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MEMORANDUM TO: Scot Fullerton
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AD/CVD Operations
Enforcement and Compliance

FROM: Alexander Hammer
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SUBJECT: List of Surrogate Countries for Antidumping Investigations and
Reviews for the Lao People's Democratic Republic (Laos)

This memorandum provides information to be used to calculate U.S. antidumping duty (AD) rates in the event that the U.S. Department of Commerce (Commerce) determines Laos to be a non-market economy (NME) country for purposes of U.S. AD law. To do so, Commerce is providing, below, (1) a surrogate country list for the purpose of selecting a primary surrogate country in AD proceedings concerning imports from Laos, and (2) guidance concerning Commerce's process of selecting a primary surrogate country.

Since non-market economy (NME) countries do not operate on market principles of cost or pricing structures, the prices and costs in NME countries do not reflect the market-determined value of the merchandise.¹ Therefore, Commerce is required to use prices and costs of factors of production in one or more market economy countries to calculate antidumping duties. According to section 773(c)(4) of the Act (as amended) (the Act), these surrogate prices and costs must be, to the extent possible, from market economy countries that are at a level of economic development comparable to that of the NME country, and significant producers of comparable merchandise.²

The surrogate country list for Laos provided below satisfies the first of the above-referenced requirements and includes six market economy countries that are at levels of economic development comparable to that of Laos, as determined by per capita levels of Gross Domestic Product (GDP). The use of GDP instead of Gross National Income (GNI) that was used in prior years reflects Commerce's changes in its regulatory practices as published in its *Regulations Enhancing the Administration of the Antidumping and Countervailing Duty Trade Remedy Laws* on December 16, 2024.³

¹ See section 771(18)(A) of the Act.

² In measuring economic comparability, Commerce may consider additional factors in determining whether certain market economy countries are at a level of economic development comparable to the NME country at issue. Moreover, Commerce will identify the factors it relies upon and provide an explanation for its decision. See 19 CFR 408(b)(1)(ii).

³ See 19 CFR 351.408(d)(3) and (4); see also *Regulations Enhancing the Administration of the Antidumping and Countervailing Duty Trade Remedy Laws*, 89 FR 101694, 101720 (December 16, 2024).

Commerce should treat the surrogate countries on the list with equal consideration and select the primary country from the surrogate country list that is a significant producer of comparable merchandise.⁴ If more than one country from the surrogate country list or not on the list satisfies both statutory criteria, Commerce should consider the public availability, the accessibility, and quality of the data on the record as well as the similarity of products manufactured in the potential surrogate countries in comparison to the subject merchandise to make their determination.⁵ If no proposed value on the record from a market economy country that is at a level of economic development comparable to that of the NME country is appropriate to value a specific factor of production, Commerce may also use a value on the record derived from a market economy country which is not at a level of economic development comparable to the NME country and also may also use a value on the record derived from a market economy that is not a significant producer of merchandise comparable to the subject merchandise to value a specific factor of production. If none of the countries on the surrogate country list is a significant producer of comparable merchandise, Commerce may select a country that is not on the surrogate country list, but is a significant producer of comparable merchandise with the best available data provided on the record.

For other circumstances, *see* section 773(c)(2) of the statute and Import Administration Policy Bulletin 04.1 for guidance. The below list constitutes the 2025 surrogate country list for Laos in consideration of the above criteria, centered around Lao’s 2024 per capita GDP level.

Surrogate Country List: LAOS⁶

<u>Surrogate Countries</u>	<u>Per Capita GDP Levels (in current \$US, 2024)⁷</u>
Nepal	1,477
Benin	1,485
Senegal	1,773
LAOS	2,124
Kenya	2,132
Bangladesh	2,593
Cambodia	2,628

⁴ The statute does not define “significant” or “comparable,” although “comparable” encompasses a larger set of products than “like product,” which is the legal standard enumerated in the Act for what the domestic industry produces which competes with the imports to be investigated. Comparable merchandise can be identified, for example, on the basis of similarities in production factors (physical and non-physical) and factor intensities. If more than one economically comparable country produces comparable merchandise, Commerce will consider the totality of the information on the record in selecting a surrogate country. 19 CFR 351.408(b)(3).

⁵ To assess the quality of the data, the case team should, to the extent possible, use factor prices reported on a duty- and tax-exclusive basis, giving due consideration to aggregation, small-quantity, contemporaneity, and data-source concerns.

⁶ The following countries were close to Lao’s 2024 per capita GDP levels but omitted from the surrogate country list given the identified rationale. In cases where high political instability was identified, Commerce omitted certain countries given their lowest decile rankings on the World Bank’s “Political Stability” index. Commerce also omitted certain countries based on whether they were an existing Commerce-determined NME, small-island economy, or information known about the comparative structures of their economies (relative to Laos) and reliability of their officially published trade statistics. In alphabetical order, the excluded countries/territories and the rationale for excluding them are: Cameroon (high political instability), Comoros (small island economy with limited data availability), Ghana (coastal, resource intensive, service-oriented economy structurally dissimilar to Laos’, trade data reliability), Guinea (high political instability), Haiti (high political instability), Kiribati (small island economy with limited data availability), Kyrgyz Republic (currently classified by Commerce as a non-market economy), Mauritania (service-oriented economy structurally dissimilar to Laos’, trade data reliability), Pakistan (high political instability), Republic of the Congo (capital intensive oil and other extractive resource sector economy structurally dissimilar to Laos’), Solomon Islands (small island economy with limited data availability), and Zimbabwe (high political instability). Consistent with Commerce’s regulations at 19 CFR 351.408(b)(1)(ii), Commerce is not foreclosed from considering additional factors in the future depending on the record evidence of a given proceeding.

⁷ World Bank, *World Bank Development Indicators*, <https://data.worldbank.org/indicator/NY.GDP.PCAP.CD> (accessed August 13, 2025). U.S. dollar denominated current per capita GDP data represent the latest available information as of 2024.