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November 20, 2023

Case Nos.: A-570-158, A-301-806, A-247-004, A-331-804, A-533-920, A-560-840, A-475-846, A-580-918, A-557-826, A-201-860, A-583-874, A-549-847, A-489-850, A-520-810, A-552-837, C-570-159, C-560-841, C-201-861, and C-489-851 No. of Pages: 20 Investigation ITA/E&C/Offices I, II, III, IV, V, VI, VII

PUBLIC DOCUMENT

VIA ELECTRONIC FILING

The Honorable Gina Raimondo Secretary of Commerce International Trade Administration Enforcement & Compliance APO/Dockets Unit, Room 18022 14th Street & Constitution Avenue, NW Washington, DC 20230

> Re: Aluminum Extrusions from the People's Republic of China, Colombia, the Dominican Republic, Ecuador, India, Indonesia, Italy, the Republic of Korea, Malaysia, Mexico, Taiwan, Thailand, the Republic of Turkey, the United Arab Emirates, and the Socialist Republic of Vietnam – Scope Comments

Dear Secretary Raimondo:

On behalf of the Solar Energy Industries Association ("SEIA"), a trade association

representing consumers and industrial users of products that could be categorized as subject

merchandise, we hereby submit scope comments in the above-referenced investigations.

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Even at this early stage, the investigations have disrupted the solar industry, because the inconsistent and contradictory scope language makes it difficult for our members to determine whether and how the investigations will affect their businesses. As an initial matter, SEIA observes that these investigations cover several aluminum products critical for widespread solar development, including the aluminum mounting systems (i.e., the racking rales) that are critical to residential solar installation and the aluminum frames that surround the solar panels themselves. If these products could be procured domestically, there are incentives in the Inflation Reduction Act for doing so, but it is our understanding that these products are not available from domestic producers. As such, imposing duties on these products would be unnecessary and harmful to clean energy production in the United States. This would run counter to the goals of the Inflation Reduction Act championed by the Biden Administration, which has encouraged unprecedented investment in expansion of solar power throughout the United States. By potentially subjecting products critical to solar infrastructure to duties, these investigations serve as a barrier to achieving these important goals.

SEIA also requests that Commerce confirm that finished solar panels imported into the United States fall outside of the scope of the above-referenced investigations. The scope expressly "excludes assembled merchandise containing non-extruded aluminum components beyond fasteners that is not a part or subassembly of a larger product or system and that is used as imported, without undergoing after importation any processing fabrication, finishing, or assembly or the addition of parts or material, regardless of whether the additional parts or

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material are interchangeable"¹ In the petition, Petitioners listed as examples of such merchandise "windows with glass, door units with door panel and glass, motor vehicles, trailers, furniture, appliances and *solar panels*."²

Despite the description of excluded merchandise remaining unchanged, the revised scope proposed by Petitioners, and the scope of the investigation in the *Initiation Notice*, omits solar panels as an example of excluded merchandise, while keeping the other examples unchanged.³ However, without revising the merchandise excluded from the investigation, there is no reason for Commerce to treat solar panels as subject to the investigation, while excluding the other merchandise described by Petitioners. Like completed windows, doors, and appliances, solar panels are imported into the United States in their final form and then installed in a larger structure (like a home, commercial building, or utility-scale solar installation), with parts or materials to affix the panels to a structure. Moreover, like the illustrative examples in the scope, solar panels keep their fundamental function following installation: just as a window remains a window after it is installed in a structure, solar panels remain solar panels after installation.

¹ See Aluminum Extrusions From the People's Republic of China, Colombia, the Dominican Republic, Ecuador, India, Indonesia, Italy, the Republic of Korea, Malaysia, Mexico, Taiwan, Thailand, the Republic of Turkey, the United Arab Emirates, and the Socialist Republic of Vietnam: Initiation of Less-Than-Fair-Value Investigations ("Initiation Notice"), 88 Fed. Reg. 74,421, 74,429 (Oct. 31, 2023).

² Petition for Imposition of Antidumping Duties on Aluminum Extrusions from the People's Republic of China, Colombia, the Dominican Republic, Ecuador, India, Indonesia, Italy, the Republic of Korea, Malaysia, Mexico, Taiwan, Thailand, the Republic of Turkey, the United Arab Emirates, and the Socialist Republic of Vietnam (Oct. 4, 2023), Vol I at 9 ("Petition Vol. I") (emphasis added).

³ *Initiation Notice*, 88 Fed. Reg. at 74,429; Petitioners' Response to Commerce's Second Supplemental Scope Questions Regarding Common Issues and Injury Petition (Oct. 20, 2023), Exhibit I-Second Scope Supp-1.

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Because solar panels are installed "as-is," they are categorically different from the subassemblies covered by the scope, like "water heater anodes, side mount valve controls, automotive heating and cooling system components, screen printing frames, and micro channel heat exchangers,"⁴ all of which must be further assembled or manufactured into a finished product (e.g., water heaters or automobiles).

Petitioners have described the language for excluded assembled merchandise as "a reformulation of the scope of the {existing} orders {on aluminum extrusions from China} and the Department's scope rulings interpreting such orders." In these orders, Commerce has specifically listed solar panels as an example of excluded "finished merchandise containing aluminum extrusions as parts that are *fully and permanently assembled and completed* at the time of entry."⁵ Moreover, in the petitions, Petitioners stated that "the scope of these petitions covers products that Petitioners believe were improperly excluded from the scope of the existing antidumping/countervailing duty order{s} on Aluminum Extrusions from China,"⁶ indicating that they did not intend to extend the scope to products that the existing orders expressly excluded, like solar panels. Because the scope as written in the *Initiation Notice* is a

⁴ Response of the Petitioners to Commerce's First Supplemental Scope Questions Regarding Common Issues and Injury Petition Volume I of the Petition (Oct. 13, 2023) at 17.

⁵ Aluminum Extrusions from the People's Republic of China: Antidumping Duty Order, 76 Fed. Reg. 30,650, 30,651 (May 26, 2011) (emphasis added).

⁶ Petition Vol. I at 12.



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reformulation of the scope of the existing orders on aluminum extrusions from China, solar panels should not fall under the scope of the investigations.

If Commerce finds that solar panels fall under the scope of these investigations (despite the clear reasons that they do not, discussed above), the finding would render the scope utterly inadministrable. There is no logical reason that finished windows, doors, and appliances, which are imported fully assembled and later installed in a structure, should be treated differently from solar panels, which are likewise imported fully assembled and affixed to homes, commercial real estate, or utility-scale solar developments. Moreover, nothing in the description of excluded merchandise in the scope provides a basis for these products to be treated differently. Accordingly, U.S. Customs and Border Protection, and importers themselves, would have no meaningful way to distinguish between finished products incorporating extrusions that fall within the scope and outside of the scope.

For these reasons, Commerce should clarify the definition of assembled merchandise not covered by the investigations, confirming that the scope of the investigations does not cover solar panels.

* * *



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In accordance with Commerce's regulations at 19 C.F.R. § 351.303(f)(1), we are filing this submission electronically via ACCESS at http://access.trade.gov and are serving copies today on parties as indicated in the attached certificate of service. If Commerce has any questions regarding this submission or requires additional information, please do not hesitate to contact the undersigned.

Sincerely,

<u>/s/ Matthew R. Nicely</u> Matthew R. Nicely Daniel M. Witkowski Julia K. Eppard Sydney L. Stringer

Counsel to the Solar Energy Industries Association

COMPANY CERTIFICATION

I, Stacy J. Ethnique, currently employed by the Solar Energy Industries Association, certify that I prepared or otherwise supervised the preparation of the attached scope comments, dated November 20, 2023, pursuant to the antidumping and countervailing duty investigations into Aluminum Extrusions from the People's Republic of China, Colombia, the Dominican Republic, Ecuador, India, Indonesia, Italy, the Republic of Korea, Malaysia, Mexico, Taiwan, Thailand, the Republic of Turkey, the United Arab Emirates, and the Socialist Republic of Vietnam (A-570-158, A-301-806, A-247-004, A-331-804, A-533-920, A-560-840, A-475-846, A-580-918, A-557-826, A-201-860, A-583-874, A-549-847, A-489-850, A-520-810, A-552-837, C-570-159, C-560-841, C 201 861, and C-489-851). I certify that the public information and any business proprietary information of the Solar Energy Industries Association contained in this submission is accurate and complete to the best of my knowledge. I am aware that the information contained in this submission may be subject to verification or corroboration (as appropriate) by the U.S. Department of Commerce. I am also aware that U.S. law (including, but not limited to, 18 U.S.C. § 1001) imposes criminal sanctions on individuals who knowingly and willfully make material false statements to the U.S. government. In addition, I am aware that, even if this submission may be withdrawn from the record of the AD/CVD proceeding, the Department may preserve this submission, including a business proprietary submission, for purposes of determining the accuracy of this certification. I certify that a copy of this signed certification will be filed with this submission to the U.S. Department of Commerce.

Signature:

Date:

Nov. 20, 2023

COUNSEL CERTIFICATION

I, Matthew R. Nicely, counsel to the Solar Energy Industries Association, certify that I have read the attached scope comments, dated November 20, 2023, pursuant to the antidumping and countervailing duty investigations into Aluminum Extrusions from the People's Republic of China, Colombia, the Dominican Republic, Ecuador, India, Indonesia, Italy, the Republic of Korea, Malaysia, Mexico, Taiwan, Thailand, the Republic of Turkey, the United Arab Emirates, and the Socialist Republic of Vietnam (A-570-158, A-301-806, A-247-004, A-331-804, A-533-920, A-560-840, A-475-846, A-580-918, A-557-826, A-201-860, A-583-874, A-549-847, A-489-850, A-520-810, A-552-837, C-570-159, C-560-841, C 201 861, and C-489-851). In my capacity as counsel of this submission, I certify that the information contained in this submission is accurate and complete to the best of my knowledge. I am also aware that U.S. law (including, but not limited to, 18 U.S.C. § 1001) imposes criminal sanctions on individuals who knowingly and willfully make material false statements to the U.S. government. In addition, I am aware that, even if this submission may be withdrawn from the record of the AD/CVD proceeding, the Department may preserve this submission, including a business proprietary submission, for purposes of determining the accuracy of this certification. I certify that a copy of this signed certification will be filed with this submission to the U.S. Department of Commerce.

Signature:

Date:

November 20, 2023

PUBLIC CERTIFICATE OF SERVICE

Aluminum Extrusions from the People's Republic of China, Colombia, Dominican Republic, Ecuador, India, Indonesia, Italy, Malaysia, Mexico, Taiwan, Thailand, Turkey, United Arab Emirates, Vietnam

A-570-158, A-301-806, A-247-004, A-331-804, A-533-920, A-560-840, A-475-846, A-557-826, A-201-860, A-583-874, A-549-847, A-489-850, A-520-810, A-580-918, A-552-837, C-570-159, C-560-841, C-201-861, C-489-851

Investigation

I, Matthew R. Nicely, hereby certify that, on this day, a copy of this submission was served upon the following parties by email delivery:

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