

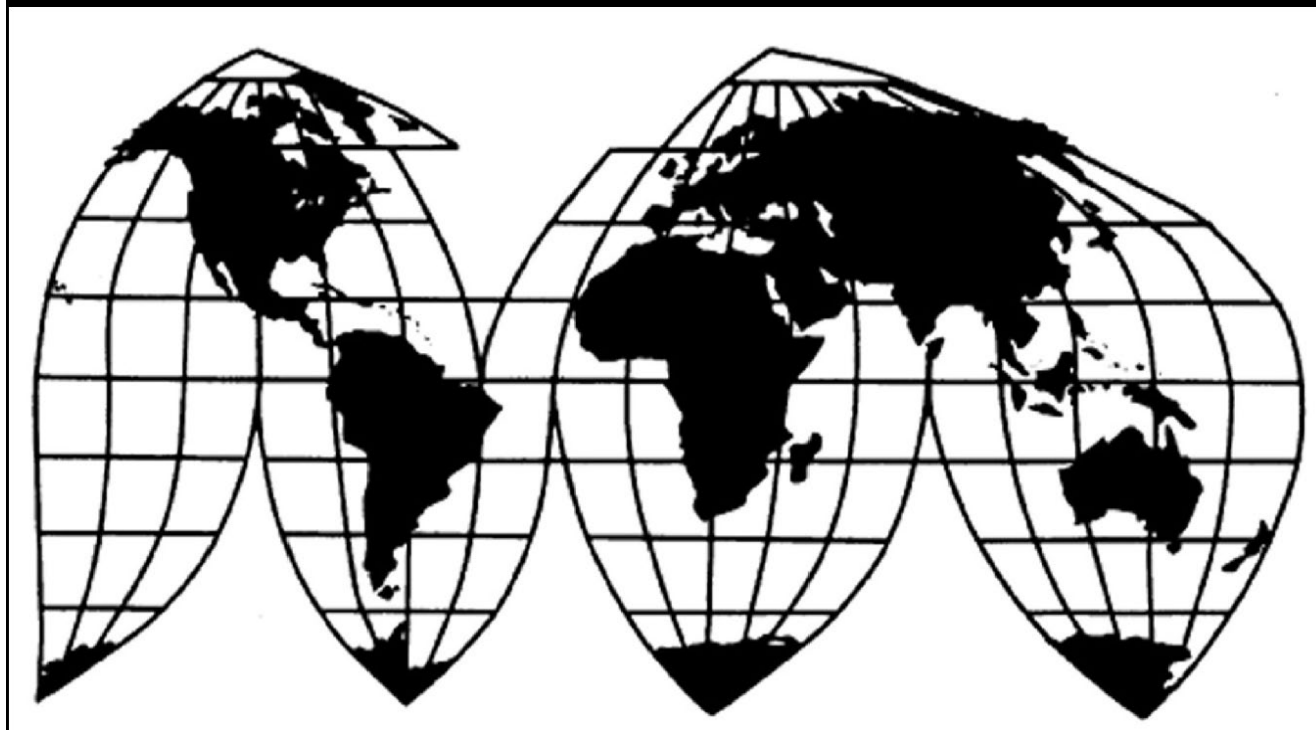
Laminated Woven Sacks from China

Investigation Nos. 701-TA-450 and 731-TA-1122 (Third Review)

Publication 5589

February 2025

U.S. International Trade Commission



Washington, DC 20436

U.S. International Trade Commission

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UNITED STATES INTERNATIONAL TRADE COMMISSION

Investigation Nos. 701-TA-450 and 731-TA-1122 (Third Review)

Laminated Woven Sacks from China

DETERMINATIONS

On the basis of the record¹ developed in the subject five-year reviews, the United States International Trade Commission (“Commission”) determines, pursuant to the Tariff Act of 1930 (“the Act”), that revocation of the antidumping and countervailing duty orders on laminated woven sacks from China would be likely to lead to continuation or recurrence of material injury to an industry in the United States within a reasonably foreseeable time.

BACKGROUND

The Commission instituted these reviews on July 1, 2024 (89 FR 54522) and determined on October 4, 2024, that it would conduct expedited reviews (89 FR 88060, November 6, 2024).

¹ The record is defined in § 207.2(f) of the Commission’s Rules of Practice and Procedure (19 CFR 207.2(f)).

Views of the Commission

Based on the record in these five-year reviews, we determine under section 751(c) of the Tariff Act of 1930, as amended (“the Tariff Act”), that revocation of the antidumping and countervailing duty orders on laminated woven sacks (“LW sacks”) from China would be likely to lead to continuation or recurrence of material injury to an industry in the United States within a reasonably foreseeable time.

I. Background

Original Investigations. In June 2007, the Laminated Woven Sacks Committee (consisting of five domestic producers¹) filed antidumping and countervailing duty petitions on LW sacks from China. In July 2008, the Commission determined that an industry in the United States was materially injured by reason of imports of LW sacks from China that the U.S. Department of Commerce (“Commerce”) had found to be subsidized and sold at less than fair value (“LTFV”).² Commerce issued antidumping and countervailing duty orders covering LW sacks from China on August 7, 2008.³

¹ The Committee consisted of five individual members: Bancroft Bag, Inc.; Coating Excellence International, LLC; Hood Packaging Corp.; Mid-America Packaging, LLC; and Polytex Fibers Corp.

² *Laminated Woven Sacks from China*, Inv. Nos. 701-TA-450 and 731-TA-1122 (Final), USITC Pub. 4025 (July 2008) (“Original Determinations”). See also *Laminated Woven Sacks from the People’s Republic of China: Final Determination of Sales at Less Than Fair Value and Partial Affirmative Determination of Critical Circumstances*, 73 Fed. Reg. 35646 (Jun. 24, 2008); *Laminated Woven Sacks From the People’s Republic of China: Final Affirmative Countervailing Duty Determination and Final Affirmative Determination, in Part, of Critical Circumstances*, 73 Fed. Reg. 35639 (Jun. 24, 2008).

³ *Notice of Antidumping Duty Order: Laminated Woven Sacks From the People’s Republic of China*, 73 Fed. Reg. 45941 (Aug. 7, 2008); *Laminated Woven Sacks From the People’s Republic of China: Countervailing Duty Order*, 73 Fed. Reg. 45955 (Aug. 7, 2008).

First Reviews. The Commission instituted its first five-year reviews in July 2013.⁴ After conducting expedited reviews, the Commission reached affirmative determinations in March 2014.⁵ Commerce subsequently issued continuations of the antidumping and countervailing duty orders on imports of LW sacks from China.⁶

Second Reviews. The Commission instituted its second five-year reviews in February 2019.⁷ After conducting expedited reviews, the Commission reached affirmative determinations in August 2019.⁸ Commerce subsequently issued continuations of the antidumping and countervailing duty orders on imports of LW sacks from China.⁹

Current Reviews. On July 1, 2024, the Commission instituted these third five-year reviews.¹⁰ The Commission received one response to the notice of institution, filed on behalf of the Laminated Woven Sacks Fair Trade Coalition, a trade association consisting of domestic manufacturers of LW sacks (the “domestic interested party”).¹¹ The Commission did not

⁴ *Laminated Woven Sacks from China; Institution of Five-Year Reviews*, 78 Fed. Reg. 39319 (Jul. 1, 2013).

⁵ *Laminated Woven Sacks From China*, Inv. Nos. 701-TA-450 and 731-TA-1122 (Review), USITC Pub. 4457 (March 2014) (“First Reviews Determinations”); *Laminated Woven Sacks From China*, 79 Fed. Reg. 15140 (Mar. 18, 2014).

⁶ *Laminated Woven Sacks From the People’s Republic of China: Continuation of Countervailing Duty Order*, 79 Fed. Reg. 17134 (Mar. 27, 2014); *Laminated Woven Sacks From the People’s Republic of China: Continuation of Antidumping Duty Order*, 79 Fed. Reg. 16770 (Mar. 26, 2014).

⁷ *Laminated Woven Sacks From China; Institution of Five-Year Reviews*, 84 Fed. Reg. 2249 (Feb. 6, 2019).

⁸ *Laminated Woven Sacks From China*, Inv. Nos. 701-TA-450 and 731-TA-1122 (Second Review), USITC Pub. 4944 (August 2019) (“Second Reviews Determinations”).

⁹ *Laminated Woven Sacks From the People’s Republic of China: Continuation of Antidumping and Countervailing Duty Orders*, 84 Fed. Reg. 45128 (Aug. 28, 2019).

¹⁰ *Laminated Woven Sacks From China; Institution of Five-Year Reviews*, 89 Fed. Reg. 54522 (Jul. 1, 2024).

¹¹ Confidential Report (“CR”), INV-WW117 at B-3; Public Report (“PR”), *Laminated Woven Sacks from China*, Inv. No. 701-TA-450 and 731-TA-1122 (Third Review), USITC Pub. 5899 (Feb. 2025) at B-3; (Continued...)

receive a response from any respondent interested party. On October 4, 2024, the Commission determined that the domestic interested party response was adequate and that the respondent interested party response was inadequate.¹² Finding no other circumstances that would warrant conducting full reviews, the Commission determined that it would conduct expedited reviews of the orders.¹³ The domestic interested party submitted final comments pursuant to 19 C.F.R. § 207.62(d) regarding the determination that the Commission should reach.¹⁴

U.S. industry data in these reviews are based on information in the response to the notice of institution and publicly available information compiled by the Commission.¹⁵ The domestic interested party accounts for *** percent of U.S. production of LW sacks in 2023.¹⁶ U.S. import data are based on official Commerce import statistics.¹⁷ Foreign industry data and related information are based on information from the original investigations and subsequent five-year reviews, information submitted by the domestic interested party in its response to the notice of institution, and publicly available information compiled by the Commission.¹⁸

(...Continued)

Domestic Interested Party's Response to the Notice of Institution, EDIS Doc. Nos. 827766 (Confidential Version) & 827774 (Public Version) (July 31, 2024) ("Domestic Interested Party's NOI Response"). The Coalition consisted of individual members: Polytex Fibers Corp. and ProAmpac Holdings Inc. *Id.* at 1.

¹² Explanation of Commission Determination on Adequacy, EDIS Doc. 834600 (Oct. 11, 2024).

¹³ Explanation of Commission Determination on Adequacy, EDIS Doc. 834600 (Oct. 11, 2024); *Laminated Woven Sacks From China; Scheduling of Expedited Five-Year Reviews*, 89 Fed. Reg. 88060 (Nov. 6, 2024).

¹⁴ Domestic Interested Party's Final Comments, EDIS Doc. Nos. 839746 (Dec. 20, 2024) ("Domestic Interested Party's Final Comments").

¹⁵ CR/PR at I-15 to I-18.

¹⁶ CR/PR at B-3.

¹⁷ CR/PR at I-21 & Table I-6. Official import statistics are for HTS statistical reporting numbers 6305.33.0040 and 6305.33.0080. Import data may be understated as LW sacks can be imported under other HTS statistical reporting numbers depending on their physical characteristics, such as coatings or importation in roll form. *Id.* at Table I-6 Note.

¹⁸ CR/PR at I-23 to I-25.

Additionally, two firms identified by the domestic interested party as top U.S. purchasers of LW sacks, ***, responded to the Commission’s purchaser questionnaire.¹⁹

II. Domestic Like Product and Industry

A. Domestic Like Product

In making its determination under section 751(c) of the Tariff Act, the Commission defines the “domestic like product” and the “industry.”²⁰ The Tariff Act defines “domestic like product” as “a product which is like, or in the absence of like, most similar in characteristics and uses with, the article subject to an investigation under this subtitle.”²¹ The Commission’s practice in five-year reviews is to examine the domestic like product definition from the original investigation and consider whether the record indicates any reason to revisit the prior findings.²²

Commerce has defined the imported merchandise within the scope of the orders under review as follows:

The merchandise covered by the Order is laminated woven sacks. Laminated woven sacks are bags or sacks consisting of one or more plies of fabric consisting of woven polypropylene strip and/or woven polyethylene strip, regardless of the width of the strip; with or without an extrusion coating of polypropylene and/or polyethylene on one or both sides of the fabric; laminated by any method either

¹⁹ CR/PR at D-3.

²⁰ 19 U.S.C. § 1677(4)(A).

²¹ 19 U.S.C. § 1677(10); *see, e.g., Cleo Inc. v. United States*, 501 F.3d 1291, 1299 (Fed. Cir. 2007); *NEC Corp. v. Department of Commerce*, 36 F. Supp. 2d 380, 383 (Ct. Int’l Trade 1998); *Nippon Steel Corp. v. United States*, 19 CIT 450, 455 (1995); *Timken Co. v. United States*, 913 F. Supp. 580, 584 (Ct. Int’l Trade 1996); *Torrington Co. v. United States*, 747 F. Supp. 744, 748-49 (Ct. Int’l Trade 1990), *aff’d*, 938 F.2d 1278 (Fed. Cir. 1991); *see also* S. Rep. No. 249, 96th Cong., 1st Sess. 90-91 (1979).

²² *See, e.g., Internal Combustion Industrial Forklift Trucks from Japan*, Inv. No. 731-TA-377 (Second Review), USITC Pub. 3831 at 8-9 (Dec. 2005); *Crawfish Tail Meat from China*, Inv. No. 731-TA-752 (Review), USITC Pub. 3614 at 4 (July 2003); *Steel Concrete Reinforcing Bar from Turkey*, Inv. No. 731-TA-745 (Review), USITC Pub. 3577 at 4 (Feb. 2003).

to an exterior ply of plastic film such as biaxially-oriented polypropylene (BOPP) or to an exterior ply of paper that is suitable for high quality print graphics;⁷ printed with three colors or more in register; with or without lining; whether or not closed on one end; whether or not in roll form (including sheets, lay-flat tubing, and sleeves); with or without handles; with or without special closing features; not exceeding one kilogram in weight. Laminated woven sacks are typically used for retail packaging of consumer goods such as pet foods and bird seed.²³

⁷ “Paper suitable for high quality print graphics,” as used herein, means paper having an ISO brightness of 82 or higher and a Sheffield Smoothness of 250 or less. Coated free sheet is an example of a paper suitable for high quality print graphics.

Manufacturers of pet food, bird seed, grass seed, fertilizer, and other consumer goods use LW sacks as packaging for consumer goods.²⁴ The sacks consist of one or more plies of fabric of woven polypropylene strip and/or polyethylene strip that are laminated or bonded to an exterior ply of plastic film such as BOPP, polyester, polyethylene, nylon, or any film suitable for printing; or to an exterior ply of paper.²⁵ The exterior ply is printed in three or more colors.²⁶ LW sacks weigh less, occupy less storage space, are more tear resistant, and have greater tensile strength than multi-wall paper sacks.²⁷ They may be lined or unlined, and sack bottoms may have different types of closures.²⁸

²³ *Laminated Woven Sacks From the People’s Republic of China: Final Results of the Expedited Third Sunset Review of the Antidumping Duty Order*, 89 Fed. Reg. 88726 (Nov. 8, 2024) and accompanying Issues and Decisions Memorandum at 2; *Laminated Woven Sacks From the People’s Republic of China: Final Results of the Expedited Third Sunset Review of the Countervailing Duty Order*, 89 Fed. Reg. 88965 (Nov. 12, 2024) and accompanying Issues and Decisions Memorandum at 3.

²⁴ CR/PR at I-8.

²⁵ CR/PR at I-7.

²⁶ CR/PR at I-7.

²⁷ CR/PR at I-7 to I-8.

²⁸ CR/PR at I-8.

In the original investigations and the prior five-year reviews, the Commission defined the domestic like product as consisting of LW sacks coextensive with Commerce's scope.²⁹

In the current reviews, the record does not contain any information suggesting that the pertinent characteristics and uses of LW sacks have changed since the last reviews so as to warrant revisiting the Commission's domestic like product definition.³⁰ The domestic interested party agrees with the Commission's definition of the domestic like product from the prior proceedings.³¹ Consequently, we again define a single domestic like product as consisting of LW sacks coextensive with Commerce's scope.

B. Domestic Industry

Section 771(4)(A) of the Tariff Act defines the relevant industry as the domestic "producers as a whole of a domestic like product, or those producers whose collective output of a domestic like product constitutes a major proportion of the total domestic production of the product."³² In defining the domestic industry, the Commission's general practice has been to include in the industry producers of all domestic production of the like product, whether toll-produced, captively consumed, or sold in the domestic merchant market.

²⁹ *Original Determinations*, USITC Pub. 4025 at 6; *First Reviews Determinations*, USITC Pub. 4457 at 5; *Second Reviews Determinations*, USITC Pub. 4944 at 8.

³⁰ CR/PR at I-19.

³¹ Domestic Interested Party's NOI Response at 33.

³² 19 U.S.C. § 1677(4)(A). The definitions in 19 U.S.C. § 1677 are applicable to the entire subtitle containing the antidumping and countervailing duty laws, including 19 U.S.C. §§ 1675 and 1675a. See 19 U.S.C. § 1677.

In its original investigations and prior five-year reviews, the Commission defined the domestic industry as all producers of the domestic like product.³³

In the current reviews, the domestic interested party agrees with the Commission's definition of the domestic industry from the prior proceedings.³⁴ There are no related parties or other domestic industry issues in these reviews.³⁵ Consequently, consistent with our definition of the domestic like product, we again define the domestic industry as all producers of the domestic like product.

III. Revocation of the Antidumping and Countervailing Duty Orders Would Likely Lead to Continuation or Recurrence of Material Injury Within a Reasonably Foreseeable Time

A. Legal Standards

In a five-year review conducted under section 751(c) of the Tariff Act, Commerce will revoke an antidumping or countervailing duty order unless: (1) it makes a determination that dumping or subsidization is likely to continue or recur and (2) the Commission makes a determination that revocation of the antidumping or countervailing duty order "would be likely to lead to continuation or recurrence of material injury within a reasonably foreseeable time."³⁶ The SAA states that "under the likelihood standard, the Commission will engage in a counterfactual analysis; it must decide the likely impact in the reasonably foreseeable future of an important change in the status quo – the revocation or termination of a proceeding and the

³³ *Original Determinations*, USITC Pub. 4025 at 9; *First Reviews Determinations*, USITC Pub. 4457 at 5-6; *Second Reviews Determinations*, USITC Pub. 4944 at 9.

³⁴ Domestic Interested Party's NOI Response at 33.

³⁵ Domestic Interested Party's NOI Response at exh. 1.

³⁶ 19 U.S.C. § 1675a(a).

elimination of its restraining effects on volumes and prices of imports.”³⁷ Thus, the likelihood standard is prospective in nature.³⁸ The U.S. Court of International Trade has found that “likely,” as used in the five-year review provisions of the Act, means “probable,” and the Commission applies that standard in five-year reviews.³⁹

The statute states that “the Commission shall consider that the effects of revocation or termination may not be imminent, but may manifest themselves only over a longer period of time.”⁴⁰ According to the SAA, a “‘reasonably foreseeable time’ will vary from case-to-case, but normally will exceed the ‘imminent’ timeframe applicable in a threat of injury analysis in original investigations.”⁴¹

³⁷ SAA at 883-84. The SAA states that “{t}he likelihood of injury standard applies regardless of the nature of the Commission’s original determination (material injury, threat of material injury, or material retardation of an industry). Likewise, the standard applies to suspended investigations that were never completed.” *Id.* at 883.

³⁸ While the SAA states that “a separate determination regarding current material injury is not necessary,” it indicates that “the Commission may consider relevant factors such as current and likely continued depressed shipment levels and current and likely continued {sic} prices for the domestic like product in the U.S. market in making its determination of the likelihood of continuation or recurrence of material injury if the order is revoked.” SAA at 884.

³⁹ See *NMB Singapore Ltd. v. United States*, 288 F. Supp. 2d 1306, 1352 (Ct. Int’l Trade 2003) (“‘likely’ means probable within the context of 19 U.S.C. § 1675(c) and 19 U.S.C. § 1675a(a)”), *aff’d mem.*, 140 Fed. Appx. 268 (Fed. Cir. 2005); *Nippon Steel Corp. v. United States*, 26 CIT 1416, 1419 (2002) (same); *Usinor Industeel, S.A. v. United States*, 26 CIT 1402, 1404 nn.3, 6 (2002) (“more likely than not” standard is “consistent with the court’s opinion;” “the court has not interpreted ‘likely’ to imply any particular degree of ‘certainty’”); *Indorama Chemicals (Thailand) Ltd. v. United States*, 26 CIT 1059, 1070 (2002) (“standard is based on a likelihood of continuation or recurrence of injury, not a certainty”); *Usinor v. United States*, 26 CIT 767, 794 (2002) (“‘likely’ is tantamount to ‘probable,’ not merely ‘possible’”).

⁴⁰ 19 U.S.C. § 1675a(a)(5).

⁴¹ SAA at 887. Among the factors that the Commission should consider in this regard are “the fungibility or differentiation within the product in question, the level of substitutability between the imported and domestic products, the channels of distribution used, the methods of contracting (such as spot sales or long-term contracts), and lead times for delivery of goods, as well as other factors that may only manifest themselves in the longer term, such as planned investment and the shifting of production facilities.” *Id.*

Although the standard in a five-year review is not the same as the standard applied in an original investigation, it contains some of the same fundamental elements. The statute provides that the Commission is to “consider the likely volume, price effect, and impact of imports of the subject merchandise on the industry if the orders are revoked or the suspended investigation is terminated.”⁴² It directs the Commission to take into account its prior injury determination, whether any improvement in the state of the industry is related to the order or the suspension agreement under review, whether the industry is vulnerable to material injury if an order is revoked or a suspension agreement is terminated, and any findings by Commerce regarding duty absorption pursuant to 19 U.S.C. § 1675(a)(4).⁴³ The statute further provides that the presence or absence of any factor that the Commission is required to consider shall not necessarily give decisive guidance with respect to the Commission’s determination.⁴⁴

In evaluating the likely volume of imports of subject merchandise if an order under review is revoked and/or a suspended investigation is terminated, the Commission is directed to consider whether the likely volume of imports would be significant either in absolute terms or relative to production or consumption in the United States.⁴⁵ In doing so, the Commission must consider “all relevant economic factors,” including four enumerated factors: (1) any likely increase in production capacity or existing unused production capacity in the exporting country;

⁴² 19 U.S.C. § 1675a(a)(1).

⁴³ 19 U.S.C. § 1675a(a)(1). Commerce has not made any duty absorption findings. See *Laminated Woven Sacks From the People’s Republic of China: Final Results of the Expedited Third Sunset Review of the Antidumping Duty Order*, 89 Fed. Reg. 88726 (Nov. 8, 2024) and accompanying Issues and Decisions Memorandum at 5.

⁴⁴ 19 U.S.C. § 1675a(a)(5). Although the Commission must consider all factors, no one factor is necessarily dispositive. SAA at 886.

⁴⁵ 19 U.S.C. § 1675a(a)(2).

(2) existing inventories of the subject merchandise, or likely increases in inventories; (3) the existence of barriers to the importation of the subject merchandise into countries other than the United States; and (4) the potential for product shifting if production facilities in the foreign country, which can be used to produce the subject merchandise, are currently being used to produce other products.⁴⁶

In evaluating the likely price effects of subject imports if an order under review is revoked and/or a suspended investigation is terminated, the Commission is directed to consider whether there is likely to be significant underselling by the subject imports as compared to the domestic like product and whether the subject imports are likely to enter the United States at prices that otherwise would have a significant depressing or suppressing effect on the price of the domestic like product.⁴⁷

In evaluating the likely impact of imports of subject merchandise if an order under review is revoked and/or a suspended investigation is terminated, the Commission is directed to consider all relevant economic factors that are likely to have a bearing on the state of the industry in the United States, including but not limited to the following: (1) likely declines in output, sales, market share, profits, productivity, return on investments, and utilization of capacity; (2) likely negative effects on cash flow, inventories, employment, wages, growth, ability to raise capital, and investment; and (3) likely negative effects on the existing

⁴⁶ 19 U.S.C. § 1675a(a)(2)(A-D).

⁴⁷ See 19 U.S.C. § 1675a(a)(3). The SAA states that “[c]onsistent with its practice in investigations, in considering the likely price effects of imports in the event of revocation and termination, the Commission may rely on circumstantial, as well as direct, evidence of the adverse effects of unfairly traded imports on domestic prices.” SAA at 886.

development and production efforts of the industry, including efforts to develop a derivative or more advanced version of the domestic like product.⁴⁸ All relevant economic factors are to be considered within the context of the business cycle and the conditions of competition that are distinctive to the industry. As instructed by the statute, we have considered the extent to which any improvement in the state of the domestic industry is related to the orders under review and whether the industry is vulnerable to material injury upon revocation.⁴⁹

No respondent interested party participated in these expedited reviews. The record, therefore, contains limited new information with respect to the LW sacks industry in China. There also is limited information on the LW sacks market in the United States during the period of review (“POR”). Accordingly, for our determination, we rely as appropriate on the facts available from the original investigations and subsequent reviews, and the limited new information on the record in these third five-year reviews.

B. Conditions of Competition and the Business Cycle

In evaluating the likely impact of the subject imports on the domestic industry if an order is revoked, the statute directs the Commission to consider all relevant economic factors “within the context of the business cycle and conditions of competition that are distinctive to the affected industry.”⁵⁰ The following conditions of competition inform our determinations.

⁴⁸ 19 U.S.C. § 1675a(a)(4).

⁴⁹ The SAA states that in assessing whether the domestic industry is vulnerable to injury if the order is revoked, the Commission “considers, in addition to imports, other factors that may be contributing to overall injury. While these factors, in some cases, may account for the injury to the domestic industry, they may also demonstrate that an industry is facing difficulties from a variety of sources and is vulnerable to dumped or subsidized imports.” SAA at 885.

⁵⁰ 19 U.S.C. § 1675a(a)(4).

1. Demand Conditions

Original Investigations and Prior Reviews. In the original investigations, the Commission found that demand for consumer products that used LW sacks as packaging, such as pet food, bird seed, animal feed, and grass feed, drove demand for LW sacks.⁵¹ It observed that producers from Thailand and China began introducing LW sacks to packagers in the United States around 2003 as an alternative to multi-wall paper sacks.⁵² Demand for LW sacks grew from 2003 to 2008 as packagers began using them in increasing numbers.⁵³ Furthermore, mass-market retailers such as Walmart, Dollar General, Petco, and PetSmart increasingly insisted on poly-bag packaging in order to minimize product damage in the distribution chain.⁵⁴ Apparent U.S. consumption of LW sacks increased from *** sacks in 2005, to *** sacks in 2006, and then to *** sacks in 2007.⁵⁵

In the first reviews, the Commission found that the conditions of competition that affect demand for LW sacks had not changed significantly since the original investigations.⁵⁶ Apparent U.S. consumption of LW sacks was *** sacks in 2012, higher than any year during the original period of investigation (“POI”).⁵⁷

⁵¹ *Original Determinations*, USITC Pub. 4025 at 32.

⁵² *Original Determinations*, USITC Pub. 4025 at 32.

⁵³ *Original Determinations*, USITC Pub. 4025 at 32.

⁵⁴ *Original Determinations*, USITC Pub. 4025 at 32.

⁵⁵ *Original Determinations*, USITC Pub. 4025 at 32; Confidential Original Determinations, EDIS Doc. 672403 (Apr. 5, 2019) at 55.

⁵⁶ *First Reviews Determinations*, USITC Pub. 4457 at 9.

⁵⁷ *First Reviews Determinations*, USITC Pub. 4457 at 9; Confidential First Reviews Determinations, EDIS Doc. 672484 (Apr. 8, 2019) at 13.

In the second reviews, the Commission found that the record did not indicate changes in the conditions that drive demand for LW sacks.⁵⁸ Apparent U.S. consumption of LW sacks in 2018 was *** sacks, higher than in 2012.⁵⁹

Current Reviews. There is no new information indicating that the factors influencing demand have changed since the original investigations. The record indicates that demand for LW sacks continues to derive from demand for the end-use products packaged in LW sacks, such as pet food, animal feed, and dry or semi-dry food items.⁶⁰ The record indicates that demand increased since the Orders were issued in 2008, primarily due to growth in demand for the downstream products packed in LW sacks.⁶¹ The domestic interested party expects this growth in demand to continue for the reasonably foreseeable future.⁶²

In 2023, apparent U.S. consumption of LW sacks was *** sacks, which was higher than apparent U.S. consumption in the original investigation and prior reviews.⁶³

2. Supply Conditions

Original Investigations and Prior Reviews. In the original investigations, the Commission found that the domestic producers, which were relatively new to the market, began operations with differing production experiences and at different stages of production.⁶⁴ The domestic industry was the second smallest source of LW sacks in 2007, accounting for *** percent of

⁵⁸ *Second Reviews Determinations*, USITC Pub. 4944 at 10.

⁵⁹ *Second Reviews Determinations*, USITC Pub. 4944 at 11; Confidential Second Reviews Determinations, EDIS Doc. 685545 (Aug. 15, 2019) at 14.

⁶⁰ Domestic Interested Party's NOI Response at 11-12; CR/PR at I-7 to I-8.

⁶¹ Domestic Interested Party's NOI Response at 11-12, 32.

⁶² Domestic Interested Party's NOI Response at 12.

⁶³ CR/PR at Table I-7.

⁶⁴ *Original Determinations*, USITC Pub. 4025 at 32.

apparent U.S. consumption.⁶⁵ Subject imports were the largest source in 2007, accounting for *** percent of apparent U.S. consumption.⁶⁶ Nonsubject imports were the smallest source in 2007, accounting for *** percent of apparent U.S. consumption.⁶⁷

In the first reviews, the domestic interested party reported that there were ten domestic producers of LW sacks in 2012, as compared to seven producers in the original investigations.⁶⁸ The domestic industry was the primary supplier to the U.S. market over the POI, accounting for *** percent of apparent U.S. consumption in 2012.⁶⁹ Subject imports were the smallest source in 2012, accounting for *** percent of apparent U.S. consumption.⁷⁰ Nonsubject imports' were the second largest source in 2012, accounting for *** percent of apparent U.S. consumption.⁷¹

In the second reviews, the domestic interested party identified eight current producers.⁷² The domestic industry accounted for *** percent of apparent U.S. consumption in 2018.⁷³ Subject imports were the smallest source in 2018, accounting for *** percent of

⁶⁵ *Original Determinations*, USITC Pub. 4025 at 37; Confidential Original Determinations, EDIS Doc. 672403 (Apr. 5, 2019) at 63.

⁶⁶ *Original Determinations*, USITC Pub. 4025 at 37; Confidential Original Determinations, EDIS Doc. 672403 (Apr. 5, 2019) at 63.

⁶⁷ *Original Determinations*, USITC Pub. 4025 at 34; Confidential Original Determinations, EDIS Doc. 672403 (Apr. 5, 2019) at 57.

⁶⁸ *First Reviews Determinations*, USITC Pub. 4457 at 10.

⁶⁹ *First Reviews Determinations*, USITC Pub. 4457 at 10; Confidential First Reviews Determinations, EDIS Doc. 672484 (Apr. 8, 2019) at 14.

⁷⁰ *First Reviews Determinations*, USITC Pub. 4457 at 10; Confidential First Reviews Determinations, EDIS Doc. 672484 (Apr. 8, 2019) at 15.

⁷¹ *First Reviews Determinations*, USITC Pub. 4457 at 10; Confidential First Reviews Determinations, EDIS Doc. 672484 (Apr. 8, 2019) at 14.

⁷² *Second Reviews Determinations*, USITC Pub. 4944 at 11.

⁷³ *Second Reviews Determinations*, USITC Pub. 4944 at 11; Confidential Second Reviews Determinations, EDIS Doc. 685545 (Aug. 15, 2019) at 16.

apparent U.S. consumption.⁷⁴ Nonsubject imports were the largest source in 2018, accounting for *** percent of apparent U.S. consumption.⁷⁵

Current Reviews. In the current reviews, the domestic industry was the largest supplier of LW sacks to the U.S. market, followed by nonsubject imports and subject imports.⁷⁶ The domestic industry's share of apparent U.S. consumption by quantity was *** percent in 2023, an increase of *** percentage points from 2018.⁷⁷ There were *** known U.S. producers during the POR: ***.⁷⁸ Two firms, accounting for an estimated *** percent of production of LW sacks in the United States during 2023, provided the Commission with U.S. industry data in the current reviews.⁷⁹ Several domestic producers expanded their production capacity during the POR, including by acquiring additional facilities and ***.⁸⁰ Consequently, the domestic industry's production capacity was larger in 2023 (at *** sacks) than in 2018 (at *** sacks).⁸¹

⁷⁴ *Second Reviews Determinations*, USITC Pub. 4944 at 11-12; Confidential Second Reviews Determinations, EDIS Doc. 685545 (Aug. 15, 2019) at 16.

⁷⁵ *Second Reviews Determinations*, USITC Pub. 4944 at 12; Confidential Second Reviews Determinations, EDIS Doc. 685545 (Aug. 15, 2019) at 16-17.

⁷⁶ CR/PR at Table I-7; Domestic Interested Party's NOI Response at 13.

⁷⁷ CR/PR at Table I-7.

⁷⁸ Domestic Interested Party's NOI Response at exh. 1; Domestic Interested Party's Response to Supplemental Questions from Staff, EDIS Doc. Nos. 829089 (Confidential Version) & 829092 (Public Version) (Aug. 8, 2024) ("Domestic Interested Party's Supplemental Response") at exh. 1; CR/PR at I-15.

⁷⁹ CR/PR at I-15; Domestic Interested Party's NOI Response at exh. 1.

⁸⁰ CR/PR at Table I-4; Domestic Interested Party's Supplemental Response at 2. Hood Packaging acquired TC Transcontinental's paper and woven polypropylene packaging operations in 2020; ProAmpac Holdings Inc. acquired several foreign companies in 2021, including Canadian packaging company Gelpac; Gelpac, which was previously acquired by ProAmpac Holdings Inc., acquired Standard Bag Manufacturing Co in May 2023; Graphic Packaging International acquired Bell Inc., a producer of packaging for confectionary products, in September 2023; Flex-Pack acquired Robinette Company, a full-service sustainable packaging company, in 2024; and ***. *Id.*

⁸¹ CR/PR at Table I-5.

Nonsubject imports were the next largest supplier of LW sacks, accounting for *** percent of apparent U.S. consumption by quantity in 2023, a decrease of *** percentage points from their *** percent share in 2018.⁸² The leading sources of nonsubject imports of LW sacks were India, Thailand, and Honduras.⁸³

Subject imports were the smallest source of LW sacks, accounting for *** percent of apparent U.S. consumption by quantity in 2023, which is a decrease of *** percentage points from their *** percent share in 2018.⁸⁴

3. Substitutability

Original Investigations and Prior Reviews. In the original investigations, the Commission found that domestic and subject LW sacks were highly substitutable when made to the same print design, dimensions, strength, and other such specifications.⁸⁵ LW sacks were generally sold on a spot basis, with pricing determined on a transaction-by-transaction basis, rather than based on price lists.⁸⁶ Domestic producers and U.S. importers sold primarily to end users.⁸⁷ The parties agreed that LW sacks were not a commodity product because they were always made to customer order with regard to criteria such as dimension, strength, closure, color, design, and handles.⁸⁸ Many purchasers reported that non-price factors led them to acquire LW sacks from one source although a comparable product was available from another source

⁸² CR/PR at Table I-7.

⁸³ CR/PR at Table I-6.

⁸⁴ CR/PR at Table I-7.

⁸⁵ *Original Determinations*, USITC Pub. 4025 at 36, 39.

⁸⁶ *Original Determinations*, USITC Pub. 4025 at 39.

⁸⁷ *Original Determinations*, USITC Pub. 4025 at 39.

⁸⁸ *Original Determinations*, USITC Pub. 4025 at 35, 39.

for a lower price.⁸⁹ Purchasers as a group, however, agreed that price was an important factor in purchasing decisions.⁹⁰

The Commission found, in the first reviews, that the domestic like product and subject laminated woven sacks were highly substitutable and that price continued to be an important factor in purchasing decisions⁹¹ and, in the second reviews, noted that the domestic like product and subject LW sacks from China were close substitutes.⁹²

Current Reviews. The record in these reviews contains no new information to indicate that these conditions or the importance of price in purchasing decisions have changed since the original investigations. The domestic interested party argues that there continues to be a “strong” (*i.e.*, high) degree of substitutability between the subject imports and the domestic like product.⁹³ In the absence of any new information, we again find that the domestic like product and subject LW sacks from China are close substitutes, and that price continues to be an important factor in purchasing decisions.

Effective December 15, 2019, LW sacks originating in China are subject to an additional 7.5 percent *ad valorem* duty under section 301 of the Trade Act of 1974.⁹⁴

⁸⁹ *Original Determinations*, USITC Pub. 4025 at 34-35.

⁹⁰ *Original Determinations*, USITC Pub. 4025 at 34-35, 39-41.

⁹¹ *First Reviews Determinations*, USITC Pub. 4457 at 11.

⁹² *Second Reviews Determinations*, USITC Pub. 4944 at 12-13.

⁹³ Domestic Interested Party’s NOI Response at 14-15.

⁹⁴ CR/PR at I-6.

C. Likely Volume of Subject Imports

1. Prior Proceedings

In the original investigations, the Commission found that the volume of subject imports increased overall during the POI, but their market share declined, decreasing from *** percent of apparent U.S. consumption in 2005 to *** percent in 2006 and then to *** percent in 2007.⁹⁵ The Commission did not put great weight on the declines in subject imports' market share or the ratio of subject imports to domestic production in the investigations or the corresponding increases in the domestic industry's market share since the relatively young age of the domestic industry and the relatively low baseline of its operations at the beginning of the period of investigation made these otherwise positive trends far less meaningful.⁹⁶ Accordingly, the Commission found the volume of subject imports to be significant, both in absolute terms and relative to consumption and production in the United States.⁹⁷

In the expedited first reviews, the Commission found that the volume of subject imports had declined since the imposition of the orders but continued to be appreciable.⁹⁸ The limited information on the record indicated that subject foreign producers' capacity and production was large and increasing.⁹⁹ Available data indicated that the subject foreign industry was export oriented and that the United States remained an attractive export market.¹⁰⁰ In light of these considerations, the Commission found that the subject foreign producers were likely,

⁹⁵ *Original Determinations*, USITC Pub. 4025 at 37; Confidential Original Determinations, EDIS Doc. 672403 (Apr. 5, 2019) at 63.

⁹⁶ *Original Determinations*, USITC Pub. 4025 at 37-38.

⁹⁷ *Original Determinations*, USITC Pub. 4025 at 38.

⁹⁸ *First Reviews Determinations*, USITC Pub. 4457 at 11-12.

⁹⁹ *First Reviews Determinations*, USITC Pub. 4457 at 11-12.

¹⁰⁰ *First Reviews Determinations*, USITC Pub. 4457 at 11-12.

absent the restraining effects of the orders, to increase exports of LW sacks to the U.S. market, as they did during the original POI.¹⁰¹ Accordingly, the Commission found that the likely volume of subject imports, both in absolute terms and relative to consumption in the United States, would be significant if the orders were revoked.¹⁰²

In the expedited second reviews, the Commission found subject imports had declined since the imposition of the orders.¹⁰³ The limited amount of information on the record indicated that subject foreign producers' capacity and production was large and increasing.¹⁰⁴ The record demonstrated that China was, by far, the largest global exporter of sacks and bags (a category that includes, but is broader than, the subject merchandise) from 2013 to 2017.¹⁰⁵ The record also indicated that the United States remained an attractive export market for Chinese producers.¹⁰⁶ In light of these considerations, the Commission found that the subject foreign producers were likely, absent the restraining effects of the orders, to increase exports of LW sacks to the U.S. market, as they did during the original POI.¹⁰⁷ Accordingly, the Commission found that the likely volume of subject imports, both in absolute terms and relative to consumption in the United States, would be significant if the orders were revoked.¹⁰⁸

¹⁰¹ *First Reviews Determinations*, USITC Pub. 4457 at 11-12.

¹⁰² *First Reviews Determinations*, USITC Pub. 4457 at 11-12.

¹⁰³ *Second Reviews Determinations*, USITC Pub. 4944 at 14.

¹⁰⁴ *Second Reviews Determinations*, USITC Pub. 4944 at 14.

¹⁰⁵ *Second Reviews Determinations*, USITC Pub. 4944 at 14.

¹⁰⁶ *Second Reviews Determinations*, USITC Pub. 4944 at 14.

¹⁰⁷ *Second Reviews Determinations*, USITC Pub. 4944 at 14.

¹⁰⁸ *Second Reviews Determinations*, USITC Pub. 4944 at 14.

2. The Current Reviews

The orders continue to have a disciplining effect on the volume of subject imports in the U.S. market, which was low during the POR.¹⁰⁹ The volume of subject imports declined irregularly from 79.7 million sacks in 2019, to 67.4 million sacks in 2020, increasing to 90.1 million sacks in 2021, then decreasing to 65.7 million sacks in 2022, and 40.8 million sacks in 2023.¹¹⁰ Subject imports accounted for *** percent of apparent U.S. consumption by quantity in 2023, compared to *** percent in 2007, *** percent in 2012, and *** percent in 2018.¹¹¹

The record in these five-year reviews contains limited information on the subject industries in China. The information available, however, indicates that these producers have the means to export subject merchandise to the U.S. market at significant volumes if the orders were revoked.¹¹²

The information available indicates that producers in China have large amounts of capacity that they can use to produce LW sacks for export to the United States.¹¹³ The domestic interested party provided a list of 195 possible producers of LW sacks in China.¹¹⁴ Public reports indicate that six of the possible 195 producers maintain a total production capacity of 437 million sacks, which is equivalent to *** percent of the domestic industry's total

¹⁰⁹ CR/PR at Table I-7.

¹¹⁰ CR/PR at Table I-6.

¹¹¹ CR/PR at Table I-7.

¹¹² CR/PR at I-23.

¹¹³ Domestic Interested Party's NOI Response at 20-22.

¹¹⁴ Domestic Interested Party's NOI Response at exh. 1.

production of LW sacks in 2023.¹¹⁵ This is likely a very conservative estimate in light of the significant number of possible other producers in China.¹¹⁶

The information available also indicates that the subject industry remains a large exporter, if not the largest global exporter of the LW sacks. Global Trade Atlas (“GTA”) data for Harmonized Schedule (“HS”) subheading 6305.33.00, which includes both LW sacks and out-of-scope merchandise, shows that global exports of such merchandise from China were valued at \$965.3 million in 2023.¹¹⁷ The United States remained in the three top markets for exports of such merchandise from China throughout the POR.¹¹⁸ The record also indicates that China was the world’s largest exporter of this product category from 2018 to 2023.¹¹⁹

The information available also indicates that the U.S. market remains attractive to Chinese producers. While under the disciplining effect of the orders, subject imports maintained a presence in the U.S. market, indicating that subject foreign producers have retained customers in the U.S. market.¹²⁰ According to the domestic interested party, China was the second largest source of LW sacks imported into the United States in 2023.¹²¹ The record also indicates that the U.S. market for LW sacks remains one of the largest in the world

¹¹⁵ Domestic Interested Party’s NOI Response at 20-21.

¹¹⁶ The domestic interested party states that “[a]s the record in the prior reviews and original investigations indicate, the subject industry is made up of hundreds of individual firms.... Given the significant number of other producers in China and the low barrier to entry in the Chinese market, these capacity figures likely represent a mere fraction of total capacity available in China. Domestic Interested Party’s NOI Response at 21-22.

¹¹⁷ CR/PR at Table I-9.

¹¹⁸ CR/PR at Table I-9.

¹¹⁹ CR/PR at Table I-10.

¹²⁰ CR/PR at Table I-7.

¹²¹ Domestic Interested Party’s NOI Response at 24, exh. 3.

and that prices for polyethylene and polypropylene bags and sacks in the U.S. market are generally higher than in China's other export markets.¹²²

Given the foregoing, including the significant volume and market share of subject imports during the original investigations, the continued presence of subject imports in the U.S. market during the POR under the disciplining effect of the orders, the large capacity and significant export volume of the industry in China, and the continuing attractiveness of the U.S. market, we find that the volume of subject imports from China would likely be significant, both in absolute terms and relative to consumption in the United States, if the orders were revoked.

D. Likely Price Effects

1. Prior Proceedings

In the original investigations, the Commission found that the subject imports significantly undersold the domestic like product and suppressed prices of the domestic like product.¹²³ Because LW sacks were sold on a spot basis, with pricing determined on a transaction-by-transaction basis, the Commission found that price was an important factor in purchasing decisions.¹²⁴ The subject imports undersold the domestic product in each of the 31 quarterly comparisons, involving three pricing products, by margins ranging from *** percent to *** percent.¹²⁵ Furthermore, the record in the original investigations showed that while its costs increased over the POI, the domestic industry was unable to raise its prices accordingly

¹²² Domestic Interested Party's NOI Response at 19, exh. 4.

¹²³ *Original Determinations*, USITC Pub. 4025 at 39.

¹²⁴ *Original Determinations*, USITC Pub. 4025 at 39.

¹²⁵ *Original Determinations*, USITC Pub. 4025 at 39; Confidential Original Determinations, EDIS Doc. 672403 (Apr. 5, 2019) at 66.

due to persistent underselling by the subject merchandise.¹²⁶ The Commission concluded that consistent and significant price underselling by subject imports led to significant price suppression of the domestic like product.¹²⁷

In the expedited first reviews, the Commission found that subject imports continued to be close substitutes for domestic LW sacks and that price continued to be an important factor in purchasing decisions.¹²⁸ Because of its expedited nature, the record of the first reviews contained no pricing comparisons.¹²⁹ The Commission found that because price was an important factor in purchasing decisions, subject imports would likely increase their sales in the U.S. market by underselling the domestic like product at high margins, as they did in the original investigations.¹³⁰ Accordingly, the Commission concluded that the subject imports would likely undersell the domestic like product to gain market share and would likely have significant effects on the price of the domestic like product if the orders were revoked.¹³¹

In the expedited second reviews, the Commission found that subject imports continued to be close substitutes for domestic LW sacks and that price continued to be an important factor in purchasing decisions.¹³² Because of its expedited nature, the record of the second reviews contained no pricing comparisons.¹³³ In light of this, the Commission found that, if the orders were revoked, there was likely to be significant price underselling by subject imports,

¹²⁶ *Original Determinations*, USITC Pub. 4025 at 40.

¹²⁷ *Original Determinations*, USITC Pub. 4025 at 41.

¹²⁸ *First Reviews Determinations*, USITC Pub. 4457 at 13.

¹²⁹ *First Reviews Determinations*, USITC Pub. 4457 at 13.

¹³⁰ *First Reviews Determinations*, USITC Pub. 4457 at 13.

¹³¹ *First Reviews Determinations*, USITC Pub. 4457 at 13.

¹³² *Second Reviews Determinations*, USITC Pub. 4944 at 15.

¹³³ *Second Reviews Determinations*, USITC Pub. 4944 at 15.

which would in turn cause the domestic producers to cut prices or restrain price increases to avoid losing sales.¹³⁴ Accordingly, given the likely significant volume of subject imports and their likely significant underselling, the Commission concluded that subject imports would likely have significant price effects if the antidumping and countervailing duty orders were revoked.¹³⁵

2. The Current Reviews

As discussed in Section III.B.3 above, we have found that the domestic like product and subject LW sacks from China are close substitutes, and that price continues to be an important factor in purchasing decisions.

The record in these five-year reviews does not contain new product-specific pricing information. Based on the available information, including the close substitutability between the domestic like product and subject imports, the continuing importance of price in purchasing decisions, and the universal underselling by subject imports in the original investigations, we find that if the orders were revoked, significant volumes of subject imports would likely undersell the domestic like product to a significant degree, as during the original investigations. Absent the discipline of the orders, the likely significant volume of low-priced subject imports would force the domestic industry to lower prices or forgo needed price increases, or else lose sales and market share to subject imports. Consequently, we find that subject imports would likely have significant price effects on the domestic like product if the orders were revoked.

¹³⁴ *Second Reviews Determinations*, USITC Pub. 4944 at 15.

¹³⁵ *Second Reviews Determinations*, USITC Pub. 4944 at 15.

E. Likely Impact

1. Prior Proceedings

In the original investigations, the Commission acknowledged that the record showed apparent improvements in the domestic industry's production, U.S. shipments, market share, and net sales values and volume but concluded that these improvements were offset by the domestic industry's low level of capacity utilization.¹³⁶ The Commission found that the levels of capacity utilization, despite increasing from 2005 to 2007, continued to be low throughout the POI, notwithstanding significant increases in demand.¹³⁷ The Commission found that the average number of production-related workers, hours worked, wages paid, and hourly wages were all higher in 2007 than in 2005.¹³⁸ Unit labor costs and productivity were mixed, largely due to the addition of new domestic producers during the POI.¹³⁹

The record showed that although the industry's net sales quantity and value increased over the POI, net sales unit values did not keep pace with increasing costs.¹⁴⁰ The Commission observed that the cost of goods sold was 89.7 percent of sales in 2005, 102.1 percent of sales in 2006, and 94.4 percent of sales in 2007.¹⁴¹ This led to operating losses in each year of the POI.¹⁴² Operating losses increased from 2005 to 2006, but improved in 2007.¹⁴³ Capital

¹³⁶ *Original Determinations*, USITC Pub. 4025 at 43.

¹³⁷ *Original Determinations*, USITC Pub. 4025 at 43-44.

¹³⁸ *Original Determinations*, USITC Pub. 4025 at 44.

¹³⁹ *Original Determinations*, USITC Pub. 4025 at 44.

¹⁴⁰ *Original Determinations*, USITC Pub. 4025 at 43.

¹⁴¹ *Original Determinations*, USITC Pub. 4025 at 40.

¹⁴² *Original Determinations*, USITC Pub. 4025 at 40-41.

¹⁴³ *Original Determinations*, USITC Pub. 4025 at 44.

expenditures fluctuated over the POI, and research and development expenditures increased each year of the POI.¹⁴⁴

The Commission concluded that the subject imports had an adverse impact on the condition of the domestic industry during the POI.¹⁴⁵ It found that the large and increasing volume of subject imports dominated the U.S. market, had significant price suppressing effects, and caused a young domestic industry to operate at very low levels of capacity utilization, notwithstanding growing demand, while unable to cover its costs and expenses.¹⁴⁶

In the first reviews, the Commission concluded that the limited record was insufficient to enable the Commission to determine whether the domestic industry was vulnerable to the continuation or recurrence of material injury in the event of revocation of the orders.¹⁴⁷ However, based on the information on the record, the Commission found that should the orders be revoked, the likely significant volume and price effects of the subject imports would likely have a significant impact on the production, shipments, sales, market share, and revenues of the domestic industry.¹⁴⁸ The Commission found that these declines would likely have a direct adverse impact on the domestic industry's financial performance.¹⁴⁹

In its non-attribution analysis, the Commission acknowledged that nonsubject imports had been present since the original orders were imposed in 2008, but the condition of the

¹⁴⁴ *Original Determinations*, USITC Pub. 4025 at 45; Confidential Original Determinations, EDIS Doc. 672403 (Apr. 5, 2019) at 73-74.

¹⁴⁵ *Original Determinations*, USITC Pub. 4025 at 45.

¹⁴⁶ *Original Determinations*, USITC Pub. 4025 at 45.

¹⁴⁷ *First Reviews Determinations*, USITC Pub. 4457 at 15.

¹⁴⁸ *First Reviews Determinations*, USITC Pub. 4457 at 15.

¹⁴⁹ *First Reviews Determinations*, USITC Pub. 4457 at 15.

domestic industry had improved during this period.¹⁵⁰ The Commission found the presence of nonsubject imports was not likely to sever the causal nexus between subject imports and their likely significant impact on the domestic industry if the orders were revoked.¹⁵¹ Accordingly, the Commission concluded that if the orders were revoked, subject imports would likely have a significant impact on the domestic industry within a reasonably foreseeable time.¹⁵²

In its second reviews, the Commission again concluded that the limited record was insufficient to enable the Commission to determine whether the domestic industry was vulnerable to the likely continuation or recurrence of material injury should the orders be revoked.¹⁵³ The Commission also found that revocation of the orders would likely lead to a significant volume of low-priced subject imports, and that subject imports would likely have a significant impact on the domestic industry's production, capacity utilization, employment, shipments, revenues, profitability, and return on investments.¹⁵⁴

In its non-attribution analysis, the Commission acknowledged that nonsubject imports had increased since the original orders were imposed in 2008.¹⁵⁵ Considering the substitutability of subject imports and domestic LW sacks, and the domestic industry's substantial market share, the Commission found that, upon revocation, the likely increased volume of low-priced subject imports would likely take some market share away from the

¹⁵⁰ *First Reviews Determinations*, USITC Pub. 4457 at 15-16.

¹⁵¹ *First Reviews Determinations*, USITC Pub. 4457 at 15-16.

¹⁵² *First Reviews Determinations*, USITC Pub. 4457 at 15-16.

¹⁵³ *Second Reviews Determinations*, USITC Pub. 4944 at 17.

¹⁵⁴ *Second Reviews Determinations*, USITC Pub. 4944 at 17.

¹⁵⁵ *Second Reviews Determinations*, USITC Pub. 4944 at 17.

domestic industry notwithstanding the presence of nonsubject imports in the market.¹⁵⁶

Accordingly, the Commission concluded that subject imports would likely have adverse effects distinct from any that caused by non-subject imports.¹⁵⁷

2. The Current Reviews¹⁵⁸

The record in these five-year reviews contains limited information concerning the domestic industry's performance since the previous reviews.

The information available indicates that the domestic industry's operating performance in 2023 was better relative to its performance in the last years examined in the original investigations and prior reviews, and its financial performance was generally stronger. In 2023, the domestic industry's capacity (at *** sacks),¹⁵⁹ production (at *** sacks),¹⁶⁰ and capacity utilization (at *** percent)¹⁶¹ were all higher than in the prior proceedings. The average unit value ("AUV") of the domestic industry's U.S. shipments in 2023 (at \$***) was higher than in

¹⁵⁶ *Second Reviews Determinations*, USITC Pub. 4944 at 17.

¹⁵⁷ *Second Reviews Determinations*, USITC Pub. 4944 at 17.

¹⁵⁸ In its expedited review of the antidumping duty order on China, Commerce determined that revocation would likely result in the continuation or recurrence of dumping with margins of up to 91.73 percent. *Laminated Woven Sacks From the People's Republic of China: Final Results of the Expedited Third Sunset Review of the Antidumping Duty Order*, 89 Fed. Reg. 88726 (Nov. 8, 2024). In its expedited review of the countervailing duty order on China, Commerce determined that revocation would result in the continuation or recurrence of countervailable subsidies at rates of up to 398.62 percent. *Laminated Woven Sacks From the People's Republic of China: Final Results of the Expedited Third Sunset Review of the Countervailing Duty Order*, 89 Fed. Reg. 88965 (Nov. 12, 2024).

¹⁵⁹ CR/PR at Table I-5. The domestic industry's capacity was 233.0 million sacks in 2007, *** sacks in 2012, and *** sacks in 2018. *Id.*

¹⁶⁰ CR/PR at Table I-5. U.S. production was 52.2 million sacks in 2007, *** sacks in 2012, and *** sacks in 2018. *Id.*

¹⁶¹ CR/PR at Table I-5. Capacity utilization was 22.4 percent in 2007, *** percent in 2012, and *** percent in 2018. *Id.*

2007 and 2018, but lower than in 2012.¹⁶² The quantity of the domestic industry's U.S. shipments (at *** sacks)¹⁶³ was higher than in the prior proceedings, as was the value of U.S. shipments (at \$***).¹⁶⁴ The domestic industry's net sales value (at \$***),¹⁶⁵ gross profits (at \$***),¹⁶⁶ operating income (at \$***),¹⁶⁷ and the ratio of operating income to net sales (at *** percent)¹⁶⁸ were also higher than in the prior proceedings. The information available in these expedited reviews is insufficient for us to make a finding as to whether the domestic industry is vulnerable to the continuation or recurrence of material injury in the event of revocation of the orders.

Based on the information available on the record, we find that revocation of the orders would likely result in a significant volume of subject imports that likely would undersell the domestic like product to a significant degree. Given that the domestic like product and subject LW sacks from China are close substitutes, and that price is an important factor in purchasing decisions, significant volumes of low-priced subject imports would likely capture sales and market share from the domestic industry and/or depress or suppress prices to a significant

¹⁶² CR/PR at Table I-5. The AUV of the domestic industry's U.S. shipments was \$0.60 in 2007, \$*** in 2012, and \$*** in 2018. *Id.*

¹⁶³ CR/PR at Table I-5. The domestic industry's shipments by quantity were 51.4 million sacks in 2007, *** sacks in 2012, and *** sacks in 2018. *Id.*

¹⁶⁴ CR/PR at Table I-5. The domestic industry's shipments by value were \$30.7 million in 2007, \$*** in 2012, and \$*** in 2018. *Id.*

¹⁶⁵ CR/PR at Table I-5. The industry's net sales value was \$31.3 million in 2007, \$*** in 2012, and \$*** in 2018. *Id.*

¹⁶⁶ CR/PR at Table I-5. The gross profits were \$1.8 million in 2007, \$*** in 2012, and \$*** in 2018. *Id.*

¹⁶⁷ CR/PR at Table I-5. The operating income was negative \$1.6 million in 2007, \$*** in 2012, and \$*** in 2018. *Id.*

¹⁶⁸ CR/PR at Table I-5. The operating income to net sales ratio was negative 5.1 percent in 2007, *** percent in 2012, and *** percent in 2018. *Id.*

degree for the domestic like product. The likely significant volume of low-priced subject imports and their adverse price effects would likely have a significant adverse impact on the production, shipments, sales, market share, and revenues of the domestic industry, which, in turn, would have a direct adverse impact on the industry's profitability and employment, as well as its ability to raise capital and make and maintain necessary capital investments. We thus conclude that, if the orders were revoked, subject imports from China would be likely to have a significant adverse impact on the domestic industry within a reasonably foreseeable time.

We have also considered the role of factors other than subject imports, including the presence of nonsubject imports. Nonsubject imports maintain a significant, though ***, presence in the U.S. market since the last reviews, accounting for *** percent of apparent U.S. consumption in 2023 as compared to *** percent in 2018.¹⁶⁹ The record provides no indication, however, that the presence of nonsubject imports would prevent the volume of subject imports from China from being significant after revocation. In light of the close substitutability between subject imports and the domestic like product and the importance of price to purchasers, it is likely that any increase in low-priced subject imports would come at least in part at the expense of the domestic industry and/or that the likely significant volume of subject imports would depress or suppress prices for the domestic like product. Consequently, we find that any future effects of nonsubject imports would be distinct from the likely effects

¹⁶⁹ CR/PR at Table I-7.

attributable to subject imports and that nonsubject imports would not prevent subject imports from having a significant impact on the domestic industry.

In summary, we conclude that if the orders were revoked, subject imports of LW sacks from China would likely have a significant impact on the domestic industry within a reasonably foreseeable time.

IV. Conclusion

For the foregoing reasons, we determine that revocation of the antidumping and countervailing duty orders on LW sacks from China would be likely to lead to continuation or recurrence of material injury to an industry in the United States within a reasonably foreseeable time.

Information obtained in these reviews

Background

On July 1, 2024, the U.S. International Trade Commission (“Commission”) gave notice, pursuant to section 751(c) of the Tariff Act of 1930, as amended (“the Act”),¹ that it had instituted reviews to determine whether revocation of antidumping and countervailing duty orders on laminated woven sacks (“LW sacks”) from China would be likely to lead to continuation or recurrence of material injury to a domestic industry.² All interested parties were requested to respond to this notice by submitting certain information requested by the Commission.^{3 4} Table I-1 presents information relating to the background and schedule of this proceeding:

Table I-1
LW sacks: Information relating to the background and schedule of this proceeding

Effective date	Action
July 1, 2024	Notice of initiation by Commerce (89 FR 54435, July 1, 2024.)
July 1, 2024	Notice of institution by Commission (89 FR 54522, July 1, 2024)
October 4, 2024	Commission’s vote on adequacy
November 5, 2024	Commerce’s results of its expedited reviews
February 13, 2024	Commission’s determinations and views

¹ 19 U.S.C. 1675(c).

² 89 FR 54522, July 1, 2024. In accordance with section 751(c) of the Act, the U.S. Department of Commerce (“Commerce”) published a notice of initiation of five-year reviews of the subject antidumping and countervailing duty orders. 89 FR 54435, July 1, 2024. Pertinent Federal Register notices are referenced in app. A, and may be found at the Commission’s website (www.usitc.gov).

³ As part of their response to the notice of institution, interested parties were requested to provide company-specific information. Information regarding responses to the notice of institution is presented in app. B. Summary data compiled in the original investigations are presented in app. C.

⁴ Interested parties were also requested to provide a list of three to five leading purchasers in the U.S. market for the domestic like product and the subject merchandise. Presented in app. D are the responses received from purchaser surveys transmitted to the purchasers identified in this proceeding.

The original investigations

The original investigations resulted from a petition filed on June 28, 2007, with Commerce and the Commission by the Laminated Woven Sacks Committee.⁵ On June 24, 2008, Commerce determined that imports of LW sacks from China were being sold at less than fair value (“LTFV”) and subsidized by the Government of China.⁶ The Commission determined on July 30, 2008, that the domestic industry was materially injured by reason of LTFV and subsidized imports of LW sacks from China.⁷ On August 7, 2008, Commerce issued its antidumping and countervailing duty orders with final weighted-average dumping margins ranging from 64.28 to 91.73 percent and net subsidy rates ranging from 29.54 to 352.82 percent.⁸

⁵ The Committee consisted of five individual members: Bancroft Bag, Inc., West Monroe, Louisiana; Coating Excellence International, LLC, Wrightstown, Wisconsin; Hood Packaging Corp., Madison, Mississippi; Mid-America Packaging, LLC, Twinsburg, Ohio; and Polytex Fibers Corp., Houston, Texas. Laminated Woven Sacks from China, Inv. Nos. 701-TA-450 and 731-TA-1122 (Final), USITC Publication 4025, July 2008 (“Original publication”), p. I-1.

⁶ 73 FR 35639 and 73 FR 35646, June 24, 2008.

⁷ 73 FR 45473, August 5, 2008. The Commission also found that imports subject to Commerce’s affirmative critical circumstances determinations were not likely to undermine seriously the remedial effect of the orders on China.

⁸ 73 FR 45955, August 7, 2008; 73 FR 45941, August 7, 2008. China challenged Commerce’s final determinations through the World Trade Organization (“WTO”) dispute settlement mechanism. In March 2011, the WTO Appellate Body found that the United States had acted inconsistently with the WTO Agreement on Subsidies and Countervailing Measures in certain respects. On August 30, 2012, acting at the direction of the U.S. Trade Representative (“USTR”), Commerce issued Section 129 determinations with recalculated countervailing duty rates ranging from 83.34 to 406.62 percent and recalculated antidumping duty cash deposit rates ranging from 20.19 to 47.64 percent. *Implementation of Determinations Under Section 129 of the Uruguay Round Agreements Act: Certain New Pneumatic Off-the-Road Tires; Circular Welded Carbon Quality Steel Pipe; Laminated Woven Sacks; and Light-Walled Rectangular Pipe and Tube from the People’s Republic of China*, 77 FR 52683, August 30, 2012. Various parties, including the Laminated Woven Sacks Committee, challenged Commerce’s Section 129 determination with respect to dumping at the U.S. Court of International Trade (“CIT”). After taking a voluntary remand, Commerce issued a remand determination that reinstated its original antidumping duty margins and the court affirmed the determination on March 23, 2016. *Laminated Woven Sacks from the People’s Republic of China: Notice of Court Decision Not in Harmony with Final Determination Under Section 129 of the Uruguay Round Agreements Act*, 81 FR 23457, April 21, 2016.

The first five-year reviews

On October 21, 2013, the Commission determined that it would conduct expedited reviews of the antidumping and countervailing duty orders on LW sacks from China.⁹ On October 29, 2013, Commerce determined that revocation of the antidumping duty order on LW sacks from China would be likely to lead to continuation or recurrence of dumping.¹⁰ On November 19, 2013, Commerce determined that revocation of the countervailing duty order on LW sacks from China would be likely to lead to continuation or recurrence of subsidization.¹¹ On March 11, 2014, the Commission determined that material injury would be likely to continue or recur within a reasonably foreseeable time.¹² Following affirmative determinations in the five-year reviews by Commerce and the Commission, effective March 26, 2014, Commerce issued a continuation of the antidumping duty order on imports of LW sacks from China.¹³ Effective March 27, 2014, Commerce issued a continuation of the countervailing duty order on imports of LW sacks from China.¹⁴

The second five-year reviews

On May 7, 2019, the Commission determined that it would conduct expedited reviews of the antidumping and countervailing duty orders on LW sacks from China.¹⁵ On June 11, 2019, Commerce determined that revocation of the antidumping and countervailing duty orders on LW sacks from China would be likely to lead to continuation or recurrence of dumping and subsidization.¹⁶ On August 15, 2019, the Commission determined that material injury would be likely to continue or recur within a reasonably foreseeable time.¹⁷ Following affirmative determinations in the five-year reviews by Commerce and the Commission, effective August 28, 2019, Commerce issued a continuation of the antidumping and countervailing duty orders on imports of LW sacks from China.¹⁸

⁹ 78 FR 68473, November 14, 2013.

¹⁰ 78 FR 64472, October 29, 2013.

¹¹ 78 FR 69369, November 19, 2013.

¹² 79 FR 15140, March 18, 2014.

¹³ 79 FR 16770, March 26, 2014.

¹⁴ 79 FR 17134, March 27, 2014.

¹⁵ 84 FR 32221, July 5, 2019.

¹⁶ 84 FR 27089 and 84 FR 27090, June 11, 2019.

¹⁷ 84 FR 43618, August 21, 2019.

¹⁸ 84 FR 45128, August 28, 2019.

Previous and related investigations

The Commission has conducted two previous import relief investigations on LW sacks, as presented in table I-3.

Table I-3
LW sacks: Previous and related Commission proceedings and current status

Date	Number	Country	ITC original determination	Current status
2018	701-TA-601	Vietnam	Affirmative	Ongoing first review
2018	731-TA-1411	Vietnam	Affirmative	Ongoing first review

Source: U.S. International Trade Commission publications and Federal Register notices.

Note: “Date” refers to the year in which the investigation was instituted by the Commission.

Commerce’s five-year reviews

Commerce announced that it would conduct expedited reviews with respect to the orders on imports of LW sacks from China with the intent of issuing the final results of these reviews based on the facts available not later than October 29, 2024.¹⁹ Commerce publishes its Issues and Decision Memoranda and its final results concurrently, accessible upon publication at <https://access.trade.gov/public/FRNoticesListLayout.aspx> and subsequently on the Commission’s Electronic Document Information System (“EDIS”). Issues and Decision Memoranda contain complete and up-to-date information regarding the background and history of the order, including scope rulings, duty absorption, changed circumstances reviews, and anticircumvention, as well as any decisions that may have been pending at the issuance of this report. Any foreign producers/exporters that are not currently subject to the antidumping and countervailing duty orders on imports of LW sacks from China are noted in the sections titled “The original investigations” and “U.S. imports,” if applicable.

¹⁹ Letter from Jill E. Pollack, Senior Director, AD/CVD Operations, Enforcement and Compliance, U.S. Department of Commerce to Nannette Christ, Director of Investigations, August 21, 2024.

The product

Commerce's scope

Commerce has defined the scope as follows:

The merchandise covered by the orders is laminated woven sacks. Laminated woven sacks are bags or sacks consisting of one or more plies of fabric consisting of woven polypropylene strip and/or woven polyethylene strip, regardless of the width of the strip; with or without an extrusion coating of polypropylene and/or polyethylene on one or both sides of the fabric; laminated by any method either to an exterior ply of plastic film such as biaxially-oriented polypropylene (BOPP) or to an exterior ply of paper that is suitable for high quality print graphics;²⁰ printed with three colors or more in register; with or without lining; whether or not closed on one end; whether or not in roll form (including sheets, lay-flat tubing, and sleeves); with or without handles; with or without special closing features; not exceeding one kilogram in weight. Woven sacks are typically used for retail packaging of consumer goods such as pet foods and bird seed.²¹

²⁰ "Paper suitable for high quality print graphics," as used herein, means paper having an ISO brightness of 82 or higher and a Sheffield Smoothness of 250 or less. Coated free sheet is an example of a paper suitable for high quality print graphics.

²¹ 84 FR 45128, August 28, 2019.

U.S. tariff treatment

LW sacks are currently imported under the Harmonized Tariff Schedule of the United States (HTS) statistical reporting numbers 6305.33.0040²² and 6305.33.0080.^{23 24} Laminated woven sacks that are produced in China are assessed a column 1-general duty rate of 8.4 percent ad valorem under subheading 6305.33.00. Decisions on the tariff classification and treatment of imported goods are within the authority of U.S. Customs and Border Protection. Effective December 15, 2019, LW sacks originating in China are subject to an additional 7.5 percent ad valorem duty under section 301 of the Trade Act of 1974.²⁵

²² Effective July 1, 2013, statistical reporting number 6305.33.0050 was subdivided to allow the gathering of data on goods printed with three or more colors (6305.33.0040) and other sacks weighing less than 1 kilogram (6305.33.0060).

²³ HTS statistical reporting number 6305.33.0080, is a residual or “basket” category for goods of polyethylene or polypropylene strip or the like that each weigh less than one kilogram.

²⁴ As noted in the scope set forth by Commerce, variations introduced at various steps of the manufacturing process may result in the classification of the LW sacks under other HTS headings, including: 3917, 3921, or 5903 if entered not closed on one end or in roll form (including sheets, lay-flat tubing, and sleeves); 3923 if entered with plastic coating on both sides of the fabric consisting of woven polypropylene strip and/or woven polyethylene strip; and 4601 or 4602 if polypropylene strips and/or polyethylene strips making up the fabric measure more than 5 millimeters in width.

²⁵ 84 FR 43304, August 20, 2019. See also HTS heading 9903.88.15 and U.S. notes 20(X) and 20(X) to subchapter III of chapter 99 and related tariff provisions for this duty treatment. USITC, HTS (2024) Revision 8, USITC Publication 5537, August 2024, pp. 99-III-88–99-III-102.

Description and applications²⁶

The products covered by these reviews are LW sacks, which are bags consisting of one or more plies of fabric of woven polypropylene (“PP”) strip and/or polyethylene (“PE”) strip²⁷ that are laminated²⁸ or bonded to an exterior ply of plastic film such as biaxially-oriented polypropylene (“BOPP”),²⁹ polyester (“PET”), PE, nylon, or any film suitable for printing, or to an exterior ply of paper.³⁰ The exterior ply is printed in three or more colors; it is usually aligned and printed at three or more separate print stations, each containing a different color, creating multicolor, high-quality print graphics. The printed outer ply serves as the point-of-sale advertising for packaged consumer goods. LW sacks are commonly referred to as laminated woven polypropylene bags or sacks, laminated woven polyethylene bags or sacks, or laminated woven bags or sacks.

The properties of woven PP are especially useful for the packaging industry.³¹ LW sacks have improved physical properties compared with multi-wall paper sacks because they weigh less, occupy less storage space, are more tear resistant, and have greater tensile strength leading to less breakage. Compared to multi-wall paper sacks, LW sacks are more resistant to

²⁶ Unless otherwise noted, this information is based on Laminated Woven Sacks From China, Inv. Nos. 701-TA-450 and 731-TA-1122 (Second Review), USITC Publication 4944, August 2019 (“Second review publication”), pp. I-7 to I-8.

²⁷ A rugged material that is especially resistant to chemicals, bases, and acids, polypropylene is a thermoplastic resin material created by polymerizing propylene that can be used for many industrial purposes. Standish Milling Company, “All About Woven Polypropylene Bags,” [Woven Polypropylene Bags: An Ultimate Guide – Standish Milling Company](#), retrieved September 9, 2024.

²⁸ “Laminated fabric” contains two or more layers of cloth joined together with rubber, resin, adhesive, plastic, etc. to form one ply; or a fabric backed and bonded to a plastic sheet. The subject LW sacks are made from a manmade fiber woven fabric joined by a layer of adhesive plastic to an outer layer of either plastic film, or paper, to form one ply of laminated fabric.

²⁹ BOPP is a film material comprised of polypropylene that is created through biaxial stretching, resulting in mechanical performance both vertically and horizontally. The film is usually a multilayer film that has a three-layer structure—one thick layer of polypropylene sandwiched between two thin layers of polypropylene. Properties include strength and tear resistance, water resistance, high strength, temperature resistance, high gloss, transparency, and printability. Source: Chalvo.com, “The Ultimate Guide to Bopp Films,” [The Ultimate Guide to Bopp Films - Chalvo Packaging Film](#), accessed September 10, 2024; Hubei Firsta Material Science and Technology Group Co., Ltd., “BOPP Films,” [BOPP Films \(firstagroup.com\)](#), accessed September 10, 2024.

³⁰ For sacks and bags for which the woven fabric of PP and/or PE strip is laminated to an outer ply of paper (in the place of an outer ply of plastics sheeting), the LW sacks would be classified under HTSUS 6305.33.0080.

³¹ Standish Milling Company, “All About Woven Polypropylene Bags,” [Woven Polypropylene Bags: An Ultimate Guide – Standish Milling Company](#), retrieved September 9, 2024.

water, oil, and grease, resulting in less material breakdown and leakage and leading to cost savings for the consuming industry. LW sacks come in various sizes and capabilities that make them suitable for various types and quantities of packaged goods. Their dimensions, size, strength, closure, color, coating, and printing are specified by manufacturers of packaged consumer goods as needed to serve their retail customers. LW sacks may be lined or unlined and may or may not have a thin layer of plastic film over the print medium. The bottom of the finished LW sacks is either folded over and stitched, or a separate PP strip is folded over one end of the fabric and sewn to create a closure at the bottom. Another type of finished LW sacks has a different type of closure at the bottom—i.e., a “pinch bottom stepped end style of closure,” in which the bottom is either folded over and glued or heat sealed to provide a more hermetic seal without sew holes.

LW sacks are reusable, recyclable, eco-friendly, durable, easily to clean, and antibacterial.³² Because LW sacks are also non-toxic, non-staining, printable, and breathable, they are useful for the agricultural, food, and pharmaceutical industries.³³ The subject LW sacks are sold and used primarily as packaging for retail products such as pet food, animal feed, and dry or semi-dry food items.³⁴

³² Standish Milling Company, “All About Woven Polypropylene Bags,” [Woven Polypropylene Bags: An Ultimate Guide – Standish Milling Company](#), retrieved September 9, 2024.

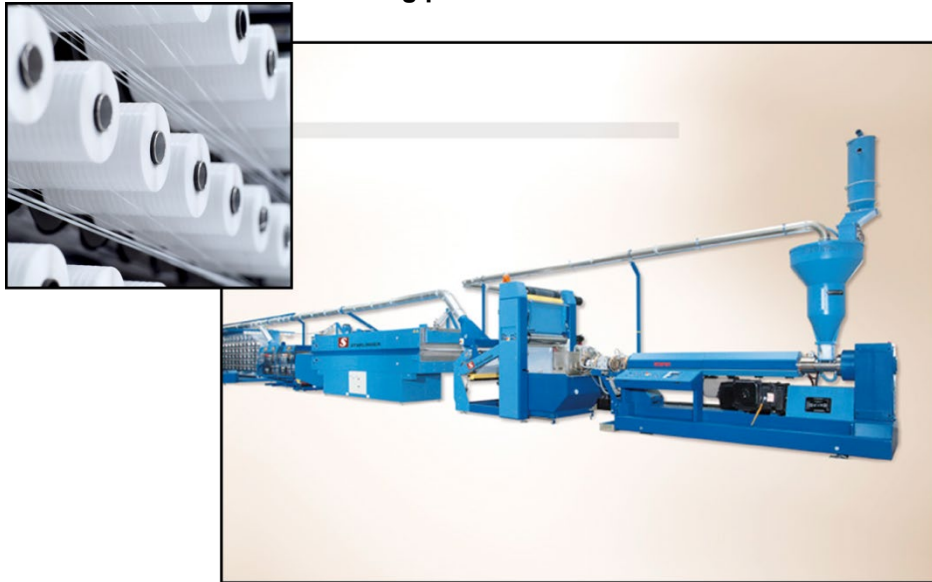
³³ Standish Milling Company, “All About Woven Polypropylene Bags,” [Woven Polypropylene Bags: An Ultimate Guide – Standish Milling Company](#), retrieved September 9, 2024.

³⁴ The strength, tear resistance, and lightweight quality of LW sacks, combined with the high-quality print graphic potential of the BOPP (or other film) make the product distinct from quad seal bags, which are made from different raw materials than LW sacks (i.e., PET and PE), are not made from woven fabric, and generally have higher overall manufacturing costs. Petitioners during the original investigations also noted that quad seal bags are generally used for higher-end, niche pet food. Second review publication, p. I-8; Laminated Woven Sacks from Vietnam, Inv. Nos. 701-TA-601 and 731-TA-1411 (Final), USITC Publication 4893, May 2019, pp. I-8 to I-14.

Manufacturing process³⁵

The production of LW sacks involves several separate staged operations, which allow for a producer to enter into the production scheme at a number of different steps, resulting in a variation of starting materials. For vertically integrated producers, the first step is to melt PP or PE pellets and extrude a plastic sheet of a specific thickness (see figure I-1).

Figure I-1
LW sacks: Extrusion and slitting process



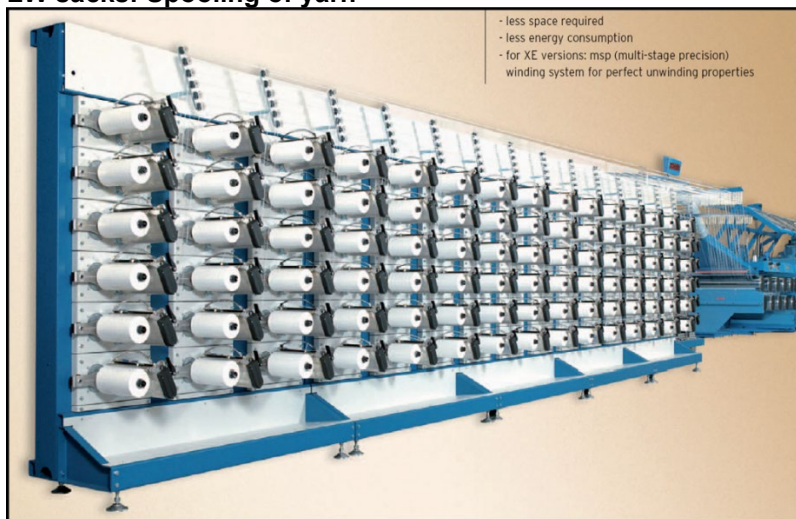
Source: Laminated Woven Sacks from Vietnam, Inv. Nos. 701-TA-601 and 731-TA-1411 (Final), USITC Publication 4893, May 2019, p. I-10.

The dry PP pellets are loaded into a receptacle (hopper), and then fed into a grating chamber through the action of a revolving screw. At the end of the heating chamber, the molten plastic material is forced through a small opening, shaped into the form of the desired product, and is subsequently fed onto a conveyor belt on which it is cooled either by air blowers or by water. The plastic sheets are then cut into thin flat strips to be spooled onto a bobbin for weaving into fabric.

³⁵ Unless otherwise noted, this information is based on the Second review publication, pp. I-8 to I-13.

The second discrete step in LW sacks production involves weaving the spooled PP strip into fabric (see figures I-2 and I-3). Although eventually the LW sacks can be made using either a tubular woven form or from a flat woven sheet, both are made from the same weaving process that initially produces the tubular woven form. The tubular woven material is used directly to produce the seamless LW sacks; however, the tubular woven material is slit to produce the flat sheet form (which requires a heat-sealing step at a later stage of production) to produce “back seam LW sacks.” The equipment used in the weaving process can produce various widths of fabric for different sizes of LW sacks, by variation of the weaving ring.

Figure I-2
LW sacks: Spooling of yarn



Source: Laminated Woven Sacks from Vietnam, Inv. Nos. 701-TA-601 and 731-TA-1411 (Final), USITC Publication 4893, May 2019, p. I-10.

Figure I-3
LW sacks: Weaving process



Source: Second review publication, figure I-2.

Non-integrated producers may purchase or import the fabric used to make LW sacks. Regardless of the origin of the fabric, all LW sack manufacturers use a printing press to print graphics onto the outer layer or laminate, whether that is reverse-printing to BOPP film (so that the graphic will be protected once the film and the fabric are bonded together), or to a paper sheet (see figure I-4). Both of these laminates are suitable for the application of high-quality print graphics in multiple colors that serve as point-of-sale advertising for packaged consumer goods.

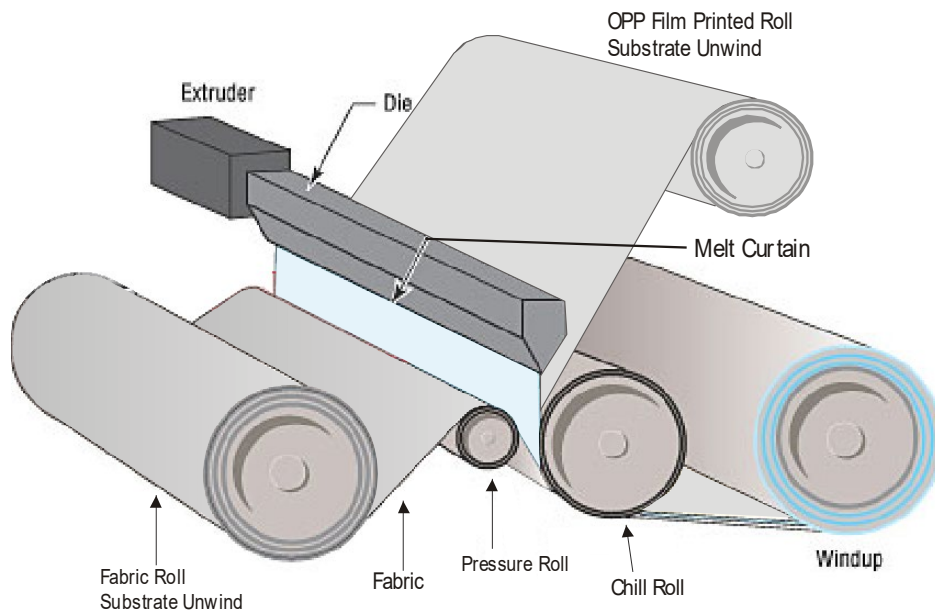
Figure I-4
LW sacks: Printing press



Source: Second review publication, figure I-3.

Once printed, the roll of film or paper is laminated to the fabric with a layer of liquid polypropylene (see figure I-5). The process involves a “curtain of liquid PP” that is allowed to “flow between the film and the fabric, immediately forming a bonding center layer.” When bonding the laminate to the flat woven sheet format, only one side of the material is laminated. However, when bonding the laminate to the woven tube formatted material, the laminate is bonded to two sides (at the same time). The dual-sided process often results in the extra laminate extending along two sides of the resulting laminated woven sacks, referred to by the respondents in the original investigation as “fins.”³⁶

Figure I-5
LW sacks: Lamination process



Source: Second review publication, figure I-4.

³⁶ Second review publication, p. I-11.

The roll of laminated fabric is next sent to a tuber where it is formed into a continuous tube, the longitudinal back seam is closed with a melted resin produced by an extruder, and finally, the tube is cut into individual pieces and finished on bag conversion lines (see figure I-6).³⁷

Figure I-6
LW sacks: Tubing process



Source: Second review publication, figure I-5.

³⁷ Tubing equipment may vary depending on the style of closure, uses and purposes of the bag. Laminated Woven Sacks from Vietnam, Inv. Nos. 701-TA-601 and 731-TA-1411 (Final), USITC Publication 4893, May 2019, p. I-12.

Each sack is finished by either sewing the bottom and applying closure tape and the pull tape for easy opening (see figure I-7), or by using glue or heat to seal the end in a pinch-closure style.³⁸ LW sacks that are folded over and glued or heat sealed provide a more hermetic seal without sew holes.³⁹ As with the tubing equipment, the converting equipment (for closing the bottom of the bag) may vary depending on the style of closure, uses and purposes of the bag.

Figure I-7
LW sacks: Sewn end closure



Source: Laminated Woven Sacks from Vietnam, Inv. Nos. 701-TA-601 and 731-TA-1411 (Final), USITC Publication 4893, May 2019, p. I-14.

Note: Not all LW sacks have sewn closures.

³⁸ Laminated Woven Sacks from Vietnam, Inv. Nos. 701-TA-601 and 731-TA-1411 (Final), USITC Publication 4893, May 2019, pp. I-14

³⁹ During the original Vietnam investigations, one producer commented that closing LW sacks by hot air—rather than hot melt glue—is also an option for producers. This method melts the woven fabric in the pinch bottom style. Petitioners of the original Vietnam investigations noted that the pinched closure is a more economical way to close LW sacks than sewn closures because it requires less material (the tape and materials used during the sewing process). Laminated Woven Sacks from Vietnam, Inv. Nos. 701-TA-601 and 731-TA-1411 (Final), USITC Publication 4893, May 2019, p. I-13.

The industry in the United States

U.S. producers

During the final phase of the original investigations, the Commission received U.S. producer questionnaires from six firms, which accounted for virtually all of production of LW sacks in the United States during 2007.⁴⁰ During the first five-year reviews, the domestic interested party provided a list of ten known and currently operating U.S. producers of LW sacks. Six responding firms accounted for more than *** percent of production of LW sacks in the United States during 2012.⁴¹ During the second five-year reviews, domestic interested parties provided a list of eight known and currently operating U.S. producers of LW sacks. Two responding firms accounted for approximately *** percent of production of LW sacks in the United States during 2018.⁴²

In response to the Commission's notice of institution in these current reviews, the domestic interested party provided a list of eight known and currently operating U.S. producers of LW sacks. Two firms providing U.S. industry data in response to the Commission's notice of institution accounted for approximately *** percent of production of LW sacks in the United States during 2023.⁴³

⁴⁰ Original publication, p. III-1.

⁴¹ Investigation Nos. 701-TA-450 and 731-TA-1122 (First Review): Laminated Woven Sacks from China, INV-MM-013, February 7, 2014, ("First review confidential report"), p. I-17.

⁴² Second review confidential report, table I-1.

⁴³ Domestic interested party's response to the notice of institution, July 31, 2024, exh. 1.

Recent Developments

Table I-4 presents events in the U.S. industry that have occurred since the Commission’s last five-year reviews.⁴⁴

Table I-4
LW sacks: Recent developments in the U.S. industry

Item	Firm	Event
Acquisition	ProAmpac	U.S. producer ProAmpac acquired several foreign companies during 2021: El Dorado Packaging in April, U.K.-based Ultimate Packaging in July, and Ireland-based packaging manufacturers Flexible Packaging and Fispak in November, and Canadian packaging company Gelpac.
Acquisition	Graphic Packaging International	Graphic Packaging International, owned by U.S. producer Mondi Group, acquired Bell Inc. (a producer of packaging for confectionary products based in South Dakota and Ohio) in September 2023.
Acquisition	Hood Packaging	In January 2020, former U.S. producer of LW sacks TC Transcontinental sold its paper and woven polypropylene packaging operations to Hood Packaging Corporation (both were U.S. producers during the original investigations), including its woven polypropylene packaging operations at the Transcontinental Spartanburg, South Carolina plant.
Acquisition	Robinette Company	U.S. producer Robinette Company of Bristol, Tennessee, a full-service sustainable packaging company, was acquired by Flex-Pack (also a U.S. producer located in St. Louis, MO), April 18, 2024.
Acquisition	Standard Bag Manufacturing Co.	Standard Bag Manufacturing Co., a U.S. domestic producer of LW sacks, (in business since 1985, with operations in Beaverton, OR and Lubbock, TX), was acquired by Montreal-based Gelpac, May 2023.

Table continued on next page.

⁴⁴ For recent developments, if any, in tariff treatment, please see “U.S. tariff treatment” section.

Table I-4 continued

LW sacks: Recent developments in the U.S. industry

Expansion	***	***.
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Source: Businesswire.com, “ProAmpac Acquires Ultimate Packaging,” July 1, 2021, [ProAmpac Acquires Ultimate Packaging | Business Wire](#), retrieved June 24, 2024; Petfoodindustry.com, “ProAmpac Acquires El Dorado Packaging.” April 21, 2021, [ProAmpac acquires El Dorado Packaging | PetfoodIndustry](#), retrieved June 24, 2024; Businesswire.com, “ProAmpac Acquires Irish Flexible Packaging and Fispak.” November 4, 2021, [ProAmpac Acquires Irish Flexible Packaging and Fispak | Business Wire](#), retrieved June 24, 2024; packagingdive.com, Proampac.com, Proampac to Acquire Gelpac From an Investor Group Led by Namakor,” March 13, 2024; [ProAmpac to Acquire Gelpac From an Investor Group Led by Namakor, and Supported by W Investments](#), Retrieved July 10, 2024; Packagingdive.com, “Graphic Packaging Closes \$262.5M Acquisition of Folding Carton Company Bell.” September 11, 2023, [Graphic Packaging closes \\$262.5M acquisition of folding carton company Bell | Packaging Dive](#), retrieved June 24, 2024; tctranscontinental.com, “TC Transcontinental closes sale to Hood Packaging Corporation,” January 20, 2020; tctranscontinental.com, “TC Transcontinental Closes Sale to Hood Packaging Corporation,” January 20, 2020, [TC Transcontinental closes sale to Hood Packaging Corporation | TC Transcontinental](#), retrieved July 10, 2024; marketscreener.com, “Update on Plex Pack Proposal,” May 13, 2024, [JZ Capital Partners Ltd - Update on Flex Pack Proposal - MarketScreener](#), retrieved June 26, 2024; prnewswire.com, “Gelpac Announces the Strategic Acquisition of Standard Multiwall Bag MFG. Co.,” May 17, 2023, [GELPAC ANNOUNCES THE STRATEGIC ACQUISITION OF STANDARD MULTIWALL BAG MFG. CO. \(prnewswire.com\)](#), retrieved June 26, 2024; domestic interested party’s supplemental response to the notice of institution, August 8, 2024, p. 2.

U.S. producers' trade and financial data

The Commission asked domestic interested parties to provide trade and financial data in their response to the notice of institution in the current five-year reviews.⁴⁵ Table I-5 presents a compilation of the trade and financial data submitted from all responding U.S. producers in the original investigations and subsequent five-year reviews.

Table I-5
LW sacks: Trade and financial data submitted by U.S. producers, by period

Quantity in 1,000 sacks; value in 1,000 dollars; unit value in dollars per sack; ratio in percent

Item	Measure	2007	2012	2018	2023
Capacity	Quantity	232,953	***	***	***
Production	Quantity	52,231	***	***	***
Capacity utilization	Ratio	22.4	***	***	***
U.S. shipments	Quantity	51,411	***	***	***
U.S. shipments	Value	30,656	***	***	***
U.S. shipments	Unit value	0.60	***	***	***
Net sales	Value	31,312	***	***	***
COGS	Value	29,559	***	***	***
COGS to net sales	Ratio	94.4	***	***	***
Gross profit or (loss)	Value	1,753	***	***	***
SG&A expenses	Value	3,357	***	***	***
Operating income or (loss)	Value	(1,604)	***	***	***
Operating income or (loss) to net sales	Ratio	(5.1)	***	***	***

Source: For the years 2007-18, data are compiled using data submitted in the Commission's original investigation and subsequent five-year reviews. For the year 2023, data are compiled using data submitted by the domestic interested party. Domestic interested party's response to the notice of institution, July 31, 2024, exh. 1.

Note: During the first five-year review, staff calculated 2012 operating profit as ***. The difference between reported and calculated operating profit is due to the numbers reported by ***.

Note: For a discussion of data coverage, please see "U.S. producers" section.

⁴⁵ Individual company trade and financial data are presented in app. B.

Definitions of the domestic like product and domestic industry

The domestic like product is defined as the domestically produced product or products which are like, or in the absence of like, most similar in characteristics and uses with, the subject merchandise. The domestic industry is defined as the U.S. producers as a whole of the domestic like product, or those producers whose collective output of the domestic like product constitutes a major proportion of the total domestic production of the product. Under the related parties provision, the Commission may exclude a U.S. producer from the domestic industry for purposes of its injury determination if “appropriate circumstances” exist.⁴⁶

In its original determinations and its expedited first and second five-year review determinations, the Commission defined a single domestic like product consisting of laminated woven sacks, coextensive with Commerce’s scope. In its original determinations, the Commission defined the domestic industry as all producers of the domestic like product. Certain Commissioners defined the domestic industry differently in the original determinations.⁴⁷ In its expedited first and second five-year review determinations, the Commission defined the domestic industry as all U.S. producers of laminated woven sacks.⁴⁸

⁴⁶ Section 771(4)(B) of the Tariff Act of 1930, 19 U.S.C. § 1677(4)(B).

⁴⁷ Chairman Aranoff and Commissioner Pinkert excluded *** from their definition of the domestic industry, as they found that appropriate circumstances existed to exclude *** from the domestic industry pursuant to the related parties provision. Confidential opinion in Laminated Woven Sacks from China, Inv. Nos. 701-TA-450 and 731-TA-1122 (Final), EDIS Doc. No. 830895, p. 21, nn. 108 and 109.

⁴⁸ 89 FR 5422, July 1, 2024.

U.S. importers

During the final phase of the original investigations, the Commission received U.S. importer questionnaires from 21 firms. Import data for LW sacks from China were presented in the original investigations based on official import statistics, adjusted using methodologies proposed by petitioners. U.S. imports from nonsubject sources were presented based on questionnaire responses.⁴⁹

Although the Commission did not receive responses from any respondent interested parties in its first five-year reviews, the domestic interested party provided a list of 21 importers of LW sacks from China.⁵⁰ Import data presented in the first reviews are based on official Commerce statistics.

Although the Commission did not receive responses from any respondent interested parties in its second five-year reviews, the domestic interested parties provided a list of 32 importers of LW sacks from China.⁵¹ Import data presented in the second reviews are based on official Commerce statistics.

Although the Commission did not receive responses from any respondent interested parties in these current reviews, in its response to the Commission's notice of institution, the domestic interested party provided a list of 62 potential U.S. importers of LW sacks.⁵²

⁴⁹ Original publication, p. IV-1.

⁵⁰ First review publication, p. I-14.

⁵¹ Second review publication, p. I-19.

⁵² Domestic interested party's response to the notice of institution, July 31, 2024, exh. 1.

U.S. imports

Table I-6 presents the quantity, value, and unit value of U.S. imports from China as well as the other top sources of U.S. imports (shown in descending order of 2023 imports by quantity).

Table I-6
LW sacks: U.S. imports, by source and period

Quantity in 1,000 sacks; value in 1,000 dollars; unit value in dollars per sack

U.S. imports from	Measure	2019	2020	2021	2022	2023
China	Quantity	79,674	67,381	90,056	65,696	40,769
India	Quantity	77,384	80,189	91,770	96,012	100,521
Thailand	Quantity	83,870	54,692	22,364	18,059	39,638
Honduras	Quantity	14,090	27,045	23,067	27,583	29,626
All other sources	Quantity	170,924	179,826	152,463	131,358	130,505
Nonsubject sources	Quantity	346,268	341,753	289,664	273,011	300,290
All import sources	Quantity	425,943	409,134	379,720	338,707	341,060
China	Value	30,678	28,251	46,471	34,305	15,540
India	Value	25,126	24,001	31,444	35,222	32,360
Thailand	Value	40,594	25,854	10,386	8,874	18,388
Honduras	Value	9,375	14,410	13,748	18,764	20,147
All other sources	Value	64,278	64,080	65,842	67,828	55,257
Nonsubject sources	Value	139,373	128,345	121,420	130,688	126,151
All import sources	Value	170,051	156,596	167,890	164,993	141,691
China	Unit value	0.39	0.42	0.52	0.52	0.38
India	Unit value	0.32	0.30	0.34	0.37	0.32
Thailand	Unit value	0.48	0.47	0.46	0.49	0.46
Honduras	Unit value	0.67	0.53	0.60	0.68	0.68
All other sources	Unit value	0.38	0.36	0.43	0.52	0.42
Nonsubject sources	Unit value	0.40	0.38	0.42	0.48	0.42
All import sources	Unit value	0.40	0.38	0.44	0.49	0.42

Source: Compiled from official Commerce statistics for HTS statistical reporting numbers 6305.33.0040 and 6305.33.0080, accessed August 6, 2024.

Note: Quantity data were converted from kilograms to individual sacks using a conversion factor of 907 kilograms being equivalent to 8,000 sacks. Import data might be understated as LW sacks can be imported under other HTS statistical reporting numbers depending on the physical characteristics they possess, such as being coated on both sides or if they are imported in roll form (see section on “U.S. tariff treatment”).

Note: Because of rounding, figure may not add to total shown.

Apparent U.S. consumption and market shares

Table I-7 presents data on U.S. producers' U.S. shipments, U.S. imports, apparent U.S. consumption, and market shares.

Table I-7
LW sacks: Apparent U.S. consumption and market shares, by source and period

Quantity in 1,000 sacks; value in 1,000 dollars; shares in percent

Source	Measure	2007	2012	2018	2023
U.S. producers	Quantity	51,411	***	***	***
China	Quantity	234,368	30,580	71,931	40,769
Nonsubject sources	Quantity	***	153,055	317,585	300,290
All import sources	Quantity	***	183,636	389,516	341,060
Apparent U.S. consumption	Quantity	***	***	***	***
U.S. producers	Value	30,656	***	***	***
China	Value	58,147	10,196	30,532	15,540
Nonsubject sources	Value	***	59,500	117,218	126,151
All import sources	Value	***	69,696	147,750	141,691
Apparent U.S. consumption	Value	***	***	***	***
U.S. producers	Share of quantity	***	***	***	***
China	Share of quantity	***	***	***	***
Nonsubject sources	Share of quantity	***	***	***	***
All import sources	Share of quantity	***	***	***	***
U.S. producers	Share of value	***	***	***	***
China	Share of value	***	***	***	***
Nonsubject sources	Share of value	***	***	***	***
All import sources	Share of value	***	***	***	***

Source: For the years 2007-18, data are compiled using data submitted in the Commission's original investigations and subsequent five-year reviews. For the year 2023, U.S. producers' U.S. shipments are compiled from the domestic interested party's response to the Commission's notice of institution and U.S. imports are compiled using official Commerce statistics under HTS statistical reporting numbers 6305.33.0040 and 6305.33.0080, accessed August 6, 2024.

Note: Share of quantity is the share of apparent U.S. consumption by quantity in percent; share of value is the share of apparent U.S. consumption by value in percent.

Note: For 2007, apparent U.S. consumption is derived from U.S. shipments of imports for nonsubject sources and U.S. imports for subject sources.

Note: For a discussion of data coverage, please see "U.S. producers" and "U.S. importers" sections.

The industry in China

Producers in China

During the final phase of the original investigations, the Commission received foreign producer/exporter questionnaires from one firm, which accounted for approximately *** percent of production of LW sacks in China during 2007, and approximately *** percent of LW sacks exports from China to the United States during 2007.⁵³

Although the Commission did not receive responses from any respondent interested parties in its first five-year reviews, the domestic interested party provided a list of 87 possible producers of LW sacks in China in that proceeding.⁵⁴

Although the Commission did not receive responses from any respondent interested parties in its first five-year reviews, the domestic interested parties provided a list of 200 possible producers of LW sacks in China in that proceeding.⁵⁵

Although the Commission did not receive responses from any respondent interested parties in these five-year reviews, the domestic interested party provided a list of 195 possible producers of LW sacks in China.⁵⁶

Recent developments

Table I-8 presents one event in the Chinese industry since the Commission's last five-year reviews.

Table I-8
LW sacks: Recent developments in the Chinese industry

Item	Firm	Event
Expansion	TimYeh	TimYeh specializes in the manufacture of woven bag fabrics. In 2019, the company announced as of 2019, it would be introducing four new production lines. With these new lines, the company has a daily output of 80,000 units.

Source: Chinawovensack.com, 2020-2021, [ABOUT US - PP Woven Sack Manufacturer \(chinawovensack.com\)](https://chinawovensack.com), retrieved August 28, 2024; Domestic interested party's response to the notice of institution, July 31, 2024, pp. 20-21 and Exhibit 5.

⁵³ Investigation Nos. 701-TA-450 and 731-TA-1122 (Final): Laminated Woven Sacks from China, INV-FF-075, July 2, 2008, pp. VII-2 to VII-3.

⁵⁴ First review publication, p. I-17.

⁵⁵ Second review publication, p. I-24.

⁵⁶ Domestic interested party's response to the notice of institution, July 31, 2024, exh. 1.

Exports

Table I-9 presents export data for polyethylene and polypropylene bags and sacks, a category that includes LW sacks and out-of-scope products, from China (by export destination in descending order of value for 2023).⁵⁷

Table I-9
Polyethylene and polypropylene bags and sacks: Value of exports from China, by destination and year

Value in 1,000 dollars

Destination market	2018	2019	2020	2021	2022	2023
Japan	99,868	97,281	89,647	102,295	101,107	83,135
Philippines	62,828	57,590	59,108	82,302	92,920	77,584
United States	134,626	92,961	76,606	103,050	98,967	72,032
Russia	77,164	65,566	51,608	55,523	63,408	66,388
South Korea	39,117	36,020	32,490	37,980	35,563	37,654
Thailand	9,884	9,838	14,156	19,108	24,979	37,479
Malaysia	13,456	18,991	23,951	33,872	33,011	33,580
Myanmar	33,539	24,442	22,409	16,772	35,505	31,849
Kazakhstan	39,107	38,665	23,822	44,729	30,107	28,010
Australia	28,543	18,667	19,486	23,134	23,950	23,775
Taiwan	23,147	20,872	20,185	25,906	24,674	20,665
Ghana	10,313	10,249	20,769	13,934	21,775	17,275
All other	428,379	396,610	353,525	412,407	437,238	438,879
Total	999,970	887,750	807,763	971,013	1,023,204	965,305

Source: S&P Global, Global Trade Atlas, HS subheading 6305.33.00 (statistical reporting numbers 6305.33.0040 and 6305.33.0080), accessed August 20, 2024. These data may be overstated as HS subheading 6305.33.00 may contain products outside the scope of these reviews.

Note: Because of rounding, figures may not add to totals shown.

Third-country trade actions

Based on available information, LW sacks from China have not been subject to other antidumping or countervailing duty investigations outside the United States.

⁵⁷ The category polyethylene and polypropylene bags and sacks includes out-of-scope merchandise such as sacks weighing more than one kilogram and sacks with less than three colors. Thus, value rather than quantity data are presented in table I-9, as the conversion factor staff used to convert from kilograms to sacks elsewhere in the report where data were limited to LW sacks would be less reliable.

The global market

Table I-10 presents global export data for polyethylene and polypropylene bags and sacks, a category that includes LW sacks and out-of-scope products (by source in descending order of value for 2023).⁵⁸

Table I-10
Polyethylene and polypropylene bags and sacks: value of global exports by country and year, 2018–23.

Value in 1,000 dollars

Exporting country	2018	2019	2020	2021	2022	2023
China	999,970	887,750	807,763	971,013	1,023,204	965,305
Turkey	131,543	121,070	128,554	148,350	147,165	121,759
Thailand	117,230	158,227	121,132	105,290	102,124	86,124
Egypt	25,759	33,675	36,894	54,009	63,551	53,839
United States	20,645	26,141	29,183	35,203	39,748	30,641
Indonesia	50,775	38,294	37,118	42,409	35,985	21,265
Mexico	33,483	26,911	26,054	21,495	22,224	18,647
Vietnam	182,322	176,511	185,178	225,694	220,632	NA
Cote d'Ivoire	23,284	24,245	23,674	27,012	35,081	NA
Iran	111,454	74,051	69,106	74,835	NA	NA
All other	386,510	436,001	422,574	518,404	481,489	366,877
Total	2,082,975	2,002,875	1,887,230	2,223,714	NA	NA

Source: S&P Global, Global Trade Atlas, HS subheading 6305.33 accessed August 19, 2024. These data may be overstated as HS subheading 6305.33 may contain products outside the scope of this review.

Note: Because of rounding, figures may not add to totals shown. Data for Vietnam, Cote d' Ivoire, and Iran have not yet been reported for 2023 (as well as 2022 for Iran). These countries have been included, as prior data suggests these markets have previously been large exporters of LW sacks.

⁵⁸ The category polyethylene and polypropylene bags and sacks includes out-of-scope merchandise such as sacks weighing more than one kilogram and sacks with less than three colors.

APPENDIX A

***FEDERAL REGISTER* NOTICES**

The Commission makes available notices relevant to its investigations and reviews on its website, www.usitc.gov. In addition, the following tabulation presents, in chronological order, *Federal Register* notices issued by the Commission and Commerce during the current proceeding.

Citation	Title	Link
89 FR 54435, July 1, 2024	<i>Initiation of Five-Year (Sunset) Reviews</i>	https://www.govinfo.gov/content/pkg/FR-2024-07-01/pdf/2024-14459.pdf
89 FR 54522, July 1, 2024	<i>Laminated Woven Sacks From China; Institution of Five-Year Reviews</i>	https://www.govinfo.gov/content/pkg/FR-2024-07-01/pdf/2024-14445.pdf

APPENDIX B
RESPONSES TO THE NOTICE OF INSTITUTION

Responses to the Commission’s notice of institution

Individual responses

The Commission received one submission in response to its notice of institution in the subject reviews. It was filed on behalf of the Laminated Woven Sacks Fair Trade Coalition, a trade association consisting of domestic manufacturers of LW sacks (collectively referred to herein as “domestic interested party”).¹

A complete response to the Commission’s notice of institution requires that the responding interested party submit to the Commission all the information listed in the notice. Responding firms are given an opportunity to remedy or explain deficiencies in their responses and to provide clarifying details where appropriate. A summary of the number of responses and estimates of coverage for each is shown in table B-1.

Table B-1
LW sacks: Summary of responses to the Commission’s notice of institution

Interested party type	Number	Coverage
U.S. trade association	1	***%

Note: The U.S. trade association coverage figure presented is the domestic interested party’s estimate of its share of total U.S. production of LW sacks during 2023. Domestic interested party’s response to the notice of institution, July 31, 2024, Exhibit 1.

Party comments on adequacy

The Commission received party comments on the adequacy of responses to the notice of institution and whether the Commission should conduct expedited or full reviews from the Laminated Woven Sacks Fair Trade Coalition. The Laminated Woven Sacks Fair Trade Coalition requests that the Commission conduct expedited reviews of the antidumping and countervailing duty orders on LW sacks.²

¹ The members of trade association are as follows: Polytex Fibers Corporation (“Polytex”) and ProAmpac Holdings, Inc. (“ProAmpac”).

² Domestic interested party’s comments on adequacy, September 6, 2024, p. 2.

Company-specific information

Table B-2
LW sacks: Response checklist for U.S. producers

Yes = provided response; no = did not provide a response; NA = not available; not known = information was not known

Item	Laminated Woven Sacks Fair Trade Coalition
Nature of operation	Yes
Statement of intent to participate	Yes
Statement of likely effects of revoking the order	Yes
U.S. producer list	Yes
U.S. importer/foreign producer list	Yes
List of 3-5 leading purchasers	Yes
List of sources for national/regional prices	Not known
Trade/financial data	Yes
Changes in supply/demand	Yes

APPENDIX C
SUMMARY DATA COMPILED IN PRIOR PROCEEDINGS

Table C-1
Laminated woven sacks: Summary data concerning the U.S. market (using petitioners' methodology for subject imports and questionnaire data for nonsubject imports), 2005-07

(Quantity=1,000 sacks, value=1,000 dollars, unit values, unit labor costs, and unit expenses are per sack;
period changes=percent, except where noted)

Item	Reported data			Period changes		
	2005	2006	2007	2005-07	2005-06	2006-07
U.S. consumption quantity:						
Amount	***	***	***	***	***	***
Producers' share (1)	***	***	***	***	***	***
Importers' share (1):						
China	***	***	***	***	***	***
Other sources	***	***	***	***	***	***
Total imports	***	***	***	***	***	***
U.S. consumption value:						
Amount	***	***	***	***	***	***
Producers' share (1)	***	***	***	***	***	***
Importers' share (1):						
China	***	***	***	***	***	***
Other sources	***	***	***	***	***	***
Total imports	***	***	***	***	***	***
U.S. imports from:						
China:						
Quantity	112,262	153,182	234,368	108.8	36.5	53.0
Value	26,746	39,025	58,147	117.4	45.9	49.0
Unit value	\$0.24	\$0.25	\$0.25	4.1	6.9	-2.6
Ending inventory quantity	***	***	***	***	***	***
All other sources:						
Quantity	***	***	***	***	***	***
Value	***	***	***	***	***	***
Unit value	***	***	***	***	***	***
Ending inventory quantity	***	***	***	***	***	***
All sources:						
Quantity	***	***	***	***	***	***
Value	***	***	***	***	***	***
Unit value	***	***	***	***	***	***
Ending inventory quantity	***	***	***	***	***	***
U.S. producers':						
Average capacity quantity	111,301	172,783	232,953	109.3	55.2	34.8
Production quantity	15,239	28,286	52,231	242.7	85.6	84.7
Capacity utilization (1)	13.7	16.4	22.4	8.7	2.7	6.1
U.S. shipments:						
Quantity	14,190	26,075	51,411	262.3	83.8	97.2
Value	7,682	15,692	30,656	299.0	104.3	95.4
Unit value	\$0.54	\$0.60	\$0.60	10.1	11.2	-0.9
Export shipments:						
Quantity	***	***	***	***	***	***
Value	***	***	***	***	***	***
Unit value	***	***	***	***	***	***
Ending inventory quantity	***	***	***	***	***	***
Inventories/total shipments (1)	***	***	***	***	***	***
Production workers	***	***	***	***	***	***
Hours worked (1,000s)	***	***	***	***	***	***
Wages paid (\$1,000s)	***	***	***	***	***	***
Hourly wages	***	***	***	***	***	***
Productivity (sacks/hour)	***	***	***	***	***	***
Unit labor costs	***	***	***	***	***	***
Net sales:						
Quantity	14,190	25,838	52,319	268.7	82.1	102.5
Value	7,681	15,581	31,312	307.6	102.8	101.0
Unit value	\$0.54	\$0.60	\$0.60	10.6	11.4	-0.8
Cost of goods sold (COGS)	6,889	15,915	29,559	329.1	131.0	85.7
Gross profit or (loss)	792	(333)	1,753	121.4	-142.1	625.7
SG&A expenses	1,093	2,560	3,357	207.1	134.2	31.1
Operating income or (loss)	(301)	(2,893)	(1,604)	-432.7	-861.0	44.6
Capital expenditures	***	***	***	***	***	***
Unit COGS	\$0.49	\$0.62	\$0.56	16.4	26.9	-8.3
Unit SG&A expenses	\$0.08	\$0.10	\$0.06	-16.7	28.6	-35.2
Unit operating income or (loss)	(\$0.02)	(\$0.11)	(\$0.03)	-44.5	-427.8	72.6
COGS/sales (1)	89.7	102.1	94.4	4.7	12.4	-7.7
Operating income or (loss)/ sales (1)	(3.9)	(18.6)	(5.1)	-1.2	-14.6	13.4

(1) "Reported data" are in percent and "period changes" are in percentage points.

Note.--Financial data are reported on a fiscal year basis and may not necessarily be comparable to data reported on a calendar year basis. Because of rounding, figures may not add to the totals shown. Unit values and shares are calculated from the unrounded figures.

Source: Compiled from data submitted in response to Commission questionnaires and from adjusted official Commerce statistics.

APPENDIX D
PURCHASER QUESTIONNAIRE RESPONSES

As part of their response to the notice of institution, interested parties were asked to provide a list of three to five leading purchasers in the U.S. market for the domestic like product. A response was received from the domestic interested party, and it provided contact information for the following five firms as top purchasers of LW sacks: ***. Purchaser questionnaires were sent to these five firms and two firms (***) provided responses, which are presented below.

1. Have there been any significant changes in the supply and demand conditions for finished LWS that have occurred in the United States or in the market for LWS in Vietnam since January 1, 2019?

Purchaser	Yes / No	Changes that have occurred
***	***	***
***	***	***

2. Do you anticipate any significant changes in the supply and demand conditions for LWS in the United States or in the market for LWS in Vietnam within a reasonably foreseeable time?

Purchaser	Yes / No	Anticipated changes
***	***	***
***	***	***

