



Sexual Misconduct on U.S. Vessels (FY 2025)

Report to Congress
April 13, 2026



U.S. Coast Guard

Foreword

April 13, 2026

The Coast Guard provides the following report, “Sexual Misconduct on U.S. Vessels (FY 2025).”

Section 10105 of Title 46, U.S. Code, directs the submission of a report that provides the number of reports of sexual misconduct received; the number of penalties issued; the number of open investigations; the number of completed investigations including their outcomes; the number of credentials denied or revoked due to sexual harassment, sexual assault, or related offenses; and recommendations to support the efforts of the Coast Guard to improve investigations and oversight of sexual harassment and sexual assault in the maritime sector.



Senator Ted Cruz
Chairman, Senate Committee on Commerce, Science, and Transportation

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

Representative Sam Graves
Chairman, House Committee on Transportation and Infrastructure

Representative 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
Commandant



Sexual Misconduct on U.S. Vessels (FY 2025)

Table of Contents

I.	Legislative Language	1
II.	Background	2
III.	Report.....	4
IV.	Conclusion	10

I. Legislative Language

This report responds to the language set forth in Section 10105 of Title 46, U.S. Code, which reads:

46 U.S.C. §10105. REPORTS TO CONGRESS

(a) IN GENERAL.—Not later than 1 year after the date of enactment of the Don Young Coast Guard Authorization Act of 2022, and on an annual basis thereafter, 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 report that includes—

- (1) the number of reports received under section 10104 [46 U.S.C. §10104: Requirement to report sexual offenses];
- (2) the number of penalties issued under such section;
- (3) the number of open investigations under such section, completed investigations under such section, and the outcomes of such open or completed investigations;
- (4) the number of assessments or audits conducted under section 3203 and the outcome of those assessments or audits;
- (5) a statistical analysis of compliance with the safety management system criteria under section 3203;
- (6) the number of credentials denied or revoked due to sexual harassment, sexual assault, or related offenses; and
- (7) recommendations to support efforts of the Coast Guard to improve investigations and oversight of sexual harassment and sexual assault in the maritime sector, including funding requirements and legislative change proposals necessary to ensure compliance with title CXVI of the Don Young Coast Guard Authorization Act of 2022 and the amendments made by such title.

(b) PRIVACY.—In collecting the information required under subsection (a), the Commandant shall collect such information in a manner that protects the privacy rights of individuals who are subjects of such information.

II. Background

Sexual misconduct, which includes incidents of sexual assault and sexual harassment, has no place in the maritime industry and the Coast Guard is committed to helping prevent these occurrences and responding effectively to allegations, enabling the maritime industry to eliminate this toxic behavior from the workplace. The Don Young Coast Guard Authorization Act of 2022 amended Title 46, U.S. Code, definitions, reporting requirements, and statutorily required sanctions for sexual assault and sexual harassment on U.S. vessels. It also established a new mandate for the reporting of harassment incidents on U.S. vessels to the Coast Guard. Since enactment, the Coast Guard engaged in a multi-faceted effort to address sexual misconduct and harassment in the maritime industry, to include robust policy development and a comprehensive communications and engagement campaign to promote a respectful culture fully committed to preventing destructive behaviors, including sexual assault and sexual harassment.

The Coast Guard uses the term sexual misconduct, which includes sexual assault and sexual harassment, to remove the burden of deciphering the nuanced legal definitions of harassment or assault victims. When the Coast Guard receives a report of harassment, sexual harassment, assault, or sexual assault, trained law enforcement professionals evaluate the circumstances presented and open an investigation based on the highest level of an alleged offense. During an investigation, additional crimes or acts of misconduct are sometimes revealed. Reporting metrics represent the investigations opened after an initial report was received. Because sexual misconduct and harassing behaviors exist on a continuum of harm, the Coast Guard is also providing information regarding reporting and investigations of assaults regardless of whether sexual misconduct or harassment is part of the assault investigation.

Consistent with law enforcement practices, the Coast Guard uses the terms “victim” and “suspect” for persons involved in sexual misconduct investigations.

The Coast Guard also partners with agencies that operate public vessels, including the Department of War and National Oceanic and Atmospheric Administration, to establish internal processes to receive notification of sexual misconduct and harassment incidents that occur on public vessels crewed by credentialed merchant mariners. Due to public vessel status, these incidents are not otherwise applicable to the reporting requirements of Section 10104, of Title 46 U.S. Code. To implement voluntary reporting procedures for sexual assault and sexual harassment involving credentialed merchant mariners, the Coast Guard revised its Memorandum of Agreement with Military Sealift Command and is in the process of updating its Memorandum of Agreement with National Oceanic and Atmospheric Administration.

The Coast Guard’s efforts to enable the maritime industry to eliminate sexual misconduct have yielded positive results, fostering cultural change within the maritime industry and strengthening seafarer trust in the marine industry and the Coast Guard. Most notably, the Coast Guard observed a substantial increase in reporting from less than three cases annually to hundreds of new and previously unreported allegations. The Coast Guard will continue its educational outreach campaign and collaboration with federal advisory committees, such as the National Merchant Marine Personnel Advisory Committee and the National Merchant Mariner Medical Advisory Committee, to gather recommendations for more impactful prevention training and support for victims.

Additionally, the Coast Guard's work at the International Maritime Organization's Maritime Safety Committee helps prioritize the development of mandatory training provisions addressing bullying, harassment, and sexual misconduct. Collaboration within the interagency and with non-profit organizations aims to foster a culture inhospitable to sexual misconduct and garner trust in the Coast Guard's efforts to address such behavior. The Coast Guard's approach underscores a commitment to prevention, education, and enforcement to ensure a safe workplace for all mariners.

III. Report

Sexual misconduct and harassment that occur aboard U.S. commercial vessels harms mariners, interrupts safe operations, and often leads to accidents, lost careers, and a lifetime of trauma for victims. The Coast Guard is committed to investigating all reports of sexual misconduct on U.S. vessels, supporting survivors, and pursuing appropriate enforcement actions.

The Coast Guard has seen a significant increase in reports since the Don Young Coast Guard Authorization Act of 2022 updated reporting requirements under Title 46, U.S. Code, for sexual assault, sexual harassment, and harassment on U.S. vessels. Under Section 10104 of Title 46 U.S. Code, the Coast Guard received 197 reports in Fiscal Year (FY) 2025. The Coast Guard completed and referred 10 sexual assault criminal cases to the Department of Justice. In FY 2025, the Coast Guard closed 306 Suspension and Revocation cases with administrative actions taken against credentials. In addition, the National Maritime Center denied 77 credential applicants due to sexual assault convictions pursuant to Section 7511 of Title 46 U.S. Code, an increase from 69 denials in FY 2024. The Coast Guard will continue to collect and assess data to help guide future prevention, accountability, and victim response efforts.

In accordance with Section 10104(a) of Title 46 U.S. Code, alleged incidents of harassment are required to be reported to the Coast Guard. The Coast Guard has received numerous reports of harassment, including incidents of a non-sexual nature. The term “harassment” was recently defined in the Coast Guard Authorization Act of 2025. Prior to its enactment in December 2025, the Coast Guard provided guidance to the marine industry that a responsible entity should refer to their company’s anti-harassment policy, procedures, Safety Management System, or a similar document that defines harassment or describes incidents of harassment. In the absence of a relevant company policy, responsible entities have been encouraged to use their best judgment and err on the side of reporting to the Coast Guard when in doubt as to whether a harassment allegation meets the required threshold.

The statistical data¹ reported below represents investigations from October 1, 2024, through September 30, 2025, unless otherwise noted.

Number of reports received under Section 10104 of Title 46 U.S. Code

Offense Type	Amount
Sexual Assault	27
Assault	0
Sexual Harassment	68
Harassment	102
TOTAL	197

¹ This data was sourced from Coast Guard Investigative Service’s database, the Coast Guard’s Marine Information for Safety and Law Enforcement database, and Suspension and Revocation National Center of Expertise records.

Additional reports received by the Suspension and Revocation National Center of Expertise outside the scope of Section 10104 or Title 46 U.S. Code that required administrative action

Offense Type	Amount
Prior Conviction of Sexual Offense	32
Transportation Worker Identification Credential Revocation for Sexual Felony Offense	5
TOTAL	37

During this timeframe, no violations related to failing to report an incidence of sexual misconduct or harassment were identified that warranted issuing a civil penalty to a responsible entity under Section 10104 of Title 46 U.S. Code.

Number of open and completed criminal investigations

Open Criminal Investigations

Offense Type	Amount	Outcome
Sexual Assault	4	Under investigation.
Assault	0	
TOTAL	4	

Completed Criminal Investigations

Offense Type	Amount	Outcome
Sexual Assault	10	10 cases referred to Department of Justice. No criminal referrals were accepted/pursued. ²
Assault	0	
TOTAL	10	

Number of open and completed administrative investigations

Open Suspension and Revocation Investigations

Offense Type	Amount	Outcome
Sexual assault	42	Under investigation.
Assault	5	Under investigation.
Sexual harassment	81	Under investigation.
Harassment	52	Under investigation.
Transportation Worker Identification Credential revocation - sex offenses	20	Under investigation.
Prior conviction of sex offense	14	Under investigation.
Pending assessment	19	Under investigation.
TOTAL	233	

² In June 2025, the Department of Justice (DOJ) opened a criminal investigation into an alleged sexual assault that occurred on a U.S. bulk carrier in 2019 and was referred by the Coast Guard Investigative Service in April 2022. Although the case falls outside the parameters for this FY 2025 report, it was the first Coast Guard criminal sexual assault referral accepted for criminal prosecution by the DOJ.

Completed Suspension and Revocation Investigations

Offense Type	Amount	Outcomes
Sexual Assault	41	• Revoked 5 credentials. • Accepted 3 voluntary surrenders. • Insufficient evidence or lacked Suspension and Revocation jurisdiction in 30 cases. • Other outcomes (3 cases).
Assault	11	• Accepted 1 voluntary surrender. • Issued 1 Letter of Warning • Insufficient evidence or lacked Suspension and Revocation jurisdiction in 9 cases.
Sexual Harassment	80	• Accepted 2 voluntary surrenders. • Accepted 5 settlement agreements. • Issued 5 Letters of Warning. • Insufficient evidence or lacked Suspension and Revocation jurisdiction in 62 cases. • Other outcomes (6 cases).
Harassment	128	• Accepted 1 voluntary surrender. • Issued 5 Letters of Warning. • Insufficient evidence or lacked Suspension and Revocation jurisdiction in 115 cases. • Other outcomes (7 cases).
Prior Conviction of Sex Offense	26	• Revoked 5 credentials. • Accepted 5 voluntary surrenders. • Insufficient evidence or lacked Suspension and Revocation jurisdiction in 10 cases. • Other (6 cases)
Transportation Worker Identification Credential Revocation-Sex Offenses	20	• Revoked 5 credentials. • Accepted 2 voluntary surrenders. • Accepted 1 settlement agreement. • Insufficient evidence or lacked Suspension and Revocation jurisdiction in 8 cases. • Suspension and Revocation complaint withdrawn in 2 cases. • Other outcomes (2 cases).
TOTAL	306	

Description of Case Outcomes:

Insufficient evidence outcomes are those that failed to meet the preponderance of the evidence standard required to pursue an administrative proceeding and issue a complaint. A significant number of the above cases involved suspects who did not hold a Merchant Mariner Credential and

therefore the Coast Guard lacked Suspension and Revocation jurisdiction. In instances where a mariner's Merchant Mariner Credential expired during the course of a Suspension and Revocation investigation, the National Maritime Center prevents renewal of the Merchant Mariner Credential until the investigation is resolved.

"Other" outcomes included cases determined to have a credential that would expire within six months and therefore would likely expire prior to the completion of a contested administrative proceeding. In these cases, renewal would not be permitted by the National Maritime Center for convictions precluding the issuance of a credential. "Other" outcomes also were found to be duplicate investigative activities that were subsequently closed.

Voluntary surrender is equivalent to revocation and result in the mariner losing the right to hold a Merchant Mariner Credential.

Letters of Warning issued and accepted by merchant mariners are in lieu of other Suspension and Revocation administrative actions and remain as a part of the mariner's permanent Coast Guard record.

Settlement agreements included remedial sanctions such as mandated training requirements, periods of Merchant Mariner Credential suspension, and follow-on probationary periods.

Number of assessments or audits conducted under Section 3203 and outcomes.

The Coast Guard developed and released procedure, *CVC-PR-011(1) - Conducting Sexual Assault Sexual Harassment Audits* in April 2024. The procedure provides guidance to Coast Guard personnel conducting audits of Safety Management System for U.S. flagged vessels and companies to verify compliance with Section 10104 of Title 46 U.S. Code. As of September 30, 2025, the Coast Guard conducted one audit under Section 3203 in May 2024. The Coast Guard is working in conjunction with Authorized Classification Societies to verify compliance under Section 3203 and it is anticipated that more data will be available in FY 2026.

Statistical analysis of compliance with the Safety Management System criteria under Section 3203.

As of September 30, 2025, the Coast Guard conducted one audit under Section 3203 in May 2024. The Coast Guard will continue audits, in cooperation with Authorized Classification Societies, for further statistical analysis of compliance under Section 3203.

Number of credentials denied or revoked due to sexual harassment, sexual assault, or related offenses.

In FY 2025, the Coast Guard denied 77 Merchant Mariner Credential applicants due to sexual assault convictions pursuant to Section 7511 of Title 46 U.S. Code. Twenty-two of those denied applicants were referred to the Suspension and Revocation National Center of Expertise for an investigation because the mariners held valid existing Merchant Mariner Credentials requiring administrative action. Of the 77 initial denials, 19 mariners appealed the denial. Of the 19 appeals, 13 were upheld, three were overturned, and three remain under consideration.

Recommendations to support efforts of the Coast Guard to improve investigations and oversight of sexual harassment and sexual assault in the maritime sector.

The Coast Guard has seen a significant increase in reports since the Don Young Coast Guard Authorization Act of 2022 updated reporting requirements under Title 46, U.S. Code, for sexual assault, sexual harassment, and harassment on U.S. vessels. However, approximately 52 percent of the reports received were for harassment of a non-sexual nature. Thus, in more than half of all reported cases, an employer after-action summary was not required to be submitted to the Coast Guard.

The Coast Guard seeks to continuously improve our investigations and identified several other support efforts, as follows:

(a) Require Additional Information for Employer After-Action Reports

Under Section 10104(b)(2) of Title 46 U.S. Code, the name of the individual making a report is required to be included but not the name of the suspect or victim involved in the reported incident. Out of the 197 reports received in this reporting period, approximately 15 percent did not include the suspect's name or the victim's name. The lack of this information delays or halts subsequent Coast Guard investigations.

(b) Utilization of the Interstate Identification Index

The Coast Guard is assessing its processes and exploring authorities to enhance criminal background checks in conjunction with the Department of Homeland Security, to include use of name-based searches of the Federal Bureau of Investigation's Interstate Identification Index.

(c) Allowance of Settlement Agreements

Section 7704a(b) of Title 46 U.S. Code does not differentiate between sexual assault and abusive sexual contact and it applies the same sanction of mandatory revocation for all cases of sexual assault, with no ability to consider the severity of underlying acts of sexual misconduct. As a result, Administrative Law Judges have held in most cases that settlement agreements, as a form of mediation, may not be pursued for any sexual assault/sexual harassment case that involves physical contact. This differs from the discretion afforded by Section 7511(b) of Title 46, U.S. Code, which allows for the credentialing of mariners convicted of abusive sexual contact offenses after five years have passed from the date of the conviction. Mariners that have had their credentials revoked or who have voluntarily surrendered their Merchant Mariner Credential for abusive sexual contact offenses may apply for administrative clemency and have their credentials reinstated after 5 years from the date of their conviction.

Additional flexibility is appropriate to pursue resolution and remediation of less severe offenses (e.g., a through-the-clothing, isolated incident involving the touching of a prohibited part of the body), which fall under the definition of abusive sexual contact in Section 2244(b) of Title 18 U.S. Code or a substantially similar offense under State, Local, or Tribal law.

(d) Expansion of Suspension and Revocation Subpoena Authority

Administrative hearings for sexual assault/sexual harassment offenses often necessitate in-person witness testimony. This poses a challenge given that victims or witnesses frequently reside hundreds of miles away, often working on ships operating overseas. While Section 7705 of Title 46 U.S. Code provides subpoena power, that authority is limited and is not enforceable outside of a 100-mile radius. The inability to compel in-person witness attendance negatively impacts the Coast Guard's ability to prove contested sexual assault/sexual harassment cases and Administrative Law Judges have been approving less requests for telephonic testimony.

The Coast Guard, in accordance with the Executive Branch legislative proposal procedures of the Department of Homeland Security and the Office of Management and Budget, may further consider these issues and looks forward to potential future engagement with Congress.

IV. Conclusion

Efforts described in this report are part of broad efforts to prevent sexual misconduct and enable behaviors on U.S. commercial vessels that create a safe environment for all. These measures aim to prevent and address occurrences of sexual misconduct and harassment by promoting a culture of respect and accountability throughout the maritime domain.