

PUBLIC VERSION

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Re: Notice of Initiation of Investigation and Interim Measures - EAPA Cons. Case 7321

To the Counsel and Representatives of the above-referenced Entities:

This letter is to inform you that U.S. Customs and Border Protection (CBP) has commenced a formal investigation under Title IV, Section 421 of the Trade Facilitation and Trade Enforcement Act of 2015, commonly referred to as the Enforce and Protect Act (EAPA), for InterGlobal Forest, LLC (InterGlobal); American Pacific Plywood, Inc. (American Pacific); and U.S. Global Forest Inc. (U.S. Global) (collectively, the Importers). CBP is investigating whether the Importers have evaded antidumping duty (AD) order A-570-051 and countervailing duty (CVD) order C-570-052 on certain hardwood plywood products (plywood) from the People's Republic of China (China) when importing plywood into the United States. Because evidence supports a reasonable suspicion that the Importers entered covered merchandise into the customs territory of the United States through evasion, CBP has imposed interim measures.²

Period of Investigation

Pursuant to 19 CFR 165.2, entries covered by an EAPA investigation are those "entries of allegedly covered merchandise made within one year before the receipt of an allegation...."

¹ See Certain Hardwood Plywood Products from the People's Republic of China: Final Determination of Sales at Less Than Fair Value, and Final Affirmative Determination of Critical Circumstances, in Part, 82 FR 53460 (November 16, 2017) (AD Order); see also Countervailing Duty Investigation of Certain Hardwood Plywood Products from the People's Republic of China: Final Affirmative Determination, and Final Affirmative Critical Circumstances Determination, in Part, 82 FR 53473 (November 16, 2017) (CVD Order) (collectively, AD/CVD orders).

² See 19 USC 1517(e); see also 19 CFR 165.24.

Entry is defined as an "entry, or withdrawal from warehouse for consumption, of merchandise in the customs territory of the United States." CBP acknowledged receipt of the properly filed allegations against InterGlobal, American Pacific, and U.S. Global on June 5, 2019. These three investigations are now consolidated as discussed further below, and the entries covered by the consolidated investigation are those entered for consumption, or withdrawn from warehouse for consumption, from June 5, 2018, through the pendency of this investigation.

Initiation

On June 26, 2019, the Trade Remedy Law Enforcement Directorate (TRLED), within CBP's Office of Trade, initiated investigations under EAPA as a result of allegations submitted by the Coalition for Fair Trade of Hardwood Plywood (the Coalition) on evasion of antidumping and countervailing duties by InterGlobal, American Pacific, and U.S. Global.⁶ In these allegations, the Coalition asserts that InterGlobal, American Pacific, and U.S. Global evaded the AD/CVD orders on plywood from China by importing Chinese-origin plywood that was transshipped through Cambodia.⁷

Concerning transshipment of Chinese-origin plywood through Cambodia, the Coalition claims that recent import and export trends in China, Cambodia, and the United States pertaining to plywood are consistent with this pattern of transshipment. The Coalition asserts that since the imposition of the AD/CVD orders, Chinese exports of plywood to the United States decreased

³ See 19 USC 1517(a)(4); see also 19 CFR 165.1.

⁴ See the June 5, 2019, Receipt Notification Emails to Timothy Brightbill of Wiley Rein LLP for EAPA Allegations 7321 (InterGlobal), 7323 (American Pacific), and 7327 (U.S. Global).

⁵ See 19 CFR 165.2.

⁶ See CBP Memorandum, "Initiation of Investigation for EAPA Case Number 7321 – InterGlobal Forest, LLC," dated June 26, 2019 (InterGlobal Initiation); see also CBP Memorandum, "Initiation of Investigation for EAPA Case Number 7323 – American Pacific Plywood, Inc.," dated June 26, 2019 (American Pacific Initiation); see also CBP Memorandum, "Initiation of Investigation for EAPA Case Number 7327 – U.S. Global Forest, Inc.," dated June 26, 2019 (U.S. Global Initiation).

⁷ See Letter from the Coalition, "Certain Hardwood Plywood Products from the People's Republic of China: Request for an Investigation under the Enforce and Protect Act," dated April 12, 2019 (InterGlobal Allegation); see also Letter from the Coalition, "Certain Hardwood Plywood Products from the People's Republic of China: Request for an Investigation under the Enforce and Protect Act," dated May 1, 2019 (Revised InterGlobal Allegation); see also Letter from the Coalition, "Certain Hardwood Plywood Products from the People's Republic of China: Request for an Investigation under the Enforce and Protect Act," dated April 12, 2019 (American Pacific Allegation); see also Letter from the Coalition, "Certain Hardwood Plywood Products from the People's Republic of China: Request for an Investigation under the Enforce and Protect Act," dated May 1, 2019 (Revised American Pacific Allegation); see also Letter from the Coalition, "Certain Hardwood Plywood Products from the People's Republic of China: Request for an Investigation under the Enforce and Protect Act," dated April 15, 2019 (U.S. Global Allegation); see also Letter from the Coalition, "Certain Hardwood Plywood Products from the People's Republic of China: Request for an Investigation under the Enforce and Protect Act," dated May 1, 2019 (Revised U.S. Global Allegation); see also Letter from the Coalition, "Certain Hardwood Plywood Products from the People's Republic of China: Request for an Investigation under the Enforce and Protect Act," dated May 1, 2019 (Revised U.S. Global Allegation); See also Letter from the Coalition, "Certain Hardwood Plywood Products from the People's Republic of China: Request for an Investigation under the Enforce and Protect Act," dated May 10, 2019 (Second Revised U.S. Global Allegation).

from 1,153,065 cubic meters in 2017 to 181,288 cubic meters in 2018.⁸ The Coalition further states that a large increase in the volume of Chinese exports of plywood to Cambodia and Cambodian exports of plywood to the United States occurred in the same period. In support, the Coalition notes that Chinese exports of plywood to Cambodia surged from 23,332,665 kg (approximately 35,896 cubic meters) in 2016 to 99,131,394 kg (approximately 152,510 cubic meters) in 2018⁹ and Cambodian exports of plywood to the United States more than doubled from 20,452 cubic meters in 2017 to 53,831 cubic meters in 2018.¹⁰ The Coalition maintains that this data suggests Chinese exporters of plywood shifted their exports from the United States to Cambodia and then transshipped Chinese-origin plywood from Cambodia to the United States.

The Coalition further asserts that Cambodia's domestic consumption of plywood cannot account for the recent influx of Chinese-origin plywood into Cambodia. The Coalition notes that Cambodia consumed only 30,000 cubic meters of plywood in 2016, which is slightly more than its production of 27,000 cubic meters. Even though Cambodia's production and consumption statistics do not indicate that it had surplus production to export, the figures still report that Cambodia exported 20,000 cubic meters. Further, the Coalition notes that even if Cambodia's 2016 domestic consumption dropped to zero, Cambodia would have to approximately double its 2016 production of 27,000 cubic meters to equal the 53,831 cubic meters of plywood that was exported to the United States in 2018, which the Coalition maintains is unlikely. Thus, the Coalition notes that the context of the data suggests a situation in which Chinese-origin plywood passes through Cambodia by transshipment.

InterGlobal and American Pacific

The Coalition claims that InterGlobal and American Pacific, two unrelated U.S.-based importers of plywood, each recently began a relationship with a Cambodian exporter of plywood, LB Wood Cambodia (LB Wood). LB Wood is located in Cambodia's Sihanoukville Special Economic Zone (SSEZ), near Cambodia's only deep-water port. The Coalition claims that the SSEZ was purposefully designed to link Chinese and Cambodian trading partners and facilitate the global dissemination of their products. Likewise, the SSEZ describes itself as an "economic and trade cooperation zone constructed by Chinese and Cambodian enterprises, which is a landmark project on {the} 'Belt and Road' Initiative." Thus, the Coalition asserts that it is highly likely that LB Wood has relationships with Chinese plywood producers as well as the facilities necessary to transship covered merchandise to the United States. The Coalition notes that LB Wood shipped at least 60 shipments of covered merchandise to InterGlobal in 2018 with

⁸ See Revised InterGlobal Allegation at Exhibit 4 (USITC Dataweb).

⁹ *Id.* at Exhibits 2 (The Forestry Yearbook) and 3 (Chinese Export Statistics). Exhibit 2 provides a ratio in which one cubic meter of plywood equals about 650 kg.

¹⁰ *Id.* at Exhibit 4 (USITC Dataweb).

¹¹ *Id.* at Exhibit 2 (The Forestry Yearbook).

¹² Id. at 10; see also Revised American Pacific Allegation at 10.

¹³ See Revised InterGlobal Allegation at Exhibit 6.

¹⁴ *Id.* at Exhibit 8. The Belt and Road Initiative supplies low-cost Chinese government funds for infrastructure projects outside China that are designed to link foreign back trade to China.

a combined weight of 5,000,000 kg (approximately 7,690 cubic meters) for a total value of over USD \$6,000,000 and LB Wood also shipped at least 13 shipments of covered merchandise to American Pacific in 2018 with a combined weight of 754,400 kg (approximately 1,160 cubic meters) for a total value of USD \$715,171. The Coalition further states that according to these figures it appears that InterGlobal imported almost one-third of Cambodia's total plywood production in 2016, which they assert is unlikely for one U.S. importer. The Coalition also asserts that LB Wood's earliest shipment to American Pacific occurred after the imposition of the AD/CVD orders, which indicates that their relationship with American Pacific did not precede the AD/CVD orders.

The Coalition states that InterGlobal openly sourced its plywood from China before the imposition of the AD/CVD orders and the beginning of its relationship with LB Wood. They maintain that since the imposition of the AD/CVD orders, InterGlobal changed its website to obscure its alleged relationship with Chinese producers of plywood. Nevertheless, the Coalition maintains that certain aspects of the website indicate that InterGlobal continues to source plywood from China. For example, InterGlobal currently lists a product category on its website as "Asian Plywood;" yet, the corresponding "URL of this page is https://www.interglobalforest.com/chinese-plywood.html, which suggests that InterGlobal was originally advertising Chinese plywood." The Coalition further notes that until recently this webpage was entitled "Chinese Plywood" and included a picture of boxes with InterGlobal's logo and a "Made in China" stamp. In addition, the Coalition maintains that until recently the file name of this image's source code was also "Chinese-plywood.jpg." Finally, the Coalition pointed out a marketing website that is updated weekly in which InterGlobal states, "{w}e currently import a diversified mix of panels from Belgium, Brazil, China, Indonesia, Russia, and Turkey." However, Cambodia is not mentioned.

In addition to alleged website irregularities, the Coalition presented documentation indicating that one of InterGlobal's Chinese suppliers, [], [

] and that [

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¹⁵ Id. at 10 and Exhibit 2 (The Forestry Yearbook); see also Revised American Pacific Allegation at 10 and Exhibits

^{3 (}The Forestry Yearbook) and 6 ([])

¹⁶ See Revised InterGlobal Allegation at 11.

¹⁷ See Revised American Pacific Allegation at 10 and Exhibit 6.

¹⁸ See Revised InterGlobal Allegation at 12 and Exhibit 9.

¹⁹ *Id.* at Exhibit 10.

²⁰ *Id*.

²¹ *Id.* at Exhibit 11.

²² *Id.* at 12 and Exhibit 12. [

²³ Id. at Exhibit 13; see also Revised American Pacific Allegation at 11 and Exhibit 10.

alleged to have begun operations after the AD/CVD order went into force in order to transship subject merchandise. The Coalition maintains that InterGlobal's and American Pacific's relationship with their Vietnamese supplier and the evidence pertaining to their alleged involvement in transshipping through Vietnam indicate that InterGlobal and American Pacific likely have the knowledge and ability to engage in transshipping through Cambodia as well.

U.S. Global

The Coalition claims that U.S. Global, a U.S.-based importer of plywood, has a nearly exclusive relationship with a Cambodian exporter of plywood, Cambodia Happy Home Wood Products Co., Ltd. (Happy Home).²⁴ Happy Home is also located in the SSEZ.²⁵ The Coalition claims that the SSEZ was purposefully designed to link Chinese and Cambodian trading partners and facilitate the global dissemination of their products. Likewise, the SSEZ describes itself as an "economic and trade cooperation zone constructed by Chinese and Cambodian enterprises, which is a landmark project on {the} 'Belt and Road' Initiative."²⁶ Thus, the Coalition asserts that it is highly likely that Happy Home has relationships with Chinese plywood producers as well as the facilities necessary to transship subject merchandise to the United States. The Coalition notes that Happy Home shipped at least 59 shipments of subject merchandise to U.S. Global in 2018 with a combined weight of 8,829,460 kg (approximately 13,580 cubic meters) and a total value of USD \$8,370,328.²⁷ The Coalition further notes that these shipments from Happy Home to U.S. Global account for 50.3 percent of Cambodia's total production in 2016.²⁸ The Coalition asserts that it is highly unlikely that U.S. Global's imports would account for so much of Cambodia's production and that this suggests that at least some of this amount does not originate in Cambodia.

Initiation Assessment

TRLED will initiate an investigation if it determines that "{t}he information provided in the allegation ... reasonably suggests that the covered merchandise has been entered for consumption into the customs territory of the United States through evasion."²⁹ Evasion is defined as "the entry of covered merchandise into the customs territory of the United States for consumption by means of any document or electronically transmitted data or information, written or oral statement, or act that is material and false, or any omission that is material, and that results in any cash deposit or other security or any amount of applicable antidumping or countervailing duties being reduced or not being applied with respect to the covered merchandise."³⁰ Thus, the allegation must reasonably suggest not only that merchandise subject to an AD and/or CVD order was entered into the United States by the

²⁴ *Id.* at 10 and Exhibit 4 ([]).

²⁵ *Id.* at 10-12 and Exhibits 8 and 9.

²⁶ *Id.* at Exhibit 9.

²⁷ *Id.* at 11 and Exhibits 4 ([]) and 5 (The Forestry Yearbook).

²⁸ *Id.* at 11.

²⁹ See 19 CFR 165.15(b); see also 19 USC 1517(b)(1).

³⁰ See 19 CFR 165.1; see also 19 USC 1517(a)(5)(A).

importer alleged to be evading, but that such entry was made by a material false statement or act, or material omission, that resulted in the reduction or avoidance of applicable AD and/or CVD cash deposits or other security.

All three allegations claim that Chinese exports of plywood to the United States decreased while its exports of plywood to Cambodia and Cambodia's exports of plywood to the United States concurrently increased. Because Cambodia has very limited domestic production and consumption of plywood, it seems unlikely that the recent increase in Chinese-origin plywood exports to Cambodia is driven chiefly by Cambodia's consumption or production needs. In addition, the available data from 2016 indicates that Cambodia's production of plywood at 27,000 cubic meters was slightly less than its consumption at 30,000 cubic meters. It would be expected that the amount of plywood Cambodia exported, which was 20,000 cubic meters in 2016, would be reflected in a corresponding surplus of production above the amount consumed. Therefore, these trends reasonably suggest that some Chinese exports of plywood pass through Cambodia by transshipment to the United States.

The Importers' trading partners LB Wood and Happy Home are both located in the SSEZ. The SSEZ's intent, to closely partner Chinese and Cambodian companies, indicates potential Chinese sources for LB Wood's and Happy Home's plywood supplies. 31 The volume of U.S. Global's imports as a proportion of Cambodia's domestic plywood production, i.e. about 50 percent, along with its supplier Happy Home's potential connections to Chinese plywood suppliers contribute to a reasonable suspicion of transshipment. In addition, the timing of InterGlobal's and American Pacific's alleged shift from Chinese suppliers of plywood to a Cambodian exporter of plywood, LB Wood, with potential connections to Chinese plywood suppliers, also contributes to a reasonable suspicion of transshipment.³²

Regarding InterGlobal, changes to its website suggest that its "Chinese Plywood" has been renamed "Asian Plywood." Likewise, the website marketing InterGlobal's products describes InterGlobal sourcing its products from China and various other countries but does not mention Cambodia. These irregularities on InterGlobal's website reasonably suggest evasion. Moreover, InterGlobal and American Pacific have been under investigation for transshipping plywood through Vietnam. It is conceivable that an importer experienced in transshipping Chinese-origin plywood through Vietnam would be able to use the knowledge and business connections gained from that experience to transship Chinese-origin plywood through Vietnam's southwestern neighbor Cambodia as well.

In assessing the claims made and evidence provided in the allegations, TRLED found that the allegations reasonably suggest that the Importers are evading AD/CVD orders by importing Chinese-origin plywood into the United States via Cambodia and failing to declare the merchandise

³¹ *Id*.

³² See Revised InterGlobal Allegation at 10 and Exhibit 5; see also Revised American Pacific Allegation at 10 and Exhibit 6. American Pacific's imports from LB Wood appear to begin only after the imposition of the AD/CVD orders.

as subject to the AD/CVD orders.³³ Consequently, TRLED initiated the investigations pursuant to 19 USC 1517(b)(1) and 19 CFR 165.15.

Interim Measures

Not later than 90 calendar days after initiating an investigation under EAPA, TRLED will decide based upon the record of the investigation if there is reasonable suspicion that merchandise covered by the AD/CVD orders was entered into the United States through evasion. Therefore, CBP need only have sufficient evidence to support a reasonable suspicion that merchandise covered by an AD or CVD order was entered into the United States by the importer alleged to be evading by a material false statement or act, or material omission, that resulted in the reduction or avoidance of applicable AD or CVD cash deposits or other security. If reasonable suspicion exists, CBP will impose interim measures pursuant to 19 USC 1517(e) and 19 CFR 165.24. As explained below, CBP is imposing interim measures because there is a reasonable suspicion that InterGlobal, American Pacific, and U.S. Global entered covered merchandise into the United States through evasion by means of transshipment through Cambodia.³⁴

CF-28 Responses

On August 9, 2019, and September 20, 2019, as part of the EAPA investigation process, CBP issued CF-28 questionnaires to the Importers' concerning certain entries.³⁵ U.S. Global and InterGlobal submitted their responses on September 10 and 16, 2019, respectively.³⁶ CBP has not yet received American Pacific's response to the CF-28 because the deadline for their response is after the issuance date of this notice.

In its CF-28 response, InterGlobal provided the requested documentation pertaining to the entries under question. This documentation indicates that LB Wood exported [] plywood from the SSEZ to InterGlobal, which aligns with the allegation and photographic evidence from the June 6, 2018 site visit (see subsection below). The interGlobal provided most of the requested information pertaining to the entries under question. However, U.S. Global did not provide the requested descriptive literature, such as a sales flyer, brochure, catalog, specification sheet, *etc.*, in response to CBP's request, nor did U.S. Global address its failure to do so. Also, U.S. Global stated that it did not request [] from Happy Home for the entries referenced in the CF-28. The documentation that U.S. Global provided in its response

³³ See InterGlobal Initiation; see also American Pacific Initiation; see also U.S. Global Initiation.

³⁴ See 19 CFR 165.24(a).

³⁵ See CBP Form 28 (CF-28) sent to InterGlobal, dated August 9, 2019; see also CF-28 sent to U.S. Global, dated August 9, 2019; see also CF-28 sent to American Pacific, dated September 20, 2019.

³⁶ See U.S. Global Response to CF-28, dated September 10, 2019; see also InterGlobal Response to CF-28, dated September 16, 2019.

³⁷ See InterGlobal Response to CF-28 at Exhibits A-1 to A-6 and B-1 to B-6; see also Revised InterGlobal Allegation at 10 and Exhibit 5.

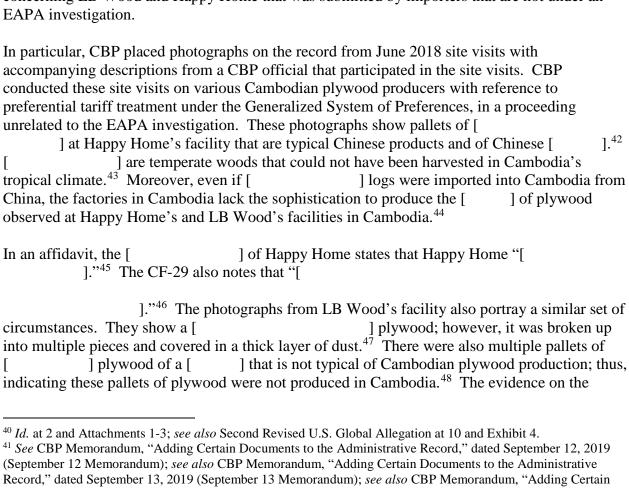
³⁸ *Id*.

³⁹ See U.S. Global Response to CF-28 at 2.

] plywood from the SSEZ to U.S. Global, indicates that Happy Home exported [which aligns with the allegation and photographic evidence from the June 6, 2018, site visit. 40

Other Record Evidence

On September 12, 13, and 16, 2019, CBP added documents concerning LB Wood and Happy Home to the administrative record. 41 The September 12 Memorandum pertains to site visits that CBP personnel conducted at LB Wood's and Happy Home's facilities in Cambodia on June 6, 2018. The September 13 and September 16 Memoranda pertain to relevant documentation concerning LB Wood and Happy Home that was submitted by importers that are not under an EAPA investigation.



⁽September 12 Memorandum); see also CBP Memorandum, "Adding Certain Documents to the Administrative Documents to the Administrative Record," dated September 16, 2019 (September 16 Memorandum).

⁴² See September 12 Memorandum at 3, 11-12.

⁴³ *Id.* at 2.

⁴⁴ *Id.* at 2-3, 14. This information comes from an email sent by a CBP [

⁴⁵ See September 16 Memorandum at 36. Specifically, this comes from an affidavit submitted to CBP on [] in response to a CF-29.

⁴⁶ *Id.* at 25, 43. This quote is contained within the body of the CF-29s that CBP issued.

⁴⁷ See September 12 Memorandum at 14-18.

⁴⁸ *Id.* at 14, 20-21.

record supports a reasonable suspicion that the [] plywood may have originated in China and that the "[]" label on Happy Home's and LB Wood's products is not accurate. 49

Enactment of Interim Measures

Based on the information described above, TRLED determined that reasonable suspicion exists that the plywood that the Importers imported into the United States from Cambodia, was in fact manufactured in China. The information described above, creates the reasonable suspicion for CBP to conclude that the plywood imported by each importer into the United States was produced in China and should have been subject to AD/CVD duties.

As part of interim measures, unliquidated entries of plywood subject to this investigation will be rate-adjusted to reflect that they are subject to the AD/CVD orders on plywood from China and cash deposits will be owed. CBP will also suspend the liquidation for any entry that has entered on or after June 26, 2019, the date of initiation for the investigations incorporated into this consolidated investigation (*see* below), as well as extend the period for liquidation for all unliquidated entries that entered before that date. Additionally, Ivive entry is required for all future imports for InterGlobal, American Pacific, and U.S. Global, meaning that all entry documents and cash deposits must be provided before cargo is released by CBP into the U.S. commerce. CBP will reject any entry summaries that do not comply with live entry, and require refiling of entries that are within the entry summary rejection period. CBP will also evaluate the continuous bonds for InterGlobal, American Pacific, and U.S. Global to determine their sufficiency, among other measures, as needed. Finally, CBP may pursue additional enforcement actions, as provided by law, consistent with 19 USC 1517(h).

Consolidation of the Investigations

TRLED is consolidating the three investigations on InterGlobal, American Pacific, and U.S. Global into a single investigation covering all three importers. The new consolidated case number will be EAPA Consolidated Case 7321, and a single administrative record will be maintained. At its discretion, CBP may consolidate multiple allegations against one or more importers into a single investigation, pursuant to 19 CFR 165.13(b), which stipulates that the factors that CBP may consider in consolidating multiple allegations include, but are not limited to, whether the multiple allegations involve: 1) relationships between the importers; 2) similarity of covered merchandise; 3) similarity of AD/CVD orders; and 4) overlap in time periods of entries of covered merchandise. In these investigations, all three importers are alleged to have entered suspected Chinese-origin plywood from Cambodia that are covered by the same AD/CVD orders. The Importers' entries also fall within a common period of investigation. Moreover, two of the Importers have a common Cambodian supplier. Because factors warranting consolidation are present in these investigations, CBP is consolidating them and

⁴⁹ *Id.* at 6-10, 20.

⁵⁰ See 19 CFR 165.24(b)(1)(i) and (ii).

providing this notice pursuant to 19 CFR 165.13(c). We note that the deadlines for the consolidated investigation will be set from the date of initiation of all of the allegations, which is June 26, 2019.⁵¹

For any future submissions or factual information that you submit to CBP pursuant to this consolidated EAPA investigation, please provide a public version to CBP, as well as to the email addresses of the parties identified at the top of this notice. Should you have any questions regarding this investigation, you may contact us at eapallegations@cbp.dhs.gov with "EAPA Cons. Case 7321" in the subject line of your email. Additional information on this investigation, including the applicable statute and regulations, may be found on CBP's website at: https://www.cbp.gov/trade/tradeenforcement/tftea/enforce-and-protect-act-eapa.

Sincerely,

Regina Walton

Regina Walton Acting Director, Enforcement Operations Division Trade Remedy & Law Enforcement Directorate CBP Office of Trade

⁵¹ See 19 CFR 165.13(a); see also 19 USC 1517(b)(5)(B).

⁵² See 19 CFR 165.4; see also 19 CFR 165.23(c); see also 19 CFR 165.26.