EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF THE U.S. TRADE REPRESENTATIVE



STRATEGIC PLAN

FY 2026 – FY 2030

Contents

FORWARD BY AMBASSADOR JAMIESON GREER 3

INTRODUCTION 5

About USTR 5

Mission Statement 7

Vision Statement 7

Organizational Structure 8

GOALS AND OBJECTIVES 9

Overview of the Goals and Objectives 9

Goal 1: Achieve Balanced and Reciprocal Trade for the American People 10

Goal 2: Strengthen Economic Security 12

Goal 3: Fully Enforce U.S. Trade Laws, Monitor Compliance with Agreements, and Use All Available Tools to Hold Other Countries Accountable 13

Goal 4: Develop Trade Policy in a Transparent Manner 15

Goal 5: Effectively Communicate the President's Trade Agenda 16

Goal 6: Uphold Organizational Excellence 17

SUPPLEMENTAL INFORMATION 18

Alignment with Federal Government Priority Goals and Accomplishing Objectives 18

Congressional Consultation and Stakeholder Engagement 20
- Legislative Coordination and Enforcement 20
- Interagency Review and Regulatory Oversight 21
- Statutory Reporting and Transparency 21

Program Evaluations 22
- Accountability 22
- Management-Related Initiatives 23

Key External Factors 23
- Legislative & Judicial Oversight 23
- Operational Capabilities 24
- Stakeholder & Interagency Alignment 24
- International Diplomacy & Enforcement 24

Public Outreach 24
Budget Risks 24
Other Resource Risks 25

Glossary of Acronyms **26**

Forward by Ambassador Jamieson Greer



It is my privilege to present the 2026-2030 Strategic Plan for the Office of the United States Trade Representative (USTR). This document serves as our roadmap for executing President Trump's America First Trade Policy, a trade strategy that prioritizes the needs of American workers, farmers, ranchers, producers, and service-providers, as well as our economic and national security.

For decades, unfair trade practices and a lack of reciprocity in our trade relations eroded our industrial base, offshored American jobs, and contributed to large and persistent economic imbalances. President Trump took office facing a $1.2 trillion trade deficit—a deficit which had grown 40 percent over the previous four years. In response, President Trump is flipping the script of the past few decades. By prioritizing domestic production and balanced trade, we are shifting away from dependence and returning to a model where creating wealth through American manufacturing, agriculture, and services drives our economic strength.

This Strategic Plan outlines how USTR will build on our recent momentum to continue opening new markets, reduce the trade deficit, increase our domestic industrial and agricultural production, and level the playing field for our workers. To achieve this, our work over the coming years will be driven by several core priorities:

- Expanding Agreements on Reciprocal Trade (ARTs): USTR will continue to negotiate and finalize bilateral agreements that dismantle foreign barriers, lower tariff- and non-tariff barriers on U.S. exports, and enhance our economic security partnerships. In doing so, the United States can continue to defend U.S. workers, balance its trade, and strengthen its security.
- Enforcing Trade Laws and Agreements: USTR will actively employ all available enforcement mechanisms—including Section 301 and other statutory tools—to hold our trading partners accountable, combat discriminatory practices, and ensure compliance with agreements.
- Securing Critical Supply Chains: USTR will prioritize building resilient supply chains and incentivize the reshoring of sectors critical to U.S. economic and national security, including but not limited to critical minerals, semiconductors, electrical and energy infrastructure, and pharmaceuticals.
- Conducting the USMCA Joint Review: The mandatory six-year joint review of the United States-Mexico-Canada Agreement (USMCA) provides an opportunity to rigorously assess the pact to ensure it continues to serve the interests of American workers and producers, while addressing any necessary reforms.

- Managing Trade with China for Reciprocity and Balance: We will remain clear-eyed and assertive in our approach to China, managing the U.S.-China relationship by reducing our strategic dependencies, mitigating Chinese state-sponsored trade practices, and creating conditions for managed trade under the U.S.-China Board of Trade mechanism.
- Promoting American Interests Globally: Whether at the World Trade Organization (WTO) or in other international fora, we will advocate for policies that respect U.S. sovereignty and reject frameworks that disadvantage American industry.

The dedicated public servants at USTR are committed to advancing a trade policy that works for the people who build, grow, and innovate in this country. American workers are already seeing the benefits of a trade agenda that demands fairness and rewards production. We will continue to fight for their prosperity today and the years to come.

Jamieson Greer, United States Trade Representative

Introduction

About USTR

The Office of the United States Trade Representative (USTR) was first established as the Office of the Special Trade Representative by the Trade Expansion Act of 1962 and is led by the United States Trade Representative (Trade Representative). The Trade Representative's duties have been defined and enhanced in subsequent legislation to include primary responsibility for developing U.S. international trade policy, service as the principal advisor to the President on international trade policy, service as the lead negotiator and chief representative of the United states in international trade negotiations, service as the principal spokesman of the President on international trade, and direct report to the President and the Congress on the administration of the trade agreements program, among other duties. The Trade Representative is a Senate confirmed, Cabinet-level official and carries the title of Ambassador. USTR is part of the Executive Office of the President (EOP).

USTR maintains a Washington, D.C. headquarters and several international offices:

- Geneva, Switzerland (United States Permanent Mission to the World Trade Organization)
- Mexico City, Mexico (Office located within the State Department Embassy)
- Beijing, China (Field Office located within the State Department Embassy)
- Brussels, Belgium (U.S. Mission Representative to the European Union (EU)

USTR is a matrix organization combining geographic and functional expertise to develop, negotiate, and enforce trade and investment policies. The Trade Representative, three Deputies, the Chief Agricultural Negotiator, and the General Counsel oversee 24 Assistant U.S. Trade Representatives (AUSTRs)/Directors. Each AUSTR/Director manages a specific regional or functional office:

	Office Categories
Regional	Sub-Saharan African Affairs; China, Mongolia & Taiwan; Europe, Middle East & Northern Africa; Japan, Korea & APEC; South & Central Asia; Southeast Asia & Pacific; Western Hemisphere.
Functional	Agricultural Affairs and Commodity Policy; Economic Affairs; Environment & Natural Resources; Innovation & Intellectual Property; Labor Affairs; Services & Investment; Small Business, Market Access & Industrial Competitiveness; Textiles & Apparel; WTO & Multilateral Affairs.

Legal & Enforcement	Deputy General Counsel for Monitoring & Enforcement; Deputy General Counsel for Negotiations, Legislation and Administrative Law; Interagency Center on Trade Implementation, Monitoring & Enforcement.
Support & Strategy	Administration; Congressional Affairs; Intergovernmental Affairs & Public Engagement; Public & Media Affairs; Trade Policy Coordination.

USTR's professional staff—experts in economics, law, and trade policy—direct these processes while collaborating with Congress, other agencies, and private stakeholders to ensure unified trade objectives.

USTR also leads the formulation and execution of U.S. trade policy by chairing two primary interagency bodies involving over 20 federal agencies, and serving in a strategic role on a variety of other entities:

- Trade Policy Staff Committee (TPSC): Comprised of senior civil servants, chaired by a political executive, and supported by specialized subcommittees. The TPSC is the primary working-level body and frequently solicits public input via *Federal Register* notices and hearings.
- Trade Policy Review Group (TPRG): A senior-level political body (Deputy/Under Secretary) that helps refine trade policy ideas and priorities, foster collaboration and information-sharing among agencies, address significant policy questions, and resolve issues when the TPSC cannot reach a consensus.
- USTR is on the Board of Directors of the Millennium Challenge Corporation, a member of the Committee on Foreign Investment in the United States (CFIUS), a non-voting member of the Export-Import Bank Board of Directors, and a member of the National Advisory Council on International Monetary and Financial Policies.

Mission Statement

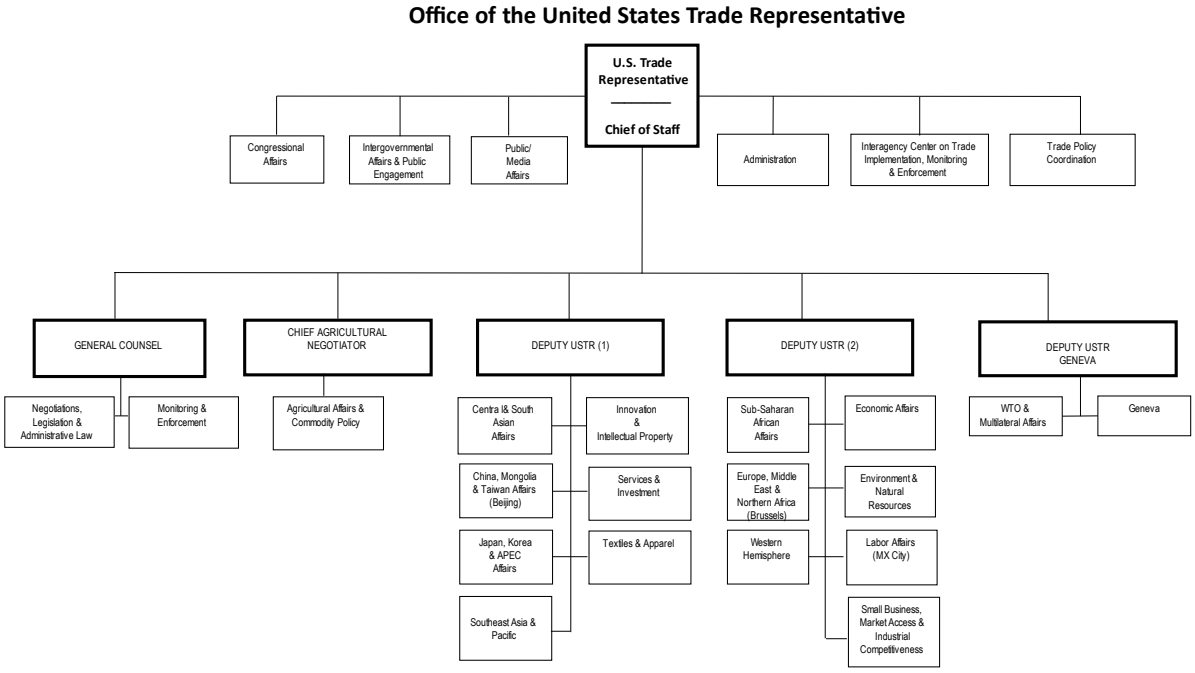
USTR develops and coordinates U.S. international trade, commodity, and direct investment policy, and leads trade negotiations with other countries. We adhere to a set of values and principles that guide us in fulfilling our mission, including:

- Steadfast execution of President Trump's America First Trade Policy;
- Unwavering support for U.S. workers, farmers, ranchers, manufacturers, and producers;
- Reasserting U.S. leadership in international trade;
- Consulting regularly with Congress and providing regular opportunities for the public to contribute to trade policy;
- Effectively messaging U.S. trade policy to domestic and foreign audiences; and
- Demonstrating organizational excellence in service of the United States and its citizens through responsible stewardship of taxpayers' money.

Vision Statement

To establish a balanced and reciprocal world trade environment for the United States that benefits American workers and producers while safeguarding the nation's economic sovereignty and national security.

Organizational Structure



Goals and Objectives

Overview of the Goals and Objectives

Goal 1: Achieve Balanced and Reciprocal trade for the American People

- Objective 1.1: Pursue reciprocal trade agreements and frameworks to open foreign markets to U.S. goods and services and restore reciprocity and balance to the global trading system.
- Objective 1.2: Remove foreign tariff and non-tariff trade barriers for U.S. goods and services.
- Objective 1.3: Conduct a robust Joint Review of the U.S.–Mexico–Canada Agreement (USMCA) and decide on appropriate next steps to ensure long-term balance among parties.
- Objective 1.4: Exercise leadership in key multilateral and plurilateral fora.

Goal 2: Strengthen Economic Security

- Objective 2.1: Strengthen supply chains and increase domestic capacity across critical sectors.
- Objective 2.2: Promote secure, market-driven, and productive investments in the United States.
- Objective 2.3: Reduce the trade deficit by mitigating unfair trade practices.
- Objective 2.4: Challenge non-market policies and practices that distort U.S. and global markets.

Goal 3: Fully Enforce U.S. Trade Laws, Monitor Compliance with Agreements, and Use All Available Tools to Hold Other Countries Accountable

- Objective 3.1: Enforce Agreements on Reciprocal Trade (ARTs), the USMCA, and other agreements, and address violations through dispute settlement processes and other tools as appropriate.
- Objective 3.2: Challenge unfair foreign trade acts, policies, and practices through robust surveillance and employ enforcement tools to protect U.S. economic interests.
- Objective 3.3: Report on foreign trade barriers and unfair practices against U.S. goods and services.

Goal 4: Develop Trade Policy in a Transparent Manner

- Objective 4.1: Regularly consult with Congress and private sector stakeholders to permit meaningful oversight and solicit input from experts.
- Objective 4.2: Maintain USTR's role as interagency lead on trade policy to ensure consistency and coherence.
- Objective 4.3: Seek additional opportunities, as appropriate, to provide further transparency into U.S. trade policy.

Goal 5: Effectively Communicate the President's Trade Agenda

- Objective 5.1: Bolster trust and support for the America First Trade Policy by providing varied, accurate, and timely information that is easy for the public to access and understand.
- Objective 5.2: Inform private sector and non-profit stakeholders, media, and state and local elected officials of USTR's efforts to monitor and address unfair foreign trade barriers and practices, enforce U.S. rights, and ensure trading partners' compliance with U.S. agreements.
- Objective 5.3: Communicate the benefits of balanced and reciprocal trade, with the United States to foreign trade partners, including access to the U.S. marketplace.

Goal 6: Uphold Organizational Excellence

- Objective 6.1: Recruit, train, and sustain a talented workforce.
- Objective 6.2: Optimize resources to modernize IT and infrastructure capabilities and improve administrative services.

Goal 1: Achieve Balanced and Reciprocal Trade for the American People

USTR will advance President Trump's trade agenda by opening foreign markets for U.S. goods and services and restoring reciprocity and balance to the global trading system. The priority is to ensure that trade supports American workers, farmers, ranchers, producers, and service-providers while reducing our large and persistent annual trade deficit.

Objective 1.1: Pursue reciprocal trade agreements and frameworks to open foreign markets to U.S. goods and services and restore balance and reciprocity to the global trading system.

USTR will pursue balanced and reciprocal trade in bilateral negotiations, including through continued efforts to negotiate and implement ARTs, as well as when negotiating and implementing existing Free Trade Agreements (FTAs) and other frameworks and agreements.

Strategy 1.1.1: Negotiate and implement agreements that create and sustain well-paid jobs, advance the overall trade and economic interests of the United States, reduce the U.S. trade deficit, and further the objectives of U.S. trade policies by opening foreign markets to U.S. industrial and manufactured goods, agricultural products, and services.

Strategy 1.1.2: Engage trading partners and establish balanced and reciprocal bilateral trade agreements, such as those established as part of the ARTs program, to expand market access for U.S. goods and services and reduce foreign trade barriers.

Strategy 1.1.3: Engage non-FTA partners and utilize Trade and Investment Framework Agreements or Trade and Investment Council agreements, and World Trade Organization (WTO) Committees or bodies to convene high-level dialogues to address market access, regulatory matters, labor rights, and trade irritants, among other issues.

Objective 1.2: Remove foreign tariff and non-tariff trade barriers for U.S. goods and services.

USTR will pursue outcomes that protect American workers and producers, remove foreign tariff and non-tariff barriers to U.S. exports, and strengthen and enforce intellectual property, labor, and environmental standards. USTR will also prioritize commitments that address excess capacity and non-market policies and practices, secure economic and national security alignment, and support commercial deals that benefit American workers and producers.

USTR will manage trade relations with China through a framework of reciprocity and balance, recognizing the negative effect on U.S. workers and communities of more than two decades of unreciprocated free trade access for China to the U.S. market. USTR will continue to monitor China's compliance with the bilateral commitments made in Busan, Korea in October 2025, while also evaluating additional tools as necessary to address persistent structural imbalances, state-led industrial policies, and national security risks to U.S. supply chains.

Strategy 1.2.1: Leverage USTR and other U.S. government resources to reduce and eliminate foreign trade barriers and promote balanced and reciprocal trade.

Strategy 1.2.2: Protect U.S. interests against state-led non-market policies and practices, including but not limited to: industrial policies that promote overcapacity; inadequate labor rights, including the use of forced labor and other unfair labor practices such as the importation

of goods produced by forced labor; weak environmental protections or lax environmental enforcement; pervasive subsidization and dumping; discriminatory and anti-competitive activities by state-owned or controlled enterprises; arbitrary or unjustified application of regulations; forced technology transfer; state-sponsored theft of trade secrets and IP; government interference with commercial decision-making; tariff evasion and illicit transshipment; insufficient regulatory and market transparency; and economic coercion.

Strategy 1.2.3: Monitor China's implementation and compliance with U.S.-Chinese economic and trade agreements and evaluate further measures to address persistent structural trade imbalances.

Objective 1.3: Conduct a robust Joint Review of the United States–Mexico–Canada Agreement (USMCA) and decide on appropriate next steps to ensure long-term balance among parties.

To ensure long-term fairness, USTR will conduct a robust Joint Review of the USMCA. The Joint Review is an opportunity for the Parties to review the operation of and improve upon the historic USMCA and to evaluate any recommendations for action submitted by a Party, and decide on any appropriate actions. Among other things, the review will assess whether USMCA is delivering on its promise, including with respect to market access for U.S. exporters, labor protections and job creation, environmental protections, removing barriers to digital trade, energy sector access, and the investment climate. Additionally, the Joint Review will address challenges including the effects of industrial overcapacity on the three economies; investment in the region from companies domiciled in non-market economies; U.S. and regional value content, supply chain dependency, and economic security; and tariff inversions. USTR will keep the President's options open, negotiating firmly to resolve the issues identified, only recommending renewal if resolution of outstanding implementation issues and increasing economic benefits to the United States can be achieved. Negotiating firmly to ensure long-term balance, USTR will engage with Mexico and Canada to determine which shortcomings of the Agreement can be addressed on a bilateral basis and which require trilateral resolution.

Strategy 1.3.1: Lead USMCA Joint Review discussions with Mexico and Canada to resolve existing trade issues with Mexico and Canada and ensure balanced and reciprocal trade, which will inform the path forward and potential renewal of USMCA. This process will include bilateral engagement with each country, as well as trilateral agreements where appropriate.

Strategy 1.3.2: Strengthen key provisions of USMCA on rules of origin and regional value content across key sectors to address transshipment, outside investment, offshoring, and supply chain security, among other issues.

Objective 1.4: Exercise leadership in key multilateral and plurilateral fora.

Globally, the United States will re-assert leadership in key multilateral and plurilateral fora, including the WTO, Group of Seven (G7), Group of Twenty (G20), Association of Southeast Asian Nations (ASEAN), Asia-Pacific Economic Cooperation (APEC), and the Organization for Economic Co-operation and Development (OECD). In particular, during the United States' G20 and G7 host years, USTR will engage with likeminded partners to address shared concerns around issues such as industrial overcapacity, forced labor, weaponization of trade in food, non-market economic distortions, rules of origin, and other issue areas as relevant. The United States

will continue to engage strategically across fora to advance a trading order based on balance and reciprocity.

Strategy 1.4.1: Lead reform efforts at the WTO to increase regulatory transparency of trading partners, address the adverse effects of non-market policies and practices, ensure meaningful Member oversight of the Secretariat, and provide for greater flexibility to address current trade issues.

Strategy 1.4.2: Pursue a permanent extension of the moratorium on customs duties on electronic transmissions and commerce at the WTO.

Strategy 1.4.3: Construct coalitions to advance understanding and adoption of science-based regulations and decision-making in trade.

Strategy 1.4.4: Ensure that key fora operate within their scope and mandate with respect to trade-related issues and that their trade-related deliverables promote U.S. policies and objectives.

Goal 2: Strengthen Economic Security

Economic security is national security. America's national security depends on domestic production capacity and supply chain security in a variety of critical sectors throughout the value chain. USTR will continue to support the resilience of America's industrial and agricultural base and its supply chains by addressing vulnerabilities in critical sectors and ensuring that capital flows support productive investment without eroding sovereignty or economic independence.

Objective 2.1: Strengthen supply chains and increase domestic capacity across critical sectors.

USTR will lead on bilateral and plurilateral initiatives, such as the Agreement on Trade in Critical Minerals (ATCM), that promote demand for market-based supply in critical sectors. These efforts will promote supply chain diversification, transparency, and domestic industrial capacity across critical sectors. USTR will continue to engage with trading partners to bolster economic and national security alignment.

Strategy 2.1.1: Create and promote supply chain resilience by reshoring industry and diversifying trade across critical sectors, including but not limited to pharmaceuticals and medical equipment, metals and their downstream products, energy inputs and technologies, semiconductors and semiconductor equipment, machinery and equipment, automotive parts and finished vehicles, electronics, and critical mineral production and refining, among others.

Strategy 2.1.2: Develop mechanisms to favor trade free from non-market distortions.

Objective 2.2: Promote secure, market-based, and productive investments in the United States.

USTR will also continue to actively support the activities of CFIUS to guard against national security threats. The United States can benefit from an open investment climate, especially when foreign investment supports greenfield projects that enhance economic opportunities for Americans and grow our industrial base. USTR will continue to support market-based investment in the United States.

Strategy 2.2.1: Use CFIUS to review certain transactions involving foreign investment in the United States to determine the effect of such transactions on national security and to mitigate against such risks.

Strategy 2.2.2: Protect domestic investments from unfair trade with appropriate enforcement tools, such as Section 301.

Objective 2.3: Reduce the trade deficit by mitigating unfair trade practices.

USTR will also continue to directly address the threat to the economic and national security of the United States arising from our non-reciprocal trade relationships and resulting overall trade deficit. Focusing on trading partners with which we have the largest trade deficits, USTR will take appropriate action using the tools available to address unfair trade practices contributing to our unsustainable global trade deficit.

Strategy 2.3.1: Negotiate and implement ARTs, as well as enforce existing FTAs and other frameworks and agreements.

Objective 2.4: Challenge non-market policies and practices that distort U.S. and global markets.

USTR will lead U.S. engagement on, and actions in response, to non-market policies and practices. This includes engagement across fora such as the Global Forum on Steel Excess Capacity where coordinated action is needed to address the impacts of and structural distortions caused by non-market policies and practices. USTR will also work to ensure that economic security is placed at the core of the broader international economic strategy of the United States, including through engagement in international fora such as the G7, G20, OECD, and WTO and bilateral trade negotiations with partners at all levels of development.

Strategy 2.4.1: Engage trading partners in international fora, including the G7, G20, OECD, and WTO to address non-market acts, policies, and practices that create structural distortions to ensure economic security.

Goal 3: Fully Enforce U.S. Trade Laws, Monitor Compliance with Agreements, and Use All Available Tools to Hold Other Countries Accountable

With the primary goals of supporting and sustaining well-paying American jobs, farm incomes, value-added production, innovation, and economic growth, USTR will use all available statutory and trade agreement tools to fight unfair trading practices, fully enforce U.S. trade laws, closely monitor foreign countries' compliance with trade obligations, and vigorously enforce U.S. rights. This objective aims to ensure that American workers, farmers, ranchers, producers, and service-providers receive fair treatment in trade and win the full benefit of the economic opportunities the United States has negotiated.

Objective 3.1: Enforce Agreements on Reciprocal Trade (ARTs), the USMCA, and other agreements, and address violations through dispute settlement processes and other tools as appropriate.

The President's Trade Agenda directs USTR to support economic growth, job creation, and innovation by advancing and enforcing U.S. trade and investment rights. ARTs open markets abroad while restoring reciprocity to the global trading system. USTR's monitoring and

enforcement of these and other trade agreements is essential to support American workers, farmers, ranchers, producers, and service-providers. USTR will use enforcement tools and dispute settlement processes as necessary to evaluate and resolve conflicts when a country violates or fails to fulfill obligations made under an agreement.

USTR will continue to robustly enforce all FTAs, as well as other agreements. USTR will also continue to use the USMCA Rapid Response Labor Mechanism (RRM), which provides any interested party with the opportunity to petition the U.S. Government to initiate a case on the basis of sufficient, credible evidence that workers' rights are being denied at a specific facility in Mexico. Those rights include the right to freedom of association and collective bargaining, which are guaranteed under both Mexican law and the terms of the USMCA.

Strategy 3.1.1: Pursue robust enforcement of all trade agreements and trade laws, and vigorously pursue existing offensive trade disputes to ensure timely resolution.

Strategy 3.1.2: Employ the RRM to combat abuses of workers' rights in Mexico that disadvantage U.S. workers.

Objective 3.2: Challenge foreign unfair foreign trade acts, policies, and practices through robust surveillance and enforcement tools to protect U.S. economic interests.

USTR will use available tools to protect U.S. economic interests, such as Section 301 of the Trade Act of 1974, which mandates or empowers the Trade Representative to investigate and respond to unjustifiable, unreasonable, or discriminatory foreign government acts, policies, or practices that burden or restrict U.S. commerce.

USTR will continue to strengthen the Interagency Center on Trade Implementation, Monitoring and Enforcement (ICTIME) unit, which significantly enhances U.S. capabilities to aggressively challenge unfair trade practices around the world.

Strategy 3.2.1: Combat unjustifiable, unreasonable, or discriminatory measures that burden or restrict U.S. commerce through existing Section 301 actions and pursue additional Section 301 actions to address structural and cross-cutting distortions in the global trading system, including but not limited to overcapacity, unfair fisheries practices, pharmaceutical pricing, and barriers to digital trade.

Strategy 3.2.2: Use the suite of available domestic trade tools to advance the America First Trade Policy, such as the International Emergency Economic Powers Act, Section 201 of the Trade Act of 1974, Section 232 of the Trade Expansion Act of 1962, Section 337 and Section 338 of the Tariff Act of 1930, and Section 1377 of the Omnibus Trade and Competitiveness Act of 1988.

Objective 3.3: Report on foreign trade barriers and unfair practices against U.S. goods and services.

USTR will carefully produce and update reports, including statutorily mandated reports. These include documents that identify foreign trade barriers, IP violations, and unfair practices that burden or restrict trade in U.S. commerce. These reports drive enforcement actions, inform trade negotiations, promote and protect American IP, and ensure fair market access for U.S. workers and businesses.

Key reports include, but are not limited to, the following:

- The National Trade Estimate Report (NTE), which identifies significant foreign trade barriers such as restrictions on U.S. goods and services. The findings in this report are core to the ART program and the President's trade agenda.
- The Special 301 Report, which reviews IP protection, enforcement, and market access for U.S. persons that rely on IP in foreign markets, identifying countries as Priority Foreign Countries or placing them on Watch Lists for intense focus.
- The Notorious Markets List, which highlights online and physical markets that reportedly engage in or facilitate substantial trademark counterfeiting or copyright piracy.
- USTR's annual Report to Congress on China's WTO Compliance, which reflects the high priority and sustained commitment to enforcement of China's international trade obligations.

Goal 4: Develop Trade Policy in a Transparent Manner

USTR will develop the Administration's trade policy through extensive consultations with Congress, stakeholders, and its statutory trade advisory committees. USTR will also ensure broad opportunities for the public to contribute to trade policy, including by providing feedback and comments on policy and access to public hearings and documents. USTR will lead interagency trade policy coordination to obtain broad-ranging input, provide accountability, and develop sound, strategic U.S. trade policies.

Objective 4.1: Regularly consult with Congress and private sector stakeholders to permit meaningful oversight and solicit input from experts.

USTR's strong relationship with Members of Congress and interested stakeholders is essential to developing and implementing the President's trade agenda effectively. This partnership is important not only for forming new trade policies and negotiations, but also for monitoring and implementing existing policies, and receiving feedback on ARTs. Strong relationships with Members of Congress on USTR's committees of jurisdiction—the Senate Finance Committee and the House Ways and Means Committee—help to keep the Trade Representative and USTR informed of important policy developments.

USTR will continue to hold consultations with Congress, industry and other stakeholders, and trade advisory committees to permit meaningful oversight and ensure that its major actions reflect a broad range of expert and constituent input. USTR will ensure transparency and public participation in trade policy development and implementation, including through public hearings, solicitation of written comments and publication of relevant documents.

Objective 4.2: Maintain USTR's role as interagency lead on trade policy to ensure consistency and coherence.

USTR will strengthen its interagency leadership role, ensuring that trade policy is coordinated across national security, energy, agriculture, and economic portfolios. This will help ensure consistency and coherence in the face of global challenges, from industrial overcapacity to economic coercion. Policy development will reflect lessons from the past: That liberalization

for its own sake, absent reciprocity or strategic foresight, weakens national resilience. Trade policy must be realistic, fair, reciprocal, and balanced to reliably serve U.S. interests.

Objective 4.3: Seek additional opportunities, as appropriate, to provide further transparency into U.S. trade policy.

Under the leadership of the USTR Chief Transparency Officer, USTR will comply with its statutory obligations and identify further opportunities for improving transparency in the development of U.S. trade policy.

Goal 5: Effectively Communicate the President's Trade Agenda

USTR will communicate the benefits of the President's trade agenda to domestic and foreign audiences, building public understanding of its essential contributions to economic growth, national security, foreign market access, and U.S. sovereignty.

Objective 5.1: Bolster trust and support for the America First Trade Policy by providing varied, accurate, and timely information that is easy for the public to access and understand.

USTR will prioritize clear, proactive communication to ensure the public, media, and global partners understand the goals and benefits of the President's trade policy. USTR will emphasize reciprocity, resilience, sovereignty, and security. Through principal-level press interviews, public reports, digital content, and testimonies, USTR will build support for enforcement actions, new agreements, and the strategic vision behind America First Trade Policy. By explaining trade in plain terms, especially as a tool of national renewal, USTR can further increase public confidence and international respect for American leadership on trade policy.

Strategy 5.1.1: Create and implement a USTR-wide, proactive communications strategy to explain the job-supporting, economy-enhancing benefits of the President's trade agenda to domestic constituencies and stakeholders.

Strategy 5.1.2: Work with the White House and with partners across the Executive Branch to implement an Administration-wide message on trade policy.

Objective 5.2: Inform private sector and non-profit stakeholders, media, and state and local elected officials of USTR's efforts to monitor and address unfair foreign trade barriers and practices, enforce U.S. rights, and ensure trading partners' compliance with U.S. agreements.

USTR will communicate with the private sector through regular written, verbal, and public-facing engagements to provide certainty and confidence regarding President Trump's trade agenda. This certainty is critical to the decision-making and business planning of the private sector, which is vital to our goals of re-shoring investment and production capacity and reindustrializing the United States.

Objective 5.3: Communicate the benefits of balanced and reciprocal trade with the United States to foreign trade partners, including the benefits of continued access to the U.S. marketplace.

USTR will use multilateral and plurilateral fora to communicate to our trading partners the underlying basis for and objectives of President Trump's trade agenda and the benefits to other countries of U.S. economic leadership and will work with likeminded trading partners to build support for U.S. efforts to reshape the global trade order.

Goal 6: Uphold Organizational Excellence

USTR will provide the administrative processes, physical and information security, and infrastructure that will strengthen its ability to perform core functions at the highest level of excellence. USTR will foster a workplace that promotes initiative, productivity, transparency, and innovation through the enhancement of human capital through recruitment, promotion and retention initiatives, and professional development and training opportunities.

Objective 6.1: Recruit, train, and sustain a talented workforce.

To deliver on its strategic objectives, USTR will maintain high internal standards of professionalism, transparency, and operational efficiency. The agency will continue to support its workforce through talent development, training, and performance accountability. USTR will promote a culture of initiative, intellectual rigor, and principal-level mission alignment, ensuring that all staff understand how their work connects to the broader vision of American trade renewal and reciprocity. USTR will also determine whether current policies and practices are barriers to hiring and retaining the workforce necessary to execute its mission, as well as to appropriately manage and, if necessary, remove poor performers. All employees will have the physical and information security they require to serve the American public effectively.

Strategy 6.1.1: Implement a merit hiring and outreach plan to recruit and promote talented, capable employees with the skills necessary to improve the efficiency of the Federal Government and execute the mission of USTR.

Strategy 6.1.2: Create a culture of continuous learning and achievement by advocating for staff development and growth and rewarding staff for innovation, knowledge, cooperation, and excellence.

Objective 6.2: Optimize resources to modernize IT and infrastructure capabilities and improve administrative services.

USTR will invest in secure and modern infrastructure to support information sharing, interagency collaboration, and classified communication. Physical and cybersecurity capabilities will remain top priorities in an era of economic espionage and digital warfare.

Strategy 6.2.1: Implement a master plan for USTR space utilization that optimizes resources and provides both the quality and quantity of office and meeting facilities appropriate for USTR's business requirements.

Strategy 6.2.2: Upgrade IT and communications capabilities that increase USTR's productivity and enhance cybersecurity capabilities.

Strategy 6.2.3: Adopt administrative services procedures that provide responsive and timely support to USTR staff.

Supplemental Information

Alignment with Federal Government Priority Goals and Accomplishing Objectives

The President's Management Agenda provides a vision for modernizing the Federal Government in key areas that will tirelessly deliver for the American people by eliminating waste, ensuring accountability, and delivering results. USTR implements the President's Executive Orders (EOs) and directives, including but not limited to the President's Workforce Optimization Initiative; Reform of Federal Performance Management; Strengthening the Suitability and Fitness of the Federal Workforce; and Restoring Accountability to Policy Influencing Positions within the Federal Workforce.

The USTR goal that directly relates to this Key Driver is Goal 6: Uphold Organizational Excellence.

Consistent with the President's goals, USTR will provide the administrative processes, physical and information security, and infrastructure that will strengthen its ability to perform core functions at the highest level of excellence. USTR will continue to build a workplace that promotes performance and accountability through merit-based recruitment, promotion, and retention initiatives; optimize the size of its workforce and real estate portfolio; and leverage technology to deliver faster and more secure services.

The following support initiatives are necessary to achieve the Goals and Objectives outlined in this Strategic Plan:

- IT and Communications:
    - Modernize information technology and audio-video teleconferencing to allow enhanced participation in interagency meetings by personnel from U.S. embassies and other agencies and to conduct meetings with foreign trade negotiators.
    - Build USTR's document management system to preserve negotiating histories for completed FTAs and other agreements, and litigation case files. USTR consults with this information in the course of monitoring and enforcing compliance with U.S. trade agreements and WTO commitments.
    - Improve IT capabilities and training to enhance communications with other trade agencies on trade policy issues and initiatives, and facilitate secure circulation of sensitive and classified documents within USTR and to and from other agencies.
    - Maintain secure application for cleared advisors to review confidential negotiating documents.
    - Implement IT training for USTR employees, especially those who maintain records of document clearances, to use electronic document databases and decrease use of paper records.
    - Use the newest communications technologies, including a user-friendly public website, electronic newsletters, fact sheets, web casts of "real time" information and

teleconferences as needed to give other agencies, interested stakeholders and the public a clear understanding of the benefits of fair and balanced trade.

  - Leverage technology, automation and training for high productivity of core agency processes, including staffing, finance, correspondence, consultations, and statutory reports.

- Human Capital:
  - Complete USTR's hiring plans to provide the necessary human capital resources that will enable execution of the President's trade agenda.
  - Implement the Office of Personnel Management (OPM) Memo, Performance Management for Federal Employees (June 17, 2025).
  - Implement the OPM Memo, New Senior Executive Service (SES) Performance Appraisal System and Performance Plan, and Guidance on Next Steps for Agencies to Implement Resorting Accountably for Career Senior Executives (February 25, 2025).
  - Implement OPM Memo, Updated Guidance on President Trump's EO Strengthening Probationary Periods in the Federal Service (August 7, 2025).
  - Develop a plan of action based on an in-depth analysis of the Federal Employee Viewpoint Survey and improve future survey results, as applicable.
  - Develop, maintain, and expand as necessary an exceptional Office of Administration (OA) staff with professional expertise, dedication, and ability to innovate.
  - Participate in the annual Human Capital Review (HCR) with OPM (5 CFR Part 250, subpart B). The HCR is the dialogue between USTR and OPM for the purpose of improving overall human capital management.
- Trade Information Management:
  - Build internal capacity to analyze and present tariff and trade data used in making strategic decisions for negotiations.
  - Survey economic research tools available to USTR staff, including trade and related databases, library resources, and appropriate software and reduce USTR's dependence on other agencies for these tools.
  - Support USTR enforcement and dispute resolution efforts with well-developed economic analysis.
  - Ensure that U.S. trade agreement negotiations records are accurate, complete, and accessible in accordance with National Archives and Records Administration guidelines.
  - Explore opportunities to better integrate Super Intelligence into USTR process flows and operations.
- Resources:

- Assess USTR's negotiating and monitoring and enforcement capabilities in key technical subject areas, and add or adjust resources where warranted.
- Draw on the resources of all trade agencies to support the trade agreements monitoring program, and continue to work with these agencies to assess current and future workloads to ensure adequate resources to address that workload.
- Develop a well-managed spending plan to use resources efficiently and effectively.
- Employ multi-year budget strategy for success in the EOP/OMB/Congressional budgetary process.

- Facilities:
  - Seek continued assistance from General Services Administration (GSA) and OA Facilities Management Office to appropriately fund and move capital improvement projects to completion.
- Systems, Networks, and Response:
  - Employ human resource, financial management, and IT systems to provide timely, accurate, relevant and responsive information for decision-making.
  - Build and leverage state, local, and other stakeholder networks to communicate the benefits of the President's trade agenda to the public.
  - Respond in a timely and cogent manner to correspondence and other inquiries from the public on trade issues.

Congressional Consultation and Stakeholder Engagement

A robust partnership with Congress is fundamental to executing the President's trade agenda. Given Congress's Constitutional role in international trade policy, USTR maintains intensive, regular consultations with its committees of jurisdiction to facilitate meaningful congressional oversight and advance the Administration legislative priorities. USTR provides expert counsel on trade-related legislation and fulfills critical statutory requirements, ensuring that the partnership extends beyond the formulation of new policies to the rigorous monitoring and implementation of existing ones.

To sustain this high level of engagement with the Senate Finance Committee, the House Ways and Means Committee, and other interested Committees and Members, USTR requires sufficient personnel and resources. This ensures seamless coordination with partner agencies and stakeholders to advance legislation necessary for negotiating and implementing trade agreements and other Presidential initiatives.

Legislative Coordination and Enforcement

USTR is responsible for drafting the relevant provisions for implementing legislation and the comprehensive documentation submitted by the President to Congress. USTR staff provide expert testimony at committee hearings, participate in formal and informal mark-ups, and advise Members of Congress and the public on the nuances of trade agreements.

The strategic depth of this relationship is demonstrated by:

- Enforcement Excellence: The establishment of ICTIME, which serves as the Federal Government's primary coordinator for trade enforcement.
- Negotiation Support: Active collaboration with Congress to advance key agreements such as the USMCA.
- Trade Remedies: Targeted consultations regarding Section 301 tariffs and Section 232 steel and aluminum tariffs, ensuring that stakeholder views—solicited through public comments and hearings—are integrated into U.S. policy objectives.
- Policy Renewal: Ongoing dialogue regarding the renewal of Trade Promotion Authority (TPA).

Interagency Review and Regulatory Oversight

USTR serves as a vital advisor to Congress, committee staff, and the Office of Management and Budget (OMB) on legislation that may impact Administration trade policy or international commitments. This includes diverse sectors such as food safety, chemical regulation, and trade sanctions.

Furthermore, USTR reviews proposed federal agency regulations to ensure they are consistent with U.S. international trade rights. By working closely with Congress and relevant agencies, USTR ensures that new measures protect the interests of American agriculture, business, labor, the environment, and IP. This includes the critical oversight of trade preference legislation and the review of interagency testimony to maintain a unified Administration voice.

Statutory Reporting and Transparency

USTR fulfills its statutory obligations by producing several annual reports that provide Congress with a comprehensive view of the global trade landscape. These reports identify significant barriers to U.S. exports and detail the Administration's efforts to dismantle them through negotiation and dispute settlement. Key statutory reports include:

- The NTE Report: Assessing foreign trade barriers affecting U.S. exports, including Sanitary and Phytosanitary barriers and Technical Barriers to Trade.
- The Special 301 Report: Focusing on the protection and enforcement of IP rights.
- WTO Compliance Reports: Detailed reviews of China and Russia's adherence to WTO obligations.
- The Section 1377 Review: Assessing telecommunications trade agreements with foreign countries.
- The Trade Policy Agenda and Annual Report: Outlining the President's strategic priorities, current activities, and enforcement actions.
- Government Performance and Results Act, as other Supplemental Reports: Including updates on subsidies, Caribbean Basin Initiative, and the African Growth and Opportunity Act.

These reports are essential for building Congressional support for the President's agenda and reflect USTR's unwavering commitment to transparency and accountability.

Program Evaluations

To ensure mission success and merit-system compliance, USTR utilizes OPM's Human Capital Assessment and Accountability Framework. This system provides consistent monitoring of human capital policies and uses the Federal Employee Viewpoint Survey (FEVS) to gauge organizational health. Data from these assessments directly inform USTR's strategic planning, human capital goals, and performance budgets.

USTR tracks performance and operational efficacy through the following targeted reviews:

- Annual Performance Plan Report: Included within the USTR Congressional Budget Justification.
- Interagency Feedback: Ensures fair implementation of procedures across the interagency process.
- U.S. International Trade Commission Evaluations: Analyzes foreign trade barriers and domestic import sensitivities.
- Personnel Assessments: Evaluates staff on interagency teams, using feedback from participating agencies.
- Technical Capability Audits: Assesses negotiating expertise in key areas, such as IP, standards, and sanitary/phytosanitary measures, to guide resource allocation.
- Annual Trade Reviews: Formal monitoring via the President's Annual Report on the Trade Agreements program and the NTE Report.
- Compliance Frameworks: Includes the FEVS, Human Capital Reviews, and SES Performance Management System certification.
- External Evaluations: To continuously refine both administrative and substantive operations, USTR undergoes periodic reviews by external evaluators, including the OMB, OPM, and the Government Accountability Office (GAO).

Accountability

To ensure a high-performing workforce, the USTR utilizes OPM's "Results-Oriented Performance Culture System." This framework assigns accountability for goal achievement by effectively planning, monitoring, developing, rating, and rewarding performance across the agency.

The process begins with AUSTRs—the SES leaders of geographic and functional offices who develop, coordinate, negotiate, and enforce trade policy.

- Joint Development: Prior to each appraisal period, the USTR, Deputy USTRs, and AUSTRs jointly develop written performance plans tailored to individual offices.
- Strategic Alignment: These plans reflect agency strategic goals and specific executive responsibilities.

- Methodology: Performance plans incorporate leadership methods to ensure subordinate performance aligns with agency goals while addressing the concerns of employees, customers, and stakeholders.
- Critical Elements: All performance requirements are designated as critical elements, reflecting both individual and organizational expectations.

AUSTRs undergo at least three performance appraisals annually to rate their achievement of strategic goals and objectives. This system strengthens the link between strategic planning, performance management, and pay through four primary methods:

- Clarity: Communicating and clarifying organizational goals.
- Accountability: Identifying individual responsibility for accomplishing USTR objectives.
- Balanced Evaluation: Using measures that balance organizational results with employee and customer perspectives.
- Compensation & Development: Basing pay adjustments, awards, and professional development for senior executives and professional employees on appraisal results.

AUSTRs ensure agency-wide alignment by linking the performance expectations of their subordinates to specific office initiatives, which are directly derived from the USTR's overarching strategic goals and objectives.

Management-Related Initiatives

Guided by GAO findings on federal challenges and trends, USTR is building capability to remain a high-performing, results-oriented organization. To meet increasing demands, USTR is shifting from an activity-based model to a performance-based approach. In the past, USTR's aggressive trade agreement negotiation, implementation and monitoring and enforcement agenda strained its capacity to provide the necessary support. "Business as usual" is no longer sustainable; every process is being reevaluated to ensure faster, more cost-effective, and higher-quality responses.

GAO reports cited needed improvements at USTR to meet the growing demands of the U.S. trade agenda. In keeping with this need for transformation, USTR included a goal specifically addressing management-related initiatives: Goal 6: Uphold Organizational Excellence.

Key External Factors

USTR's key functions are intersectional and rely on heavily on inter-agency coordination and stakeholder alignment. The following factors impact USTR's ability to achieve its goals and objectives:

Legislative & Judicial Oversight

- Legal Authorities: Judicial rulings on Executive trade powers and international arbitral decisions.

- Congressional Action: Changes to legislative authorizations, such as renewal of trade preference programs or changes in Most Favored Nation tariff rates.
- Funding: Budget appropriations and the ability to compete for top-tier talent and physical workspace.

Operational Capabilities

- Resource Flexibility: Managing unpredictable, priority resource demands.
- Secure Infrastructure: Availability of systems for transmitting classified inter-agency data.
- Workload Management: Balancing a high volume of litigation, including defending U.S. measures against foreign challenges.

Stakeholder & Interagency Alignment

- Strategic Support: Cooperation from Congress and the EOP on trade priorities and communications.
- Collateral Support: Reliance on other federal agencies to assist in conducting negotiations and compliance activities.
- Capacity Building: Funding for technical assistance to help emerging economies implement trade obligations.
- Industry Evidence: The willingness of private sector partners to provide the data required to win enforcement cases.

International Diplomacy & Enforcement

- Global Cooperation: Partner support for enforcement initiatives and bilateral negotiations.
- Multilateral Engagement: The readiness of members of the G7, G20, OECD, and WTO to engage and support U.S. objectives.

Public Outreach

- Access to venues and platforms to communicate the trade agenda's benefits to the public.

Budget Risks

USTR faces significant financial pressure due to a rigid cost structure. Personnel costs comprise 76% of USTR's budget, travel 10%, and all other services 14% (primarily fixed costs of operating). Thus, 86% of USTR's budget is tied to "built-in" annual cost increases such as pay raises and travel costs. Consequently, even modest budget fluctuations directly impact program efficacy.

USTR operations are susceptible to a "success paradox": Unlike fixed-size programs, USTR's workload grows cumulatively. Success in negotiations creates "out-year budgetary tails" through a continuous cycle that follows this general pattern:

- Negotiation: Resource-heavy upfront efforts.
- Implementation: Executing agreement terms.
- Monitoring & Enforcement: Ongoing vigilance to ensure partner compliance.
- Litigation: Defending U.S. interests or challenging violations.

As obligations increase, so does the potential for litigation. Without funding increases that exceed basic cost-of-living adjustments, USTR may be forced to scale back vital trade initiatives.

Other Resource Risks

To bridge resource gaps, USTR relies on interagency networks and coordination:

- Detailed Professionals: Leveraging non-reimbursable experts from other federal agencies for negotiation, enforcement, and economic analysis.
- Shared Responsibility: Partnering with agencies on compliance and enforcement where those agencies share responsibilities for these functions.
- Cost Sharing: USTR will seek financial support from participating agencies when lead-agency logistics and support costs are incurred.

USTR remains committed to coordinating with interagency partners to ensure sufficient resources are deployed to achieve U.S. trade policy objectives.

Glossary of Acronyms

ATCM.....Agreement on Trade in Critical Minerals
APEC .....Asia Pacific Economic Cooperation
ART.....Agreement on Reciprocal Trade
ASEAN .....Association of Southeast Asian Nations
AUSTR .....Assistant U.S. Trade Representative
CFIUS .....Committee on Foreign Investment in the United States
EOP .....Executive Office of the President
EU .....European Union
FEVS.....Federal Employee Viewpoint Survey
FTA.....Free Trade Agreement
G7.....Group of Seven
G20.....Group of Twenty
GAO.....Government Accountability Office
NTE……...National Trade Estimate
OECD.....Organization for Economic Cooperation and Development
OMB……..Office of Management and Budget
OPM……..Office of Personnel Management
RMM.....Rapid Response Mechanism
SES.....Senior Executive Service
TPA.....Trade Promotion Authority
TPRG .....Trade Policy Review Group
TPSC.....Trade Policy Staff Committee
USITC.....U.S. International Trade Commission
USMCA…….U.S.–Mexico–Canada Agreement
USTR .....United States Trade Representative
WTO .....World Trade Organization