

U.S.-China Tariff Actions Since 2018: An Overview

Since 2018, the U.S. government has imposed a series of tariffs on imports from the People's Republic of China (PRC, or China) with the stated intention of addressing U.S. concerns about PRC trade practices and foreign policies. Since January 2025, the Trump Administration's trade policy and tariff actions have maintained a focus on China among other countries. Some actions explicitly target China; others involve sectors that affect China. The PRC has responded to U.S. tariffs with its own tariffs and market restrictions. Given the trade imbalance (China exports to the United States more than four times what it imports), China has fewer goods on which to raise tariffs. China has focused its tariffs on top U.S. exports and canceled orders, implemented export controls on some production inputs, and imposed market restrictions on some U.S. firms. Both sides have exempted some products from tariffs. Members of Congress may consider whether to support, modify, or oppose the Administration's approach to tariffs; whether to sustain, expand, or pull back trade authorities Congress delegated to the President; and whether to require approval by Congress for trade deals that result in tariff changes.

Escalating Tariff Rates

By mid-April 2025, U.S. and PRC average tariff rates on the other country's goods were about 164% and 146%, respectively (not accounting for tariff exemptions). Average tariff rates fell to 49% (U.S.) and 31% (PRC) in mid-May 2025 when both sides agreed to reduce "reciprocal tariffs" to 10% for 90 days during tariff negotiations, and, in mid-August extended this interim rate until November 10, 2025. Most U.S. tariff actions on China are cumulative (**Table 1**).

- **U.S. tariffs:** In 2017, the average U.S. tariff rate on PRC goods was about 2.7%. The rate rose to about 19% by 2023 with tariffs imposed under Section 301 of the Trade Act of 1974 and Section 232 of the Trade Expansion Act of 1962 (19 U.S.C. §2411 and §1862 as amended). In 2025, the rate rose to about 73% in early April after U.S. tariffs on China increased by 20% and 34%. The rate then rose to about 164% in mid-April in response to China's counter tariffs (with some exemptions for top imports).
- **PRC tariffs:** In 2017, China's average tariff rate on U.S. goods was about 8%. The rate rose to about 21% by 2023 and to about 55% on April 2, 2025, and 146% in mid-April as China responded with counter tariffs.

Table 1. U.S.-China Two-Way Average Tariffs (%)

	2017	2023	March 2025	April 2, 2025	April 15, 2025	May 14, 2025
U.S.	2.7	19	39	73	164	49
PRC	8	21	21	55	146	31

Source: CRS with data from multiple sources.

Note: Approximate values; does not account for tariff exemptions.

In 2024, China was the fourth-largest U.S. goods trading partner (total trade was \$582.5 billion), the fourth-largest

U.S. export market (\$143.5 billion), and the third-largest source of U.S. imports (\$438.9 billion). In 2024, the U.S. trade deficit with China was \$295.4 billion. China is a top U.S. export market for aircraft, agriculture, semiconductor chips/equipment, gas turbines, and medical devices, and a top source of U.S. consumer goods and production inputs.

U.S. Tariff Actions and PRC Responses

Section 301 (2018, 2024, 2025)

Authority: *Section 301 of the Trade Act of 1974 (19 U.S.C. §2411). Addresses unfair trade barriers.*

Industrial Policies: In 2018, the Office of the U.S. Trade Representative (USTR) found that the PRC engaged in forced technology transfer, cyber-enabled theft of U.S. intellectual property and trade secrets, discriminatory and nonmarket licensing practices, and state-funded strategic acquisitions of U.S. assets. USTR imposed tariffs at rates from 7.5% to 25% on about \$370 billion worth of U.S. imports from China. China countered with tariffs on \$110 billion worth of U.S. trade. Most tariffs remain in effect.

In 2020, the United States and the PRC signed what both sides referred to as a *Phase One* trade deal. It addressed some but did not resolve many of the issues USTR had raised. The deal also sought to address the U.S. trade deficit with China with a purchasing deal. China agreed to purchase during 2020 and 2021 at least \$200 billion of goods above a 2017 baseline amount of U.S. agriculture (+\$32 billion), energy (+\$52.4 billion), manufactured goods (+\$77.7 billion), and services (+\$37.9 billion). As of 2021, China fell short of its commitments by 60%, according to U.S. Census Bureau data. At his confirmation hearing in January 2025, Treasury Secretary Scott Bessent said he would push to enforce the PRC's purchase commitments.

In May 2024, USTR extended most 2018 tariffs and raised tariffs by an additional 25% to 100% on some goods (e.g., electric vehicles/batteries, medical products, ship-to-shore cranes, semiconductors, solar cells, steel, and aluminum).

Semiconductors: In December 2024, USTR initiated an investigation on PRC policies in mature-node chips and their effects on critical industries, and silicon carbide substrates/wafers used in chip production.

Shipping/Shipbuilding: In 2025, USTR determined PRC practices to be "actionable" and proposed port equipment tariffs and fees for using PRC-built ships.

Section 201: Solar (2018)

Authority: *Section 201 of the Trade Act of 1974 (19 U.S.C. §2251). Protect U.S. industry against import surges.*

In 2018, the United States imposed tariff-rate quotas on imports of crystalline solar photovoltaic cells and modules (including from China) to counter import surges and subsidies. Imports above the first 5 gigawatts of cells each year are subject to a 14% tariff until February 2026.

Section 232 (2018, 2025)

Authority: *Section 232 of the Trade Expansion Act of 1962 (19 U.S.C. §1862, as amended). National security effects of U.S. imports. Investigations precede decisions on tariffs.*

Steel and Aluminum: In 2018, then-President Trump imposed tariffs on most steel (25%) and aluminum (10%) imports, including from China, to address PRC trade practices and excess capacity. China retaliated by raising tariffs on aluminum waste/scrap (49%) and on pork, fruits, and nuts (20%). In March 2025, President Trump raised aluminum tariffs to 25%, expanded the scope of products, and ended country exemptions. In June 2025, he raised steel and aluminum tariffs to 50%. China is the top U.S. source of steel items and the 2nd-largest source of aluminum.

Automobiles and Parts: In March 2025, President Trump announced 25% tariffs on imports of cars, light trucks, and parts, with some offsets for parts used for U.S. production of finished vehicles. China is the 3rd largest U.S. supplier.

Copper: In July 2025, President Trump imposed a 50% tariff on semi-finished copper imports. China is the seventh-largest U.S. source of copper/copper items.

Semiconductors: In April 2025, President Trump initiated an investigation of imports of semiconductors, equipment, and derivative products. China produces about 30% of the world's mature-node semiconductors.

Pharmaceuticals: In April 2025, President Trump initiated an investigation of all imports of pharmaceuticals and active pharmaceutical ingredients (API). An estimated 80% of global drug production depends on API from China.

Critical Minerals: In April 2025, President Trump opened an investigation of all imports of critical minerals. China controls a large share of global processing (e.g., rare earth elements [90%], nickel [75%], copper [40%]).

Trucks: In April 2025, President Trump opened an investigation of all imports of heavy trucks. China is a top source of trailers and work trucks for factories/warehouses.

Aircraft: In May 2025, President Trump opened an investigation of all imports of aircraft, jet engines, and parts. China is the 10th largest U.S. source for these items.

Drones: In July 2025, President Trump opened an investigation on all imports of drones. China is the 2nd largest U.S. source for these items.

Polysilicon: In July 2025, President Trump opened an investigation on all imports of polysilicon. China is the 4th largest U.S. source for these items.

Wind Turbines: In August 2025, President Trump opened an investigation on wind turbine imports. China is the 10th (turbines) and 4th (blades) largest U.S. source of such items.

IEEPA (2025)

Authority: *International Emergency Economic Powers Act (IEEPA, 50 U.S.C. §§1701 et seq.). Emergency national security threats.*

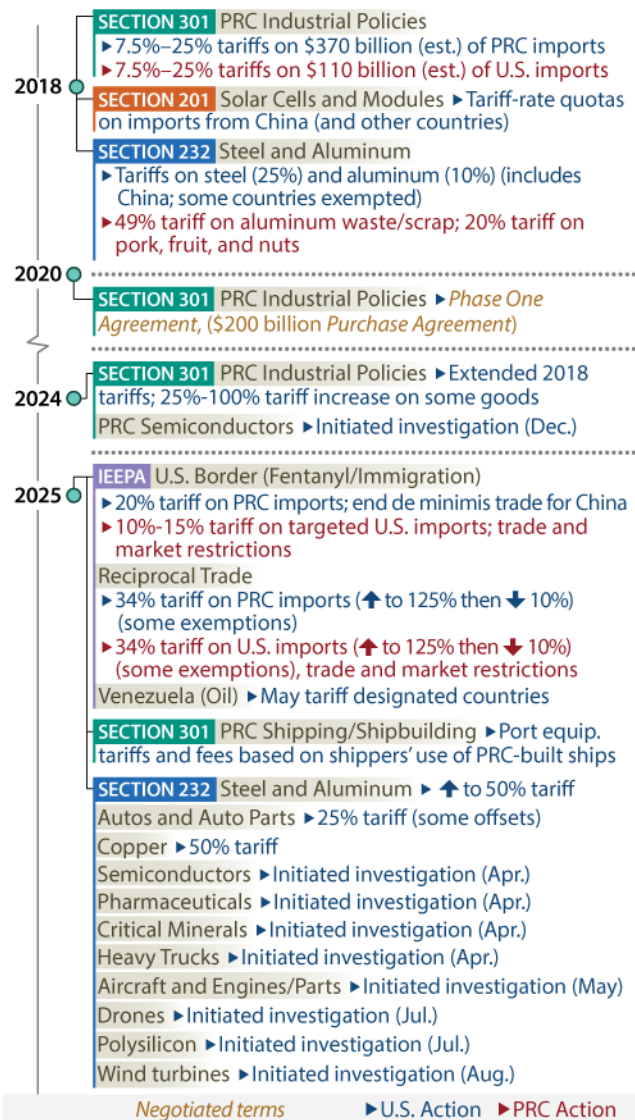
U.S. Border (Immigration, Fentanyl): In February 2025, President Trump announced a 10% tariff (raised to 20% in March 2025) on all U.S. imports from China and ended de minimis treatment (an exemption of tariffs, fees, and taxes for goods valued at \$800 or less), after declaring the PRC had not taken decisive actions to address its role in fentanyl and synthetic opioids trade. The PRC retaliated with 10%-15% tariffs on U.S. autos, agricultural machinery, coal, and

liquefied natural gas. It launched an antitrust action against U.S.-based Google and imposed market restrictions on U.S.-based Illumina and export controls on some chemicals.

Trade Deficit: In April 2025, President Trump announced a 34% tariff on U.S. imports from China. The PRC met U.S. tariffs, and a two-way tariff escalation raised tariffs to 125%. U.S. exemptions include electronics and goods subject to Section 232 actions. The PRC exempted some strategic goods while it restricted rare earth exports, initiated antidumping and antitrust actions, delayed some U.S. aircraft and agricultural purchases, and added some U.S. firms to export control and "unreliable entity" lists. In May 2025, both sides reduced the rate to 10% for 90 days (extended through November 10, 2025). China agreed to lift some nontariff retaliatory actions against the United States.

Venezuela: In March 2025, President Trump authorized the Secretary of State to designate and subject countries that import Venezuela's oil to 25% tariffs. China was the second-largest importer of oil from Venezuela in 2024.

Figure 1. U.S.-PRC Tariff Actions Since 2018



Source: CRS, based on public reporting.

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