Supporting Statement A

Recordkeeping and Reporting Requirements for

Local Union Report (EEO-3)

OMB Number 3046-0006

A. Justification

1. Need for the Information Collection

The Equal Employment Opportunity Commission (EEOC or Commission) is submitting to the Office of Management and Budget (OMB) a request for a three-year approval of revisions to a currently approved collection, the Local Union Report (EEO-3.)

Since 1967, the EEOC has required EEO-3 filers to submit workforce demographic data. Every labor organization subject to Title VII of the Civil Rights Act of 1964, as amended (Title VII)¹ is required to file the EEO-3 report, provided it has 100 or more members at any time during the 12 months preceding the due date of the report and is a "local union" (as that term is commonly understood) or an independent or unaffiliated union. Labor organizations required to report are those which perform, in a specific jurisdiction, the functions ordinarily performed by a local union, whether or not they are so designated. As part of this requirement, the reporting unions provide data on their members, applicants for membership, referrals, and applicants for referral by sex and by race or ethnicity to the EEOC.

On August 16, 2024, the Commission published a Notice in the *Federal Register* ("60-day Notice") announcing its intention to submit to OMB a request for a three-year PRA approval of revisions to the currently approved EEO-3.²

On December 6, 2024, the Commission published a Notice in the *Federal Register* ("30-day Notice") announcing its submission to OMB of a request for a three-year PRA approval of revisions to the currently approved EEO-3.³

2. Use of Collected Information

For decades, the EEOC has effectively used EEO-3 data to help execute its mission by enhancing its enforcement efforts, generating public reports, encouraging self-assessment, and conducting outreach and training. When consistent with the confidentiality provisions of Title VII, these data are also used by federal, state, and local law enforcement agencies and, in aggregate form, by external stakeholders, including, for example, unions, researchers, advocacy groups, and the media.

¹ 42 U.S.C. 2000e, et seq.

² See 89 Fed. Reg. 66714 (Aug. 16, 2024) at https://www.govinfo.gov/content/pkg/FR-2024-08-16/pdf/2024-18420.pdf.

³ See 89 Fed. Reg. 96968 (Dec. 6, 2024) at https://www.govinfo.gov/content/pkg/FR-2024-12-06/pdf/2024-28579.pdf.

Enforcement Uses

The EEOC uses EEO-3 data to investigate charges of employment discrimination against local unions and to evaluate the membership status of women and racial and ethnic groups. Specifically, as part of its enforcement efforts, the EEOC uses EEO-3 data to assess complaints of discrimination and effectively focus charge investigations. Early in the charge process, data are used to evaluate and prioritize charges under the Commission's charge handling procedures and to inform appropriate investigative approaches. For example, EEO-3 data are used, together with other information available to the Commission, to assist enforcement teams in determining if there could be a systemic sex, race, or national origin issue that the EEOC should further investigate and address and to inform what information to request from respondents. The EEOC also uses EEO-3 data during investigations to help validate analyses based on limited or flawed respondent data and to assist in assessing reasonable cause in the absence of respondent data.

Use by Other Federal, State, and Local Agencies

State and Local Fair Employment Practices Agencies (FEPAs) may also rely on EEO-3 data to aid their investigations of discrimination, to help track changes in the demographic makeup of labor organizations, and to evaluate racial, ethnic, and sex disparities. The EEOC shares such data with the FEPAs pursuant to section 709(d) of Title VII, which provides that the EEOC shall furnish upon request and without cost to state or local civil rights agencies information about employers in their jurisdiction on the condition that they not make it public prior to starting a proceeding under state or local law involving such information.

With respect to federal agencies with a legitimate law enforcement purpose, the EEOC gives access to information collected under Title VII only if the agencies agree, by letter or memorandum of understanding, to comply with the confidentiality provisions of Title VII. Additionally, the EEOC may also, for example, share EEO-3 reports with the Government Accountability Office (GAO) which uses EEO-3 data as part of its research for studies in response to Congressional inquiries.⁴ The EEOC may also periodically receive requests for EEO-3 data from members of Congress and Committee staff.

Public Uses

Consistent with the confidentiality requirements of Title VII, the EEOC publishes public-use, aggregate EEO-3 data on its public website and through an online tool launched in December 2020 called *EEOC Explore*. In making aggregate EEO-3 data publicly available, the EEOC, through its Office of Enterprise Data and Analytics (OEDA), applies appropriate de-identification methodology to produce a public release of aggregate EEO-3 data. The data is considered "de-identified" when the information released does not identify an individual or an organization, and there is no reasonable basis to believe that it can be used to identify an individual or an organization.

Statistical Uses

The EEOC also uses EEO-3 data for statistical purposes and for developing evidence as defined by the Foundations for Evidence-Based Policymaking Act of 2018 (Evidence Act). For purposes

⁴ See, e.g., Workforce Diversity: Analysis of Federal Data Shows Hispanics Are Underrepresented in the Media Industry | U.S. GAO.

⁵ See https://www.eeoc.gov/data/eeo-3-local-union-report-statistics.

⁶ Pub. L. No. 115-435 (2019).

of the Evidence Act, *statistical purpose* means the description, estimation, or analysis of the characteristics of groups, without identifying the individuals or organizations that comprise such groups; and includes the development, implementation, or maintenance of methods, technical or administrative procedures, or information resources that support these purposes. *Evidence* means information produced as a result of statistical activities conducted for a statistical purpose. An example of how the data are used for a statistical purpose is the EEOC's annual production and publication of the *EEO-3 (Local Union Report) Statistics* on its public website.

Outreach, Technical Assistance, and Training

The EEOC also uses EEO-3 data to help focus its outreach, education, technical assistance, and training to the public. Given the EEOC's limited resources, EEO-3 data have been helpful in assisting the agency to identify the subjects, industries, or geographic regions where it should concentrate efforts to educate employers, unions, and workers about their legal rights and obligations.

3. Use of Information Technology

In 2020, the EEOC retained a new contractor to support the agency's EEO data collections, including the EEO-3 data collection. ¹⁰ The EEOC also launched a dedicated website for all of its EEO data collections, ¹¹ including a dedicated EEO-3 data collection website. ¹² The EEO-3 data collection website includes an embedded electronic, web-based data submission portal, referred to as the *EEO-3 Online Filing System (OFS)*. Upon logging in to the *OFS* through the dedicated website, filers must submit and certify their data electronically through the web-based data submission portal by manually entering their data. ¹³ Additionally, beginning with the next reporting period, filers will also have the option of uploading a data file through the *OFS*.

To better support EEO-3 filers, the EEOC also uses the dedicated EEO-3 website and the accompanying *OFS* as a centralized support system (i.e., "one-stop-shop") for filers. ¹⁴ In addition to communications with individual filers, the EEOC also posts instructions as well as current updates and announcements involving the EEO-3 data collection on the dedicated website. The

⁷ See 44 U.S.C. § 3561(12).

⁸ See 44 U.S.C. § 3561(6).

⁹ See https://www.eeoc.gov/data/eeo-3-local-union-report-statistics.

¹⁰ The EEOC currently administers four separate EEO data collections. These collections include the following: (1) the EEO-1 Component 1 (Employer Information Report); (2) the EEO-3 (Local Union Report); the EEO-4 (State and Local Government Information Report); and (4) the EEO-5 (Elementary and Secondary Staff Information Report). Please note that while these data collections are supported by the same contractor, each EEO collection is unique and collects data from different respondents (i.e., private employers, local unions, state and local governments, and public elementary and secondary school systems and districts).

¹¹ See https://www.eeocdata.org/.

¹² See https://www.eeocdata.org/eeo3.

¹³ Automated features, including numerous edit checks and validations, are programmed into the *OFS* to reduce filer burden and improve data quality. For returning filers, these checks also compare data entries to those provided in prior year submissions to alert the filer of potential error(s). Supporting Statement B of this package discusses the features of the *OFS* in further detail.

¹⁴ On this website as well as in all communications with individual filers and other public announcements (e.g., on the EEOC's main public website at www.eeoc.gov), the EEOC routinely directs filers to the dedicated EEO-3 website (i.e., http://www.eeocdata.org/eeo3) as the primary source for the latest and most current information on this data collection and refers to it as the "one-stop-shop" for information on and filing of EEO-3 reports.

EEOC also uses the dedicated website and the accompanying filer-accessed *OFS* to post supplementary resource materials, as needed.

Additionally, during the 2022 EEO-3 data collection cycle, the EEOC launched a new filer support *Message Center* application for filers with questions about the collection and requests for assistance with their filing obligations. Prior to the rollout of the *Message Center* for the 2022 EEO-3 data collection cycle, filers contacted the EEO-3 Filer Support Team (i.e., "help desk") via email, telephone, and/or post. Unfortunately, these multiple modes of contact resulted in filers contacting the help desk multiple times through multiple modes for a single issue. This, in turn, led to an exponential increase in the number of help desk tickets that had to be processed and resolved for a single issue involving the same filer, thus slowing response times and creating a backlog of tickets. Given these delays, the EEOC worked with its data collection contractor to develop a centralized and more streamlined system for handling help desk inquiries which at the same time would result in improved customer service.

Because the *Message Center* is available within the *OFS*, it automatically captures detailed information on the filer (e.g., point of contact information, union name), an improvement on prior methods of filer support that did not allow for the systematic collection of filer details (e.g., filers would often forget to mention the union's name when leaving a voicemail). The *Message Center* also allows filers to use drop-down menus to identify the subject of their inquiry. Based on the topic selected, filers are immediately presented with potentially helpful responses to quickly connect them to relevant materials addressing their issues. If the presented responses are not sufficient, the filer can easily type a message to the Filer Support Team, who can use the selected topic to better triage inquiries. The *Message Center* allows filers to update requests with new information, terminate requests, and track the status of requests to the help desk. The implementation of the centralized *Message Center* reduced the number of contacts by 34%, which significantly reduced filer response time by Filer Support Team staff while also creating a much more comprehensive history of issues encountered by filers.

4. Description of Efforts to Identify Duplication

The amount of publicly available union data by demographic characteristics is limited. The Department of Labor's Office of Labor Management Standards (DOL/OLMS) Online Public Disclosure Room database (OPDR) includes some information about unions. However, it does not contain demographic information and is not specific to local unions. While the DOL's OPDR collection is useful for benchmarking EEO-3 employment estimates, they cannot replace the EEO-3 data collection due to the nature of the data being collected.

5. Impact on Small Business

The EEO-3 collection does not have an impact on small businesses, as it is collected from local unions.

6. <u>Consequences If Information Were Collected Less Frequently</u>

As the primary federal agency that enforces laws against employment discrimination, the EEOC requires up-to-date data reflecting the most current information possible to investigate and resolve charges of discrimination. Collecting EEO-3 data biennially is necessary to ensure the utility of the data for enforcement purposes. A biennial collection is also more efficient for the EEOC and respondents because it minimizes the disruptions caused by workforce changes and embeds the collection into unions' routine business practices. Workforce changes are frequent, and a delay in collecting data reflecting these changes would undermine the EEOC's ability to investigate and enforce the federal anti-discrimination statutes because the agency would be forced to rely on outdated and inaccurate data. Moreover, EEO-3 filers frequently request a new point of contact. Collecting the data less frequently would compound the change of contact issue and would unnecessarily delay filers' submissions of EEO-3 data while the EEOC attempts to identify the new appropriate points of contact.

7. Special Circumstances

This information collection does not require any special circumstances.

8. <u>Consultation Outside the Agency</u>

The 60-day Notice was published in the Federal Register on August 16, 2024.¹⁵ The EEOC received one non-substantive comment, which was published on the www.regulations.gov website.¹⁶

9. <u>Gifts or Payments</u>

No gifts or payments will be provided to respondents in connection with this information collection.

10. Confidentiality of Information

Confidentiality

All EEO-3 reports and any information from individual reports are subject to the confidentiality provisions of Section 709(e) of Title VII of the Civil Rights Act of 1964, 42 U.S.C. § 2000e-8(e), as amended (Title VII) and may not be made public by the EEOC prior to the institution of any proceeding under Title VII involving such information. Any EEOC employee who violates this prohibition may be found guilty of a criminal misdemeanor and could be fined or imprisoned. The confidentiality requirements allow the EEOC to publish only aggregated data, and only in a manner that does not identify any particular local union or reveal any individual member's personal information and there is no reasonable basis to believe that it can be used to identify an individual or local union.

Security

The EEOC's information systems (including data extracted from those systems and maintained by contractors) as overseen by the Office of Information Technology are categorized at the Federal

¹⁵ Available at https://www.federalregister.gov/documents/2024/08/16/2024-18420/agency-information-collection-activities-existing-collection.

¹⁶ Available at https://www.regulations.gov/document/EEOC-2024-0006-0002.

Information Processing Standards¹⁷ (i.e., FIPS 199) level of "Moderate." As defined in the Federal Information Security Modernization Act of 2014, ¹⁸ information systems used or operated by an agency or by a contractor of an agency are required by statute to provide information security protections commensurate with the risk and magnitude of the harm resulting from unauthorized access, use, disclosure, disruption, modification, or destruction of the information.

The confidentiality provisions of Title VII prohibit disclosure of any charge, charge-related information, or EEO data collection information, except under the conditions outlined in the "Confidentiality of Information" section above. Both EEOC staff and the EEO-3 data collection contractor staff who have access to the EEOC records will not disclose any confidential information and will only use such information in the performance of their project responsibilities and duties. The data collection contractor is bound by contract and law to prevent the unauthorized release of information obtained by employees in the performance of work required by the EEO-3 data collection project. All EEOC staff receive training, as necessary, on all regulations and laws that restrict the release of information. The EEOC administrative and control files are the property of the EEOC, and the information contained therein is protected under the Privacy Act of 1974. ¹⁹

11. Questions of a Sensitive Nature

The EEO-3 collection does not solicit any information of a sensitive nature from respondents. The EEO-3 data collection tallies data by number of members and applicants for membership by sex and race or ethnicity. All information utilized for statistical purposes will be reported in a summarized manner, and no information will be reported that would allow the identification of an individual member, applicant, or organization.

12. Information Collection Burden

The estimated burden for the prior EEO-3 Information Collection Review (ICR) for reporting year 2022 was 2,252 hours. The EEOC's Office of Enterprise Data and Analytics administers the agency's data collections, including the EEO-3 data collection. OEDA has undertaken measures to enhance the agency's EEO-3 data frame of potentially eligible filers. Additionally, OEDA has identified changes that make the EEO-3 filing process more user-friendly and less burdensome. By comparing the EEOC's 2022 EEO-3 frame to a list of active unions from the U.S. Department of Labor's Office of Labor Management Standards (OLMS) Online Public Disclosure Room (OPDR) database, OEDA identified more than 5,000 local unions that may be eligible to file during the next biennial data collection. With the addition of these unions to the EEO-3 frame and

²⁰ See Notice of Information Collection 85 FR 73703 (Nov. 19, 2020) at https://www.govinfo.gov/content/pkg/FR-2020-11-19/pdf/2020-25565.pdf and Notice of Information Collection 86 FR 13896 (Mar. 11, 2021) at https://www.govinfo.gov/content/pkg/FR-2021-03-11/pdf/2021-05058.pdf.

¹⁷ See https://csrc.nist.gov/csrc/media/publications/fips/199/final/documents/fips-pub-199-final.pdf.

¹⁸ 44 U.S.C. § 3541 et seq.

¹⁹ 5 U.S.C. § 552a.

²¹ The OPDR database contains information on approximately 20,000 unions in the United States. *See* https://olmsapps.dol.gov/olpdr/.

considering response rates during the 2022 EEO-3 data collection, OEDA now estimates 5,999 potential respondents to the agency's next EEO-3 data collection.²²

The EEOC has also updated its methodology for calculating the biennial burden of the EEO-3 data collection to better reflect the types of personnel responsible for preparing and filing these reports on behalf of their unions. Based upon job titles provided during the 2022 EEO-3 data collection by individuals completing the report within the *OFS*, the EEOC has identified four specific job categories which account for the largest amount of time spent biennially on EEO-3 reporting. These job categories include: (1) Secretaries and Administrative Assistants; (2) Administrative Services and Facilities Managers; (3) Bookkeeping, Accounting, and Auditing Clerks; and (4) Executive-Level Staff.²³

Additionally, the *OFS* captures detailed information on when each filer starts and certifies their report. The EEOC used this information from the most recent EEO-3 data collection (i.e., 2022) to calculate more precise burden hour estimates.²⁴ In Table 1 below, the estimated average hour burden per report is 1.49 hours. The total estimated biennial respondent burden for all filers is 8,922 hours.

TABLE 1: PROJECTED BURDEN FOR EACH EEO-3 BIENNIAL REPORTING YEAR (N = 5,999)								
Staff Job Category	Percent in Job Category	Median Hourly Wage Rate	Hours Per Report	Cost Per Report	Total Burden Hours	Total Burden Hour Cost		
Secretaries and Administrative Assistants	21.4%	\$21.19	0.33	\$6.99	1,958	\$41,490		
Administrative Services and Facilities Managers	56.5%	\$48.98	0.84	\$41.14	5,046	\$247,153		
Bookkeeping, Accounting, and Auditing Clerks	5.1%	\$22.05	0.09	\$1.98	546	\$12,039		

[~]

²² This estimate covers local unions within the 50 United States and the District of Columbia as well as the Commonwealth of Puerto Rico, the U.S. Virgin Islands, and the U.S. Possessions of American Samoa, Guam, Northern Mariana Islands, and Wake Island. Please note that 5,999 respondents may ultimately turn out to be an overestimate. Following the initial enhancement of the EEO-3 frame, collection data may yield an unknown number of ineligible filers.

²³ Hourly wage rates for these four job categories were obtained from the U.S. Department of Labor's Bureau of Labor Statistics (BLS) Occupational Outlook Handbook. *See https://www.bls.gov/ooh/*. Please note that the actual job titles reported during the 2022 EEO-3 data collection were collapsed into these four BLS occupational categories.

²⁴ The time estimates are based on the average time elapsed among filers who completed their reports during the same calendar day within the *OFS*.

Executive- Level Staff	4.4%	\$48.12	0.06	\$2.89	365	\$17,564
Other ^a	12.6%	\$40.56	0.17	\$6.90	1,007	\$40,845
TOTAL ^b	•••••		1.49	\$59.90	8,922	\$359,091

^a The average hourly wage rate for the "Other" category was derived by taking the weighted mean average of the hourly wage rates of the four BLS job categories listed in the above table.

13. <u>Information Collection Cost Burden</u>

The EEOC estimates that it will cost EEO-3 filers \$359,091 to submit approximately 5,999 reports. The estimated average burden hour cost per report is \$59.90. The EEOC further estimates that it will take filers a total of 8,922 hours to complete this submission. Using the most recent median pay data from the U.S. Bureau of Labor Statistics, the EEOC estimates a total hourly wage of \$59.90 using the percentage of various job categories shown in Table 1.²⁵

14. Cost to Federal Government

The EEOC estimates that the biennial federal cost will be \$378,002. These estimated costs break down to the following:

Cost of the Data Collection Contract:	\$270,828
Federal Staffing Costs:	\$107,174

The federal staffing costs are estimated by assuming a 12-member team from the EEOC's Office of Enterprise Data and Analytics (OEDA), which administers the EEO-3 data collection. This team includes a mix of GS-13 through GS-15 staff, as well as two Senior Executive Service (SES) members. The estimate assumes that no staff will spend 100% of their time on the EEO-3 data collection. Time devoted to the annual EEO-3 data collection by staff on this 12-member team ranges from a low of 1% to a high of 30% with 7% being the average.

15. <u>Program Changes or Burden Adjustments</u>

The EEOC's Office of Enterprise Data and Analytics administers the agency's data collections, including the EEO-3 data collection. Since OEDA's creation in 2018, the EEOC has undertaken several efforts to modernize the agency's data collections and improve the quality of data collected. OEDA also has streamlined functions, such as providing additional self-service options, resource materials, and an online support message center.

^b These estimates are based upon filers' use of the *OFS* to submit reports electronically because paper submissions are no longer accepted. Electronic filing remains the most efficient, accurate, and secure means of reporting for respondents required to submit EEO-3 data.

²⁵ See U.S. Dept. of Labor, Bureau of Labor Statistics, Occupational Outlook Handbook, https://www.bls.gov/ooh. Wages cited are median hourly wages.

As part of these ongoing modernization efforts, and in response to a recent GAO report²⁶ which recommended that the EEOC improve its approach to routinely identify local unions required to file the EEO-3 report, OEDA has undertaken measures to enhance the agency's EEO-3 frame (i.e., filer roster or master list) of potentially eligible filers. By comparing the EEOC's 2022 EEO-3 frame to a list of active unions from the U.S. Department of Labor's Office of Labor Management Standards (OLMS) Online Public Disclosure Room (OPDR) database,²⁷ OEDA identified more than 5,000 local unions that may be eligible to file during the next biennial data collection. With the addition of these unions to the EEO-3 frame and considering response rates during the 2022 EEO-3 data collection, OEDA now estimates 5,999 potential respondents to the agency's next EEO-3 data collection.²⁸

The EEOC has also updated its methodology for calculating the biennial burden of the EEO-3 data collection to better reflect the types of personnel responsible for preparing and filing these reports on behalf of their unions. Additionally, the *OFS* captures detailed information on when each filer starts and certifies their report. The EEOC used this information from the most recent EEO-3 data collection (i.e., 2022) to calculate more precise burden hour estimates.²⁹

16. Publication of Data for Statistical Use

For each biennial data collection, the EEOC publishes public-use, aggregate EEO-3 data on its public website and through an online tool launched in December 2020 called *EEOC Explore*.³⁰ In making aggregate EEO-3 data publicly available, the EEOC, through its Office of Enterprise Data and Analytics, applies appropriate de-identification methodology to allow for a public release of aggregate EEO-3 data. The data is considered "de-identified" when the information released does not identify an individual or an organization, and there is no reasonable basis to believe that it can be used to identify an individual or an organization.

Proposed Time Schedule for Information Collection and Publication³¹

Opening of Data Collection

Day 1

²⁶ U.S. Government Accountability Office, "Workforce Diversity: Hispanic Workers Are Underrepresented in the Media, and More Data Are Needed for Federal Enforcement Efforts", Government Accountability Office, Sept. 29, 2022, https://www.gao.gov/products/gao-22-104669.

²⁷ The OPDR database contains information on approximately 20,000 unions in the United States. *See* https://olmsapps.dol.gov/olpdr/.

²⁸ This estimate covers local unions within the 50 United States and the District of Columbia as well as the Commonwealth of Puerto Rico, the U.S. Virgin Islands, and the U.S. Possessions of American Samoa, Guam, Northern Mariana Islands, and Wake Island. Please note that 5,999 respondents may ultimately turn out to be an overestimate. Following the initial enhancement of the EEO-3 frame, collection data may yield an unknown number of ineligible filers.

²⁹ The time estimates are based on the average time elapsed among filers who completed their reports during the same calendar day within the *OFS*.

³⁰ See https://www.eeoc.gov/data/eeo-3-local-union-report-statistics. Public Use Files (PUFs) are also available at the same website.

³¹ This "Proposed Time Schedule for Information Collection and Publication" will be implemented for each of the EEO-3 data collections covered by this PRA clearance request.

Published Filing Deadline 5 Weeks after

Opening of Data Collection

First Failure to File Notification 1 Day after

(via email) Published Filing Deadline

Second Failure to File Notification 1 Week after

(via U.S. Postal Service) Published Filing Deadline

Third and Final Failure to File Notification 3 Weeks after

(via email) Published Filing Deadline

No Additional Reports Accepted 5 Weeks after

Published Filing Deadline

Closure of Data Collection 2 Weeks after

No Additional Reports Accepted

Contractor Delivery of Preliminary Data File No Later than 3 Months after

Closure of Data Collection

Final Delivery of Data File

No Later than 4 Months after

Closure of Data Collection

Publication of Aggregate Data No Later than 6 Months after

on EEOC.gov website Closure of Data Collection

17. Approval Not to Display the Expiration Date

The EEOC is not seeking such approval. The EEOC will display the expiration date.

18. <u>Exceptions to the Certification Statement</u>

The EEOC is not seeking any exceptions to the certification statement under this information collection request.