and Countervailing Duty Orders*, 89 {FR} 58110 (July 17, 2024)³⁴

Including Masterbrand's proposed language without further clarification as to which goods would be covered could result in an unintentionally broad exclusion and create opportunities for circumvention. For instance, as the petitioner notes, it is unclear what constitutes, for example, a "drawer component." Therefore, we preliminarily agree with the petitioner and have not made this change to the scope language.

Commerce gives substantial deference to the petitioner with respect to the definition of the product(s) for which it seeks relief during the investigation phase of an AD or CVD proceeding.³⁵ The scope language includes all products which meet the physical description of the scope and do not otherwise qualify for an exclusion. Absent an overarching reason to modify the scope in the Petitions, and, given that the product appears to fit within the physical description of the scope, Commerce accepts the scope as proposed by the petitioner. Therefore, we preliminarily determine that no change to the language of the scope is warranted to expressly exclude such products.

Comment 2: Request to Exclude LVL Door Stiles and Rails

AHFA's Comments

- AHFA seeks to expand the exclusion for certain door stiles and rails so that they include any products made of laminated veneered lumber (LVL) and to modify the dimensions such that products meet any of the identified dimensional criteria rather than each of the dimensional criteria. AHFA requests that Commerce clarify that the exclusion for "door stiles and rails made of LVL that have a width not to exceed 50 millimeters, a thickness not to exceed 50 millimeters, and a length of less than 2,450 millimeters" is not limited only to door components, but also include any products made of LVL with an expanded dimensional criteria.³⁶

³⁴ See Masterbrand's Scope Comments Part 1 at 9-10.

³⁵ See, e.g., *Notice of Final Determination of Sales at Less Than Fair Value: Large Residential Washer from Mexico*, 77 FR 76288 (December 27, 2012) (*Washers from Mexico*), and accompanying Issues and Decision Memorandum (IDM) at Comment 7.

³⁶ See AHFA's Scope Comments at 17-18.

- AHFA requests that its exclusion for stiles and rails made of LVL are not limited only by end use (*i.e.*, for use as a door component).

Petitioner's Rebuttal Comments

- Commerce should reject AHFA's request to expand the exclusion of certain LVL door stiles and rails to instead include any LVL products because AHFA does not provide grounds for expanding this scope exclusion.
- AHFA's requests must be rejected as it has failed to explain why it suggested this change to the dimensional criteria of the exclusion.³⁷

Commerce Position: Commerce has preliminarily not granted AHFA's request to exclude LVL door stiles and rails from the scope of the investigations because it does not provide a specific rationale for this exclusion³⁸

Commerce gives substantial deference to the petitioner with respect to the definition of the product(s) for which it seeks relief during the investigation phase of an AD or CVD proceeding.³⁹ The scope language includes all products which meet the physical description of the scope and do not otherwise qualify for an exclusion. Absent an overarching reason to modify the scope in the Petitions, and, given that the product appears to fit within the physical description of the scope, Commerce accepts the scope as proposed by the petitioner. Therefore, we preliminarily determine that no change to the language of the scope is warranted to expressly exclude such products.

Comment 3: Request to Exclude Replacement Parts

AHFA's Comments

- AHFA requests to exclude furniture replacement parts of plywood imported to repair damaged furniture previously sold in the United States (replacement parts). AHFA states that failure to exclude replacement parts in the scope may result in an application of AD/CVD on a downstream product that contains subject merchandise, and that the current plain language of the scope supports the inclusion of replacement parts. According to AHFA, the current scope language "...could create confusion at the border and unnecessarily delay proper entry of furniture parts."⁴⁰
- AHFA states that the exclusion should include, but not be limited to, cross slats, dividers, shelves, mounting plates, panels, trays, drawers and drawer parts, mirror supports, headboards, footboards, rails, doors, furniture feet, unassembled seat and back components for chairs.

Petitioner's Rebuttal Comments

- Commerce should reject AHFA's request to exclude furniture components and replacement parts. The list of products provided by AHFA, for example, not only utilizes the phrase 'include, but are not limited to,' but also lists at least eleven items, including broadly defined terms such as 'panels.' Based on the broad descriptions provided by AHFA, these products could meet the description of the scope and could easily be

³⁷ See Petitioner's Scope Rebuttal Comments at 6-7.

³⁸ See AHFA's Scope Comments at 17-18.

³⁹ See, *e.g.*, *Washers from Mexico* IDM at Comment 7.

⁴⁰ See AHFA's Scope Comments at 13.

claimed to be furniture parts or components for the purpose of escaping duties.⁴¹

- AHFA relies on broad descriptions of these products. These products could meet the description of the scope and could be claimed to be furniture parts or components for the purpose of escaping duties.
- AHFA does not provide language to define what constitutes a “wooden furniture part” and the proposed certification system would be based on end use.

Commerce Position: Commerce has preliminarily not granted AHFA’s request to exclude furniture components and replacement parts from the scope of the investigations. The current scope language already contains specific, narrow exclusions for finished, unfinished, and RTA furniture (and the components therein), and the petitioner has confirmed an intention to avoid broad, undefined exclusions without specific physical characteristics.⁴²

Furthermore, AHFA states that “replacement parts” are meant to repair damaged furniture.⁴³ The plain language of the scope only excludes furniture components that are part of RTA furniture kits that are “packaged for sale for ultimate purchase by an end-user that, at the time of importation.” Without specific limitations of what constitutes “replacement parts,” AHFA’s proposed exclusion would seem to conflict with the petitioner’s intent for specific, narrow exclusions to the scope.

Though AHFA does list examples of the replacement parts that it is including in its exclusion request, it also notes that the list of examples is not exhaustive (*i.e.*, “not limited to” the list provided).⁴⁴ Commerce agrees with the petitioner that the exclusion language proposed by AHFA is overly broad and could potentially include subject merchandise.

Furthermore, it is unclear how “replacement parts” could be confused with RTA furniture kits at the border. AHFA already acknowledges that “the only difference between items that are currently excluded and the exclusions proposed by AHFA is that the latter furniture components/replacement parts are not packaged with the remaining components necessary to fully assemble the final finished furniture item.”⁴⁵ However, this is precisely why the petitioner already included narrow exclusion language that only refers to furniture components that are packaged together with RTA furniture kits, which is easy to distinguish at the border from after-market replacement parts that are packed and shipped separately. There is no evidence that the petitioner intended to exclude furniture components outside of the instances where the components are part of an RTA furniture kit.

Similarly, AHFA notes that the scope language includes exclusions for furniture feet and finished table-tops that are “packed and shipped separately,” but it does not explain how expanding this exclusion to replacement parts is part of the petitioner’s intention.⁴⁶

Commerce’s practice is to provide ample deference to the petitioner with respect to the definition of the product for which it seeks relief.⁴⁷ Commerce’s degree of deference serves the purpose of

⁴¹ See Petitioner’s Scope Rebuttal Comments at 13.

⁴² See AHFA’s Scope Comments at 5.

⁴³ *Id.* at 4.

⁴⁴ *Id.* at 3-4.

⁴⁵ *Id.* at 7.

⁴⁶ *Id.* at 7-8.

⁴⁷ See, e.g., *Washers from Mexico* IDM at Comment 7.

ensuring that the scope of the investigations is consistent with the relief the petitioner intended to seek when it filed the Petitions. The scope language includes all products which meet the physical description of the scope and do not otherwise qualify for an exclusion. Absent an overarching reason to modify the scope in the Petitions, and, given that the product appears to fit within the physical description of the scope, Commerce accepts the scope as proposed by the petitioner. Therefore, we preliminarily determine that no change to the language of the scope is warranted to expressly exclude such products.

Comment 4: Request to Exclude Structural and Industrial Plywood

Multiple Parties Comments

- CNG requests that structural and industrial plywood used to manufacture Engineered Flooring, Premium Underlayment, and Carpet Tack Strip should be excluded from the scope of the investigations.⁴⁸
- CNG claims that these structural and industrial plywood products are engineered for strength and other physical characteristics unlike the decorative plywood products which are at the heart of the petitions in these investigations. They are not manufactured for appearance but for functionality, and their production process is very different from the production methods for decorative hardwood plywood. Further, their product characteristics also differ significantly from those of decorative plywood.⁴⁹
- CNG claims exclusions related to structural and industrial plywood in the Petitions are “limited to class of structural and industrial plywood that are certified to voluntary industry standards for structural panels and produced from specific wood species.”⁵⁰ CNG argues that its industrial and structural plywood products are not covered by any such certifications because none are required for many structural uses and that the characteristics of structural and industrial plywood are determined by the needs of the customer.⁵¹
- Alvos requests to exclude structural container floor plywood with a core made entirely of Apitong/Keruing (*Dipterocarpus* Spp.) from the scope of the investigations.⁵² Alvos’ structural container floor plywood is used only for repairs of ocean containers. It is manufactured to meet stringent performance standards and unlike decorative plywood it is produced only in 28 mm (1 1/8”) thickness and features 19 keruing/apitong plys.⁵³

Petitioner’s Rebuttal Comments

- Commerce should reject the proposed requests by CNG and Alvos as the products at issue appear to meet the plain language of the scope, which have been crafted to ensure that exclusions cannot serve as a means for circumvention.
- CNG appears to acknowledge that the products it seeks to exclude meet the physical description of the scope.⁵⁴
- Regarding CNG’s request, the exclusion was carefully crafted to exclude products not

⁴⁸ See CNG’s Scope Comments at 5.

⁴⁹ *Id.* at 1.

⁵⁰ *Id.* at 4.

⁵¹ *Id.* at 4-5.

⁵² See Alvos’ Scope Comments at 2.

⁵³ *Id.* at 4.

⁵⁴ See Petitioner’s Scope Rebuttal Comments at 9.

intended to be covered while also ensuring that the exclusion could not serve as a means for circumvention.

- CNG provides no proposed language that would allow Commerce or the petitioner to clearly identify these products by discrete physical characteristics and instead appears to rely on intended end use.⁵⁵
- Alvos fails to provide explanation as to why such products should be excluded and it is unclear what Alvos seeks to exclude, as it requests the exclusion of structural container floor plywood with a core made entirely of Apitong/Keruing (*Dipterocarpus* Spp.) while identifying additional specifications elsewhere.⁵⁶

Commerce Position: Commerce has preliminarily not granted CNG’s and Alvos’ requests to exclude certain structural and industrial plywood from the scope of the investigations because the existing scope already explicitly excludes certain structural plywood manufactured and stamped to meet U.S. Products Standard PS 1-09, PS 2-09, PS-1-22, PS 2-10, or PS 2-18 and containing a core made entirely of one or more of the listed wood species. Neither CNG nor Alvos provide a rationale for excluding structural plywood manufactured to other standards. CNG distinguishes its products by describing the thickness of the face/back veneers, the thickness of the core, and the fact that the plywood is engineered with five-ply.⁵⁷ However, the scope expressly includes “all hardwood and decorative plywood...without regard to dimension (overall thickness, thickness of face veneer, thickness of back veneer, thickness of core, thickness of inner veneers, width, or length)” and that product covered by the scope consists of “two or more layers or plies.” Thus, these physical characteristics do not seem to distinguish CNG’s plywood from what is described in the scope.

The scope also excludes structural plywood certified to specific industry standards and made to specific core species requirements. CNG’s argument that the characteristics of its structural and industrial plywood are determined by the needs of the customer does not provide a compelling reason for why Commerce should expand the exclusion to structural plywood that does not conform to the very narrow specifications in the scope. Furthermore, CNG does not propose alternative language for excluding other forms of structural plywood.

With respect to Alvos’ exclusion request, Commerce similarly does not identify any characteristics that would warrant the exclusion of its structural container floor plywood. Alvos explains that its container floor plywood engineered panels are used for the construction of ocean container floors; however, the scope exclusion for structural plywood does not identify end-use as a reason for exclusion.⁵⁸

Thus, we disagree with CNG and Alvos’ conclusion that the proposed products should be excluded from the scope of the investigations. As stated above, Commerce gives substantial deference to the petitioner with respect to the definition of the product(s) for which it seeks relief during the investigation phase of an AD or CVD proceeding.⁵⁹ The scope language includes all products which meet the physical description of the scope and do not otherwise qualify for an exclusion. Absent an overarching reason to modify the scope in the Petitions, and, given that the

⁵⁵ *Id.*

⁵⁶ *Id.* at 9-10.

⁵⁷ See CNG’s Scope Comments at 2-3.

⁵⁸ See Alvos’ Scope Comments at 2.

⁵⁹ See, e.g., *Washers from Mexico* IDM at Comment 7.

product appears to fit within the physical description of the scope, Commerce accepts the scope as proposed by the petitioner. Therefore, we preliminarily determine that no change to the language of the scope is warranted to expressly exclude such products.

Comment 5: Request to Exclude Lift Van Kits

Marine Lumber's Comments

- Commerce should exclude lift van kits as they have the same characteristics as excluded furniture and vanities in that they are packaged for sale for ultimate purchase by an end-user.⁶⁰
- Marine Lumber's lift van kits are also like finished countertops in that they are imported in finished form and require no further finishing or processing after import other than assembly into the crate used by the end customer.⁶¹
- Marine Lumber contends that the exclusion, in the plain language of the scope, of 'ready-to-assemble' (RTA) furniture and cabinets, as well as ready-for-installation countertops, supports its position that its lift van kits should likewise be excluded from the scope. According to Marine Lumber, the merchandise covered by the aforementioned exclusions, are comparable to lift van kits in that it is "... "ready to assemble" and is packaged for sale for ultimate purchase by an end-user that, at the time of importation, includes (1) all wooden components (in finished form) required to assemble a finished unit, (2) all accessory parts (e.g., screws and nails) required to assemble a finished unit, and (3) instructions providing guidance on the assembly of a finished unit."⁶² As insurance against circumvention, Marine Lumber notes that its lift van kits must receive military approval and bear a permanent heat-branded stamp⁶³ and, accordingly, the plywood contained in the lift van kits cannot be used for any other purpose.

Petitioner's Rebuttal Comments

- Commerce should reject Marine Lumber's request to exclude lift van kits from the scope of the investigations.
- With respect to both versions of Marine Lumber's lift van kits, the kits consist essentially of grouped pieces of plywood shipped together, which may or may not include non-wood components such as nails. Based on this description, the plywood used in the lift van kits is covered by the plain language of the scope.
- The processes for obtaining the heat-treatment stamp and certification number required for importation are unclear, and Marine Lumber provides minimal information regarding how such certification is obtained. Therefore, it is unclear whether plywood with such markings could be used for other end uses. The photographs provided by Marine Lumber do not appear to depict further processing or other physical characteristics that would distinguish these panels from in-scope merchandise.⁶⁴

Commerce Position: Commerce has preliminarily not granted Marine Lumber's request to exclude lift van kits from the scope of the investigations. Based on the product description provided by Marine Lumber, the plywood used in the lift van kits is covered by the plain

⁶⁰ See Marine Lumber's Scope Comments at 16.

⁶¹ *Id.*

⁶² See Marine Lumber's Scope Comments at 16.

⁶³ *Id.* at 10.

⁶⁴ *Id.* at 7-8.

language of the scope.⁶⁵ The petitioner maintains, and Commerce agrees, that minimal information is provided regarding the processes involved in the heat treatment stamp and certification. However, the photographs that Marine Lumber has included in its scope comments appear to show that lift van kits are shipped as packs of plywood that may or may not include other assembly components.⁶⁶ The current scope language contains specific, narrow exclusions for RTA furniture kits (and the components therein), and Marine Lumber has not provided information that suggests lift van kits meet the requirements for this exclusion.

Thus, we disagree with Marine Lumber's conclusion that lift van kits should be excluded from the scope of the investigations. Commerce gives substantial deference to the petitioner with respect to the definition of the product(s) for which it seeks relief during the investigation phase of an AD or CVD proceeding.⁶⁷ The scope language includes all products which meet the physical description of the scope and do not otherwise qualify for an exclusion. Absent an overarching reason to modify the scope in the Petitions, and, given that the product appears to fit within the physical description of the scope, Commerce accepts the scope as proposed by the petitioner. Therefore, we preliminarily determine that no change to the language of the scope is warranted to expressly exclude such products.

Comment 6: Request to Exclude Farmhouse Siding Panels

McCorry's Comments

- Farmhouse siding panels are not covered by the scope of the investigations because they do not meet the current scope language's definition of "generally flat." McCorry's farmhouse siding panels are made from 9 mm hardwood plywood base panels that are permanently affixed with 12 mm battens on the face of the base panels.
- McCorry claims its farmhouse siding panels, in the condition as imported, are "...subject to the ISO 12465:2007 standard and specification that is similar to the standards for structural plywood under PS-1 in that ISO 12465:2007 standard establishes plywood specifications for general and structural use."⁶⁸
- The farmhouse siding panels are subject to significant processing that goes beyond minor processing.
- There is no risk of circumvention posed by the importation of the farmhouse siding panels as they are finished merchandise solely used as building materials for a shed.⁶⁹

Petitioner's Rebuttal Comments

- Commerce should reject McCorry's request to exclude farmhouse siding panels. Plywood that has had battens glued on, creating peaks on the wood, is not outside the scope of the investigations. The petitioner states that in the investigation of hardwood plywood from China, Commerce considered the same scope language and found that, "{a}lthough the scope defines subject merchandise as 'generally flat,' . . . , the scope also contemplates that such 'generally flat' subject merchandise may undergo minor

⁶⁵ See Marine Lumber's Scope Comments at 6-9.

⁶⁶ *Id.* at 8.

⁶⁷ See, e.g., *Washers from Mexico* IDM at Comment 7.

⁶⁸ See McCorry's Scope Comments at 3 and Exhibit 1.

⁶⁹ *Id.* at 7.

processing”⁷⁰ As a result, Commerce concluded that minor processing contemplated by the scope could not render plywood outside of the scope.

- The processing steps described by McCorry meet the criteria of minor processing and are not sufficient to exclude the products from the scope of the investigations. The Petitioner does not intend to remove subject merchandise from the scope for undergoing minor processing.
- It is not clear whether the hardwood plywood panels could be separated from the battens and utilized, after importation, as a plywood panel without the battens.

Commerce Position: Commerce has preliminarily not granted McCorry’s request to exclude farmhouse siding panels from the scope of the investigations. The plain language of the scope provides an exemplary list of surface coatings and minor processes that do not remove otherwise covered merchandise from the scope. The plain language of the scope also makes clear that this list is not all-inclusive and contemplates that there are other surface coatings and other forms of minor processing not expressly enumerated in the scope that would also not remove otherwise subject merchandise from the scope.

McCorry claims its farmhouse siding panels are permanently affixed with battens (narrow strips of wood) on the face of their base panels and that this configuration would remove the risk of circumvention. However, we agree with the petitioner that a batten that is glued on is not permanently affixed and should be considered minor processing. The information on the record demonstrates that gluing battens to base panels is comparable to other minor processes expressly enumerated in the scope, such as a paper or film covering or trimmed/cut-to-size minor processes, and thus constitutes a form of minor process/surface coating contemplated by the plain scope language.⁷¹ This finding is consistent with a previous scope ruling Commerce made regarding hardwood plywood that has been edge banded (*i.e.*, “a simple, inexpensive process by which a wood strip or veneer tape is glued or applied to the edge of the plywood and flush trimmed to the plywood surface”).⁷²

Moreover, siding panels affixed with battens on the face of the base panel creating a slightly raised profile is still consistent with the scope’s definition of “generally flat.” Commerce has previously found that such minor processing does not disqualify a product from being considered “generally flat.”⁷³

Finally, McCorry has not provided sufficient documentation that its farmhouse siding panels are subject to the same specifications for structural plywood that are expressly excluded from the scope of this investigation (U.S. Products Standard PS 1-09, PS 2-09, PS-1-22, PS 2-10, or PS 2-

⁷⁰ See *Petition for the Imposition of Antidumping and Countervailing Duties, Hardwood and Decorative Plywood from Indonesia, the People’s Republic of China, and the Socialist Republic of Vietnam*, vol. I (May 22, 2025) at 7.

⁷¹ See McCorry’s Scope Comments at 5.

⁷² See Memorandum, “Final Scope Ruling for Certain Hardwood Plywood Products from the People’s Republic of China: Request by the Coalition for Fair Trade in Hardwood Plywood and Masterbrand Cabinets Inc.,” dated September 7, 2018, at 23-25 (ACCESS Barcode 3752667-01).

⁷³ See *Certain Hardwood Plywood Products from the People’s Republic of China: Preliminary Scope Determination and Affirmative Preliminary Determination of the Antidumping and Countervailing Duty Orders*, 87 FR 45753 (July 29, 2022), and accompanying Memorandum, “Additional Scope Comments Preliminary Decision Memorandum and Extension of Deadlines for Scope Case Briefs and Scope Rebuttal Briefs” dated June 15, 2017, at Comment D, unchanged in *Certain Hardwood Plywood Products from the People’s Republic of China: Final Scope Determination and Affirmative Final Determination of Circumvention of the Antidumping and Countervailing Duty Orders*, 88 FR 46740 (July 20, 2023), and accompanying IDM.

18). McCorry simply included a screenshot showing the “ISO 12465:2007 Standard” definitions, but there was no supporting documentation referencing to its own products and what standards apply to its farmhouse siding panels.⁷⁴

Thus, we disagree with McCorry’s conclusion that farmhouse siding panels should be excluded from the scope of the investigations. Commerce gives substantial deference to the petitioner with respect to the definition of the product(s) for which it seeks relief during the investigation phase of an AD or CVD proceeding.⁷⁵ The scope language includes all products which meet the physical description of the scope and do not otherwise qualify for an exclusion. Absent an overarching reason to modify the scope in the Petitions, and, given that the product appears to fit within the physical description of the scope, Commerce accepts the scope as proposed by the petitioner. Therefore, we preliminarily determine that no change to the language of the scope is warranted to expressly exclude such products.

Comment 7: Request to Exclude Two Ply Products

Multiple Parties Comments

- AWC requests that Commerce exclude panels composed of a wood veneer, an MDF board, and a paper backing. AWC argues that U.S. manufacturers like Formwood Industries produce veneer panels defined as “a substrate such as MDF, veneer core, or particle board laminated with a thin layer of premium wood veneer” and that National Wood Solutions produces “MDF core panel faced in beautiful Real Wood Veneer.”⁷⁶ AWC claims that the petitioner did not intend to include such two-ply panels because the petitioner did not include in the Petitions the U.S. manufacturers (Formwood Industries and National Wood Solutions) of two-ply panels composed of one layer of wood veneer and one layer of non-wood veneer commonly used in wall panels.⁷⁷
- AWC claims the two-ply exclusion contradicts the petitioner’s narrative discussion.⁷⁸
- Canusa requests to modify the scope to expressly exclude fiberboard (*i.e.*, HDF or MDF) panels with a polyurethane-coated paper on one side. According to Canusa, the panels at issue contain no wood veneers and are composed of a single layer of MDF or HDF with a paper coating.⁷⁹

Petitioner’s Rebuttal Comments

- The supporting documentation provided shows only that Formwood Industries manufactures veneers, and while the company “may supply some panels, it only produces veneer sheets.”⁸⁰ Notably, Formwood Industries describes itself as a “North American plywood supplier and manufacturer of over 100 wood veneer species.”⁸¹ AWC also includes a screenshot for a company identified as National Wood Solutions;⁸² however, this alone does not demonstrate that the company acts as a supplier.
- Such products should not be excluded, and the exclusion is not inconsistent with the

⁷⁴ See McCorry’s Scope Comments at 3 and Exhibit 1.

⁷⁵ See, *e.g.*, *Washers from Mexico* IDM at Comment 7.

⁷⁶ See AWC’s Scope Comments at 5-6.

⁷⁷ *Id.*

⁷⁸ See AWC’s Scope Comments at 5.

⁷⁹ See Canusa’s Scope Comments at 3-5.

⁸⁰ See Petitioner’s Rebuttal Comments at 14.

⁸¹ See AWC’s Scope Comments at 5 and Exhibit 1.

⁸² *Id.*

petitioner's narrative discussion. The scope includes two-ply products, and the petitioner crafted a specific and narrow exclusion for certain finished two-ply products that were not intended to be included.⁸³

- The petitioner agrees a panel composed only of a single layer of MDF or HDF with a polyurethane-coated paper on one side and composed of no wood veneers is not covered by the scope. There is no ambiguity regarding this point, and Canusa's exclusionary language is not necessary regarding these products.

Commerce Position: Commerce has preliminarily not granted parties' requests to exclude two-ply products from the scope of the investigations.

While AWC claims the two-ply exclusion contradicts the petitioner's narrative discussion, the petitioner has clarified its intent to include these two-ply products in the scope.⁸⁴ Additionally, AWC submits screenshots of domestic producers that it claims advertise two-ply products consisting of one wood veneer and one non-wood veneer.⁸⁵ AWC provides these screenshots in support of its position that the petitioner did not intend to include such two-ply panels in the Petitions, noting that they Petitions do not identify U.S. manufacturers of two-ply panels composed of on layer of wood veneer and one layer of non-wood veneer commonly used in wall panels. However, the submitted documentation does not substantiate that claim.⁸⁶ The screenshots reflect that Formwood Industries supplies plywood but manufactures veneers, not two-ply plywood products. The screenshot referencing National Wood Solutions does not contain any information demonstrating that the company is a producer of two-ply products.⁸⁷ Thus, the supporting documentation provided by AWC does not demonstrate that Formwood Industries and National Wood Solutions act as suppliers. Moreover, the petitioners may revise the scope language after the petition is filed and before the investigation is initiated. AWC has not provided any basis for excluding its product or for modifying the scope language.

Regarding Canusa's request, the petitioner argues that a plain reading of the scope language indicates that a panel composed only of a single layer of MDF or HDF with a polyurethane-coated paper on one side and composed of no wood veneers is not covered by the scope. Commerce agrees that there is no ambiguity regarding this point, and no exclusionary language with regard to these products is warranted, as the scope defines plywood as "a generally flat, multilayered plywood or other veneered panel, consisting of **two or more layers or plies of wood** veneers in combination with a core or without a core."

Commerce gives substantial deference to the petitioner with respect to the definition of the product(s) for which it seeks relief during the investigation phase of an AD or CVD proceeding.⁸⁸ Absent an overarching reason to modify the scope in the Petitions, Commerce accepts the scope as proposed by the petitioner. Therefore, we preliminarily determine that no change to the language of the scope is warranted to expressly exclude such products.

⁸³ See Petitioner's Scope Rebuttal Comments at 13.

⁸⁴ *Id.* at 13-14.

⁸⁵ See AWC's Scope Comments at 10-16.

⁸⁶ *Id.* at 10-16.

⁸⁷ *Id.*

⁸⁸ See, e.g., *Washers from Mexico* IDM at Comment 7.

Comment 8: Request to Exclude Server Crate Components

Marine Lumber's Comments

- Marine Lumber requests that Commerce modify the scope to exclude data server crate components which are integrated with foam or metal components permanently affixed to the plywood at the time of importation.
- There is no risk of circumvention through exclusion of the server crate components in that the foam and bolts and metal frame components are affixed at the time of import.⁸⁹
- Marine Lumber requests that Commerce exclude “Plywood permanently affixed to other materials at the time of import...”⁹⁰

Petitioner's Rebuttal Comments

- No modification of the scope is necessary to address these goods. The petitioner does not believe that the scope covers such products that can no longer be considered flat panels as a result of having foam and/or metal components permanently affixed to a plywood panel at the time of importation consistent with the images provided by Marine Lumber.
- If any materials can be removed after importation (*i.e.*, not permanently affixed) such that the plywood can be used without those materials, such products would be covered by the scope as this would provide an avenue for circumvention.⁹¹

Commerce Position: Commerce has preliminarily not granted Marine Lumber's request to modify the scope to exclude server crates, because the plain language of the scope already excludes these products, as long as the foam and metal components cannot be removed after importation without affecting the ultimate use of the plywood product. Server crates with foam and metal components that are permanently affixed to the plywood have undergone more than minor processing.

Marine Lumber imports data server crate components in two versions: 1) server crates are imported in bulk unassembled on a single entry that includes all components necessary to assemble a complete server crate⁹² and 2) the server crate decking and feet are imported on their own without the remaining components of the server crate.”⁹³ Commerce agrees with the petitioner that, where materials such as foam or metal components may be removed after importation and the underlying plywood remains usable independent of those materials, the product falls within the scope of this investigation.

Commerce gives substantial deference to the petitioner with respect to the definition of the product(s) for which it seeks relief during the investigation phase of an AD or CVD proceeding.⁹⁴ The petitioner states that no modification to the scope is necessary. The petitioner also objects to Marine Lumber's proposed scope language excluding plywood that is permanently affixed to “other materials” at the time of import⁹⁵ as it is overly broad and can encompass materials like paper covering. The scope language includes all products which meet

⁸⁹ See Marine Lumber's Scope Comments at 14.

⁹⁰ *Id.* at 14.

⁹¹ See Petitioner's Rebuttal Comments at 15.

⁹² See Marine Lumber's Scope Comments at 3.

⁹³ *Id.*

⁹⁴ See, e.g., *Washers from Mexico* IDM at Comment 7.

⁹⁵ *Id.* at 14.

the physical description of the scope and do not otherwise qualify for an exclusion. Absent an overarching reason to modify the scope in the Petitions, Commerce accepts the scope as proposed by the petitioner. Therefore, we preliminarily determine that no change to the language of the scope is warranted to expressly exclude such products.

Comment 9: Request to Exclude Certain Species and Thickness

Multiple Parties Comments

- Patrick and Winnebago request to exclude plywood panels not exceeding 3.6 millimeters in thickness, 1.2192 meters (48 inches) in width, and 3.05 meters (120 inches) in length with at least one outer veneer of wood in the genus Shorea.⁹⁶
- Patrick and Winnebago assert that the domestic industry does not produce lauan plywood and, therefore, lauan plywood does not compete with domestic product.⁹⁷
- Meranti requests to exclude certain plywood of 4.6 millimeters thick and less that is made entirely from specified tropical genera.⁹⁸
- Meranti asserts that it was confirmed during the preliminary conference at the U.S. International Trade Commission (ITC) that plywood manufactured from Meranti is distinct from merchandise produced in China and Vietnam⁹⁹

Petitioner's Rebuttal Comments

- Commerce should reject these requests. The products at issue meet the plain language of the scope and interested parties have not provided sufficient grounds to have such goods excluded. As proposed, Patrick and Winnebago's exclusion could potentially encompass "...panels of the identified dimensions with a poplar core, one outer veneer of meranti, and one outer veneer of birch."¹⁰⁰ Therefore, there is no basis to conclude that such merchandise would not compete directly with plywood produced by the domestic industry.
- Member companies of the Coalition can, and do, manufacture plywood with the dimensions identified in Patrick and Winnebago and Meranti's proposed scope exclusions.
- There is no requirement that the domestic industry manufacture every iteration of product covered by the scope language; thus, whether the domestic industry can manufacture the exact product at issue is moot.¹⁰¹

Commerce Position: As an initial matter, Commerce has previously stated that there is no requirement to exclude from the scope specific products simply because such products are not available from domestic producers.¹⁰² Furthermore, this exclusion request is not limited to lauan plywood. Rather, the species-based limitation in Patrick and Winnebago's proposed exclusion is that one outer veneer consist of a specified tropical species. Specifically, Patrick and Winnebago

⁹⁶ See Patrick and Winnebago's Scope Comments at 2.

⁹⁷ *Id.* at 7-11.

⁹⁸ See Meranti's Scope Comments at 2.

⁹⁹ See Hardwood and Decorative Plywood from China, Indonesia and Vietnam, ITC Preliminary Conference at 158-59 (G. Simon) June 12, 2025.

¹⁰⁰ See Petitioner's Rebuttal Comments at 17.

¹⁰¹ See Petitioner's Rebuttal Comments at 16.

¹⁰² See, e.g., *Common Alloy Aluminum Sheet from Bahrain: Final Affirmative Determination of Sales at Less Than Fair Value*, 86 FR 13331 (March 8, 2021), and accompanying Memorandum, "Scope Comments Final Decision Memorandum," dated March 1, 2021, at Comment 2 (ACCESS Barcode 4093491-01).

request the exclusion of plywood of a certain thickness manufactured using veneers derived from wood species within the genus *Shorea*, including white lauan (*Shorea almon*), red lauan (*Shorea negrosensis*), and meranti (collectively, “lauan plywood”). These species are not included in the excluded species listed in the scope language. For this preliminary determination, we do not find that these arguments regarding domestic production addresses the question of whether lauan plywood meets the physical description of the scope.

With respect to Patrick and Winnebago and Meranti’s request to exclude plywood panels of specified thickness, the scope language above clearly defines, “All plywood is included within the scope of the investigations, without regard to dimension (overall thickness, thickness of face veneer, thickness of back veneer, thickness of core, thickness of inner veneers, width, or length).”

As stated above, Commerce gives substantial deference to the petitioner with respect to the definition of the product(s) for which it seeks relief during the investigation phase of an AD or CVD proceeding.¹⁰³ The scope language includes all products which meet the physical description of the scope and do not otherwise qualify for an exclusion. Absent an overarching reason to modify the scope in the Petitions, and, given that the product appears to fit within the physical description of the scope, Commerce accepts the scope as proposed by the petitioner. Therefore, we preliminarily determine that no change to the language of the scope is warranted to expressly exclude such products.

IV. RECOMMENDATION

We recommend that Commerce adopt the positions, as outlined above, concerning the scope of the LTFV and CVD investigations of plywood from Indonesia, China, and Vietnam. As a result, the scope language has not been altered from that in the *Initiation Notices*.



Agree



Disagree

X



Signed by: SCOT FULLERTON

Scot Fullerton
Acting Deputy Assistant Secretary
for Antidumping and Countervailing Duty Operations

¹⁰³ See, e.g., *Washers from Mexico* IDM at Comment 7.