



September 10, 2025

MEMORANDUM TO: Scot Fullerton
Acting Deputy Assistant Secretary
AD/CVD Operations
Enforcement and Compliance

FROM: Alexander Hammer
Director, Economic Analysis Unit
Office of Policy
Enforcement and Compliance

SUBJECT: List of Surrogate Countries for Antidumping Investigations and
Reviews for the Russia Federation (“Russia”)

This memorandum provides (1) a surrogate country list for the purpose of selecting a primary surrogate country in antidumping duty (AD) proceedings concerning imports from Russia; and (2) guidance concerning Commerce’s process of selecting a primary surrogate country.

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

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

Commerce should treat the surrogate countries on the list with equal consideration and select the primary country from the surrogate country list that is a significant producer of comparable merchandise.⁴ If more than one country from the surrogate country list or not on the list satisfies

¹ See section 771(18)(A) of the Act.

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

³ See 19 C.F.R. § 351.408(d)(3) and (4); see also *Regulations Enhancing the Administration of the Antidumping and Countervailing Duty Trade Remedy Laws*, 89 Fed. Reg. 101,694, 101,720 (Dep’t of Commerce Dec. 16, 2024).

⁴ The statute does not define “significant” or “comparable,” although “comparable” encompasses a larger set of products than “like product,” which is the legal standard enumerated in the Act for what the domestic industry produces which competes with the

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

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

Surrogate Country List: RUSSIA⁶

<u>Surrogate Countries</u>		<u>Per Capita GDP Levels (in current \$US, 2024)⁷</u>
Bulgaria		17,412
Chile		16,710
Türkiye (Turkey)		15,473
	RUSSIA	14,889
Mexico		14,158
Kazakhstan		14,005
Serbia		13,524

imports to be investigated. Comparable merchandise can be identified, for example, on the basis of similarities in production factors (physical and non-physical) and factor intensities. If more than one economically comparable country produces comparable merchandise, Commerce will consider the totality of the information on the record in selecting a surrogate country. 19 C.F.R. § 351.408(b)(3).

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

⁶ The following countries were close to Russia's 2024 per capita GDP levels but omitted on the surrogate country list given the identified rationale. In alphabetical order, they include: Argentina (high economic volatility in first half of 2024, with full-year average inflation exceeding 200%, heightened debt refinancing risks as demonstrated by elevated sovereign debt ratings, and associated downward exchange rate pressure affecting producer and other costs), and St. Lucia (very small island economy with limited data availability). Note that while Kazakhstan was omitted from a comparable surrogate country list for China this year, it is included in the surrogate country list for Russia given both economies' similar high dependence on oil production and exports and relatively low dependence on manufacturing. The World Bank's Development Indicators' data show that fuel exports as a share of total merchandise export in China, Kazakhstan, and Russia averaged 1.6, 64.2, and 43.2 percent, respectively, in the last 3 years of comparable data from 2021 to 2023, reflecting the relative importance of oil output in Russia and Kazakhstan compared to China. With respect to manufacturing exports as a share of total merchandise exports in China, Kazakhstan, and Russia averaged to 92.7 percent, 16.3 percent, and 22.1 percent, respectively, in the last 3 years of comparable data from 2021 to 2023, reflecting the relative importance of manufacturing in China compared to both Russia and Kazakhstan. See <https://databank.worldbank.org/source/world-development-indicators>. Consistent with Commerce's regulations at 19 C.F.R. § 351.408(b)(1)(ii), Commerce is not foreclosed from considering additional factors in the future depending on the evidence on the record of a given proceeding.

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