

**Executive Office of the President
Office of the U.S. Trade Representative**



**Strategic Plan
FY 2022 – FY 2026**

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Introduction

This strategic plan of the Office of the United States Trade Representative (USTR) has been developed in accordance with the USTR's obligations under the Government Performance and Results Act (GPRA) Modernization Act of 2010 to help USTR plan for the next five years following FY 2021. Assistant United States Trade Representatives (AUSTRs) and other senior USTR officials collaborated in developing the plan. While non-government parties did not contribute to the preparation of this plan, the report considers the advice received from USTR's statutorily mandated Advisory Committees. The report also considers advice from Trade Policy Staff Committee (TPSC) agencies, the Government Accountability Office, and the United States Congress.

The plan consists of eight main components:

- (1) Agency and mission information;
- (2) Strategic goals and strategic objectives;
- (3) How any goals and objectives contribute to the Federal Government's priority goals;
- (4) How the goals and objectives are to be achieved, including:
 - (a) Operational processes, skills and technology, and the human, capital, information, and other resources required to achieve those goals and objectives; and
 - (b) How the agency is working with other agencies to achieve its goals and objectives as well as relevant Federal Government priority goals;
- (5) How the goals and objectives incorporate views and suggestions obtained through congressional consultations;
- (6) How the performance goals provided in the plan contribute to the general goals and objectives in the strategic plan;
- (7) Key factors external to the agency and beyond its control that could significantly affect the achievement of the general goals and objectives; and
- (8) Program evaluations used in preparing the strategic plan with a schedule for future program evaluations to be conducted.

I. Agency and Mission Information

Mission Statement: *Placing Workers at the Center of Trade Policy*

The Office of the U.S. Trade Representative (USTR) has primary responsibility for developing and coordinating U.S. international trade, commodity and direct investment policy, and overseeing trade negotiations with other countries. The head of USTR is the U.S. Trade Representative, a member of the Cabinet who serves as the President's principal trade advisor, negotiator, and spokesperson on trade issues. USTR has its headquarters in Washington, DC and overseas offices in Beijing, China, Brussels, Belgium, and Geneva, Switzerland. The Geneva Office represents the United States at the World Trade Organization (WTO).

USTR is part of the Executive Office of the President. The USTR is a member of the Millennium Challenge Corporation (MCC) Board of Directors, a non-voting member of the Export-Import Bank, a member of the Committee on Foreign Investment in the United States (CFIUS), and a member of the National Advisory Council on International Monetary and Financial Policies.

In the Trade Expansion Act of 1962, the U.S. Congress established the interagency trade policy mechanism that was led by USTR's predecessor, the Special Trade Representative. USTR provides trade policy leadership and negotiating expertise in its major areas of responsibility. USTR consults with other government agencies on trade policy matters, including through the Trade Policy Staff Committee (TPSC) and the Trade Policy Review Group (TPRG). These groups, administered and chaired by USTR and composed of 20 Federal agencies and offices, make up the sub-cabinet level mechanism for developing and coordinating U.S. Government positions on international trade and trade-related investment issues. The TPSC is the first-line operating group, which regularly seeks input from the public on policy decisions and negotiations through *Federal Register* notices and public hearings. In cases where the TPSC does not reach consensus on a topic, or if the issue under consideration involves particularly significant policy questions, the issue may be referred to the TPRG or to Cabinet Principals.

In the Trade Act of 1974, the U.S. Congress established a private sector advisory committee system to ensure that U.S. trade policy and trade negotiation objectives adequately reflect domestic economic interests. The advisory committees provide information and advice with respect to U.S. negotiating objectives and bargaining positions for trade negotiations, the operation of any trade agreement once entered into, and on other matters arising in connection with the development, implementation, and administration of U.S. trade policy.

Since its creation, USTR has maintained close consultation with Congress. Liaison activities between the agency and Congress are extensive. The principal oversight Committees are the House Ways and Means and Senate Finance Committees. Other committees routinely are briefed within areas of their jurisdiction where USTR plays a role.

As the United States addresses 21st century domestic priorities, worker-centered trade policy is integral to the United States' economic recovery, resiliency, and competitiveness. Trade policy

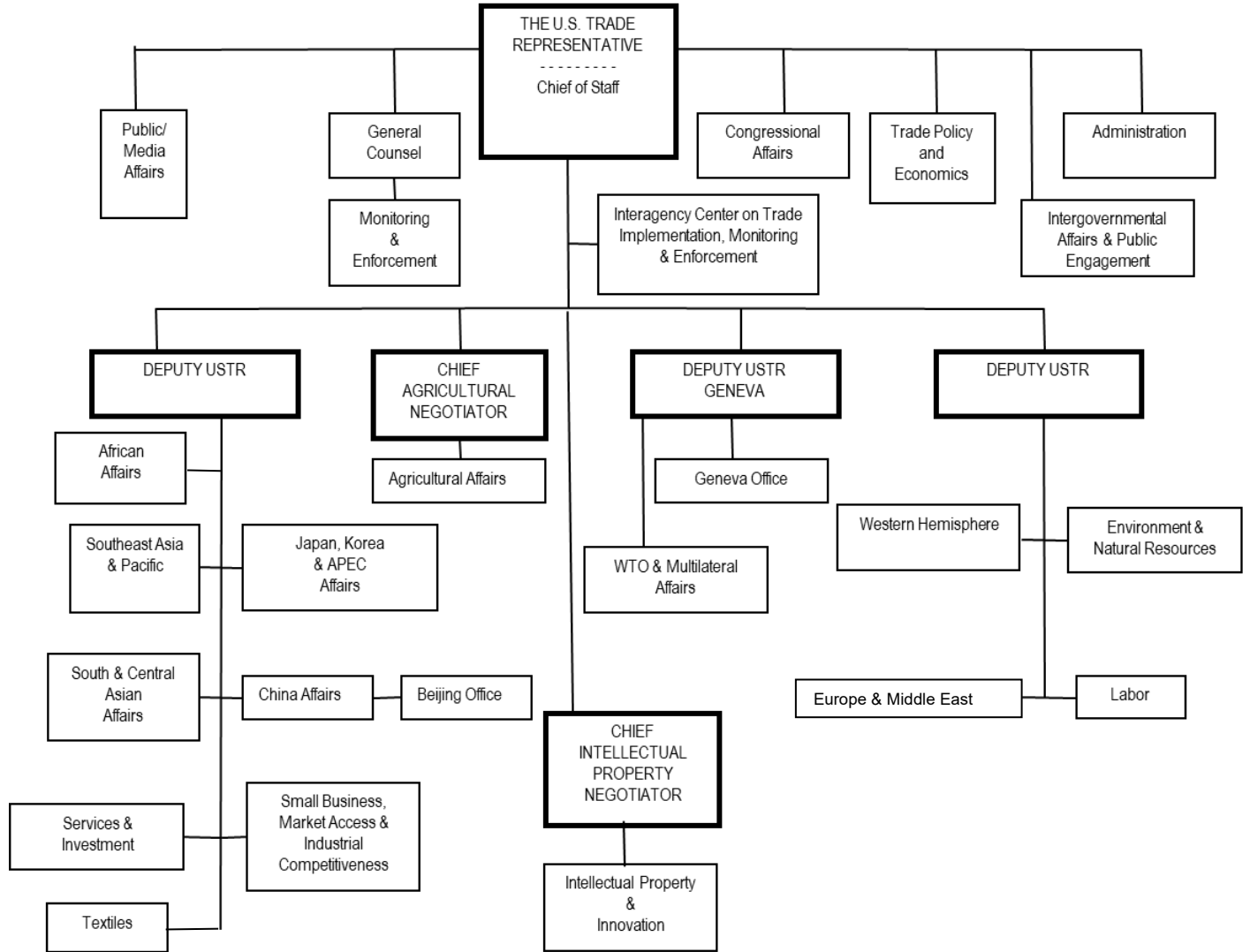
should support and empower workers, drive wage-driven growth, create new trade opportunities for U.S. farmers, ranchers, manufacturers, service providers, fishers, and small and medium-sized enterprises (SMEs), including women and minority owned businesses, raise living standards and purchasing power for low-income families, and lead to better economic outcomes for all Americans.

Advancing a worker-centered trade policy will require extensive engagement with unions, worker advocates, and underserved communities to ensure that workers' perspectives and values play an integral and respected role in the development and implementation of U.S. trade policy. The policy will focus on eliminating trading partners' ability to gain a competitive advantage by violating workers' rights and pursuing unfair trade practices. Likewise, USTR will strive to negotiate, implement, and enforce strong environmental commitments, to raise the standards and levels of protection of our trading partners, and ensure our partners meet environmental obligations under existing trade agreements.

By adopting a comprehensive, proactive strategic framework, USTR will help restore U.S. leadership and strengthen America's strategic alliances and partnerships. This framework will simultaneously help restore American competitiveness by expanding market access for American farm goods, services, and manufactured products, and so helping large and small businesses, workers, and agricultural producers raise incomes, expand employment, and help communities prosper.

In ensuring that U.S. trade strategy and policy reflect the perspectives of all Americans, USTR will use trade tools, data assessments, and innovative engagement strategies to advance racial and gender equity, consider the distributional effects of trade, and support underserved and marginalized communities as part of the mission of all federal government agencies and offices. In complying with Executive Order (EO 13985) on *Advancing Racial Equity and Support for Underserved Communities Through the Federal Government* and the *National Strategy for Gender Equity and Equality*, USTR will pursue a trade agenda which supports domestic initiatives aimed at eliminating social and economic structural barriers to equality and economic opportunity and pursue complementary objectives in negotiations with our trading partners.

Organizational Structure - Office of the United States Trade Representative



II. Strategic Goals and Strategic Objectives

Goals Overview

Goal 1 Open Foreign Markets and Combat Unfair Trade

To advance the goals of supporting and sustaining well-paying American jobs and farm incomes, broadening the benefits of trade through more inclusive trade policies and outreach reflecting the interests of a diverse nation, supporting value-added production and innovation in the United States, and promoting equitable economic growth in the United States and worldwide, USTR will, pursue principles of fair competition, open foreign markets, combat unfair trading practices, enforce U.S. trade laws, reduce trade distortions, and encourage broader participation in international trade by negotiating and implementing agreements consistent with U.S. interests and values. Informed by diverse, sustained, engagement, USTR will stand up for American farmers, ranchers, manufacturers, service providers, fishers, and SMEs by pursuing smart trade policies that are inclusive and work for all producers.

Goal 2 Fully Enforce U.S. Trade Laws, Monitor Compliance with Agreements, and Use All Available Tools to Hold Other Countries Accountable

USTR will make the rules count by fully enforcing U.S. trade laws, closely monitoring foreign countries' compliance with trade obligations, and vigorously enforcing U.S. rights. In addition, USTR will ensure that American workers, farmers, ranchers, fishers, manufacturers, innovators, creators, service providers, consumers, and investors receive fair treatment in trade, compete in global markets on a level playing field, and win the full benefit of the economic opportunities the United States has negotiated.

Goal 3 Develop and Implement Innovative Policies to Advance President's Trade Agenda

USTR will develop and implement a comprehensive trade policy to help the country and world recover from the Covid-19 pandemic and its economic effects; improve labor standards; strengthen environmental standards and support the Administration's work to address the crisis of climate change; support public health improvements; and eliminate social and economic barriers to ensure economic opportunity and benefits for underserved and marginalized communities.

Goal 4 Develop Equitable Trade Policy Through Inclusive Processes

Consistent with Executive Order 13985 on *Advancing Racial Equity and Support for Underserved Communities Through the Federal Government*, Executive Order 13988 on *Preventing and Combating Discrimination on the Basis of Gender Identity or Sexual Orientation*, and the *National Strategy on Gender Equity and Equality*, USTR will develop inclusive, worker-

centered trade policy through extensive consultations with the Congress, stakeholders, and its trade Advisory Committees. USTR will also use digital means and expanded domestic engagement to ensure broad opportunities for the public to contribute to policy formulation, provide comments on policy, and access public hearings and documents. USTR will lead interagency trade policy coordination to obtain broad-ranging input, involve disadvantaged and underserved communities in policymaking, provide accountability, and develop sound, strategic U.S. trade policies.

USTR's transparency principles establish the foundation for a high transparency standard for the day-to-day operations of USTR. These transparency principles reflect the Administration's commitment to comprehensive public engagement, including outreach to historically overlooked and underrepresented communities, as it develops and implements a trade policy that advances the interests of all Americans.

Goal 5 Effectively Communicate the President's Trade Agenda

To ensure the advancement of the President's trade policy agenda, USTR will communicate the benefits of this agenda to domestic and foreign audiences, thereby building public understanding of its positive impact on economic growth, and support for enforcing U.S. rights and opening markets around the world to U.S. goods, services, and agricultural products.

Goal 6 Achieve Organizational Excellence as a Model Employer

USTR will make advancing diversity, equity, inclusion, and accessibility a priority component of the agency's management agenda and strategic policy planning and review. This includes increasing employee engagement and developing and strengthening a diverse and inclusive adaptive workforce in line with Executive Order 14035 on Diversity, Equity, Inclusion, and Accessibility in the Federal Workforce, Executive Order 13985 on *Advancing Racial Equity and Support for Underserved Communities Through the Federal Government*, Executive Order 13988 on *Preventing and Combating Discrimination on the Basis of Gender Identity or Sexual Orientation*, and the National Security Memorandum on Revitalizing America's Foreign Policy and National Security Workforce, Institutions, and Partnerships. The agency will strengthen the development and promotion of a workplace that supports diversity, equity, inclusion, accessibility, creativity, and productivity through human capital initiatives that focus on effective recruitment strategies, fair hiring practices, and continuous learning programs. The agency will also provide effective business operations and service delivery through administrative processes, physical and information security, finance and procurement, information technology, and infrastructure that will strengthen its ability to perform core functions at the highest level of excellence.

Goals and Objectives

Goal 1: Open Foreign Markets and Combat Unfair Trade

To advance the goals of supporting and sustaining well-paying American jobs and farm incomes, broadening the benefits of trade through more inclusive trade policies and outreach reflecting the interests of a diverse nation, supporting value-added production and innovation in the United States, and promoting equitable economic growth in the United States and worldwide, USTR will, pursue principles of fair competition, open foreign markets, combat unfair trading practices, enforce U.S. trade laws, reduce trade distortions, and encourage broader participation in international trade by negotiating and implementing agreements consistent with U.S. interests and values. Informed by diverse, sustained, engagement, USTR will stand up for American farmers, ranchers, manufacturers, service providers, fishers, and SMEs by pursuing smart trade policies that are inclusive and work for all producers.

Strategy:

USTR's team of trade negotiators will help to support and sustain well-paying American jobs, farm incomes, value-added production, innovation, and economic growth by securing high standard commitments from our trading partners to open their markets to U.S. manufactured goods, agricultural products, and services exports. USTR negotiators will pursue market-opening trade agreements in the World Trade Organization (WTO) and work to uphold commitments under the U.S.-Mexico-Canada Agreement (USMCA), and engage with trading partners to resolve trade issues. In addition, USTR is using Section 301 of the 1974 Trade Act to investigate and address barriers to U.S. exports.

USTR negotiators defend and advance the Administration's overall international trade policy goals through robust engagement in bilateral and regional economic fora. Work in these fora strengthens our overall relationships with ASEAN, Brazil, China, the East African Community (EAC), the European Union (EU), India, Japan, Korea, Turkey, and other trading partners through vigorous dialogue on strengthening trade and investment cooperation. USTR directly supports many of the Administration's broader policy priorities, including the encouragement of job creation by small businesses. USTR works through trade preference programs such as the Generalized System of Preferences, the African Growth and Opportunity Act, to promote reforms in areas such as labor standards, market access, and intellectual property, and to support international development priorities.

These negotiations and engagement work in tandem with enforcement of agreements and trade laws to build the foundation for freer and fairer trade; adequate and effective protection for U.S. intellectual property; enhanced worker rights and environmental protections; a level playing field for American workers, businesses, and agriculture; and new market opportunities for farmers, ranchers, and businesses large and small.

Objectives:

- Negotiate and implement agreements that sustain well-paid American jobs, advance the overall trade and economic interests of the United States, and further the objectives of U.S. trade policies by opening foreign markets to U.S. manufactured goods, agricultural products, and services. Support the broader economic recovery by helping companies, including small businesses, women and minority entrepreneurs, put Americans to work by building world-class products for export to foreign markets.
- Effectively utilize USTR and leverage other U.S. government resources to break down foreign trade barriers and promote fair trade.
- Expand global market access opportunities for American farmers, ranchers, food manufacturers, and fishers and defend U.S. producers by enforcing global agricultural trade rules and promoting the adoption of science and risk-based sanitary and phytosanitary measures.
- Use all available tools to take on the range of unfair trade practices that continue to harm U.S. workers and businesses.
- Work with trading partners to ensure that trade policy works in concert with initiatives to advance global health security and humanitarian response to save lives, promote economic recovery, and develop resilience against future global pandemics or crises.
- Ensure that trade agreements consider the needs and reflect the interests of underserved communities and America's racially, ethnically, and geographically diverse population.
- Review past trade policies for their impacts on and unintended consequences for U.S. workers, and assess existing trade preference programs to evaluate their contribution to equitable economic development, improved labor standards, and opportunities for developing country workers to move from informal and unregulated sectors to wage-paying work.
- Effectively represent U.S. interests in the World Trade Organization and other international bodies to achieve the Administration's international trade policy goals. Work to implement necessary reforms to the WTO's substantive rules and procedures to address the challenges facing the global trading system, including growing inequality, digital transformation, and impediments to small and medium-sized enterprises, including women and minority-owned businesses. In this respect, seek the development of WTO rules that combat non-market policies and practices that inhibit the ability of U.S. workers and businesses to compete in the global market.
- Work with allies and like-minded trading partners to establish high-standard global rules to govern the digital economy, in line with our shared democratic values.
- Negotiate and implement strong environmental commitments in trade-related areas that contribute to a sustainable climate pathway; promote sustainable stewardship of natural resources, such as sustainable fisheries management, and prevent unlawful environmental practices, such as illegal logging, illegal fishing, and wildlife trafficking.

- Contest the harms resulting from forced labor as an unfair cost advantage for those industries, businesses, and producers who exploit this practice.
- Engage with U.S. government partners to encourage robust technical assistance and trade capacity building with trading partners to ensure workers and small and medium-sized enterprises, including women and minority-owned businesses around the world benefit from U.S. trade policy.

Goal 2: Fully Enforce U.S. Trade Laws, Monitor Compliance with Agreements, and Use All Available Tools to Hold Other Countries Accountable

USTR will make the rules count by fully enforcing U.S. trade laws, closely monitoring foreign countries' compliance with trade obligations, and vigorously enforcing U.S. rights. In addition, USTR will ensure that American workers, farmers, ranchers, fishers, manufacturers, innovators, creators, service providers, consumers, and investors receive fair treatment in trade, compete in global markets on a level playing field, and win the full benefit of the economic opportunities the United States has negotiated.

Strategy:

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. Once the United States has entered into an international trade agreement, the task of enforcing that agreement and realizing its promised benefits begins. USTR's vigilant enforcement of trade agreements and of Americans' trade and investment rights around the world is essential to supporting well-paying jobs for American workers, farmers, ranchers, manufacturers, innovators, creators, and service providers.

Pursuing and defending WTO and FTA disputes, and utilizing Section 301 of the Trade Act of 1974, and other trade remedies are key to the rigorous enforcement of U.S. rights in trade and investment in order to fight unfair trading practices that distort global markets and harm businesses, workers, and agricultural producers within the United States. USTR's annual Report to Congress on China's WTO Compliance, for example, reflects the high priority and sustained commitment to enforcement of China's international trade obligations. The Interagency Center on Trade Implementation, Monitoring and Enforcement (ICTIME) unit is an institutional reform that significantly enhances the United States' capability to aggressively challenge unfair trade practices around the world, including in China.

Objectives:

- Fully enforce U.S. trade laws and efficiently and effectively respond to unfair trade practices.
- Use all available tools to take on unfair trade practices in non-market economies, pursue

strengthened enforcement to ensure that our trading partners live up to existing trade obligations; address gaps that exist in international trade rules on subsidies, state enterprise competition, and other matters, including through enhanced cooperation with U.S. partners and allies.

- Vigorously deploy all available tools, including dispute settlement mechanisms, to enforce U.S. rights under trade agreements, to ensure that they meet their potential to create and sustain well-paying American jobs. Utilize the WTO standing committees to address specific trade concerns before they become final; resolve unwarranted sanitary and phytosanitary barriers; promote the acceptance of international standards developed in the United States and acceptance of the results of U.S. conformity assessment bodies.
- Comprehensively enforce labor and environmental obligations of existing trade agreements. Engage allies to achieve commitments to fight forced labor and exploitative labor conditions, and increase transparency and accountability in global supply chains; ensure that products that are produced by forced labor or under exploitative labor conditions are not imported into the United States; and contribute to efforts to mitigate income inequality.
- Pursue strengthened enforcement to ensure that China lives up to its existing trade obligations; address gaps that exist in international trade rules, including through enhanced cooperation with our partners and allies, and address widespread human rights abuses of the Chinese Government's forced labor program in the Xinjiang Uyghur Autonomous Region and elsewhere.
- Ensure adequate and effective protection and enforcement of U.S. intellectual property rights.
- Defend U.S. interests in digital trade and digitally delivered services.
- Oppose attempts by foreign countries to artificially manipulate currency values to gain unfair advantage over American workers; work with the Departments of the Treasury and Commerce to put effective pressure on countries that are intervening in the foreign exchange market to gain a trade advantage.
- Collaborate with allies and like-minded countries to address global market distortions created by industrial overcapacity in sectors ranging from steel and aluminum to fiber optics, solar, and other.
- Monitor beneficiary country compliance with statutory criteria in trade preference programs and ensure that beneficiaries meet these criteria, including in the Generalized System of Preferences (GSP), the African Growth and Opportunity Act (AGOA), the Caribbean Basin Initiative (CBI), and the Nepal Trade Preference Program.
- Effectively utilize USTR and leverage other U.S. government resources to monitor unfair foreign trade barriers and practices, as well as compliance by trading partners with U.S. and multilateral trade agreements.

- Expand and sustain engagement with diverse, inclusive stakeholders to collaborate with USTR on enforcement issues.

Goal 3: Develop and Implement Innovative Policies to Advance President’s Trade Agenda

USTR will develop and implement a comprehensive trade policy to help the country and world recover from the Covid-19 pandemic and its economic effects; improve labor standards; strengthen environmental standards and support the Administration’s work to address the crisis of climate change; support public health improvements; and eliminate social and economic barriers to ensure economic opportunity and benefits for underserved and marginalized communities.

Strategy:

USTR’s strong partnership with Congress and interested stakeholders is essential to developing and implementing the President’s trade agenda. Given the scope of Congress’ Constitutional authority over matters related to foreign commerce, USTR will be in regular and intensive consultation with Congress to shape trade negotiating objectives, pursue legislative priorities, shape and advise on trade-related legislation, and fulfill other statutory requirements. This robust Congressional partnership is important not only for forming new trade policies and negotiations, but also for monitoring and implementing existing policies, and enforcing trade agreements. Strong relationships with USTR’s committees of jurisdiction – the Senate Finance Committee and the House Ways and Means Committee – are essential to a successful Administration trade policy.

To the same effect, outreach to various stakeholders, including statutorily created private sector advisory groups, Tribal Leaders, state and local elected officials and agency leaders, labor, non-governmental organizations, academics and think tanks, and business and agricultural associations helps ensure that USTR benefits from diverse perspectives and input in developing and implementing the Administration’s trade agenda. Digital technologies augment this by providing new means to broaden public involvement in policy formulation through filing public comments more easily, accessing public documents more efficiently, and observing public hearings and other events via webcast and live streaming. Engaging stakeholders allows the USTR to further develop strategic and transparent policies that work on behalf of American workers.

Objectives:

- Address the effects of the pandemic and unforeseen national and global emergencies through policies that strengthen long-term supply chain resiliency for equipment and supplies critical to delivering public health services in the United States; help companies, including small businesses and women and minority entrepreneurs, strengthen production of essential medical equipment; collaborate with trading partners to advance global health security and humanitarian response to save lives, promote global economic recovery, and develop resilience against future global pandemics or crises.

- Craft a worker-centered trade policy to promote equitable economic growth and contribute to the creation of good-paying future U.S. jobs through the inclusion in trade agreements of strong, enforceable labor standards that protect workers' rights and increase economic security; engage allies to achieve commitments to fight forced labor and exploitative labor conditions, and increase transparency and accountability in global supply chains, and lead to the economic empowerment of women and underrepresented communities by promoting a race to the top through fair competition, including core labor standards and environmental rules.
- Leverage our strong bilateral and multilateral trade relationships to raise global climate ambition. Work with allies as they develop their own approaches and ensure that trading partners meet their environmental obligations under existing trade agreements. Support the goal of reducing greenhouse gas emissions and achieving net-zero global emissions by 2050, or before. Explore and develop market approaches to address greenhouse gas emissions in the global trading system. As appropriate, and consistent with domestic approaches to reduce U.S. greenhouse gas emissions, this includes consideration of carbon border adjustments.
- Negotiate and implement strong environmental obligations that also contribute to a sustainable climate pathway; promote sustainable stewardship of natural resources, such as sustainable fisheries management, and prevent unlawful environmental practices, such as illegal logging, illegal fishing, and wildlife trafficking.
- Seek to better understand the projected impact of proposed trade policies on underserved and marginalized communities and to ensure those impacts are considered before pursuing such policies.
- Support the National Action Plan to Combat Human Trafficking by addressing forced labor and human trafficking in global supply chains.

Goal 4: Develop Equitable Trade Policy Through Inclusive Processes

Consistent with Executive Order 13985 on *Advancing Racial Equity and Support for Underserved Communities Through the Federal Government*, Executive Order 13988 on *Preventing and Combating Discrimination on the Basis of Gender Identity or Sexual Orientation*, and the *National Strategy on Gender Equity and Equality*, USTR will develop inclusive, worker-centered trade policy through extensive consultations with the Congress, stakeholders, and its trade Advisory Committees. USTR will also use digital means and expanded domestic engagement to ensure broad opportunities for the public to contribute to policy formulation, provide comments on policy, and access public hearings and documents. USTR will lead interagency trade policy coordination to obtain broad-ranging input, involve disadvantaged and underserved communities in policymaking, provide accountability, and develop sound, strategic U.S. trade policies.

USTR's transparency principles establish the foundation for a high transparency standard for the day-to-day operations of USTR. These transparency principles reflect the Administration's commitment to comprehensive public engagement, including outreach to historically overlooked and underrepresented communities, as it develops and implements a trade policy that advances the interests of all Americans.

Strategy:

A key element of USTR's responsibility for developing and coordinating U.S. trade policy and enforcing trade laws and agreements is outreach and communication to key stakeholders and the public, both for purposes of developing policy in an open and transparent manner and for ensuring public support for Administration trade policy goals.

The information technology collaboration necessary to implement new media outreach efforts helps to fulfill the key Administration goal of transparency to the public regarding Administration trade policy goals and the way USTR activities help achieve them. Timely responses to Freedom of Information Act (FOIA) requests and Government Accountability Office (GAO) investigations likewise ensure that the trade agenda and the policies necessary to fulfill it are broadly understood.

Objectives:

- Work with Congress, interested stakeholders, unions, Tribal Nations, state and local governments, and the public to inform and strengthen the U.S. trade agenda, develop Administration trade policies and initiatives, and advance key trade legislation.
- Conduct outreach to underserved and disadvantaged communities, in policy development, negotiations, and implementation and enforcement of agreements and legislation.
- Ensure that the concerns and perspectives of underrepresented communities, small businesses, and the employment and purchasing power interests of low-income Americans are reflected in proposed policies, including through improved engagement, innovative data collection, and outreach and engagement with community-based stakeholders, such as minority-owned businesses, business incubators, Historically Black Colleges and Universities (HBCUs), Tribal Colleges and Universities (TCUs), Hispanic Serving Institutions (HSIs), other minority serving institutions (MSIs), and local and national civil and human rights organizations.
- Incorporate policies and proposals that foster Tribal Nations' participation in international trade; ensure Tribal Nations are timely informed about trade policies and actions that may have Tribal implications.
- Provide timely and appropriate information to the public on ongoing trade negotiations and trade policy issues of general interest, consistent with laws and regulations governing engagement with the public as well as the protection of confidential information.
- Provide inclusive opportunities for the public to participate in the development of trade policy and trade initiatives, including changes in policy that affect existing trade programs; seek public input with respect to new major trade initiatives when feasible, even when not required by law.

- Facilitate participation in trade policy development by a broad range of stakeholders. In order to foster more inclusive and broader representation in terms of both geography and demographics, as well as stakeholder perspective, seek input using innovative and adaptable forms of communication, including virtual hearings and outreach, in addition to traditional means such as Federal Register notices.
- Foster a robust Advisory Committee system by appointing, consulting, and engaging with an active group of advisors; ensure that the membership includes a wide variety of expert interests, reflective of the diverse stakeholder perspectives; and encourage cleared advisors to consider equity in trade policy outcomes when providing advice.
- Facilitate opportunities for the public, including historically underserved and marginalized communities, to share perspectives and ideas on developing equitable trade policy.
- Identify and explore opportunities for trade policy and practices, especially in emerging sectors where the United States has the potential to be competitive, to contribute towards increasing equity, reducing income inequality, and expanding micro, small, and medium-sized enterprises and their potential to create good U.S.-based jobs through trade.
- Expand data analysis and reports to measure equity and analyze the effect of trade policy on underserved and marginalized communities, including assessments based on race, ethnicity, gender, disability, income, veteran status, or other key demographic variables.
- Educate the public on the Advisory Committee system and its role in trade policy.
- Adhere to the Guidelines for Consultation and Engagement adopted in October 2015.
- Coordinate trade policy effectively through the Trade Policy Staff Committee (TPSC) and the Trade Policy Review Group (TPRG).

Goal 5: Effectively Communicate the President’s Trade Agenda

The USTR is the President’s primary advisor and spokesperson on trade policy, and is frequently called upon to provide advice to the President, testify before the Congress, and assist Tribal Nations, state and local governmental and non-governmental interests to achieve their trade and investment goals.

Additionally, heightened national interest in the U.S. trade agenda has brought an increase in inquiries and requests from the press and public for USTR to provide information about U.S. trade policy. As trade plays an increasingly significant role in our nation’s economic growth, USTR has become increasingly aware of its responsibility to communicate effectively a trade

policy that is designed to create well-paying American jobs, improve the standard of living for all Americans, and further sustainable development.

Strategy:

To ensure the advancement of the President's trade policy agenda, USTR will communicate the benefits of this agenda to domestic and foreign audiences, thereby building public understanding of its positive impact on economic growth, and support for enforcing U.S. rights and opening markets around the world to U.S. goods, services, and agricultural products.

Objectives:

- Create and implement a USTR-wide, proactive communications strategy to explain the job-supporting, economy-enhancing benefits of the President's trade policy agenda to domestic constituencies and stakeholders.
- Ensure the USTR website contains up-to-date information on current trade initiatives and programs. Press releases and other materials related to agency programs, initiatives, and negotiations will contain sufficient information to adequately inform the public and will link to available background information on the USTR website.
- Inform private sector and non-profit stakeholders, media, Tribal Nations, and state and local governments of USTR's efforts to monitor and address unfair foreign trade barriers and practices and enforce U.S. rights, as well as compliance by trading partners with U.S. agreements.
- Enhance outreach to and build sustained engagement with underserved and disadvantaged communities on the benefits of the President's trade agenda and ensure methods and means of communication are useful and accessible.
- Work with the White House and with agency partners to implement a consistent, Federal government message on trade policy.
- Use language and means of communication that are accessible, inclusive, and reflect the concerns, priorities, and perspectives of stakeholders.
- Communicate, in consultation with other agencies, the Congress, and interested stakeholders, the Administration's unified message to foreign countries and their citizens explaining the benefits of trade with the United States, in order to build support for U.S. trade policies and initiatives.
- Communicate success to stakeholders, including Tribal Leaders and state and local elected officials.

Goal 6: Achieve Organizational Excellence as a Model Employer

USTR will make advancing diversity, equity, inclusion, and accessibility a priority component of the agency's management agenda and agency strategic planning. This includes increasing employee engagement and developing and strengthening a diverse and inclusive adaptive workforce in line with Executive Order 14035 on *Diversity, Equity, Inclusion, and Accessibility in the Federal Workforce*, Executive Order 13985 on *Advancing Racial Equity and Support for Underserved Communities Through the Federal Government*, Executive Order 13988 on *Preventing and Combating Discrimination on the Basis of Gender Identity or Sexual Orientation*, and the National Security Memorandum on *Revitalizing America's Foreign Policy and National Security Workforce, Institutions, and Partnerships*. The agency will strengthen the development and promotion of a workplace that supports diversity, equity, inclusion, accessibility, creativity, and productivity through human capital initiatives that focus on effective recruitment strategies, fair hiring practices, and continuous learning programs. The agency will also provide effective business operations and service delivery through administrative processes, physical and information security, finance and procurement, information technology, and infrastructure that will strengthen its ability to perform core functions at the highest level of excellence.

Strategy:

USTR will ensure that the workforce hired and retained is as effective as possible. USTR will seek to hire the most qualified individuals possible, establishing a workplace that promotes diversity, equity, inclusion, accessibility, initiative, creativity, and productivity through the enhancement of human capital through recruitment, promotion, and retention initiatives, and professional development and training opportunities. USTR will determine whether current policies and practices are barriers to hiring and retaining the diverse workforce necessary to execute their missions as well appropriately managing and, if necessary, removing poor performers.

USTR will ensure that performance expectations are appropriately rigorous, aligned to the work that needs to be done and the grade of the employee, and effectively communicated. Supervisors at all levels will provide staff with regular, ongoing performance feedback. USTR will ensure that managers have the tools and support they need to manage performance effectively to achieve high-quality results for the American people. Managers will have the training and tools necessary to recognize high performers, help employees identify and address areas in need of improvement, and move quickly to address employees who are not meeting performance expectations. All employees will have the physical and information security they require to serve the American public effectively.

Objectives:

- Implement agency actions in E.O. 14035 Executive Order on *Diversity, Equity, Inclusion, and Accessibility in the Federal Workforce*. Develop and operationalize the agency's DEIA Strategic Plan by creating annual goals and taking actionable steps to achieve those

goals; develop standards of success to assess progress; conduct an internal quarterly review to assess progress toward achieving USTR goals.

- Expand opportunities to recruit, retain, develop, and promote a diverse and inclusive workforce.
- Collect and analyze data on USTR's workforce composition, senior workforce composition, employment applications, hiring decisions and applicant flow, promotions, wages, pay and compensation, professional development programs, and attrition rates.
- Support, coordinate, and encourage research, evaluation, and other efforts by the Federal Government to identify best practices, and other promising practices, for broadening participation in Federal employment, and to identify the benefits of diversity, equity, inclusion, and accessibility on Federal performance and operations.
- Assess in a consistent and proactive manner whether USTR's recruitment, hiring, promotion, retention, professional development, pay equity, reasonable accommodations access, and training policies and practices are fair, impartial, and effective, to meet the goal of promoting a diverse and inclusive workforce.
- Review the status and outcomes of existing diversity, equity, inclusion, and accessibility initiatives or programs, and review the level of institutional resources available to advance human resources activities that advance the Federal government's objectives of being a model employer for diversity, equity, inclusion, and accessibility.
- Develop innovative programs, initiatives, budgeting, personnel, and resource proposals based on quarterly assessments of USTR's review of its progress in being a model employer for diversity, equity, inclusion, and accessibility.
- Support efforts of USTR's Diversity, Equity, Inclusion and Accessibility (DEIA) Council to expand awareness within the agency of DEIA principles and their application, and to provide advice to the agency's leadership and administrative and human resources professionals.
- Provide human capital services that maximize employee performance and engagement, affirmatively advance diversity, equity, inclusion and accessibility; use a systematic approach to embedding fairness in processes and practices that will recognize and work to redress inequities in current policies and processes that may serve as barriers to equal opportunity.
- Manage a security program that provides appropriate levels of protection for USTR personnel, facilities and sensitive information in all situations.
- Coordinate crisis management capabilities that ensure USTR can support its Primary

Mission Essential Functions (PMEFs) and Mission Essential Functions (MEFs) with minimal disruption under different Continuity of Government Readiness Conditions.

- Manage resources to maximize USTR’s current and future capabilities; formulate the agency’s budget and execute appropriations ensuring financial accountability with best financial management practices.
- Manage USTR more efficiently and effectively and identify, monitor and mitigate operational risks.
- Provide effective facilities management processes that enable USTR staff productivity.
- Deliver information technology resources and systems that increase USTR’s productivity, communicate trade benefits, and safeguard resources.

III. Contribution to Federal Government Priority Goals

USTR contributes to Toward an Equitable, Effective, and Accountable Government that Delivers Results for All

The President’s Management Agenda (PMA) is a blueprint for the federal government to deliver for Americans the government they deserve. The PMA Vision focuses on three priority areas for bold transformation: (1) strengthening and empowering the Federal workforce, (2) delivering excellent, equitable. and secure Federal services and customer experience, and (3) managing the business of government to build back better.

USTR’s Strategic Plan aligns with these three goals.

Priority 1 aligns with Goal 6: Achieve Organizational Excellence as a Model Employer. USTR is committed to taking new steps to attract, hire, involve, develop, support, and empower talent who can help us meet the global trade challenges of today and tomorrow. 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. The Agency will continue to build a workplace that promotes diversity, initiative, creativity and productivity through the enhancement of human capital through recruitment, promotion and retention initiatives, and professional development and training opportunities.

Priorities 2 and 3 align with Goals 1, 2, 3 and 4.

- USTR will advance the goals of supporting and sustaining well-paying American jobs and farm incomes, broaden the benefits of trade through more inclusive trade policies and outreach reflecting the interests of a diverse nation, support value-added production and

innovation in the United States, and promote equitable economic growth in the United States. Informed by diverse, sustained, engagement, USTR will stand up for American farmers, ranchers, manufacturers, service providers, fishers, and SMEs by pursuing smart trade policies that are inclusive and work for all producers.

- USTR will make the rules count by fully enforcing U.S. trade laws, closely monitoring foreign countries' compliance with trade obligations, and vigorously enforcing U.S. rights. In addition, USTR will ensure that American workers, farmers, ranchers, fishers, manufacturers, innovators, creators, service providers, consumers, and investors receive fair treatment in trade, compete in global markets on a level playing field, and win the full benefit of the economic opportunities the United States has negotiated.
- USTR will develop and implement a comprehensive trade policy to help the country and world recover from the Covid-19 pandemic and its economic effects; improve labor standards; strengthen environmental standards and support the Administration's work to address the crisis of climate change; support public health improvements; and eliminate social and economic barriers to ensure economic opportunity and benefits for underserved and marginalized communities.
- USTR will develop worker-centered trade policy through extensive consultations with the Congress, stakeholders, and its trade Advisory Committees. USTR will also use digital means and expanded domestic engagement to ensure broad opportunities for the public to contribute to policy formulation, provide comments on policy, and access public hearings and documents. USTR will lead interagency trade policy coordination to obtain broad-ranging input, involve disadvantaged and underserved communities in policymaking, provide accountability, and develop sound, strategic U.S. trade policies. USTR's transparency principles establish the foundation for a high transparency standard for the day-to-day operations of USTR. These transparency principles reflect the Administration's commitment to comprehensive public engagement, including outreach to historically overlooked and underrepresented communities, as it develops and implements a trade policy that advances the interests of all Americans.

IV. How Goals and Objectives are to be Achieved

USTR is part of the Executive Office of the President. USTR operates a headquarters in Washington, D.C. and a Mission in Geneva, Switzerland (located within the State Department Mission) and field offices in Beijing, China and Mexico City, Mexico (located within the State Department Embassies). USTR has a representative in the United States Mission to the European Union in Brussels, Belgium.

USTR is a matrix organization, organized primarily on the basis of geographic and sectoral offices that work together in developing and coordinating trade policy, negotiating trade agreements, and enforcing those agreements.¹ The U.S. Trade Representative, the three Deputy United States Trade Representatives, the Chief Agricultural Negotiator, the Chief Innovation and Intellectual Property Negotiator and other senior leadership supervise and coordinate the work of USTR's twenty-three Assistant United States Trade Representatives/Directors, who each supervise their respective regional or functional office. Currently, these offices are: Administration; African Affairs; Agricultural Affairs; Central and South Asian Affairs; China Affairs; Congressional Affairs; Environment and Natural Resources; Europe and the Middle East; Small Business, Market Access and Industrial Competitiveness; Intellectual Property and Innovation; Interagency Center on Trade Implementation, Monitoring and Enforcement; Intergovernmental Affairs and Public Engagement; Japan, Korea and APEC Affairs; Labor Affairs; General Counsel; Monitoring and Enforcement; Trade Policy and Economics; Public and Media Affairs; Services and Investment; Southeast Asia and the Pacific; Western Hemisphere; WTO and Multilateral Affairs; and Textiles. USTR also depends on direct and indirect support of other agencies, the Congress and interested stakeholders to carry out its responsibilities.

USTR professional employees include trade policy, economic, development and legal experts empowered to negotiate with officials of other governments, to work closely with interested stakeholders, and to provide leadership and direction to other agencies on trade-related issues by coordinating the formulation and execution of trade policy through the interagency Trade Policy Staff Committee (TPSC) and Trade Policy Review Group (TPRG). The TPSC and the TPRG, which USTR chair, include staff from 21 other federal agencies and departments. The TPSC is the first line operating group, with representation at the senior civil servant level. Supporting the TPSC are more than 90 subcommittees responsible for specialized issues. The TPSC regularly seeks advice from the public on its policy decisions and negotiations through *Federal Register* Notices and public hearings. If agreement is not reached in the TPSC, or if particularly significant policy questions are being considered, issues are referred to the TPRG (Deputy/Under Secretary level).

The following support initiatives are necessary to achieve the goals and objectives:

- Information Technology and Communications:

¹ Trade agreements, policies, and initiatives should be understood to include foreign investment agreements, policies, and initiatives.

- Maximize the use of video teleconferencing to allow enhanced participation in interagency meetings by personnel from U.S. embassies and other agencies and 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 information technology (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 website 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 video teleconferences as needed to give other agencies, interested stakeholders and the public a clear understanding of the benefits of free and fair 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 FY 2022 hiring plan to provide the necessary human capital resources that will enable execution of the President’s aggressive trade agenda.
 - Develop an Agency DEIA Strategic Plan that addresses how USTR plans to advance DEIA within the workforce and address any potential barriers to equal employment opportunities as directed by the Government-wide Strategic Plan to Advance Diversity, Equity, Inclusion, and Accessibility (DEIA) in the Federal Workforce.
 - Improve Employee Viewpoint Survey results. Develop plan of action based on an in-depth analysis of the survey and USTR’s DEIA Survey.

- Develop and maintain and expand as necessary an exceptional Office of Administrative (OA) staff with professional expertise, dedication and ability to innovate.
- Participate in the annual Human Capital Review (HCR) with the Office of Personnel Management (5 CFR Part 250, subpart B). The Human Capital Review 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 dispute resolution efforts with well-developed economic analysis.
 - Ensure that U.S. trade agreement negotiating records are accurate, complete and accessible.
- Resources:
 - Assess USTR's negotiating and monitoring and enforcement capabilities in key technical subject areas, and add/adjust resources where warranted.
 - Enhance Chief Diversity Officer (CDO) capabilities and capacity within the Office of Human Capital and Services (OHCS).
 - Draw on 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 in this area and ensure they are seeking and allocating 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 Office of Administration (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.

V. Congressional Consultation

USTR's strong partnership with Congress is essential to achieving the President's trade agenda. Given Congress's Constitutional authority over matters of international trade, USTR is in regular and intensive consultations with Congress to coordinate U.S. trade negotiating objectives and to advance legislative priorities of the Administration. USTR works with Congress to shape and provide advice on trade related legislation and to fulfill other statutory requirements. This robust Congressional partnership is important not only for forming new trade policies and negotiations, but also for monitoring and implementing existing policies. Sufficient personnel and adequate resources are essential to maintaining adequate consultations and strong relationships with not only USTR's primary committees of jurisdiction – the Senate Finance Committee and the House Ways and Means Committee – but also other committees and members who are extremely interested in the activities of the USTR.

USTR works with Congress, partner agencies, stakeholders and trading partners to promote legislation necessary to implement pending free trade agreements (FTAs) and other trade-related initiatives of importance to the President. USTR drafts the relevant provisions of FTA implementing legislation and the extensive accompanying documentation that the President submits to Congress. For these and other trade initiatives, the USTR testifies at committee hearings, USTR staff appears at formal and informal committee mark-ups, and regularly advises Members of Congress, staff, and the public regarding FTAs and other trade initiatives. The importance of USTR's work with Congress is exemplified with the creation of the Interagency Center on Trade Implementation, Monitoring and Enforcement Center (ICTIME) as the federal government's primary coordinator of international and domestic trade enforcement. Additionally, USTR worked closely with Congress to advance negotiations on the KORUS and USMCA agreements. For proposed Section 301 tariffs and Section 232 steel and aluminum tariffs, USTR consulted with relevant Members of Congress, Committees and other congressional stakeholders, and following the notification, ensured the views of all stakeholders are considered in formulating U.S. objectives by soliciting public comments, holding public hearings, and continuing to consult carefully with Congress, advisory committees, and other interested parties.

USTR reviews and provides agency views to Congress and relevant Congressional committee staff, as well as to the Office of Management and Budget (OMB), on proposed legislation ranging from food safety and chemical regulation to trade sanctions that may implicate Administration trade policy or U.S. commitments under international trade agreements. In addition, USTR reviews, and provides comments and suggestions to OMB addressing the trade law and policy implications of proposed federal agency regulations. USTR works with the Congress and with relevant agencies to ensure that new legislative and regulatory measures serve the interests of American agriculture, business, labor, environment, and intellectual property stakeholders, and are consistent with U.S. international trade rights and obligations. Trade preference legislation is a critical part of this initiative. USTR reviews draft Congressional testimony by officials of other agencies regarding pending legislation for consistency with Administration trade policy, and develops testimony for USTR officials in connection with legislation that Congress is considering.

USTR is required by statute to produce multiple, annual reports and reviews to Congress regarding U.S. trade policy. Together, these identify the chief trade barriers to U.S. exports maintained by our key trading partners, as well as the Administration's efforts to reduce or eliminate them through negotiation, consultation, and dispute settlement. These reports include:

- The National Trade Estimate (NTE), including Sanitary and Phytosanitary (SPS) Barriers and Technical Barriers to Trade,
- Protection and enforcement of intellectual property rights/Special 301 report,
- China and Russia WTO Compliance,
- Section 1377 Review,
- President's Trade Policy Agenda and Annual Report,
- Government Performance and Results Act (GPRA), and others (*e.g.*, Subsidies, China WTO, AGOA, CBI, greenhouse gas reduction technologies).

The reports build Congressional support for the President's trade agenda by helping Congress gain a comprehensive understanding of the substantial work the Administration is undertaking to dismantle existing trade barriers. These reports are also an important component in discharging USTR's commitment to transparency and accountability to Congress and stakeholders.

VI. Performance Goals Contribution to General Goals and Objectives

Goal 1: Open Foreign Markets and Combat Unfair Trade

Creating new opportunities for U.S. commerce involves the identification and dismantling of barriers to trade and investment. This objective is addressed through annual performance goals that describe numerous trade agreements in various stages of completion. USTR also participates in the negotiation of non-trade agreements, e.g. environmental agreements.

A feature of this strategic goal is the integration of emerging economies into the global rules-based trading system, while helping to build their capacity to realize the full benefits of trade liberalization and protecting the environment and worker rights. These trade capacity building initiatives are addressed through technical assistance designed and executed in conjunction with other U.S. Government agencies. Other applications of this strategic goal, which includes the use of enforcement tools to combat unfair trade, affect the annual performance goals of the preference systems. Other annual goals address efforts to protect worker rights and the environment through the use of cooperative activities linked to trade agreements.

The third major feature of this strategic goal is to effectively represent U.S. interests in international bodies established under multilateral and other administrative agreements. Annual performance goals will measure the Agency's work with the WTO, the World Bank and many other organizations. The accomplishment of all annual performance goals will be published in the Trade Policy Agenda and the Annual Report of the President on the Trade Agreements Program.

Goal 2: Fully Enforce U.S. Trade Laws, Monitor Compliance with Agreements, and Use All Available Tools to Hold Other Countries Accountable

A critical factor in attaining this goal is the annual review of trade agreements. USTR identifies strategies for resolving implementation problems wherever they exist. It is important to note that annual monitoring of compliance extends to FTA labor and environment provisions. Other annual goals speak to the identification of cases where WTO or FTA dispute settlement procedures and/or U.S. trade statutes are the most effective means to address a dispute. Annually, USTR also analyzes dispute settlement procedures and works to clarify and improve the rules. Since the establishment of the WTO in 1994, the United States has filed 132 complaints at the WTO, thus far successfully concluding 94 of them by settling 41 disputes favorably and prevailing in 53 others through litigation before WTO panels and the Appellate Body. The National Trade Estimate (NTE), including Sanitary and Phytosanitary (SPS) Barriers and Technical Barriers to Trade, describe significant barriers to U.S. trade and investment faced in the previous year as well as the actions being taken by the USTR to address those barriers. USTR's annual "Special 301 Report" entails year-round monitoring and follow-up on identified intellectual property rights violations to combat IPR theft, counterfeiting, and internet piracy.

Goal 3: Develop and Implement Innovative Policies to Advance President's Trade Agenda

This strategic goal covers the core of USTR's important coordinating and consultative functions. By statute, USTR is the principal advisor to the President on trade policy and the principal coordinator of trade policy development within the Executive Branch. Under the Trade Expansion Act of 1962, the U.S. Congress established an interagency trade policy mechanism, which USTR leads. This organization, as it has evolved, consists of three tiers of committees: the Trade Policy Staff Committee (TPSC), the Trade Policy Review Group (TPRG) and the Cabinet. The formulation of trade policy requires extensive consultation with twenty other Executive Branch agencies, the Congress, the Advisory Committee System, sub-federal governments, the public and our trading partners.

The Advisory Committee System, established by Congress under the Trade Act of 1974, as amended, was created to ensure that U.S. trade policy and trade negotiation objectives adequately reflect domestic economic interests. The trade policy advisory committee system currently consists of 27 advisory committees. The system is arranged in 3 tiers: the President's Advisory Committee for Trade Policy and Negotiations (ACTPN); 5 policy advisory committees dealing with environment, labor, agriculture, Africa, and state and local issues; and 22 technical advisory committees in the areas of industry and agriculture.

The ACTPN consists of not more than 45 members who are broadly representative of the key economic sectors affected by trade. The President appoints ACTPN members to four-year terms not to exceed the duration of the charter. The ACTPN is the highest level committee in the system that examines U.S. trade policy and agreements from the broad context of the overall national interest.

Members of the five policy advisory committees are appointed by USTR or in conjunction with other Cabinet officers. The Intergovernmental Policy Advisory Committee (IGPAC) and the Trade Advisory Committee for Africa (TACA) are appointed and managed solely by USTR. Those policy advisory committees managed jointly with the Departments of Agriculture, Labor, and the Environmental Protection Agency are, respectively, the Agricultural Policy Advisory Committee (APAC), Labor Advisory Committee for Trade Negotiations and Trade Policy (LAC), and the Trade and Environment Policy Advisory Committee (TEPAC). The 22 technical and sectoral advisory committees are organized into two areas: agriculture and industry, and are appointed and managed jointly by the U.S. Trade Representative and the Secretaries of Agriculture and Commerce, respectively.

The annual goals related to this strategic goal include a commitment to ensure that only the most sensitive and/or important decisions are sent to Deputies/Undersecretaries at the TPRG; a commitment to consult with Congressional Committees and staffs on the U.S. trade agenda; and a commitment to respond to Congressional correspondence in a complete and timely manner. For the advisory committees, the annual performance goals related to this goal include regularly convening meetings of the advisory committees; and communicating by regular conference calls

with the advisory committee chairpersons to inform them of current developments. Another important commitment related to this goal is to ensure greater public comment for trade policy initiatives.

Goal 4: Develop Equitable Trade Policy Through Inclusive Processes

USTR's worker-centered trade policy will be developed through extensive consultations with the Congress, stakeholders, and its trade Advisory Committees. USTR will also use digital means and expanded domestic engagement to ensure broad opportunities for the public to contribute to policy formulation, provide comments on policy, and access public hearings and documents. USTR will lead interagency trade policy coordination to obtain broad-ranging input, involve disadvantaged and underserved communities in policymaking, provide accountability, and develop sound, strategic U.S. trade policies.

USTR's transparency principles establish the foundation for a high transparency standard for the day-to-day operations of USTR. These transparency principles reflect the Administration's commitment to comprehensive public engagement, including outreach to historically overlooked and underrepresented communities, as it develops and implements a trade policy that advances the interests of all Americans.

Goal 5: Effectively Communicate the President's Trade Agenda

The USTR is the President's primary advisor and spokesperson on trade policy, and is frequently called upon to provide advice to the President, testify before the Congress, and assist Tribal Nations, state and local governmental and non-governmental interests to achieve their trade and investment goals.

Additionally, an increase in national interest in the U.S. trade agenda has brought an increase in inquiries and requests from the press and public for USTR to provide information about U.S. trade policy. As trade plays an increasingly significant role in our nation's economic growth, USTR has become increasingly aware of its responsibility to communicate effectively a trade policy that is designed to create well-paying American jobs, improve the standard of living for all Americans, and further sustainable development.

Goal 6: Achieve Organizational Excellence as a Model Employer

Effective communication and effective implementation of the goals presented in the Strategic Plan require a workforce that is competent, motivated and representative of the diversity of the American population. It also requires a supportive work setting for USTR's employees, which is safe, secure, and which provides office automation tools needed for the efficient conduct of agency business. USTR's employees are its most valuable asset. The agency will strengthen the development and promotion of a workplace that supports diversity, equity, inclusion, accessibility, creativity, and productivity through human capital initiatives that focus on effective recruitment strategies, fair hiring practices, and continuous learning programs. USTR, through its annual performance goals, will implement multi-year goals in human capital planning, including succession planning, career and leadership development, space modernization and

expansion, continuity of operations and physical security, training and IT improvements. The Employee Viewpoint Survey and DEIA Survey will inform USTR's efforts to focus on those areas of greatest need.

VII. Key External Factors

USTR's key functions are cross-cutting in nature, requiring coordination with, and support by, other agencies and interested stakeholders. Such cross-cutting functions can pose unique challenges to timely, effective and efficient performance. The following factors will have varying effects on the ability of USTR to achieve its goals and objectives:

- Funding levels to provide necessary staffing, support E.O.s and staff professional development space limitations, and competitiveness with other employment opportunities for USTR and other trade-related agencies.
- Continued pandemic-related restrictions to on-site work, in person visitor meetings, and travel
- Changes in Congressional trade policies, negotiation objectives, or guidance (*e.g.*, enactment of Trade Promotion Authority)
- Presidential priorities and directives that can similarly shift USTR priorities.
- External resource requirements that must be given priority attention/funding, (*e.g.*, 301 tariff exclusion process.)
- Support of other agencies and interested stakeholders for USTR trade priorities and initiatives.
- Support abroad for bilateral negotiations, including the ability of less advanced countries to participate effectively in a broad set of negotiations.
- Support of U.S. government aid and other trade-capacity building agencies through the budgeting and programming of trade-related development assistance. This assistance is critical to ensure appropriate technical assistance is provided to emerging and transitional economies to assist in the effective implementation of international trade obligations and ensure they understand the benefits of integration into regional and global trading systems.
- Readiness of other WTO members to support U.S. efforts in WTO bodies to hold other WTO members to account and to support U.S. policies and objectives.
- Readiness of individual accession applicants to accept and implement WTO provisions and the requests of other WTO members in developing terms of accession.
- Rulings by WTO and trade agreement adjudicatory bodies, international arbitral panels, and U.S. domestic courts.

- Support of other agencies, Congress and interested stakeholders for specific monitoring and enforcement initiatives.
- Cooperation from trading partners in enforcement initiatives.
- Overall litigation workload, including cases brought by other governments against U.S. trade measures.
- Willingness of industry to provide data and evidence to support bringing or defending cases.
- Availability of secure systems to transmit sensitive and classified documents to or from other agencies.
- Support of other agencies, Congress and interested stakeholders for USTR trade communications initiatives.
- Availability of external meetings and venues to communicate the benefits of the President's trade agenda to interested stakeholders and the public.
- Support from GSA and EOP Office of Administration for USTR initiatives.
- Presidential priorities delegated to USTR.

VIII. Program Evaluations

USTR uses OPM's Human Capital Assessment and Accountability Framework. This accountability system provides a consistent means to monitor and analyze USTR performance on all aspects of human capital management policies, programs and activities, which must themselves support mission accomplishment and be effective, efficient and in compliance with merit system principles. As part of the accountability system, the Employee Viewpoint Survey measures our employees' perceptions of whether, and to what extent, conditions characterizing successful organizations are present at USTR. Results of the USTR accountability system inform the development of the human capital goals and objectives, in conjunction with our strategic planning and performance budgets.

Specific evaluations:

- Annual performance plan report (included in USTR Congressional Budget Submission)
- Member feedback from the interagency process to ensure that fair procedures are equitably implemented.
- U.S. International Trade Commission evaluation of trade barriers in other countries and import sensitivities in our own country.
- Assessment of the work of personnel participating on interagency teams based in part on feedback from their agencies.
- Assessment of USTR's negotiating capabilities in key technical subject areas, such as intellectual property protection, standards, and sanitary and phytosanitary measures with a view to adjusting resources where warranted.
- Annual reviews of trade policy and monitoring of trade agreements in the Annual Report of the President on the Trade Agreements Program and the National Trade Estimate Report.
- Employee Viewpoint Survey.
- USTR DEIA Survey.
- Human Capital Review.
- SES Performance Management System certification.

Evaluators such as the Office of Management and Budget, the Office of Personnel Management and the Government Accountability Office periodically review USTR's activities and operations. USTR works with these groups to continue to improve its administrative and substantive work.

Accountability

The Office of the U.S. Trade Representative (USTR) uses the Office of Personnel Management's (OPM) "Results-Oriented Performance Culture System" as its process for assigning accountability to managers and staff for goal achievement.

The Results-Oriented Performance Culture System focuses on having a diverse, results-oriented, high-performing workforce, as well as a performance management system that effectively plans, monitors, develops, rates, and rewards employee performance. This process begins with members of the Senior Executive Service (SES) which includes those serving in the positions of Assistant U.S. Trade Representatives (AUSTR)—leaders of the geographic, sectoral and other offices that work together in developing and coordinating trade policy, negotiating trade agreements and enforcing those agreements.

The U.S. Trade Representative/Deputy U.S. Trade Representatives and the AUSTRs jointly develop written performance plans appropriate to the individual offices. This task is completed prior to the start of the appraisal period. These plans reflect the Agency's strategic goals and objectives and recognize the specific responsibilities assigned to the executives for these goals and objectives. Each performance plan gives due consideration to the methods used by the executive in achieving his or her goals, including leadership provided to subordinate employees, so that their performance is linked to agency goals and consideration of customer/stakeholder and employee concerns. All performance requirements are considered critical elements and reflect individual and organizational performance expectations.

The performance of each AUSTR is appraised at least annually. The performance appraisal process is used to rate USTR leaders' achievement of the Agency's strategic goals and objectives.

This process uses the following methods to strengthen the linkage between strategic planning, performance management, and pay:

- a. Communicating and clarifying organizational goals and objectives;
- b. Identifying individual accountability for the accomplishment of USTR goals and objectives;
- c. Evaluating and improving individual and organizational accomplishments using measures that balance organizational results with customer and employee perspectives; and
- d. Using the results of performance appraisals as the basis for decisions on pay adjustments, awards and development of senior executives and senior professional employees.

In supervising, reviewing, and rating the work of subordinate employees, AUSTRs link the performance expectations of subordinates to their office's initiatives that derive from USTR's strategic goals and objectives.

Management-Related Initiatives

Organizational Excellence. As noted by the Government Accountability Office (GAO), the Federal Government is being transformed by significant challenges and trends. USTR, similar to other agencies, must build its capability to ensure it remains a high-performing organization. This will require it to be highly adaptable to increasing demands on its people and resources by focusing on outcomes (results) versus activities and using a performance-based approach. Business as usual will not suffice; each business process must be reevaluated in light of new demands for faster, efficient and better response. In the past, USTR's aggressive trade agreement negotiation, implementation and monitoring and enforcement agenda strained the Agency's capacity to provide the necessary support. GAO reports in the past 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. *Achieve Organizational Excellence as a Model Employer* (Goal 6) establishes the objectives and priorities USTR is pursuing for critical human capital, administrative and infrastructure upgrades. USTR will make advancing diversity, equity, inclusion, and accessibility a priority component of the agency's management agenda and agency strategic planning. This includes increasing employee engagement and developing and strengthening a diverse and inclusive adaptive workforce in line with Executive Order 14035 on *Diversity, Equity, Inclusion, and Accessibility in the Federal Workforce* and ensuring that the agency's strategic policy planning and review reflect the objectives of Executive Order 13985 on *Advancing Racial Equity and Support for Underserved Communities Through the Federal Government*, Executive Order 13988 on *Preventing and Combating Discrimination on the Basis of Gender Identity or Sexual Orientation*. The agency will strengthen the development and promotion of a workplace that supports diversity, equity, inclusion, accessibility, creativity, and productivity through human capital initiatives that focus on effective recruitment strategies, fair hiring practices, and continuous learning programs.

Budget Risks. Personnel costs comprise 76% of USTR's budget, travel 10% and all other services 14% (primarily fixed costs of operating). With 86% of the dollars in areas where there are large and immediate "built in" cost increases year to year, such as pay raises and cost of international travel and per diem, relatively modest changes in budget levels have a major and direct impact on USTR's programs.

Importantly, USTR does not operate on a "fixed size" program. In fact, the program keeps growing year to year with substantial "out-year budgetary tails" driven by negotiation and implementation successes. USTR operates on an extensive negotiation, implementation, monitoring, and enforcement cycle. For every bilateral or multilateral initiative, there is an upfront effort to negotiate an agreement followed by full implementation according to the terms of the agreement. Once negotiated and implemented, USTR, working with other agencies, monitors U.S. trading partners' compliance with our agreements. When our partners do not live

up to their commitments, USTR will enforce the agreements through litigation and other tools available in the agreement to ensure compliance. USTR also must be ready to respond to any of the allegations brought against the United States. Monitoring and enforcement of agreements requires constant vigilance and commitment of resources as long as the agreements remain in effect. As the United States and our trading partners assume more obligations through formal agreements, the potential for litigation and for other forms of dispute resolution increases. Without a steady and appropriate increase beyond what is necessary to adjust for Cost of Living Allowance (COLA) and other similar changes, it may be necessary to limit or reduce USTR initiatives.

Other Resource Risks. Accomplishing the strategic goals requires continuous coordination with other Federal agencies through many mechanisms and forms. USTR will continue to benefit from professionals joining the USTR team who are detailed from other Federal agencies on a non-reimbursable basis to perform a range of negotiation, enforcement and economic functions. Throughout the plan's timeframe USTR will need to maintain a level of at least 20 trade professionals detailed from other agencies.

In addition, USTR relies on other Federal agencies to assist in conducting negotiations and compliance activities, where those agencies share responsibility for these functions. Where USTR incurs expenses for logistics and support costs in serving as the lead agency in negotiations, USTR will seek appropriate financial support from the other participating agencies. USTR is committed to working with its interagency partners to allocate and deploy sufficient resources to achieve the trade policy objectives it has been tasked to lead and accomplish.

APPENDIX: List of Frequently Used Acronyms

AD.....	Antidumping
AGOA.....	African Growth and Opportunity Act
APEC.....	Asia Pacific Economic Cooperation
ASEAN.....	Association of Southeast Asian Nations
ATC.....	Agreement on Textiles and Clothing
ATPA.....	Andean Trade Preferences Act
ATPDEA.....	Andean Trade Promotion & Drug Eradication Act
BIA.....	Built-In Agenda
BIT.....	Bilateral Investment Treaty
BOP.....	Balance of Payments
CACM.....	Central American Common Market
CAFTA.....	Central American Free Trade Area
CARICOM.....	Caribbean Common Market
CBERA.....	Caribbean Basin Economic Recovery Act
CBI.....	Caribbean Basin Initiative
CFTA.....	Canada Free Trade Agreement
CITEL.....	Telecommunications Division of the OAS
COMESA.....	Common Market for Eastern & Southern Africa
CTE.....	Committee on Trade and the Environment
CTG.....	Council for Trade in Goods
CVD.....	Countervailing Duty
DSB.....	Dispute Settlement Body
DSU.....	Dispute Settlement Understanding
EU.....	European Union
EFTA.....	European Free Trade Association
FTAA.....	Free Trade Area of the Americas
FOIA.....	Freedom of Information Act
GATT.....	General Agreement on Tariffs and Trade
GATS.....	General Agreements on Trade in Services
GCC.....	Gulf Cooperation Council
GDP.....	Gross Domestic Product
GEC.....	Global Electronic Commerce
GSP.....	Generalized System of Preferences
GPA.....	Government Procurement Agreement
HRC.....	Human Capital Review
IDB.....	Inter-American Development Bank
IFI.....	International Financial Institution
IMF.....	International Monetary Fund
IPEF.....	Indo-Pacific Economic Framework
IPR.....	Intellectual Property Rights
ITA.....	Information Technology Agreement
LDBDC.....	Least Developed Beneficiary Developing Country
MAI.....	Multilateral Agreement on Investment

MERCOSUL/MERCOSUR.....	Southern Common Market
MFA.....	Multi-fiber Arrangement
MFN.....	Most Favored Nation
MOSS.....	Market-Oriented, Sector-Selective
MOU.....	Memorandum of Understanding
MRA.....	Mutual Recognition Agreement
NAFTA.....	North American Free Trade Agreement
NEC.....	National Economic Council
NEI.....	National Export Initiative
MENA.....	Middle East and North Africa
MEPI.....	Middle East Partnership Initiative
NARA.....	National Archives and Records Administration
NIS.....	Newly Independent States
NSS.....	National Security Staff
NTR.....	Normal Trade Relations
OAS.....	Organization of American States
OECD.....	Organization for Economic Cooperation and Development
OMB.....	Office of Management and Budget
OPIC.....	Overseas Private Investment Corporation
OPM.....	Office of Personnel Management
PNTR.....	Permanent Normal Trade Relations
PPD.....	Presidential Policy Directive
ROU.....	Record of Understanding
SACU.....	Southern African Customs Union
SADC.....	Southern African Development Community
SME.....	Small- and Medium-sized Enterprises
SPS.....	Sanitary and Phytosanitary Measures
SRM.....	Specified Risk Material
TAA.....	Trade Adjustment Assistance
TABD.....	Trans-Atlantic Business Dialogue
TACD.....	Trans-Atlantic Consumer Dialogue
TAEVD.....	Trans-Atlantic Environment Dialogue
TALD.....	Trans-Atlantic Labor Dialogue
TBT.....	Technical Barriers to Trade
TEP.....	Transatlantic Economic Partnership
TIFA.....	Trade & Investment Framework Agreement
TPRG.....	Trade Policy Review Group
TPSC.....	Trade Policy Staff Committee
TRIMS.....	Trade Related Investment Measures
TRIPS.....	Trade Related Intellectual Property Rights
UNCTAD.....	United Nations Conference on Trade & Development
URAA.....	Uruguay Round Agreements Act
USDA.....	U.S. Department of Agriculture
USITC.....	U.S. International Trade Commission
USMCA.....	U.S.-Mexico-Canada Agreement
USTR.....	United States Trade Representative

VRA Voluntary Restraint Agreement
WAEMU West African Economic & Monetary Union
WHO World Health Organization
WIPO World Intellectual Property Organization
WTO World Trade Organization