



# Coast Guard Yard: Workforce Development Plan

Report to Congress  
*July 8, 2025*



U.S. Coast Guard

# Foreword

July 8, 2025

I am pleased to present the following report, “Coast Guard Yard: Workforce Development Plan,” prepared by the U.S. Coast Guard.

The Don Young Coast Guard Authorization Act of 2022 directs the submission of a report that outlines workforce needs of the Coast Guard Yard, including engineers, individuals engaged in trades, cyber specialists, and other personnel necessary to meet the evolving mission set of the Coast Guard Yard.

Pursuant to Congressional requirements, this report is provided to the following members of Congress:



The Honorable Ted Cruz  
Chairman, Senate Committee on Commerce, Science, and Transportation

The Honorable Maria Cantwell  
Ranking Member, Senate Committee on Commerce, Science, and Transportation

The Honorable Sam Graves  
Chairman, House Committee on Transportation and Infrastructure

The Honorable Rick Larsen  
Ranking Member, House Committee on Transportation and Infrastructure.

Please direct report inquiries to my Senate Liaison Office at (202) 224-2913 or House Liaison Office at (202) 225-4775.

Sincerely,

A handwritten signature in blue ink, appearing to read "K. E. Lunday".

Kevin E. Lunday  
Admiral, U.S. Coast Guard  
Acting Commandant



# Coast Guard Yard: Workforce Development Plan

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# I. Executive Summary

This report to Congress outlines the Coast Guard Yard Workforce Development Plan in response to the language set forth in Section 11204(c) of the Don Young Coast Guard Authorization Act of 2022 (Pub. L. No. 117-263).

The Coast Guard Yard Workforce Development Plan is an integrated, future-focused approach to matching active duty and civilian workforces with projected major maintenance requirements for the Coast Guard surface fleet. This report describes current workforce composition and expected future challenges the Coast Guard will face given increasing size and complexity of our future fleet, changing workforce demographics, and infrastructure constraints. Implementation of the Workforce Development plan will address these challenges by transitioning the current total force into a future state total force that relies on a balanced workforce mix, accurately defined and documented manpower requirements, proper assignment of personnel with the right skillsets, and appropriate training.

Specifics of the overarching plan to develop the workforce to meet future fleet requirements include: (1) actively recruiting specific trades while improving hiring processes, (2) increasing the percentage of entry-level producers and interns, (3) expanding work-based learning opportunities, including on-the-job training, (4) establishing and expanding the Youth Apprenticeship program, and (5) investing in facilities and technology to enhance safety and retention. These programs will help attract and retain a skilled workforce that includes students from the surrounding Baltimore City and Anne Arundel County, Maryland school systems.

## II. Legislative Language

This report responds to the language set forth in Section 11204(c) of the Don Young Coast Guard Authorization Act of 2022<sup>1</sup> (Pub. L. No. 117-263), which reads:

### **SEC. 11204. COAST GUARD YARD.**

(a) **IN GENERAL.**—With respect to the Coast Guard Yard, the uses of the amounts authorized under sections 11105(a)(2) and 11106 are to—

- (1) improve resilience and capacity;
- (2) maintain and expand Coast Guard organic manufacturing capacity;
- (3) expand training and recruitment;
- (4) enhance safety;
- (5) improve environmental compliance; and
- (6) ensure that the Coast Guard Yard is prepared to meet the growing needs of the modern Coast Guard fleet.

(b) **INCLUSIONS.**—The Secretary shall ensure that the Coast Guard Yard receives improvements that include the following:

- (1) Facilities upgrades needed to improve resilience of the shipyard, its facilities, and associated infrastructure.
- (2) Acquisition of a large capacity drydock.
- (3) Improvements to piers and wharves, drydocks, and capital equipment utilities.
- (4) Environmental remediation.
- (5) Construction of a new warehouse and paint facility.
- (6) Acquisition of a new travel lift.
- (7) Dredging necessary to facilitate access to the Coast Guard Yard.

(c) **WORKFORCE DEVELOPMENT PLAN.**—Not later than 180 days after the date of enactment of this Act, the Commandant shall submit to the Committee on Commerce, Science, and Transportation of the Senate and the Committee on Transportation and Infrastructure of the House of Representatives, a workforce development plan that—

- (1) outlines the workforce needs of the Coast Guard Yard with respect to civilian employees and active duty members of the Coast Guard, including engineers, individuals engaged in trades, cyber specialists, and other personnel necessary to meet the evolving mission set of the Coast Guard Yard; and
- (2) includes recommendations for Congress with respect to the authorities, training, funding, and civilian and active-duty recruitment, including the recruitment of women and underrepresented minorities, necessary to meet workforce needs of the Coast Guard Yard for the 10-year period beginning on the date of submission of the plan.

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<sup>1</sup> Division K of the James M. Inhofe National Defense Authorization Act for Fiscal Year 2023

### III. The Workforce Plan

This report outlines Coast Guard Yard workforce needs for the next ten years to meet future workload demands of the National Fleet<sup>2</sup> while ensuring equal employment opportunity in the Coast Guard.

The Coast Guard Yard is the Coast Guard's only shipbuilding and major repair facility and one of only five remaining public shipyards in the United States. The Coast Guard Yard has nearly 700 military and civil service employees, including a mix of General Schedule, Federal Wage System, commissioned officers, and enlisted employees. Since 1899, the Coast Guard Yard has continuously adapted to changing needs of the National Fleet while remaining a vibrant and reliable employer and community partner within the greater Baltimore, Maryland, area. The Coast Guard Yard serves as both a shipyard and a host command for 13 co-located Coast Guard units. The Coast Guard Yard also provides Shipyard services that encompass the majority of the workforce and operates primarily under an industrial working capital fund. Host command functions, referred to as "base support services," encompass the remaining workforce and are funded through annual appropriations.

#### Workforce Recruitment and Retention

The Coast Guard benefits from fully qualified craftspeople who work both independently and with multiple other trades to complete complex work performed at the Coast Guard Yard. Journeyman and apprentice-level positions are needed to support master technicians and to provide candidates to fill master technician positions when they become vacant. Until the early 2010s, the Coast Guard Yard's production workforce development strategy was predicated on the recruitment of journeyman and master technician employees from other shipyards in the Mid-Atlantic region. As the U.S. industrial base shrinks, the Coast Guard Yard has shifted its external recruitment strategy to focus on training entry-level employees in trades required to support the National Fleet.

The Coast Guard Yard developed a *Civilian Career Development Guidebook* to motivate and guide employees through employment and promotion opportunities available at each level. Internship programs prove reliable to attract talent; however, recent national labor shortages have accelerated the exit rate of interns, who seek higher hourly wages in the private sector.

In Fiscal Year 2017, the Coast Guard Yard formalized a successful internship program with Anne Arundel County Public Schools and its college-level engineering internship program. This internship program was formalized using the governmentwide Pathways program, which enables the Coast Guard Yard to recruit and hire students and graduates. Additionally, the Coast Guard Yard established a paid internship program with Baltimore City Public Schools in 2017. In fiscal year 2022, the Coast Guard Yard established a youth apprenticeship program with the State of Maryland<sup>3</sup> to broaden recruitment efforts. In fiscal year 2022, the Coast Guard Yard became an approved employer for the Apprenticeship Maryland Program (AMP), the State of Maryland's youth apprenticeship initiative, to broaden recruitment efforts. AMP youth apprenticeships must

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<sup>2</sup> The National Fleet refers to the combined, interoperable Navy and Coast Guard surface forces, as defined in the National Fleet Plan. [https://media.defense.gov/2020/May/18/2002302026/-1/-1/1/FLEET\\_PLAN\\_FINAL.PDF](https://media.defense.gov/2020/May/18/2002302026/-1/-1/1/FLEET_PLAN_FINAL.PDF)

<sup>3</sup> [Youth Apprenticeship - Maryland Apprenticeship and Training Program \(MATP\) - Division of Workforce Development and Adult Learning \(state.md.us\)](https://youthapprenticeship.state.md.us/)

consist of a minimum of 450 hours of on-the-job learning and concurrent occupation-focused Related Instruction. The Coast Guard Yard collaborates with both Anne Arundel County Public Schools and Baltimore City Public Schools for this youth apprenticeship. For the 2023 – 2024 school year, the Coast Guard Yard had a total of 21 youth apprentices.

One challenge to retain a highly skilled trade workforce is that wage rates are higher in Washington, D.C., and other wage areas, and current salary levels for General Schedule employees incentivize skilled trades employees to move into General Schedule positions rather than remain in wage positions. In addition, grades for some job series are capped at lower grades than others, which further disincentivizes our best tradespeople from staying in positions where they create the most value for the Coast Guard. The Coast Guard Yard continues to work with Coast Guard Human Resources to correct grade/pay imbalances for our best technicians and mechanics.

## IV. Implementation Report

Overarching Workforce Development plan objectives include actively recruiting journeymen and master craftsmen in specific trades while improving hiring process, increasing percentage of entry-level producers and interns, expanding on-the-job training, reestablishing youth apprenticeship and formal trade training programs, and investing in facilities and technology to support retention.

### Workforce Demand

Future workforce demand is directly driven by the Coast Guard Yard's projected workload. Projected workload is dependent on significant infrastructure investments to develop dry dock capability for newer class cutters. Funding for these investments is not yet secure so the Coast Guard developed its Coast Guard Yard manpower requirements assuming required capabilities will be achieved within the next 10 years. The Coast Guard Yard uses project management software to project workforce needs based on expected major maintenance and renovation projects. Given this manpower analysis, the Coast Guard Yard expects to grow its production workforce by 50 percent, industrial management/support workforce by 25 percent, and base support workforce by 15 percent. Specific skillsets and skill levels needed to meet project workload requirements over the next ten years are listed below.

#### *Wage Grade 1 to Wage Grade 3 Helpers and Helper Trainees*

The Coast Guard Yard must increase the relative size of entry-level positions to build sufficient candidate pools to meet future skilled labor demands. This workforce segment will require extensive on-the-job training, and most employees will gain sufficient experience to promote into a journeyman position (Wage Grade 5 to Wage Grade 8) within four to five years. The Coast Guard Yard increasingly relies on its internship programs and Youth Apprenticeship partnerships to recruit many junior producers.

#### *Electronics Technician, Network Engineer and Cyber Specialist Workforce*

Expansion of "command and control" electronics systems on board modern platforms generates an increased demand for electronics technician, network engineer, and cyber specialist skillsets. Since Fiscal Year 2012, maintenance demands for Command, Control, Communications, Computers, Cyber, and Intelligence systems increased by 60 percent across the Coast Guard surface fleet.<sup>4</sup> The Coast Guard Yard must rapidly grow its cyber and electronics systems technician workforce relative to other trades to meet this increased demand. Since many employees hired into these jobs require a security clearance, the Coast Guard Yard must consider a candidate's ability to obtain a clearance during recruitment.

#### *Other Trades Required for Electronics System Installation*

Growth of electronic and cyber-related vessel work also requires increases in other trades such as pipefitters, sheet metal workers, and welders, since these installation projects require support labor for mounts, conduit piping, power sourcing, and ventilation systems.

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<sup>4</sup> Coast Guard Surface Forces Logistics Center Command, Control, Communications, Computers, Cyber, and Intelligence Engineering Change and Technical Change Time Order data fiscal year 2012 – fiscal year 2021; all vessel classes, *Chris Boegel, 2022*.



### *Mechanical and Electrical/Electronics Engineers and Technicians*

The Coast Guard Yard requires a higher relative percent increase in mechanical engineers and electronics engineers to provide design support for modern platform command and control systems and adjacent ventilation system requirements.

### *Managers, Production Supervisors, and Industrial Support Personnel*

Due to increased production workforce requirements over the next ten years, the number of production supervisors must increase to maintain a sufficient span of control. Based on the 2018 Coast Guard Yard Workforce Parametric Analysis, the recommended producer to supervisor ratio is 15:1. As the Coast Guard's modern assets join the fleet, there are commensurate workload increases for Coast Guard Yard schedulers, supply controllers, contract managers and safety/quality personnel. Cost of these positions is offset by the additional producers indicated above.

### Coast Guard Strategies to Fulfill Workforce Development Needs

To expand the production workforce to meet future fleet needs, the Coast Guard Yard must simultaneously:

- Recruit and develop skills and tradecraft needed to support the future fleet of larger, heavier, and more complex vessels;
- Invest in training and facilities to attract and retain a qualified workforce; and
- Emphasize standards and accountability, especially in terms of safety, quality, and customer service.

### *Hiring Process*

The Coast Guard is working to improve the Coast Guard Yard's recruiting and hiring process by:

- Employing recruiting services to identify master craftspeople to fill critical and immediate gaps for trades such as machinists, heavy equipment operators, and shipfitters;
- Improving job announcement questions and screening processes to increase the likelihood of top candidates clearing the screening process;
- Establishing an effective network of contacts at engineering and trade schools, unions, and related professional associations to broaden potential applicant pools;
- Identifying and eliminating bottlenecks in the onboarding process; and
- Establishing special wage rates for trades with considerable pay disparities in the region.

### *Entry-Level Personnel*

Composition of the Yard's Wage Grade workforce is currently 25 percent entry-level, 12 percent journeyman, and 63 percent master craftsman. To achieve the required number of master technicians to meet expected Fiscal Year 2031 workload requirements, with the assumption of an eight-year trajectory to advance to the Wage Grade 10 level, the Coast Guard Yard must double the number of entry-level employees over the next four years. Hiring initiatives coupled with our training and apprenticeship programs help meet this goal. However, the Coast Guard Yard does need to sufficiently grow the queue of entry-level employees to complete training and experience requirements in time to meet the Coast Guard Yard's future workload.

### *Training*

The Coast Guard Yard's training program was severely curtailed during the COVID-19 pandemic, with subsequent skilled labor shortages further limiting training opportunities and exacerbating imbalances between production and training. Associated production losses pose a significant obstacle to training, made worse by a workforce operating below ideal employment capacity. Hiring plans discussed above assist in building this capacity and opportunities exist within the projected workload schedule to minimize training impacts on production.

### *Internships, Apprenticeships and Community Partnerships*

The Coast Guard Yard plans to leverage youth and apprenticeship programs to reduce overall hiring and training costs, while developing the next generation of Coast Guard Yard expert technicians at the required throughput. Both programs will follow the template of proven internship programs in Baltimore City and Anne Arundel County.

Internship and apprenticeship program success requires continued local partnerships with Anne Arundel County Public Schools, Anne Arundel Workforce Development Corporation, the Baltimore City Public Schools, the Baltimore Port Authority, and the Maritime Technology Alliance. The Coast Guard plans to capitalize on these partnerships to explore emergent opportunities, such as participation in Defense Community Cooperation<sup>5</sup> programs, Housing and Urban Development's Choice Neighborhood program<sup>6</sup> and the Maryland Corps/Service Year Option program.<sup>7</sup>

### *Facility and Technology Investments*

Coast Guard Yard employees generally do not exercise telework or remote work options as the nature of their work requires them to be on site, so worksite conditions are frequently cited as a major factor of employee satisfaction. Most of the Coast Guard Yard's existing structures were constructed in World War II and require substantial recapitalization. While improvements listed in Section 11204 (b) of the Don Young Coast Guard Authorization Act of 2022 are prioritized within the appropriation process, the Coast Guard will pursue incremental investments aimed at improving the Coast Guard Yard's ability to attract and retain skilled active-duty military members and civilian employees like:

1. Modifying existing facilities to attract and retain top talent by providing safe, efficient, and resilient workspaces. Modernizing workspaces would afford adequate female locker and bathroom spaces, as well as lactation spaces.
2. Establishing a "wireless waterfront" to enable the use of tablets and laptops onboard the vessels to simplify recordkeeping and improve reporting accuracy and efficiency. Modest investments in technology will streamline administrative burdens and lead to higher workforce satisfaction.
3. Investing in safety gear and safety-related technologies/processes to better protect employees in the industrial environment.

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<sup>5</sup> [Home | Office of Local Defense Community Cooperation \(www.oldcc.gov\)](http://www.oldcc.gov)

<sup>6</sup> [Choice Neighborhoods | HUD.gov / U.S. Department of Housing and Urban Development \(HUD\)](http://HUD.gov)

<sup>7</sup> [Maryland Corps/Service Year Option Prospective Members: Fact Sheet \(maryland.gov\)](http://maryland.gov)

### *Schedule Changes – Full Second Shift*

The Coast Guard Yard's current facility layout and workforce shift alignment (only certain trades work the second shift) can only accommodate modest increases of production personnel and still meet modern workplace standards. However, our analysis indicates there are significant efficiencies possible if certain tasks were sequenced over a 16-hour period. Therefore, to alleviate existing facility constraints, streamline production, and facilitate vessel space optimization, the Coast Guard Yard could expand the second shift to include all trades and approximately 175 additional employees.

### Consideration of Authorities and Funding

Meeting expected workforce growth is possible within the existing framework of authorities including Section 939 of title 14, United States Code. Continued investments for In Service Vessel Sustainment and Surface Maintenance funding provide consistent workload for the Coast Guard Yard over the next decade and support initiatives discussed in this report.

## V. Conclusion

The Coast Guard Yard's workforce composition must evolve to meet current and future fleet demands by (1) actively recruiting specific trades while improving the hiring process, (2) increasing the percentage of entry-level producers and interns, (3) expanding formal and on-the-job training programs, (4) re-establishing apprenticeship programs, and (5) investing in facilities and technology to support retention.