

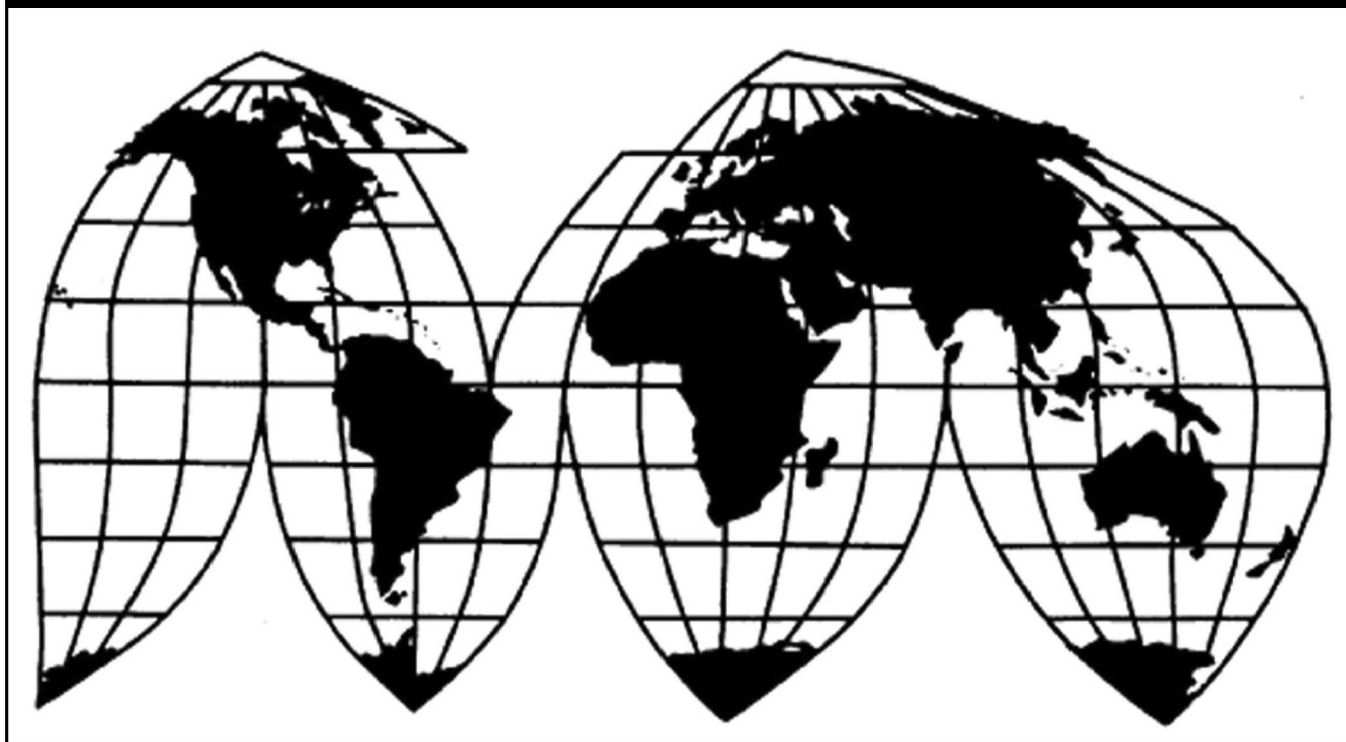
Hand Trucks and Certain Parts Thereof from China

Investigation No. 731-TA-1059 (Third Review)

Publication 5159

February 2021

U.S. International Trade Commission



Washington, DC 20436

U.S. International Trade Commission

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Note: Information that would reveal confidential operations of individual concerns may not be published. Such information is identified by brackets or by headings in confidential reports and is deleted and replaced with asterisks in public reports.

UNITED STATES INTERNATIONAL TRADE COMMISSION

Investigation No. 731-TA-1059 (Third Review)

Hand Trucks and Certain Parts Thereof from China

DETERMINATION

On the basis of the record¹ developed in the subject five-year review, the United States International Trade Commission (“Commission”) determines, pursuant to the Tariff Act of 1930 (“the Act”), that revocation of the antidumping duty order on hand trucks and certain parts thereof 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 this review on July 1, 2020 (85 FR 39584) and determined on October 5, 2020 that it would conduct an expedited review (86 FR 2001, January 11, 2021).

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 this five-year review, we determine under Section 751(c) of the Tariff Act of 1930, as amended (“the Tariff Act”), that revocation of the antidumping duty order on hand trucks and certain parts thereof 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 Investigation. The Commission instituted the original investigation on November 13, 2003, based on a petition filed by Gleason Industrial Products, Inc., which was subsequently joined by Precision Products, Inc. (collectively, “Gleason”).¹ Gleason is a domestic producer of hand trucks. On November 22, 2004, the Commission determined that an industry in the United States was threatened with material injury by reason of imports of hand trucks and parts thereof from China that the U.S. Department of Commerce (“Commerce”) had determined to be sold in the United States at less than fair value.² Commerce issued an antidumping duty order (“the order”) on December 2, 2004.³

First Review. The Commission instituted the first review on November 2, 2009.⁴ After conducting an expedited review,⁵ the Commission reached an affirmative determination on April 15, 2010.⁶ Commerce issued a continuation of the order on April 28, 2010.⁷

¹ *Hand Trucks and Certain Parts Thereof from China*, Inv. No. 731-TA-1059 (Final), USITC Pub. 3737 (Nov. 2004) (“*Original Determination*”) at 3 and I-1.

² *Original Determination*, USITC Pub. 3737 at 3; *Hand Trucks and Certain Parts Thereof From China*, 69 Fed. Reg. 69957 (Dec. 1, 2004).

³ *Notice of Antidumping Duty Order: Hand Trucks and Certain Parts Thereof From the People's Republic of China*, 69 Fed. Reg. 70122 (Dec. 2, 2004).

⁴ *Hand Trucks From China*, 74 Fed. Reg. 56661 (Nov. 2, 2009).

⁵ *Expedited Review Scheduling Notice; Hand Trucks and Certain Parts Thereof From China*, 75 Fed. Reg. 8745 (Feb. 25, 2010).

⁶ *Hand Trucks and Certain Parts Thereof from China*, Inv. No. 731-TA-1059 (Review), USITC Pub. 4138 (Apr. 2010) (“*First Review Determination*”) at 3; *Hand Trucks and Certain Parts Thereof From China*, 75 Fed. Reg. 20862 (Apr. 21, 2010).

⁷ *Hand Trucks and Certain Parts Thereof from the People's Republic of China: Continuation of the Antidumping Duty Order*, 75 Fed. Reg. 22369 (Apr. 28, 2010).

Second Review. The Commission instituted the second review on March 2, 2015.⁸ After conducting an expedited review,⁹ the Commission reached an affirmative determination on July 30, 2015.¹⁰ Commerce issued a continuation of the order on August 19, 2015.¹¹

Current Review. The Commission instituted this third review on July 1, 2020.¹² Gleason filed the sole response to the Commission’s notice of institution and filed comments on adequacy.¹³ On October 5, 2020, the Commission determined that the domestic interested party group response to the notice of institution was adequate and that the respondent interested party group response was inadequate. Finding that no other circumstances warranted conducting a full review, the Commission determined to conduct an expedited review of the order.¹⁴ Gleason also submitted comments concerning the determination that the Commission should reach in this review.¹⁵

U.S. industry data are based on the data Gleason, which estimated that it accounted for *** percent of domestic production of hand trucks in 2019, furnished in its response to the notice of institution.¹⁶ U.S. import data and related information are based on Commerce’s official import statistics.¹⁷ Foreign industry data and related information are based on

⁸ *Hand Trucks From China; Institution of a Five-Year Review*, 80 Fed. Reg. 11226 (Mar. 2, 2015).

⁹ *Hand Trucks From China; Scheduling of an Expedited Five-Year Review*, 80 Fed. Reg. 37661 (July 1, 2015).

¹⁰ *Hand Trucks and Certain Parts Thereof from China*, Inv. No. 731-TA-1059 (Second Review), USITC Pub. 4546 (July 2015) (“*Second Review Determination*”) at 3; *Hand Trucks and Certain Parts Thereof From China*, 80 Fed. Reg. 46603 (Aug. 5, 2015).

¹¹ *Hand Trucks and Certain Parts Thereof From the People’s Republic of China: Continuation of Antidumping Duty Order*, 80 Fed. Reg. 50266 (Aug. 19, 2015).

¹² *Hand Trucks and Certain Parts Thereof From China; Institution of a Five-Year Review*, 85 Fed. Reg. 39584 (July 1, 2020).

¹³ Domestic Producers’ Confidential Comments on Adequacy, EDIS Doc. 719537 (Sept. 14, 2020).

¹⁴ *Hand Trucks from China; Scheduling of Expedited Five-Year Review*, 86 Fed. Reg. 2001 (Jan. 11, 2021).

¹⁵ Domestic Producers’ Confidential Comments, EDIS Doc. 730713 (Jan. 15, 2021) (“Final Comments”).

¹⁶ Confidential Report, Memorandum INV-SS-112 (“CR”) at I-9 and Table I-1 (Sept. 22, 2020); Public Report (“PR”) at I-9 and Table I-1; Domestic Producers’ Confidential Response to the Notice of Institution, EDIS Doc. 715535 (July 24, 2020) (“Response”); Domestic Producers’ Reply to Follow Up Questions from Commission Staff, EDIS Doc. 717359 (Aug. 14, 2020) (“Supplemental Response”).

¹⁷ See CR/PR at Tables I-3 and I-4. Import data for the current review is based on Harmonized Tariff Schedule statistical reporting number (“HTS”) 8716.80.5010, which includes finished hand trucks; this data does not include hand truck parts or finished hand trucks imported under HTS 8716.80.5090, which is a basket category. Therefore, the import data presented may be somewhat understated. CR/PR at Table I-3.

information furnished by Gleason, questionnaire responses from the prior reviews and original investigation, and publicly available information gathered by Commission staff.¹⁸ Eight U.S. purchasers of hand trucks and hand truck parts responded to the Commission's adequacy phase 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 order under review as follows:

{H}and trucks manufactured from any material, whether assembled or unassembled, complete or incomplete, suitable for any use, and certain parts thereof, namely the vertical frame, the handling area and the projecting edges or toe plate, and any combination thereof.

¹⁸ See CR/PR at Tables I-5 and I-6.

¹⁹ CR/PR at App. 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. 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).

A complete or fully assembled hand truck is a hand-propelled barrow consisting of a vertically disposed frame having a handle or more than one handle at or near the upper section of the vertical frame; at least two wheels at or near the lower section of the vertical frame; and a horizontal projecting edge or edges, or toe plate, perpendicular or angled to the vertical frame, at or near the lower section of the vertical frame. The projecting edge or edges, or toe plate, slides under a load for purposes of lifting and/or moving the load.

That the vertical frame can be converted from a vertical setting to a horizontal setting, then operated in that horizontal setting as a platform, is not a basis for exclusion of the hand truck from the scope of this order. That the vertical frame, handling area, wheels, projecting edges or other parts of the hand truck can be collapsed or folded is not a basis for exclusion of the hand truck from the scope of the order. That other wheels may be connected to the vertical frame, handling area, projecting edges, or other parts of the hand truck, in addition to the two or more wheels located at or near the lower section of the vertical frame, is not a basis for exclusion of the hand truck from the scope of the order. Finally, that the hand truck may exhibit physical characteristics in addition to the vertical frame, the handling area, the projecting edges or toe plate, and the two wheels at or near the lower section of the vertical frame, is not a basis for exclusion of the hand truck from the scope of the order.

Examples of names commonly used to reference hand trucks are hand truck, convertible hand truck, appliance hand truck, cylinder hand truck, bag truck, dolly, or hand trolley. They are typically imported under heading 8716.80.5010 of the Harmonized Tariff Schedule of the

United States (HTSUS), although they may also be imported under heading 8716.80.5090. Specific parts of a hand truck, namely the vertical frame, the handling area and the projecting edges or toe plate, or any combination thereof, are typically imported under heading 8716.90.5060 of the HTSUS. Although the HTSUS subheadings are provided for convenience and customs purposes, Commerce's written description of the scope is dispositive.

Excluded from the scope are small two-wheel or four-wheel utility carts specifically designed for carrying loads like personal bags or luggage in which the frame is made from telescoping tubular material measuring less than 5/8 inch in diameter; hand trucks that use motorized operations either to move the hand truck from one location to the next or to assist in the lifting of items placed on the hand truck; vertical carriers designed specifically to transport golf bags; and wheels and tires used in the manufacture of hand trucks.

Excluded from the scope is a multifunction cart that combines, among others, the capabilities of a wheelbarrow and dolly. The product comprises a steel frame that can be converted from vertical to horizontal functionality, two wheels toward the lower end of the frame and two removable handles near the top. In addition to a foldable projection edge in its extended position, it includes a permanently attached steel tub or

barrow. This product is currently available under proprietary trade names such as the “Aerocart.”²³

The scope definition set out above is unchanged since the second review.²⁴

Hand trucks typically consist of: (1) a frame; (2) a handling area; (3) two or more wheels; and (4) a projecting edge or edges perpendicular, or at an angle, to the frame. The frame is made primarily from steel, aluminum, or nylon, while the handling area and projecting edges are usually but not always made from the same material as the frame. Hand trucks are used for tasks relating to material handling when there is a need to move objects of 1,000 pounds or less over short distances. They can be used indoors or outdoors, can roll over a variety of surfaces, and can carry various types of loads.²⁵

In the original investigation and prior reviews, the Commission defined a single domestic like product consisting of hand trucks and hand truck parts, coextensive with Commerce’s scope definition.²⁶

In the current review, the record contains no new information suggesting that the characteristics and uses of domestically produced hand trucks and hand truck parts have changed since the prior proceedings.²⁷ Gleason states that it agrees with the Commission’s prior definition of the domestic like product.²⁸ We therefore define a single domestic like product consisting of hand trucks and hand truck parts coextensive with Commerce’s scope definition.

²³ *Hand Trucks and Certain Parts Thereof From the People’s Republic of China: Final Results of the Expedited Third Sunset Review of the Antidumping Duty Order*, 85 Fed. Reg. 70129 (Nov. 4, 2020) and accompanying Issues and Decisions Memorandum at 2–3.

²⁴ See *Second Review Determination*, USITC Pub. 4546 at 4–5.

²⁵ CR/PR at I-7.

²⁶ *Original Determination*, USITC Pub. 3737 at 6; *First Review Determination*, USITC Pub. 4138 at 5; *Second Review Determination*, USITC Pub. 4546 at 5. The domestic like product definition was not disputed in any of the prior proceedings. In the original investigation, the Commission found no clear dividing line between different types of finished hand trucks and found that hand truck parts are almost exclusively dedicated for use in finished hand trucks. It found that domestically produced hand trucks share common physical characteristics and uses, channels of distribution, production facilities, and production processes. *Original Determination*, USITC Pub. 3737 at 6.

²⁷ See *generally* CR/PR at I-7–8.

²⁸ Response at 19.

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.”²⁹ 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.

In the prior proceedings, the Commission defined the domestic industry as consisting of all domestic producers of hand trucks and hand truck parts, corresponding to Commerce’s scope definition.³⁰

There are no related party or other issues regarding the definition of the domestic industry in the current review.³¹ Gleason states that it agrees with the Commission’s prior definition of the domestic industry.³² Accordingly, we again define the domestic industry to include all domestic producers of hand trucks and hand truck parts.

III. Revocation of the Antidumping Duty Order 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

²⁹ 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.

³⁰ In the original determination and first review, the Commission found appropriate circumstances did not exist to exclude any producer from the domestic industry under the related parties provision contained in 19 U.S.C. § 1677(4)(B). *Original Determination*, USITC Pub. 3737 at 9; *First Review Determination*, USITC Pub. 4138 at 6. There were no related party issues in the second review. *Second Review Determination*, USITC Pub. 4546 at 6.

³¹ Response at 18 (indicating that the Gleason neither produced subject merchandise in, nor exported subject merchandise from, China during the period of review (“POR”)); see also Supplemental Response at 3 (indicating that Gleason was not aware of any related parties as defined in Section 771(4)(B) of the Tariff Act).

³² Response at 19.

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.”³³ The Uruguay Round Agreements Act Statement of Administrative Action (“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 elimination of its restraining effects on volumes and prices of imports.”³⁴ Thus, the likelihood standard is prospective in nature.³⁵ 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.³⁶

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.”³⁷ 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.”³⁸

³³ 19 U.S.C. § 1675a(a).

³⁴ SAA, H.R. Rep. 103-316, vol. I at 883-84 (1994). 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.

³⁵ 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.

³⁶ 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. App. 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’”).

³⁷ 19 U.S.C. § 1675a(a)(5).

³⁸ 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

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.”³⁹ 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).⁴⁰ 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.⁴¹

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.⁴² 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; (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.⁴³

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

(...Continued)

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.*

³⁹ 19 U.S.C. § 1675a(a)(1).

⁴⁰ 19 U.S.C. § 1675a(a)(1). Commerce has not made any duty absorption findings in its expedited third sunset review of the order. *Hand Trucks and Certain Parts Thereof From the People's Republic of China: Final Results of the Expedited Third Sunset Review of the Antidumping Duty Order*, 85 Fed. Reg. 70129 (Nov. 4, 2020) and accompanying Issues and Decisions Memorandum at 4.

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

⁴² 19 U.S.C. § 1675a(a)(2).

⁴³ 19 U.S.C. § 1675a(a)(2)(A-D).

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.⁴⁴

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 development and production efforts of the industry, including efforts to develop a derivative or more advanced version of the domestic like product.⁴⁵ 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 order under review and whether the industry is vulnerable to material injury upon revocation.⁴⁶

No respondent interested party participated in this expedited review. The record, therefore, contains limited new information with respect to the hand truck industry in China. There also is limited information on the hand truck market in the United States during the POR. Accordingly, for our determination, we rely as appropriate on the facts available from the original investigation and prior reviews, and the limited new information on the record in this third review.

⁴⁴ 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.

⁴⁵ 19 U.S.C. § 1675a(a)(4).

⁴⁶ 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.

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.”⁴⁷ The following conditions of competition inform our determination.

1. Demand Conditions

Original Investigation. In the original investigation, the Commission stated that demand for finished hand trucks was driven predominantly by the home improvement sector of the U.S. market, which encompassed home improvement stores and club warehouses (*i.e.*, large scale or big-box retailers), while demand for hand truck parts was driven by demand for finished hand trucks.⁴⁸ It found that apparent U.S. consumption for finished hand trucks increased by 31.9 percent between 2001 and 2003; it was 2.2 million units in 2001 and 2.9 million units in 2003.⁴⁹

First Review. In the first review, the Commission found that demand for hand trucks is determined by the needs of consumers and business customers for stacking and moving loads.⁵⁰ It stated that U.S. demand for hand trucks, as measured by apparent U.S. consumption, was *** units in 2008, lower than at any time during the original period of investigation (“POI”).⁵¹ A purchaser reported that demand for hand trucks had decreased as consumers had stopped buying discretionary items due to economic conditions at the time.⁵²

Second Review. In the second review, the Commission stated that the factors affecting U.S. demand for hand trucks had largely remained unchanged since the first review.⁵³ Apparent U.S. consumption for hand trucks was *** units in 2014.⁵⁴

⁴⁷ 19 U.S.C. § 1675a(a)(4).

⁴⁸ *Original Determination*, USITC Pub. 3737 at 10–11. Demand for hand truck parts accounted for *** percent of aggregate demand for hand trucks and hand truck parts on the basis of value. *Original Determination*, USITC Pub. 3737 at 10; *Confidential Original Determination*, EDIS Doc. 715349 at 13.

⁴⁹ *Original Determination*, USITC Pub. 3737 at 10, Table C-1.

⁵⁰ *First Review Determination*, USITC Pub. 4138 at 8.

⁵¹ *First Review Determination*, USITC Pub. 4138 at 9; *Confidential First Review Determination*, EDIS Doc. 715350 at 12.

⁵² *First Review Determination*, USITC Pub. 4138 at 9.

⁵³ *Second Review Determination*, USITC Pub. 4546 at 9.

Current Review. In the current review, the factors affecting demand for hand trucks and hand truck parts in the United States have largely remained unchanged since the second review.⁵⁵ According to Gleason, big-box retailers continue to have a dominant presence in the U.S. market.⁵⁶ Apparent U.S. consumption of hand trucks was *** units in 2019, higher than the *** units in 2014 and 2008, but lower than the 2.9 million units in 2003.⁵⁷

2. Supply Conditions

Original Investigation. In the original investigation, the Commission indicated that Gleason was by far the largest domestic producer of hand trucks. It stated that capacity to produce hand trucks could be increased relatively easily by means such as adding additional personnel to a production line. Hand truck production was characterized by high variable costs relative to capital investment, which Gleason stated led producers to cut production to preserve profit margins in the face of price competition.⁵⁸ The Commission indicated that nonsubject imports held only a small share of the U.S. market for finished hand trucks during the POI.⁵⁹

First Review. In the first review, the Commission found that, since the imposition of the order, the domestic industry's market share for finished hand trucks had increased markedly from 2003 to 2008, while the market share of subject imports declined.⁶⁰ Nonsubject imports'

(...Continued)

⁵⁴ *Second Review Determination*, USITC Pub. 4546 at 9; *Confidential Second Review Determination*, EDIS Doc. 715351 at 12.

⁵⁵ CR/PR at App. D-3-4. *** responding U.S. purchasers reported no significant changes to demand conditions in the U.S. hand truck market since the prior review and *** purchasers reported that they anticipated no such changes in the reasonably foreseeable future. *** responding purchasers indicated that U.S. demand for hand trucks has increased since 2015. *Id.*

⁵⁶ Response at 3, 8.

⁵⁷ CR/PR at Table I-4. In this review, given the difficulty of aggregating data for finished hand trucks and hand truck parts and the constraints of official import statistics regarding imports of hand truck parts, we primarily rely on quantity-based volume and consumption data for finished hand trucks, which are believed to account for the majority of subject imports and U.S. demand for in-scope merchandise. CR/PR at Table I-3, note. This is consistent with the Commission's approach to import volume and consumption data in the prior proceedings. *See Original Determination*, USITC Pub. 3737 at 23; *First Review Determination*, USITC Pub. at 9, n.44; *Second Review Determination*, USITC Pub. at 13, n.39.

⁵⁸ *Original Determination*, USITC Pub. 3737 at 12.

⁵⁹ *Original Determination*, USITC Pub. 3737 at 13.

⁶⁰ *First Review Determination*, USITC Pub. 4138 at 11.

market share for finished hand trucks more than doubled since 2003, but they remained a relatively small presence in the market.⁶¹

Second Review. In the second review, Gleason accounted for an increased share of domestic production, which it attributed to increased sales to big box retailers. The Commission stated that the domestic industry was the largest supplier of hand trucks to the U.S. market in 2014; its share of apparent U.S. consumption was *** percent that year, lower than in 2008 or in any year of the original POI.⁶² Nonsubject imports accounted for *** percent of apparent U.S. consumption in 2014 while subject imports accounted for *** percent.⁶³

Current Review. In the current review, Gleason estimates that it accounted for *** percent of domestic production of hand trucks in 2019 and provided a list of 19 known U.S. producers of hand trucks.⁶⁴ Domestic producers' U.S. shipments, which were the second largest source of supply to the U.S. market, totaled *** units and accounted for *** percent of apparent U.S. consumption in 2019.⁶⁵ Subject imports totaled 219,627 units in 2019, accounting for *** percent of apparent U.S. consumption that year.⁶⁶ Nonsubject imports were the largest source of supply to U.S. market in 2019; they totaled 1.5 million units and accounted for *** percent of apparent U.S. consumption in 2019.⁶⁷ The primary sources of nonsubject imports during the POR were Vietnam and Taiwan.⁶⁸

3. Substitutability and Other Conditions

Original Investigation. In the original investigation, the Commission found a moderate to high level of interchangeability between the domestic like product and subject imports.⁶⁹ It

⁶¹ *First Review Determination*, USITC Pub. 4138 at 11.

⁶² *Second Review Determination*, USTIC Pub. 4546 at 10; *Confidential Second Review Determination*, EDIS Doc. 715351 at 14. Gleason estimated that it accounted for *** percent of total U.S. production during the second review period. *Second Review Determination*, USTIC Pub. 4546 at 10; *Confidential Second Review Determination*, EDIS Doc. 715351 at 13.

⁶³ *Second Review Determination*, USTIC Pub. 4546 at 10; *Confidential Second Review Determination*, EDIS Doc. 715351 at 14.

⁶⁴ CR/PR at I-9, Table I-1; Response at 16.

⁶⁵ CR/PR at Table I-4. Because U.S. shipment and apparent U.S. consumption data reflect only Gleason's U.S. shipments, domestic industry market penetration data are somewhat understated and import market penetration data are somewhat overstated.

⁶⁶ CR/PR at Table I-4.

⁶⁷ CR/PR at Table I-4.

⁶⁸ CR/PR at Table I-3. Vietnam was the largest source of nonsubject imports each year from 2015 to 2019. *Id.*

⁶⁹ *Original Determination*, USITC Pub. 3737 at 13.

also found that price was an important consideration in purchasing decisions because purchasers found the domestic like product and subject imports generally comparable with respect to other important purchasing factors.⁷⁰

Prior Reviews. In both the first and second reviews, the Commission found that subject imports and the domestic like product continued to be moderately to highly interchangeable and that price continued to be an important factor in purchasing decisions.⁷¹

Current Review. The information available in record of this review contains nothing to indicate that the degree of interchangeability between the domestic like product and subject imports or the importance of price in purchasing decisions have changed since the second review.⁷² Accordingly, we again find that there is a moderate to high degree of interchangeability between the domestic like product and subject imports and that price continues to be an important factor in purchasing decisions.

Subject imports are currently subject to additional 25 percent *ad valorem* duties under Section 301 of the Trade Act of 1974 (“Section 301 tariffs”).⁷³

C. Likely Volume of Subject Imports

1. The Prior Proceedings

Original investigation. In the original investigation, the Commission observed that the volume and market share of subject imports increased at a high rate each year from 2001 to 2003, and was stable or higher in interim 2004 than in interim 2003. The volume of subject imports increased 107.1 percent from 2001 to 2003, from 650,172 units to 1.3 million units.⁷⁴ Subject imports’ market share, as measured by quantity of finished hand trucks, increased from

⁷⁰ *Original Determination*, USITC Pub. 3737 at 14.

⁷¹ *First Review Determination*, USITC Pub. 4138 at 11–12; *Second Review Determination*, USITC Pub. 4546 at 10–11.

⁷² Final Comments at 5 (indicating that the conditions for the manufacture, distribution, and substitutability of hand trucks and hand truck parts have not changed since the second review).

⁷³ 19 U.S.C. § 2411. See *Notice of Modification of Section 301 Action: China's Acts, Policies, and Practices Related to Technology Transfer, Intellectual Property, and Innovation*, 84 Fed. Reg. 20459 (May 9, 2019). Section 301 duties initially applied to the subject merchandise at a rate of 10 percent *ad valorem* on September 24, 2018, and increased to 25 percent *ad valorem* on May 10, 2019. *Notice of Modification of Section 301 Action: China's Acts, Policies, and Practices Related to Technology Transfer, Intellectual Property, and Innovation*, 83 Fed. Reg. 47974 (Sept. 21, 2018); *Notice of Modification of Section 301 Action: China's Acts, Policies, and Practices Related to Technology Transfer, Intellectual Property, and Innovation*, 84 Fed. Reg. 20459 (May 9, 2019).

⁷⁴ *Original Determination*, USITC Pub. 3737 at 15.

29.8 percent in 2001 to 46.8 percent in 2003. From 2001 to 2003, subject imports' market share gains came primarily at the expense of the domestic industry.⁷⁵

The Commission found the increases in the volume and market penetration of subject imports indicated a likelihood of substantially increased subject imports in the imminent future.⁷⁶ It stated that two large U.S. purchasers, ***, would shift some or all of their purchases of domestically produced hand trucks to subject imports absent imposition of an order based on their purchasing practices prior to the imposition of provisional duties and their tendency to purchase large volumes of general-use hand truck models from a single or small number of suppliers.⁷⁷ The Commission also found that, given the central market position of these two large purchasers, other purchasers would also shift to purchasing subject imports in lieu of the domestic like product and that they had the ability to do so rapidly.⁷⁸

The Commission stated that the industry in China had sufficient excess capacity to increase production and exports to the United States and could divert exports from other markets to the U.S. market. It found that, given the low fixed costs associated with hand truck production, the industry in China could increase its production capacity simply by adding additional production personnel or by shifting production from out-of-scope to subject merchandise.⁷⁹ The Commission also cited high and increasing U.S. inventory levels of subject merchandise as supporting an affirmative threat determination.⁸⁰

First Review. In the first review, the Commission observed that the volume of subject imports declined following the imposition of the order, from 1.0 million units in 2004 to 252,245 units in 2008.⁸¹ Subject imports' share of apparent U.S. consumption, as measured by quantity, was 46.8 percent in 2003 and *** percent in 2008.⁸²

The Commission found that nothing in the record indicated that findings from the original investigation that the industry in China had substantial unused capacity, was export

⁷⁵ *Original Determination*, USITC Pub. 3737 at 16.

⁷⁶ The Commission found the current volume of subject imports, and the increase in that volume, significant in absolute terms and relative to domestic consumption and production. *Original Determination*, USITC Pub. 3737 at 27.

⁷⁷ *Original Determination*, USITC Pub. 3737 at 17–19; *Confidential Original Determination*, EDIS Doc. 715349 at 27–30.

⁷⁸ *Original Determination*, USITC Pub. 3737 at 18–19.

⁷⁹ *Original Determination*, USITC Pub. 3737 at 19–20.

⁸⁰ *Original Determination*, USITC Pub. 3737 at 21.

⁸¹ *First Review Determination*, USITC Pub. 4138 at 13–14.

⁸² *First Review Determination*, USITC Pub. 4138 at 14; *Confidential First Review Determination*, EDIS Doc. 715350 at 21–22.

oriented, and had the ability to increase its capacity and production quickly, were no longer applicable. Moreover, it found that, if the order were revoked, the large size of the U.S. market would provide an incentive to producers of subject merchandise to increase significantly their exports to the United States which would, in turn, likely cause large-volume purchasers to resume plans to purchase low-priced subject imports in lieu of the domestic like product.⁸³

The Commission found that, based on the increase in the volume and market share of subject imports during the original investigation, the subject industry's substantial production capacity and unused capacity at the end of the original investigation, the ability of subject producers to increase capacity and production quickly, the export orientation of the industry in China, and the attractiveness of the U.S. market, subject producers would have the ability and the incentive to increase their exports significantly if the order were revoked. Accordingly, the Commission found that the likely volume of subject imports, both in absolute terms and relative to U.S. production and consumption, would be significant.⁸⁴

Second Review. In the second review, the Commission observed that, although the volume and market share of subject imports were substantially lower in 2014 than in 2003, they were substantially higher than in 2008. The volume of subject imports was 538,430 units in 2014, compared with 1.3 million units in 2003 and 252,245 units in 2008.⁸⁵ Subject imports' share of apparent U.S. consumption was *** percent in 2014, compared with 46.8 percent in 2003 and *** percent in 2008.⁸⁶

The Commission found that the record in the second review continued to support the findings from the original investigation that the industry in China had substantial unused capacity, was export oriented, and had the ability to increase its capacity and production quickly. The United States remained an attractive export market for the subject industry, as indicated by the larger volume of subject imports in 2014 compared to in 2008. Moreover, the United States was the largest export market for hand-propelled vehicles from China.⁸⁷ The Commission stated that, if the order were revoked, large-volume purchasers would resume

⁸³ *First Review Determination*, USITC Pub. 4138 at 14.

⁸⁴ *First Review Determination*, USITC Pub. 4138 at 14.

⁸⁵ *Second Review Determination*, USITC Pub. 4546 at 12.

⁸⁶ *Second Review Determination*, USITC Pub. 4546 at 12; *Confidential Second Review Determination*, EDIS Doc. 715351 at 17.

⁸⁷ *Second Review Determination*, USITC Pub. 4546 at 12.

plans to purchase low-priced subject imports instead of the domestic like product as they had planned prior to the imposition of provisional duties during the original investigation.⁸⁸

Based on the foregoing considerations, the Commission found that the likely volume of subject imports, both in absolute terms and relative to U.S. production and consumption, would be significant if the order were revoked.⁸⁹

2. The Current Review

In the current review, available information indicates that subject imports have maintained a presence in the U.S. market throughout the POR at volumes ranging from a high of 444,932 units in 2016 to a low of 178,158 units in 2017.⁹⁰ The volume of subject imports was 219,627 units in 2019, lower than in the final years of the original investigation and prior reviews.⁹¹

The record in this review continues to support the Commission's prior findings that the subject industry has substantial unused capacity and has the ability to increase capacity and production quickly. Publicly available information that Gleason submitted indicates that the subject industry maintains production capacity well in excess of annual apparent U.S. consumption.⁹² The reduced volume of subject imports present in the U.S. market during the POR compared to prior periods renders it likely that the hand truck industry in China has sufficient available excess capacity to increase the volume of exports substantially. Moreover, the production processes for hand trucks has not changed since the original investigation.⁹³ Accordingly, the subject industry maintains the ability quickly to increase its capacity and production, including by simply adding additional personnel to a production line, as the Commission found in the original investigation.⁹⁴

The record in this review also indicates that the subject industry is export oriented and that it views the United States as an attractive export market. As previously stated, subject imports maintained a presence in the U.S. market throughout the POR. Gleason maintains that the presence of large-volume retailers continues to make the United States an attractive export

⁸⁸ *Second Review Determination*, USITC Pub. 4546 at 12–13.

⁸⁹ *Second Review Determination*, USITC Pub. 4546 at 13.

⁹⁰ CR/PR at Table I-3.

⁹¹ CR/PR at Table I-4. The volume of subject imports was 1.3 million units in 2003, 252,245 units in 2008, and 538,430 units in 2014. CR/PR at Table I-4.

⁹² Response at 6–7, Exh. D(1) at 1, Exh. D(3) at 1. *Compare* CR/PR at Table I-4.

⁹³ See CR/PR at I-8.

⁹⁴ *Original Determination*, USITC Pub. 3737 at 12.

market.⁹⁵ China was the world’s largest exporter of vehicles (other than trailers and semitrailers), not mechanically propelled, nesoi (“non-mechanically propelled vehicles”), during each year of the POR as measured by value. Its exports of these vehicles increased irregularly from 2015 to 2019.⁹⁶ Moreover, the United States was China’s largest export destination for non-mechanically propelled vehicles each year from 2015 to 2019.⁹⁷ We find that, if the order were revoked, large-volume purchasers such as big-box retailers would likely implement plans similar to those they had developed in the original investigation, prior to the imposition of provisional duties, to purchase subject imports in lieu of the domestic like product.

Based on the significant volume and increase in the volume of subject imports observed during the original investigation, the continued presence of subject import in the U.S. market since the imposition of the order, the capacity and export orientation of subject industry, and the attractiveness of the U.S. market to the subject industry, we find that producers of hand trucks and hand truck parts in China would have the incentive and ability to ship significant volumes of additional exports to the United States if the order were revoked. Accordingly, we find that the likely volume of subject imports, both in absolute terms and relative to production and consumption in the United States, would be significant if the order were revoked.⁹⁸

D. Likely Price Effects

1. The Prior Proceedings

Original Investigation. In the original investigation, the Commission stated that the record showed widespread underselling, as subject imports undersold the domestic like

⁹⁵ Response at 8.

⁹⁶ CR/PR at Tables I-5 and I-6; *See also* Response, Exh. D(3) at 1 (indicating a subject producer directs exports of hand trucks to over 100 countries and regions across the globe). Non-mechanically propelled vehicles, HTS subheading 8716.80, is a product category that includes both the subject merchandise and out-of-scope merchandise. CR/PR at I-16–17.

⁹⁷ CR/PR at Table I-5.

⁹⁸ No U.S. purchaser reported that the current Section 301 tariffs have had an effect on either the supply of or demand for subject imports or that they anticipated such effects in the reasonably foreseeable future. CR/PR at D-3–4. We also observe that, notwithstanding Section 301 tariffs, subject import volume was higher in 2019 than it was in 2017, before such tariffs were imposed. CR/PR at Table I-3.

We observe that the record in this expedited review contains no information concerning inventories of the subject merchandise or the potential for product shifting. The record indicates that the subject merchandise is not subject to antidumping or countervailing duty orders or investigations in markets other than the United States. CR/PR at I-16.

product in 114 of 122 (or 93 percent) of available pricing comparisons, at underselling margins that ranged as high as 80 percent. Moreover, purchaser data confirmed lost sales and revenue allegations and corroborated the widespread underselling reflected in the pricing data.⁹⁹ The Commission found that low subject import prices would generate demand for higher volumes of these imports.¹⁰⁰

The Commission did not find that subject imports were depressing prices for the domestic like product or that such price depression was likely in the imminent future because the pricing data on the record showed mixed pricing trends. By contrast, it did find that subject imports were likely to suppress prices for the domestic like product if an order were not imposed. The domestic industry's cost of goods sold ("COGS") to net sales ratio increased over the POI, with the most pronounced price-suppressing effects occurring towards the end of the period. The Commission found that this foreshadowed larger potential price suppression if the domestic industry continued to lose sales to subject imports and was forced to spread its fixed costs over a smaller sales volume.¹⁰¹

The Commission consequently found that subject imports were likely to enter at prices that would increase demand for them and would have likely significant suppressing effects on domestic prices.¹⁰²

First Review. In the first review, the record contained no new product pricing information. The Commission found that price continued to be an important purchasing factor and that, consequently, if the order were revoked subject imports would likely undersell the domestic like product in order to gain market share as they did during the POI. Purchasers reported that purchasing subject imports was no longer cost effective due to the imposition of antidumping duties. The Commission stated that, if the order was revoked, large purchasers would likely resume their plans to purchase subject imports rather than the domestic like product, resulting in the domestic industry losing critical sales volume. It concluded that, as a consequence, subject imports from China likely would increase significantly at prices that likely would undersell the domestic like product and that those imports likely would have a depressing or suppressing effect on prices for the domestic like product.¹⁰³

⁹⁹ *Original Determination*, USITC Pub. 3737 at 21.

¹⁰⁰ *Original Determination*, USITC Pub. 3737 at 22.

¹⁰¹ *Original Determination*, USITC Pub. 3737 at 23.

¹⁰² *Original Determination*, USITC Pub. 3737 at 23. In its material injury analysis, the Commission did not find significant current price suppression. *Id.* at 27.

¹⁰³ *First Review Determination*, USITC Pub. 4138 at 15.

Second Review. In the second review, the record contained no new product pricing information. The Commission stated that price continued to be an important factor in purchasing decisions and that the widespread underselling observed in the original investigation would likely recur if the order were revoked. It found the underselling would likely generate demand for greater volumes of subject imports, resulting in lost sales for the domestic industry. The Commission further found that subject imports would likely have significant depressing or suppressing effects on prices for the domestic like product.¹⁰⁴

2. The Current Review

As previously discussed in Section III.B.3., the domestic like product and subject imports are moderately to highly interchangeable and price is an important factor in purchasing decisions. Due to the expedited nature of this review, the record does not contain new product-specific pricing information. As previously discussed, however, the Commission found widespread underselling of the domestic like product by subject imports in the original investigation. We find that this significant underselling will likely recur upon revocation of the order. Moreover, we find that low subject import prices are likely to generate demand for higher volumes of subject imports in the reasonably foreseeable future and that large-volume purchasers would likely again pursue plans to purchase subject imports instead of the domestic like product in the event of revocation, resulting in lost sales to the domestic industry. Given the likely significant volume of subject imports discussed in Section III.C.2., we find that if the order were revoked, subject imports would likely again undersell the domestic like product to gain market share and that those imports likely would have depressing or suppressing effects on the domestic like product. We find that subject imports are likely to have significant price effects if the order were revoked.

E. Likely Impact

1. The Prior Proceedings

Original Investigation. In the original investigation, the Commission found that the domestic industry's performance showed that it was vulnerable to the effects of further subject

¹⁰⁴ *Second Review Determination*, USITC Pub. 4546 at 14.

imports.¹⁰⁵ The domestic industry's key trade indicators such as production, capacity, capacity utilization, and shipments remained generally stable from 2001 to 2003 but were lower in interim 2004 than in interim 2003. Although the industry remained profitable, its profitability steadily declined throughout the POI.¹⁰⁶

The Commission found that, absent the imposition of the order, the volume of subject imports would increase imminently and would likely cause the domestic industry to lose large purchasing accounts.¹⁰⁷ It stated that the loss of these large purchasing accounts would lead to the reductions in the domestic industry's production, shipments, sales, and capacity utilization which would, in turn, lead to curtailments in employment.¹⁰⁸ The likely increasing volumes of subject imports would lead to significant price suppression, and losses to the domestic industry's sales, market share, and profitability. Accordingly, the Commission concluded that, absent the issuance of the order, further subject imports were imminent and material injury by reason of subject imports likely would occur.¹⁰⁹

First Review. In the first review, the Commission found that the domestic industry's production and shipments were lower in 2008 than in 2003, which was consistent with decreases in apparent U.S. consumption for finished hand trucks during that period, while the domestic industry's net sales and average unit value for U.S. sales were higher. Although the domestic industry's operating income and operating margins declined, the industry remained profitable. The Commission stated that the limited and mixed evidence on the domestic industry's performance did not permit it to determine whether the industry was vulnerable to a continuation or recurrence of material injury if the order were revoked.¹¹⁰

The Commission found that, if the order were revoked, intensified competition from increased volumes of low-priced subject imports would likely cause the domestic industry to lose market share and to obtain lower prices. This would adversely impact the domestic industry's production, shipment, sales, and revenue. These reductions would, in turn, likely have a direct adverse impact on the industry's profitability and employment levels as well as its ability to raise capital and make and maintain necessary capital investments. Accordingly, the

¹⁰⁵ *Original Determination*, USITC Pub. 3737 at 25. The Commission did not find the current effects of the subject imports to be injurious. *Id.* at 28.

¹⁰⁶ *Original Determination*, USITC Pub. 3737 at 24.

¹⁰⁷ *Original Determination*, USITC Pub. 3737 at 25.

¹⁰⁸ *Original Determination*, USITC Pub. 3737 at 25–26.

¹⁰⁹ *Original Determination*, USITC Pub. 3737 at 26.

¹¹⁰ *First Review Determination*, USITC Pub. 4138 at 17.

Commission concluded that if the order were revoked, subject imports would likely have a significant impact on the domestic industry within a reasonably foreseeable time.¹¹¹

Second Review. In the second review, the Commission stated that the limited information on the record concerning the domestic industry's performance was insufficient to determine whether the industry was in a vulnerable condition.¹¹² The domestic industry's capacity, production, U.S. shipments, and capacity utilization were all lower in 2014 than in 2008.¹¹³ The domestic industry's ratio of operating income to net sales was *** percent in 2014.¹¹⁴

The Commission found that, should the order be revoked, the likely significant volume and price effects of the subject imports would likely have a significant impact on the domestic industry. Specifically, it found that the domestic industry would likely lose market share to low-priced subject imports and experience lower sales prices due to competition from subject imports, which would adversely impact its production, shipments sales and revenue. These reductions would likely have a direct adverse impact on the industry's profitability and employment levels, as well as its ability to raise capital and make and maintain necessary capital investments. Accordingly, the Commission concluded that, if the order were revoked, subject imports would likely have a significant impact on the domestic industry within a reasonably foreseeable time.¹¹⁵

¹¹¹ *First Review Determination*, USITC Pub. 4138 at 17. In its non-attribution analysis, the Commission found that, while the market share of subject imports declined during the period, nonsubject imports' market share remained relatively small and the domestic industry's market share increased, indicating that nonsubject imports' market share would remain relatively low in the reasonably foreseeable future. The Commission stated that a likely adverse impact could not be attributable to lower levels of demand because the domestic industry performed relatively well despite falling demand since the POI. *Id.*

¹¹² *Second Review Determination*, USITC Pub. 4546 at 15.

¹¹³ *Second Review Determination*, USITC Pub. 4546 at 15–16, n.85.

¹¹⁴ *Second Review Determination*, USITC Pub. 4546 at 16; *Confidential Second Review Determination*, EDIS Doc. 715351 at 23.

¹¹⁵ *Second Review Determination*, USITC Pub. 4546 at 16. In its non-attribution analysis, the Commission found that both subject and nonsubject imports' market share increased since the prior review. The Commission reasoned that because subject imports' increase in market share came at the expense of the domestic industry during the period of review, subject imports would continue to take market share from the domestic industry upon revocation and thus would have likely effects distinct from nonsubject imports. *Id.*

2. The Current Review

Due to the expedited nature of this review, the record contains limited information on the domestic industry's performance since the second review. The available information concerning the domestic industry's condition in this review consists of the data Gleason provided in response to the notice of institution.

These data indicate that, in 2019, the domestic industry's production capacity was *** units, its production was *** units, and its capacity utilization rate was *** percent. In 2019, the domestic industry's U.S. shipments totaled *** units, valued at \$***. The reported total net sales of \$***, total cost of goods sold of \$***, and operating income of \$***, resulted in an operating income margin of *** percent.¹¹⁶ This limited information is insufficient to determine whether the domestic industry is vulnerable to the continuation or recurrence of material injury if the order were revoked.

Based on the information on the record of this review, we find that should the order be revoked, the likely significant volume and price effects of subject imports would likely have an adverse impact on the production, shipments, sales, and revenues of the domestic industry. This adverse impact would likely cause declines in the domestic industry's financial performance which would, in turn, result in losses of employment and diminish its ability to raise capital and make and maintain necessary capital investments.

We have also considered the role of factors other than subject imports, including the presence of nonsubject imports, so as not to attribute injury from other factors to the subject imports. Nonsubject imports held a larger share of apparent U.S. consumption in 2019 than in 2014.¹¹⁷ This increase in market share, however, did not prevent the domestic industry from achieving a higher operating income margin in 2019 than in 2014.¹¹⁸ Furthermore, if the order were revoked, subject imports would likely compete head-to-head with the domestic like product, which accounted for a substantial share of apparent U.S. consumption in 2019, given the moderate to high level of substitutability between the products. Accordingly, any increase in the volume of subject merchandise would likely take market share, at least in part, from the domestic industry and/or exert downward pressure on prices in the market. Therefore, subject

¹¹⁶ CR/PR at Table I-2. The domestic industry's capacity was lower in 2019 than in 2014, but its production, capacity utilization, quantity and value of its U.S. shipments, and operating margin were higher. *Id.*

¹¹⁷ CR/PR at Table I-4.

¹¹⁸ CR/PR at Table I-2.

imports would likely have adverse effects distinct from any that may be caused by nonsubject imports.

Accordingly, we conclude that if the order were revoked, subject imports would likely have a significant impact on the domestic industry within a reasonably foreseeable time.

IV. Conclusion

For the reasons discussed above, we determine that revocation of antidumping duty order on hand trucks and certain parts thereof 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 this review

Background

On July 1, 2020, 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 a review to determine whether revocation of the antidumping duty order on hand trucks and certain parts thereof (“hand trucks”) from China would be likely to lead to continuation or recurrence of material injury.² All interested parties were requested to respond to this notice by submitting certain information requested by the Commission.^{3 4} The following tabulation presents information relating to the background and schedule of this proceeding:

Effective date	Action
July 1, 2020	Notice of initiation by Commerce (85 FR 39526, July 1, 2020)
July 1, 2020	Notice of institution by Commission (85 FR 39584, July 1, 2020)
October 5, 2020	Commission’s vote on adequacy
October 29, 2020	Commerce’s results of its expedited review
February 9, 2021	Commission’s determination and views

¹ 19 U.S.C. 1675(c).

² 85 FR 39584, July 1, 2020. In accordance with section 751(c) of the Act, the U.S. Department of Commerce (“Commerce”) published a notice of initiation of a five-year review of the subject antidumping duty order. 85 FR 39526, July 1, 2020. 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. That information is presented in app. B. Summary data compiled in the original investigation 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 subject merchandise. Presented in app. D are the responses received from purchaser surveys transmitted to the purchasers identified in this proceeding.

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 review. It was filed on behalf of Gleason Industrial Products, Inc. and Precision Products, Inc. (collectively “Gleason”), domestic producers of hand trucks (collectively referred to herein as “domestic interested parties”).⁵

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 and explain any deficiencies in their responses. A summary of the number of responses and estimates of coverage for each is shown in table I-1.

Table I-1
Hand trucks: Summary of responses to the Commission’s notice of institution

Type of interested party	Completed responses	
	Number of firms	Coverage
Domestic:		
U.S. producer	2	***%

Note: The U.S. producer coverage figure presented is the domestic interested parties’ estimate of their share of total U.S. production of hand trucks during 2019. Domestic interested parties’ response to the notice of institution, July 24, 2020, p. 16.

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 an expedited or full review from Gleason. Gleason requests that the Commission conduct an expedited review of the antidumping duty order on hand trucks.⁶

⁵ Domestic interested parties’ response to the notice of institution, July 24, 2020, p. 1.

⁶ Domestic interested parties’ comments on adequacy, September 14, 2020, p. 1.

The original investigation and subsequent reviews

The original investigation

The original investigation resulted from a petition filed on November 13, 2003 with Commerce and the Commission by Gleason Industrial Products, Inc., Los Angeles, California.⁷ On December 1, 2003, Gleason Industrial Products, Inc. filed an amendment to the petition to include Precision Products, Inc., Lincoln, Illinois, as a co-petitioner.⁸ On October 14, 2004, Commerce determined that imports of hand trucks from China were being sold, or were likely to be sold, at less than fair value (“LTFV”).⁹ The Commission determined on November 22, 2004 that the domestic industry was threatened with material injury by reason of LTFV imports of hand trucks from China.¹⁰ On December 2, 2004, Commerce issued its antidumping duty order with the final weighted-average dumping margins ranging from 26.49 to 383.60 percent.¹¹

The first five-year review

On February 5, 2010, the Commission determined that it would conduct an expedited review of the antidumping duty order on hand trucks from China.¹² On March 10, 2010, Commerce determined that revocation of the antidumping duty order on hand trucks from China would be likely to lead to continuation or recurrence of dumping.¹³ On April 15, 2010, the Commission determined that material injury would be likely to continue or recur within a reasonably foreseeable time.¹⁴ Following affirmative determinations in the five-year review by Commerce and the Commission, effective April 28, 2010, Commerce issued a continuation of the antidumping duty order on imports of hand trucks from China.¹⁵

⁷ Hand Trucks and Certain Parts Thereof from China, Inv. No. 731-TA-1059 (Final), USITC Publication 3737, November 2004 (“Original publication”), p. I-1.

⁸ *Ibid.*

⁹ 69 FR 60980, October 14, 2004.

¹⁰ 69 FR 69957, December 1, 2004.

¹¹ 69 FR 70122, December 2, 2004. Commerce determined, on remand from the United States Court of International Trade, that the scope of the order does not include WelCom Products’ MCK Magna Cart. 78 FR 25945, May 3, 2013. Additionally, as a result of a changed circumstances review that Commerce conducted after the first five-year review, it revoked the order in part to exclude a specific multifunction cart, the ‘Aerocart,’ capable of use as a wheelbarrow and dolly. 80 FR 18812, April 8, 2015.

¹² 75 FR 8745, February 25, 2010.

¹³ 75 FR 11120, March 10, 2010.

¹⁴ 75 FR 20862, April 21, 2010.

¹⁵ 75 FR 22369, April 28, 2010.

The second five-year review

On June 5, 2015, the Commission determined that it would conduct an expedited review of the antidumping duty order on hand trucks from China.¹⁶ On July 10, 2015, Commerce determined that revocation of the antidumping duty order on hand trucks from China would be likely to lead to continuation or recurrence of dumping.¹⁷ On July 30, 2015, the Commission determined that material injury would be likely to continue or recur within a reasonably foreseeable time.¹⁸ Following affirmative determinations in the five-year review by Commerce and the Commission, effective August 19, 2015, Commerce issued a continuation of the antidumping duty order on imports of hand trucks from China.¹⁹

Previous and related investigations

Hand trucks have not been the subject of any prior related antidumping or countervailing duty investigations in the United States. However, in 1972, the Commission made a unanimous negative determination with respect to hand pallet trucks from France.²⁰

Commerce's five-year review

Commerce is conducting an expedited review with respect to the order on imports of hand trucks from China and intends to issue the final results of this review based on the facts available not later than October 29, 2020.²¹ Commerce's Issues and Decision Memorandum, published concurrently with Commerce's final results, will contain complete and up-to-date information regarding the background and history of the order, including scope rulings, duty absorption, changed circumstances reviews, and anti-circumvention. Upon publication, a complete version of the Issues and Decision Memorandum can be accessed at <http://enforcement.trade.gov/frn/>. The Issues and Decision Memorandum will also include 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 duty order on imports of

¹⁶ 80 FR 37661, July 1, 2015.

¹⁷ 80 FR 39748, July 10, 2015.

¹⁸ 80 FR 46603, August 5, 2015.

¹⁹ 80 FR 50266, August 19, 2015.

²⁰ Hand Pallet Trucks from France, Inv. No. AA-1921-95 (Final), TC Publication 498, July 1972, pp. 1-2.

²¹ Letter from Melissa G. Skinner, Director, AD/CVD Operations, Enforcement and Compliance, U.S. Department of Commerce to Nannette Christ, Director of Investigations, August 20, 2020.

hand trucks from China are noted in the sections titled “The original investigation” and “U.S. imports,” if applicable.

The product

Commerce’s scope

Commerce has defined the scope as follows:

The merchandise subject to this antidumping duty order consists of hand trucks manufactured from any material, whether assembled or unassembled, complete or incomplete, suitable for any use, and certain parts thereof, namely the vertical frame, the handling area and the projecting edges or toe plate, and any combination thereof.

A complete or fully assembled hand truck is a hand-propelled barrow consisting of a vertically disposed frame having a handle or more than one handle at or near the upper section of the vertical frame; at least two wheels at or near the lower section of the vertical frame; and a horizontal projecting edge or edges, or toe plate, perpendicular or angled to the vertical frame, at or near the lower section of the vertical frame. The projecting edge or edges, or toe plate, slides under a load for purposes of lifting and/or moving the load.

That the vertical frame can be converted from a vertical setting to a horizontal setting, then operated in that horizontal setting as a platform, is not a basis for exclusion of the hand truck from the scope of this petition. That the vertical frame, handling area, wheels, projecting edges or other parts of the hand truck can be collapsed or folded is not a basis for exclusion of the hand truck from the scope of the petition. That other wheels may be connected to the vertical frame, handling area, projecting edges, or other parts of the hand truck, in addition to the two or more wheels located at or near the lower section of the vertical frame, is not a basis for exclusion of the hand truck from the scope of the petition. Finally, that the hand truck may exhibit physical characteristics in addition to the vertical frame, the handling area, the projecting edges or toe plate,

and the two wheels at or near the lower section of the vertical frame, is not a basis for exclusion of the hand truck from the scope of the petition.

Examples of names commonly used to reference hand trucks are hand truck, convertible hand truck, appliance hand truck, cylinder hand truck, bag truck, dolly, or hand trolley. They are typically imported under heading 8716.80.5010 of the Harmonized Tariff Schedule of the United States (HTSUS), although they may also be imported under heading 8716.80.5090. Specific parts of a hand truck, namely the vertical frame, the handling area and the projecting edges or toe plate, or any combination thereof, are typically imported under heading 8716.90.5060 of the HTSUS. Although the HTSUS subheadings are provided for convenience and customs purposes, the Department's written description of the scope is dispositive.

Excluded from the scope are small two-wheel or four-wheel utility carts specifically designed for carrying loads like personal bags or luggage in which the frame is made from telescoping tubular material measuring less than 5/8 inch in diameter; hand trucks that use motorized operations either to move the hand truck from one location to the next or to assist in the lifting of items placed on the hand truck; vertical carriers designed specifically to transport golf bags; and wheels and tires used in the manufacture of hand trucks.

Excluded from the scope is a multifunction cart that combines, among others, the capabilities of a wheelbarrow and dolly. The product comprises a steel frame that can be converted from vertical to horizontal functionality, two wheels toward the lower end of the frame and two removable handles near the top. In addition to a foldable projection edge in its extended position, it includes a permanently attached steel tub or

*barrow. This product is currently available under proprietary trade names such as the “Aerocart.”*²²

U.S. tariff treatment

Hand trucks are currently imported under HTS statistical reporting numbers 8716.80.5010 (“industrial hand trucks”) and 8716.80.5090 (“other vehicles, not mechanically propelled, not elsewhere enumerated”) of the Harmonized Tariff Schedule of the United States (“HTS”). Hand truck parts covered by Commerce’s scope are imported under statistical reporting number 8716.90.5060. U.S. imports of hand trucks produced in China are subject to a column 1- general duty rate of 3.2 percent ad valorem, and parts are dutiable at 3.1 percent ad valorem. Effective September 24, 2018, hand trucks imported from China became subject to an additional duty of 10 percent ad valorem under Section 301 of the Trade Act of 1974 under subheading 9903.88.03.²³ Effective on and after May 10, 2019, the rate of additional duty increased to 25 percent ad valorem.²⁴ Decisions on the tariff classification and treatment of imported goods are within the authority of U.S. Customs and Border Protection.

Description and uses²⁵

Hand trucks typically consist of (1) a frame; (2) a handling area; (3) two or more wheels; and (4) a projecting edge or edges perpendicular, or at an angle, to the frame. The frame is made primarily from steel, aluminum, or nylon, while the handling area and projecting edges are usually but not always made from the same material as the frame. Hand trucks are used for tasks relating to material handling when there is a need to move objects of 1,000 pounds or less over short distances. They can be used indoors or outdoors, can roll over a variety of surfaces, and can carry various types of load.

Hand trucks are multipurpose in that they can be used indoors and outdoors, can roll over a variety of surfaces, and carry every type of load. Although certain hand trucks are designed for specific tasks, the majority of hand trucks sold are designed for general use. Newer designs and technologies allow certain hand trucks to be folded or collapsed.

²² 80 FR 50266, August 19, 2015.

²³ 83 FR 47974, September 21, 2018.

²⁴ 84 FR 20459, May 9, 2019.

²⁵ Unless otherwise noted, this information is based on Hand Trucks and Certain Parts Thereof from China, Investigation No. 731-TA-1059 (Second Review), USITC Publication 4546, July 2015 (“Second review publication”), pp. I-5-I-6.

Hand truck parts are used almost exclusively for the production of finished hand trucks.²⁶ U.S.-produced hand truck parts that are sold in the United States are commonly aluminum.

Manufacturing process²⁷

The frame, handling area, and projecting edges are typically manufactured during continuous production process. For a basic two-wheel steel hand truck, the manufacturing process is as follows: (1) steel sheet is cut to form the projecting edges or base plate; (2) steel tubing is then cut and formed into the exterior portion of the frame; (3) crossbars that formed the interior portion of the frame are stamped and pressed; and (4) the axle and axle brace are manufactured from round bar. The component parts are then welded together to create an article that looks like a hand truck minus wheels. The final product is then cleaned and painted, and ready for the addition of wheels. Different styles of hand trucks generally are manufactured using the same production process.

The wheels or casters used on a hand truck generally are manufactured by a separate production process. They can be manufactured in the same plant as the hand truck assembly, but it is just as likely that they are manufactured in a separate plant dedicated to the production of wheels and casters. For a basic two-wheel steel hand truck, the wheels are manufactured using the following components: tires, bearings, steel tubing, and wheel hubs. The finished wheels are then assembled on the axle of the hand truck. The finished hand truck is then hand tagged and packed for delivery.

The industry in the United States

U.S. producers

During the final phase of the original investigation, the Commission received U.S. producer questionnaires from ten firms, including Gleason. These firms accounted for approximately 90 percent of production of hand trucks in the United States during January 2001-June 2004.²⁸

²⁶ In the original investigation, only one out of 10 responding U.S. producers reported using the hand truck components for anything other than the finished product. Original publication, pp. I-4-I-5.

²⁷ Unless otherwise noted, this information is based on Second review publication, p. I-6.

²⁸ At the time of the original investigation, there were 21 firms believed to produce hand trucks in the United States. Original publication, p. I-2.

During the first five-year review, domestic interested parties provided a list of 21 known U.S. producers of hand trucks during 2008.²⁹ Gleason, along with three other domestic producers that submitted a response to the Commission's notice of institution in that review, accounted for approximately *** percent of estimated U.S. production of hand trucks in 2008.³⁰

During the second five-year review, domestic interested parties provided a list of 21 known U.S. producers of hand trucks during 2014.³¹ In that review, Gleason submitted a response to the Commission's notice of institution and reported accounting for approximately *** percent of estimated U.S. production of hand trucks in 2014.³²

In response to the Commission's notice of institution in this current review, domestic interested parties provided a list of 19 known and currently operating U.S. producers of hand trucks.³³ Gleason provided U.S. industry data in response to the Commission's notice of institution during this review and reported accounting for approximately *** percent of production of hand trucks in the United States during 2019.³⁴

²⁹ Hand Trucks and Certain Parts Thereof from China, Investigation No. 731-TA-1059 (Review), USITC Publication 4138, April 2010 ("First review publication"), p. I-14.

³⁰ Investigation No. 731-TA-1059 (Review): Hand Trucks and Certain Parts Thereof from China, Confidential Report, INV-HH-019, March 15, 2010, p. I-19.

³¹ Second review publication, p. I-8.

³² During the second five-year review, the domestic interested parties based the estimation of their share of total U.S. production of hand trucks on "****" and stated that increased subject imports during the last half of that review period also contributed to an overall decrease in domestic production. Investigation No. 731-TA-1059 (Second Review): Hand Trucks and Certain Parts Thereof from China, Confidential Report, INV-NN-029, May 26, 2015, p. I-11.

³³ Domestic interested parties' response to the notice of institution, July 24, 2020, exh. A. Of those currently operating U.S. producers of hand trucks, Gleason indicated that, "A number of them are very small "job shops" that produce a very limited number of units annually." Ibid.

However, at least one U.S. producer, Harper Trucks in Wichita, Kansas, states on its website that "As the world's largest manufacturer of hand trucks, Harper makes one of every three such trucks sold in the United States." *Harper Trucks webpage*, <http://harpertrucks.com/>, retrieved September 18, 2020.

³⁴ Domestic interested parties' response to the notice of institution, July 24, 2020, p. 16. The domestic interested parties' estimate of their share of U.S. production of hand trucks is based on their perceived position in the U.S. market for hand trucks, particularly in sales to customers *** sector of the market, e.g., ***. Domestic interested parties' supplemental response to the notice of institution, August 14, 2020, pp. 3-4.

Recent developments

Since the Commission's last five-year review, the following developments have occurred in the hand truck industry.

- The domestic interested parties reported in their response to the Commission's notice of institution during the last five-year review that ***. According to the domestic interested parties' response to the Commission's notice of institution during the current review, this still holds true.³⁵
- The domestic interested parties note an increased import presence of hand trucks from Vietnam since the last five-year review.³⁶

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 review.³⁷ Table I-2 presents a compilation of the trade and financial data submitted from all responding U.S. producers in the original investigation and subsequent five-year reviews.

³⁵ Domestic interested parties' response to the notice of institution, July 24, 2020, p. 3. ***.

³⁶ Ibid., p. 18. The domestic interested parties also indicated an increase in imports of hand trucks from Taiwan, although official Commerce import statistics demonstrate similar volumes during the second five-year review and the current review.

³⁷ Individual company trade and financial data are presented in app. B.

Table I-2
Hand trucks: Trade and financial data submitted by U.S. producers, 2003, 2008, 2014, and 2019

Item	2003	2008	2014	2019
Capacity (units)	2,413,768	***	***	***
Production (units)	1,495,311	***	***	***
Capacity utilization (percent)	61.9	***	***	***
U.S. shipments: Quantity (units)	1,467,009	***	***	***
Value (\$1,000)	53,407	***	***	***
Unit value (per unit)	\$36.41	\$***	\$***	\$***
Net sales (\$1,000)	53,400	***	***	***
COGS (\$1,000)	42,428	NA	***	***
COGS/net sales (percent)	79.5	NA	***	***
Gross profit (loss) (\$1,000)	10,972	NA	***	***
SG&A expenses (\$1,000)	7,438	NA	***	***
Operating income (loss) (\$1,000)	3,534	NA	***	***
Operating income (loss)/net sales (percent)	6.6	***	***	***

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

Source: For the year 2003, data are compiled using data submitted in the Commission’s original investigation. For the year 2008, data are compiled using data submitted in the Commission’s first five-year review. For the year 2014, data are compiled using data submitted in the Commission’s second five-year review. For the year 2019, data are compiled using data submitted by domestic interested parties. Domestic interested parties’ response to the notice of institution, July 24, 2020, pp. 16-17.

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.³⁸

³⁸ Section 771(4)(B) of the Tariff Act of 1930, 19 U.S.C. § 1677(4)(B).

In its original determination and its expedited first and second five-year review determinations, the Commission found a single domestic like product comprised of finished hand trucks and certain hand truck parts corresponding to Commerce's scope. In its original determination and its expedited first and second five-year review determinations, the Commission found a single domestic industry consisting of all U.S. producers of the domestic like product which, as stated above, consists of all finished hand trucks and hand truck parts corresponding to Commerce's scope.³⁹

U.S. imports and apparent U.S. consumption

U.S. importers

During the final phase of the original investigation, the Commission received U.S. importer questionnaires from 36 firms, which accounted for approximately three-quarters of the quantity of total U.S. imports of hand trucks from China during the period for which data were collected in the original investigation.⁴⁰ Import data presented in the original investigation are based on official Commerce statistics and supplemented with data on hand truck parts from questionnaire responses.

Although the Commission did not receive responses from any respondent interested parties in its first five-year review, the domestic interested parties provided a list of 17 firms that may have imported hand trucks from China at that time.⁴¹ Import data presented in the first review are based on official Commerce statistics.

Although the Commission did not receive responses from any respondent interested parties in its second five-year review, the domestic interested parties provided a list of 15 firms that may have imported hand trucks from China at that time.⁴² Import data presented in the second review are based on official Commerce statistics.

Although the Commission did not receive responses from any respondent interested parties in this current review, in its response to the Commission's notice of institution, the

³⁹ 85 FR 39584, July 1, 2020.

⁴⁰ Thirty-five firms reported imports of finished hand trucks and seven reported imports of hand truck parts. Original publication, p. IV-1.

⁴¹ First review publication, p. I-18.

⁴² Second review publication, p. I-11.

domestic interested parties provided a list of 16 potential U.S. importers of hand trucks.⁴³ Import data presented in the current review are based on official Commerce statistics.

U.S. imports

Table I-3 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 2019 imports by quantity).

Table I-3
Hand trucks: U.S. imports, 2015-19

Item	2015	2016	2017	2018	2019
	Quantity (units)				
China (subject)	288,446	444,932	178,158	235,394	219,627
Vietnam	430,977	744,535	799,973	1,017,694	1,170,451
Taiwan	400,958	308,805	304,992	342,870	273,443
All other sources	61,725	89,255	109,222	91,695	93,383
Subtotal, nonsubject	893,660	1,142,595	1,214,187	1,452,259	1,537,277
Total imports	1,182,106	1,587,527	1,392,345	1,687,653	1,756,904
	Landed, duty-paid value (\$1,000)				
China (subject)	6,133	9,259	5,520	6,804	8,128
Vietnam	8,465	15,836	17,508	26,353	28,101
Taiwan	16,310	12,248	12,592	14,792	12,238
All other sources	7,158	8,999	11,871	11,990	16,142
Subtotal, nonsubject	31,934	37,083	41,972	53,135	56,481
Total imports	38,066	46,343	47,492	59,939	64,610
	Unit value (dollars per unit)				
China (subject)	21.26	20.81	30.98	28.91	37.01
Vietnam	19.64	21.27	21.89	25.89	24.01
Taiwan	40.68	39.66	41.29	43.14	44.76
All other sources	115.97	100.82	108.69	130.76	172.85
Subtotal, nonsubject	35.73	32.46	34.57	36.59	36.74
Total imports	32.20	29.19	34.11	35.52	36.77

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

Note: The import data presented are for finished hand trucks classified in the official import statistics under HTS statistical reporting number for industrial hand trucks, 8716.80.5010. These data do not include hand truck parts covered under Commerce's scope. Some finished hand trucks may also be imported under HTS statistical reporting number 8716.80.5090 which is a basket category. Therefore, the import data presented may be somewhat understated.

Source: Compiled from official Commerce statistics for HTS statistical reporting number 8716.80.5010.

⁴³ Domestic interested parties' response to the notice of institution, July 24, 2020, exh. B.

Apparent U.S. consumption and market shares

Table I-4 presents data on U.S. producers' U.S. shipments, U.S. imports, apparent U.S. consumption, and market shares.

Table I-4
Hand trucks: U.S. producers' U.S. shipments, U.S. imports, apparent U.S. consumption, and market shares, 2003, 2008, 2014, and 2019

Item	2003	2008	2014	2019
Quantity (units)				
U.S. producers' U.S. shipments	1,467,009	***	***	***
U.S. imports from—				
China	1,346,305	252,245	538,430	219,627
All other sources	66,251	233,408	578,637	1,537,277
Total imports	1,412,556	485,653	1,117,067	1,756,904
Apparent U.S. consumption	2,879,565	***	***	***
Value (1,000 dollars)				
U.S. producers' U.S. shipments	53,407	***	***	***
U.S. imports from—				
China	21,366	7,708	10,640	8,128
All other sources	4,047	10,991	24,969	56,481
Total imports	25,413	18,699	35,609	64,610
Apparent U.S. consumption	78,820	***	***	***
Share of consumption based on quantity (percent)				
U.S. producer's share	50.9	***	***	***
U.S. imports from.--				
China	46.8	***	***	***
All other sources	2.3	***	***	***
Total imports	49.1	***	***	***
Share of consumption based on value (percent)				
U.S. producer's share	67.8	***	***	***
U.S. imports from.--				
China	27.1	***	***	***
All other sources	5.1	***	***	***
Total imports	32.2	***	***	***

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

Source: For the year 2003, data are compiled using data submitted in the Commission's original investigation. For the year 2008, data are compiled using data submitted in the Commission's first five-year review. For the year 2014, data are compiled using data submitted in the Commission's second five-year review. For the year 2019, U.S. producers' U.S. shipments are compiled from the domestic interested parties' response to the Commission's notice of institution and U.S. imports are compiled using official Commerce statistics under HTS statistical reporting number 8716.80.5010.

The industry in China

During the final phase of the original investigation, the Commission received foreign producer/exporter questionnaires from five firms. Of those responding firms, Qindao Taifa Group Co., the largest producer of hand trucks in China, reportedly accounted for about one-third of all hand truck production during that investigation.⁴⁴

Although the Commission did not receive responses from any respondent interested parties in its first five-year review, the domestic interested parties provided a list of 25 possible producers of hand trucks in China in that proceeding.⁴⁵

Although the Commission did not receive responses from any respondent interested parties in its second five-year review, the domestic interested parties provided a list of 20 possible producers of hand trucks in China in that proceeding.⁴⁶

Although the Commission did not receive responses from any respondent interested parties in this five-year review, the domestic interested parties provided a list of 55 possible producers of hand trucks in China.⁴⁷ The domestic interested parties also reported that the average annual import volume of hand trucks from China was 273,400 units in the past five years – 45.8 percent the average annual volume during the preceding five-year review.⁴⁸ The domestic interested parties believe that the Chinese industry continues to maintain significant capacity and a focus on export markets.⁴⁹

⁴⁴ Original publication, p. VII-1.

⁴⁵ First review publication, p. I-23.

⁴⁶ Second review publication, p. I-14.

⁴⁷ Domestic interested parties' response to the notice of institution, July 24, 2020, exh. C.

⁴⁸ Ibid., p. 5. The domestic interested parties attribute the decline in average annual import volume of hand trucks from China to the continued effectiveness of the antidumping order. Ibid., p. 6.

⁴⁹ Ibid., pp. 6-7.

Table I-5 presents export data for vehicles (other than trailers and semi-trailers), not mechanically propelled, nesoi, a category that includes hand trucks and out-of-scope products, from China (by export destination in descending order of quantity for 2019). According to the Global Trade Atlas, the United States was China's largest export destination during 2015-19, accounting for 29.9 percent of China's exports in 2019.

Table I-5: Vehicles (other than trailers and semitrailers), not mechanically propelled, nesoi: Exports from China, by destination, 2015-19

Item	Calendar year				
	2015	2016	2017	2018	2019
<i>Value (\$1,000)</i>					
United States	366,004	360,860	406,175	468,354	449,545
Japan	104,339	96,134	103,836	131,009	128,050
Germany	51,220	52,605	61,765	83,682	92,046
Netherlands	51,297	45,430	55,406	89,075	76,405
Australia	62,018	50,886	59,685	61,622	61,797
United Kingdom	41,788	44,142	48,959	51,880	58,093
Canada	34,403	31,164	36,069	46,099	48,211
South Korea	26,525	23,794	31,286	31,716	38,573
France	22,903	22,679	29,427	33,002	37,631
Malaysia	25,618	21,837	23,906	25,369	29,035
All other	418,769	376,994	270,011	463,973	486,189
Total	1,204,884	1,126,525	1,126,525	1,485,781	1,505,575

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

Source: Global Trade Information Services, Inc., Global Trade Atlas, HTS subheading 8716.80. These data may be overstated as HTS subheading 8716.80 may contain products outside the scope of this review.

Antidumping or countervailing duty orders in third-country markets

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

The global market

Based on Global Trade Atlas data, the five largest exporters of vehicles (other than trailers and semi-trailers), not mechanically propelled, nesoi, which includes hand trucks, are China, Germany, the United States, Canada, and the Netherlands. China is by far the largest

exporter of these products, representing nearly 48.6 percent of global exports in 2019. From 2015 to 2019, global exports increased from \$2.6 billion in 2015 to \$3.1 billion in 2019 (18.7 percent). Of the top five exporters, exports from the Netherlands increased by the highest percentage (73.1 percent), while the United States experienced a decline in exports (9.6 percent).

Table I-6 presents the largest global export sources of vehicles (other than trailers and semi-trailers), not mechanically propelled, nesoi, which includes hand trucks, during 2015-19.

Table I-6: Vehicles (other than trailers and semitrailers), not mechanically propelled, nesoi: Global exports by major sources, 2015-19

Item	2015	2016	2017	2018	2019
<i>Value (\$1,000)</i>					
China	1,204,884	1,126,525	1,126,525	1,485,781	1,505,575
Germany	269,101	268,728	288,189	300,067	304,152
United States	300,934	276,955	261,947	281,533	272,047
Canada	70,720	68,060	84,030	97,286	99,600
Netherlands	57,523	67,713	91,107	108,589	99,560
Poland	64,286	67,767	76,301	80,011	83,014
Mexico	62,983	78,405	75,627	80,389	78,955
France	50,068	52,979	55,650	62,749	50,123
Italy	44,612	49,723	46,977	47,486	45,472
United Kingdom	51,088	46,876	33,299	35,491	42,452
All other	437,535	449,262	667,559	565,450	518,514
Total	2,610,532	2,550,419	2,805,573	3,141,751	3,098,057

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

Source: Global Trade Information Services, Inc., Global Trade Atlas, HTS subheading 8716.80. These data may be overstated as HTS subheading 8716.80 may contain products outside the scope of this review.

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
85 FR 39526 July 1, 2020	<i>Initiation of Five-Year (Sunset) Reviews</i>	https://www.govinfo.gov/content/pkg/FR-2020-07-01/pdf/2020-14198.pdf
85 FR 39584 July 1, 2020	<i>Hand Trucks and Certain Parts Thereof from China; Institution of a Five-Year Review</i>	https://www.govinfo.gov/content/pkg/FR-2020-07-01/pdf/2020-14124.pdf

APPENDIX B
COMPANY-SPECIFIC DATA

* * * * *

APPENDIX C

SUMMARY DATA COMPILED IN PRIOR PROCEEDINGS

Table C-1

Finished hand trucks: Summary data concerning the U.S. market, 2001-03, January-June 2003, and January-June 2004

Item	(Quantity=units, value=1,000 dollars, unit values, unit labor costs, and unit expenses are per unit; period changes=percent, except where noted)					Period changes			
	Reported data			January-June		2001-03	2001-02	2002-03	Jan.-June 2003-04
	2001	2002	2003	2003	2004				
U.S. consumption quantity:									
Amount	2,182,933	2,494,644	2,879,565	1,476,579	1,490,942	31.9	14.3	15.4	1.0
Producers' share (1)	67.3	57.1	50.9	51.7	48.3	-16.3	-10.2	-6.2	-3.4
Importers' share (1):									
China	29.8	37.6	46.8	45.8	45.5	17.0	7.8	9.2	-0.3
All other sources	2.9	5.3	2.3	2.5	6.2	-0.6	2.4	-3.0	3.6
Total imports	32.7	42.9	49.1	48.3	51.7	16.3	10.2	6.2	3.4
U.S. consumption value:									
Amount	67,662	72,697	78,820	40,493	41,770	16.5	7.4	8.4	3.2
Producers' share (1)	79.8	73.1	67.8	68.5	63.1	-12.0	-6.7	-5.3	-5.4
Importers' share (1):									
China	14.2	20.4	27.1	25.9	32.5	12.9	6.2	6.7	6.6
All other sources	6.0	6.5	5.1	5.6	4.5	-0.9	0.5	-1.3	-1.2
Total imports	20.2	26.9	32.2	31.5	36.9	12.0	6.7	5.3	5.4
U.S. imports from (2):									
China:									
Quantity	650,172	937,851	1,346,305	675,556	678,309	107.1	44.2	43.6	0.4
Value	9,622	14,839	21,366	10,480	13,562	122.1	54.2	44.0	29.4
Unit value	\$14.80	\$15.82	\$15.87	\$15.51	\$19.99	7.2	6.9	0.3	28.9
Ending inventory quantity	120,735	115,821	223,477	148,779	418,740	85.1	-4.1	93.0	181.5
All other sources:									
Quantity	63,912	131,700	66,251	37,649	92,337	3.7	106.1	-49.7	145.3
Value	4,052	4,712	4,047	2,276	1,862	-0.1	16.3	-14.1	-18.2
Unit value	\$63.40	\$35.78	\$61.09	\$60.46	\$20.17	-3.6	-43.6	70.7	-66.6
Ending inventory quantity	***	***	***	***	***	***	***	***	***
All sources:									
Quantity	714,084	1,069,551	1,412,556	713,205	770,646	97.8	49.8	32.1	8.1
Value	13,673	19,551	25,413	12,757	15,424	85.9	43.0	30.0	20.9
Unit value	\$19.15	\$18.28	\$17.99	\$17.89	\$20.01	-6.0	-4.5	-1.6	11.9
Ending inventory quantity	***	***	***	***	***	***	***	***	***
U.S. producers:									
Average capacity quantity	2,403,689	2,401,915	2,413,768	1,208,406	1,320,557	0.4	-0.1	0.5	9.3
Production quantity	1,463,692	1,495,514	1,495,311	816,444	736,204	2.2	2.2	-0.0	-9.8
Capacity utilization (1)	60.9	62.3	61.9	67.6	55.7	1.1	1.4	-0.3	-11.8
U.S. shipments:									
Quantity	1,468,849	1,425,093	1,467,009	763,374	720,296	-0.1	-3.0	2.9	-5.6
Value	53,989	53,146	53,407	27,737	26,345	-1.1	-1.6	0.5	-5.0
Unit value	\$36.76	\$37.29	\$36.41	\$36.33	\$36.58	-1.0	1.5	-2.4	0.7
Export shipments:									
Quantity	***	***	***	***	***	***	***	***	***
Value	***	***	***	***	***	***	***	***	***
Unit value	***	***	***	***	***	***	***	***	***
Ending inventory quantity	***	***	***	***	***	***	***	***	***
Inventories/total shipments (1)	***	***	***	***	***	***	***	***	***
Production workers	358	370	371	347	327	3.5	3.3	0.3	-5.7
Hours worked (1,000s)	695	726	724	374	377	4.2	4.4	-0.2	0.6
Wages paid (\$1,000s)	7,134	7,345	7,721	3,797	3,884	8.2	3.0	5.1	2.3
Hourly wages	\$10.26	\$10.12	\$10.66	\$10.15	\$10.32	3.9	-1.4	5.3	1.7
Productivity (units/hour)	2.0	2.0	2.0	2.1	1.9	-1.5	-1.9	0.4	-11.1
Unit labor costs	\$5.04	\$5.07	\$5.32	\$4.77	\$5.46	5.5	0.5	4.9	14.3
Net sales:									
Quantity	1,491,823	1,447,356	1,493,478	779,186	722,304	0.1	-3.0	3.2	-7.3
Value	53,658	52,831	53,400	27,818	25,907	-0.5	-1.5	1.1	-6.9
Unit value	\$35.97	\$36.50	\$35.76	\$35.70	\$35.87	-0.6	1.5	-2.0	0.5
Cost of goods sold (COGS)	40,063	39,770	42,428	21,711	20,344	5.9	-0.7	6.7	-6.3
Gross profit or (loss)	13,595	13,061	10,972	6,106	5,563	-19.3	-3.9	-16.0	-8.9
SG&A expenses	7,124	7,296	7,438	3,581	3,562	4.4	2.4	1.9	-0.6
Operating income or (loss)	6,471	5,765	3,534	2,525	2,002	-45.4	-10.9	-38.7	-20.7
Capital expenditures	***	***	***	***	***	***	***	***	***
Unit COGS	\$26.85	\$27.48	\$28.41	\$27.86	\$28.17	5.8	2.3	3.4	1.1
Unit SG&A expenses	\$4.78	\$5.04	\$4.98	\$4.60	\$4.93	4.3	5.6	-1.2	7.3
Unit operating income or (loss)	\$4.34	\$3.98	\$2.37	\$3.24	\$2.77	-45.4	-8.2	-40.6	-14.5
COGS/sales (1)	74.7	75.3	79.5	78.0	78.5	4.8	0.6	4.2	0.5
Operating income or (loss)/ sales (1)	12.1	10.9	6.6	9.1	7.7	-5.4	-1.1	-4.3	-1.3

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

(2) Please refer to footnote 3, page IV-1, for additional details on import data.

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 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 domestic interested parties and it named the following 11 firms as the top purchasers of hand trucks and certain parts thereof: ***. Purchaser questionnaires were sent to these 11 firms and eight firms (*** provided responses, which are presented below.

1. Have there been any significant changes in the supply and demand conditions for hand trucks and certain parts thereof that have occurred in the United States or in the market for hand trucks and certain parts thereof in China since January 1, 2015?

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

2. Do you anticipate any significant changes in the supply and demand conditions for hand trucks and certain parts thereof in the United States or in the market for hand trucks and certain parts thereof in China within a reasonably foreseeable time?

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

