U.S. Department of Labor

Mine Safety and Health Administration 1100 Wilson Boulevard Arlington, Virginia 22209-3939



September 30, 2008

MEMORANDUM FOR

RICHARD STICKLER

Acting Assistant Secretary for

Mine Safety and Health Administration

THROUGH:

CHARLES J. THOMAS

Director of Accountability for

Mine Safety and Health Administration

FROM:

ARLIE A. WEBB (

Accountability Specialist

SUBJECT:

MSHA Office of Accountability Audit, Jackshoro, Tennessee

Field Office, and

Introduction

This memorandum summarizes the Office of Accountability audit of the subject mine and field office. Audit subjects included the Uniform Mine File, MSHA field activities, level of enforcement, Field Activity Reviews (FARs), MSHA supervisory and managerial oversight, mine plans, and the conditions and practices at the mine. The audit was conducted during the week of by Arlie A. Webb. Positive findings and issues requiring attention are included in this audit report.

Overview

The auditor traveled to the Jacksboro, Tennessee field office and to the
to observe and evaluate enforcement activities and mine conditions
Accompanying the auditor were
nt District ivianager (inspection
reas of the mine examined during
this audit included main and secondary access roads, two active pits, highwalls, spoil banks,
and explosive storage magazines. Selected pieces of equipment on the property, including
four haul trucks and three bulldozers were inspected.

The ground control plan was compared to the conditions and practices in the mine.

The audit revealed positive findings in several categories, including the following:

- 1. Leadily evidenced by the manner in which miners, mine safety personnel, and mine supervision continually approached him for information, advice, and assistance regarding numerous issues.
- 2. During the 16 months he has been supervisor at the Jacksboro field office, the inspectors in the field office have improved the inspection activities of that office. Enforcement activities, FARs, Accompanied Activities, and on-site time have all improved during this time.
- 3. The second and the District Manager have visited numerous mines during the time period covered by this audit.
- 4. The level of enforcement appears commensurate with the conditions and practices observed.
- 5. Inspection documentation indicated thorough and complete inspections.
- 6. The 104(d) tracking system is well maintained and up to date.

The following exceptional points were also noted during this audit:

- 1. purchased a high-quality, hand-held, two-way radio (walkie-talkie) for use during his surface mine inspections. This unit allows him to communicate with equipment operators and mine management even when he is not in his vehicle, thus increasing his own safety and the safety awareness of miners and the mine operator.
- 2. Land also uses his personal, hand-held global positioning system (GPS) to accurately locate working pits, explosive storage magazines, and other structures. The information regarding longitude and latitude of these structures allowed him to quickly and accurately enable personnel from the Bureau of Alcohol, Tobacco, and Firearms to travel directly to the magazines when a large quantity of explosives were discovered to be missing.
- 3. The inspector worked with the company to develop an extended "guard rail" to prevent persons from falling when exiting the operator's compartment of Caterpillar Model 777 haulage trucks (Photographs attached).

The audit revealed several issues that require corrective actions, including the following:

- 1. The field office supervisor was selected in April of 2007. As of August 2008 he has not received any supervisory training with the exception of EEO training.
- 2. The field office has only one surface inspector to cover approximately 27 pits and 10 facilities. Discussions with District management indicate another surface inspector will be hired or resources will be shifted to assure adequate inspection coverage.
- 3. Failure to conduct or adequately document 2nd level reviews.

Audit Results

The attached checklist addresses the findings of the audit. Positive issues as well as issues requiring action are covered in detail in the checklist.

Attachments

- A. Office of Accountability Checklist, with comments, recommendations, and references
- B. Citations issued during this audit
 - 77.410(a)(1) 77.404(a) 77.1504(a) 77.1109(c)(1)

C. Photos of extended guard on Caterpillar 777B haulage truck

District Coal Dist 7 Field Office Jacksboro, TN Mine ID					
2. Determine if supervisors address report deficiencies immediately					
Adequate X Inadequate Not Applicable Comments Below					
Examination of inspection documentation and Field Activity Reviews (FARS) indicate that inspector errors and omissions are identified and addressed immediately.					
3. Determine if supervisors are visiting each assigned mine at least annually					
Adequate X Inadequate Not Applicable Comments Below					
The field office supervisor traveled to his assigned mines on a regular basis and documented the mine visits on the spreadsheet provided on the W: drive. At least 26 mine visits have been conducted by the field office supervisor since April of 2008.					
Determine if supervisors are thoroughly reviewing mine files at least 7. annually					
Adequate X Inadequate Not Applicable Comments Below					
Dates and signatures on the UMF supervisory review page indicate frequent, thorough reviews.					

District Coal Dist 7 Field Office Jacksboro, 1N Mine ID
Determine if ADMs and DMs are visiting mines with poor compliance at least monthly
Adequate X Inadequate Not Applicable Comments Below
District management personnel recorded the following mine visits since April 01, 2008:
ADM (Inspection) - 10 visits total - 2 of which involved the Jacksboro, Tennessee, field office. ADM (Technical) - 2 mine visits recorded during this time period. ADM retired June 2008 District Manager - 3 visits total - 2 of which involved the Jacksboro, Tennessee, field office.
Recommendation –ADM Technical should also visit each field office and several mines within those field offices on a regular basis, and record those visits on the spreadsheet provided on the W: drive.
Determine if supervisors are monitoring inspector time and activity documentation to ensure proper use of time by inspector
Adequate X Inadequate Not Applicable Comments Below
The inspection time distribution for the Jacksboro field office indicates that approximately 63% of the total inspection time at surface mines was spent on-site, and 60% of total inspection time at underground mines was spent on-site. On site inspection time is highly commendable considering that travel times average 20% of the total inspection time due to the distance to many of the mines.
Determine if supervisors are adequately evaluating the level of enforcement by
20. visiting each producing mine.
Adequate X Inadequate Not Applicable Comments Below
A review of supervisory field time indicates the supervisor is spending time at each producing mine. In addition, the level of enforcement rose significantly during the 16 months prior to this audit. The number of citations issued at mines inspected out of this field office more than doubled. S&S determinations also increased.

District Coal Dist 7 Field Office Jacksboro, TN Mine ID
Determine if District Manager is monitoring the ACRI program and using the 21. Performance Management System to ensure that CLRs justify changes
Adequate X Inadequate Not Applicable Comments Below
Conference worksheets for the period between April 2007 and January 2008 were reviewed and found to be in compliance with the Alternative Case Resolution Handbook in effect at that time. Items such as the date the citation or order was issued; the section of 30 CFR that was cited; the issuing inspector's AR Number, and the date of the conference decision were not required to be in the worksheet until February 2008.
Determine if second level reviews are used to assess supervisory review of enforcement actions
Adequate X Inadequate Not Applicable Comments Below
The small number of three (3) of 2 nd level reviews provided to the Office of Accountability was not sufficient to indicate that level of enforcement were adequate for the number of inspectors.
Recommendation – Assistant District Managers must conduct sufficient second-level reviews to determine if enforcement actions and inspection activities are commensurate with the number of inspectors at the field office.
Reference – Corrective Action Plan, Sago, Aracoma and Darby Internal Reviews
Determine if inspection notes, air samples, rock dust samples, and tracking map/diagram support the inspector's assertion that the mine was inspected in its entirety
Adequate X Inadequate Not Applicable Comments Below
The inspector's notes and diagrams indicated the mine was inspected in its entirety.

District Coal Dist 7 Field Office Jacksboro, TN Mine ID
Determine that the inspector spent sufficient time on off-shifts and on weekends
Adequate X Inadequate Not Applicable Comments Below
Time and Activity information and inspection event data from January 01, 2008, to August 01, 2008, indicates that approximately 18% of all inspection activities were conducted on Friday, Saturday, and Sunday. In addition, inspection activities were distributed among all working shifts.
Determine if areas deemed "too wet" for rock dust surveys are re-visited and
33. sampled
Adequate X Inadequate Not Applicable Comments Below
Inspection notes, maps, and other documentation regarding rock dust surveys indicate that all areas deemed too wet to survey were re-examined.
Accompany and evaluate inspector's imminent danger run
Adequate X Inadequate Not Applicable Comments Below
The inspector's IDR was thorough and timely considering the distance between pits. At each location the inspector stopped, the men gravitated toward his vehicle and asked numerous questions regarding safe work habits. It is clearly evident the inspector is respected by the employees and company managers.

District Coal Dist 7 Field Office Jacksboro, TN Mine ID
Evaluate conditions on working section and observe work cycle
Adequate X Inadequate Not Applicable Comments Below
Conditions and practices at this surface operation were much better than expected. The inspector issued four citations (attached) during this audit. The inspector took appropriate actions for violations involving back-up alarms, fire suppression, overhead protection, and safe operating condition of haulage equipment.
Determine if approved plans address and are compatible with mining conditions
64. and equipment
Adequate X Inadequate Not Applicable Comments Below
The ground control plan is appropriate to the type of mining and conditions in the pits. Onsite observations revealed the mine operator was in compliance with the plans.
Determine if districts are conducting sufficient, in-depth Peer Reviews
Adequate Inadequate X Not Applicable Comments Below
Documentation provided by the district indicates that a district-level Peer Review was conducted at the Jacksboro, Tennessee field office on August 20 th and 21 st of 2007.
The Peer Review did not address 2 nd level reviews. In addition, neither the Peer Review nor the district's response identified or addressed the root causes of the issues.
Action Required - District level reviews are mandatory and must include an examination of all supervisory oversight of work products.
Reference - Accountability Program Handbook (AH04-III-10), District Review Process
Reference - Accountability Program Handbook (AH08-III-4), The Accountability Review Process – District Reviews

District Coal Dist 7 Field Office Jacksboro, TN Mine ID
Determine if MSHA headquarters is conducting sufficient, in-depth Peer Reviews
Adequate Not Applicable X Comments Below
There were no headquarters Peer Review activities conducted in District 7 during 2007, and none have been conducted in 2008 as of the date of this audit due to accident investigations and internal review investigations. A review is scheduled for November 2008.
Reference - Accountability Program Handbook (AH04-III-10), Headquarters Review Process – Review Schedules
Reference - Accountability Program Handbook (AH08-III-4), The Accountability Review Process – Review Frequency and Duration
D. (: (D D : : 1 ! : ((1 - : - : - : - : - : - :)
Determine if Peer Reviews identify root causes of deficiencies, corrective actions, set time lines for corrections, and identify a method for accurately measuring the success or failure of corrective actions.
set time lines for corrections, and identify a method for accurately measuring the
set time lines for corrections, and identify a method for accurately measuring the success or failure of corrective actions.
68. set time lines for corrections, and identify a method for accurately measuring the success or failure of corrective actions. Adequate Inadequate X Not Applicable Comments Below The Peer Review documentation for reviews conducted in 2007 does not address the root cause of issues or the methods for following up or measuring success or failure of corrective actions. The district's response to the Peer Review does not specify a time frame for
set time lines for corrections, and identify a method for accurately measuring the success or failure of corrective actions. Adequate Inadequate X Not Applicable Comments Below The Peer Review documentation for reviews conducted in 2007 does not address the root cause of issues or the methods for following up or measuring success or failure of corrective actions. The district's response to the Peer Review does not specify a time frame for completion of the corrective actions. Peer Reviews must follow the current 2008 Accountability Program Handbook, AH08-III-4 follow-up and evaluation and identify root causes of issues, proposed corrective actions, the date of implementation and the planned completion of those corrective actions. No action

District Coal Dist 7 Field Office Jacksboro, TN Mine ID
Determine if Peer Reviews include a visit to the mine, and include observation of the producing section, conveyor belt entries, escapeways and the ERP provisions.
Adequate X Inadequate Not Applicable Comments Below
The district-level Peer Review conducted in August of 2007 included a mine visit and a report of conditions/practices observed.
Determine if Deer Deviews against living lost and evaluate MCLIA activities at all
Determine if Peer Reviews accurately reflect and evaluate MSHA activities at all types of mining (underground/surface/surface facilities) within the district
Adequate X Inadequate Not Applicable Comments Below
A review of the documentation for Peer Reviews conducted during 2006 and 2007 indicates that surface mines, facilities and underground mines were the subject of district level Peer Reviews, and that mine visits were being conducted as a part of those reviews.
Determine if approved plans and the Uniform Mine File books are addressed during each Peer Review
Adequate Inadequate X Not Applicable Comments Below
There is no documentation to indicate the Uniform Mine File or approved plans were examined during the August Peer Review.
Action Required - The Uniform Mine File and approved plans are to be reviewed to determine if they are adequate.
Reference - Accountability Program Handbook (AH04-III-10), District Review Process
Reference - Accountability Program Handbook (AH08-III-4), The Accountability Review Process – District Reviews

District Coal Dist 7 Field Office Jacksboro, TN Mine ID
Evaluate the two most current completed E01 (regular) inspection reports (two quarters)
Adequate X Inadequate Not Applicable Comments Below
Inspection reports appeared to be complete and indicated an inspection of the entire mine was conducted.
78. Evaluate the ten most current completed E02 (103(i) spot) inspection reports
Adequate Not Applicable X Comments Below
This is a surface mine and is not in 103(i) spot inspection status.
Determine if all plans and documents in the Uniform Mine File are legible, and up to date
Adequate X Inadequate Not Applicable Comments Below
All plans and required information were in the UMF, and were accompanied by a "104(d) Tracking" page to maintain effective tracking of 104(d) issuances and areas covered.
In addition, the field office supervisor has replaced the non-existent MSN065 with the violation history report generated by IPAL.
Determine if the plan is tracked from date of submission through the review process
Adequate X Inadequate Not Applicable Comments Below
Documentation was present to indicate that plans are tracked from time of submission through the time approved copies are received in the field office.

District Coal Dist 7 Field Office Jacksboro, TN Mine ID
94. Determine if required information is submitted in the plans.
Adequate X Inadequate Not Applicable Comments Below
The mine visit conducted during the audit revealed that plan information is adequate; even though there are no maps in the surface mine file books.
Recommendation – Although not required by the Mine Act, many districts are asking mine operators for surface mine maps during the plan review and approval process. This is a good practice and should be encouraged in all districts, since inspection activities can be greatly enhanced by the ability to review maps prior to inspection work.
Determine if the uniform mine file is reviewed for information related to plan adequacy.
Adequate X Inadequate Not Applicable Comments Below
Interviews and an examination of the Uniform Mine File books revealed that inspectors are reviewing the files prior to each inspection.
Determine if spreadsheets and/or databases provided for tracking of mine visits by supervisors and managers is kept up to date
Adequate X Inadequate Not Applicable Comments Below
Spreadsheets appear to be up to date, and indicate that field office supervisors are spending considerable time in the field.
Mine visits by Assistant District Managers and the District Manager are discussed in Item 11 above.

strict Coal Dist 7 Fiel	d Office Jacksbor	o, TN Mine	ID		
Mine Citation/Order			nent of Labor and Health Administ	ration	
Section I-Violation Data Date			3. Citation		
		5. Operator	Order N	umber	
					(Contracto
The D8R bull dozer h	oning anarated	55 + 15 c	013.10	8a. Written Eace area	Notice (103g)
peing properly mainta dozer was being opera	ained. The back	up alarm wo	uld not work		
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			Sea Co	ntinuation Form (MSHA	Form 7000-3a)
Violation A. Health ☐ B. Section Safety ✓ of Action Other ☐		C. Part/Section of Title 30 CFR	77.41	0(a)(1)	
ection II-Inspector's Evaluation O. Gravity:					· · · · · · · · · · · · · · · · · · ·
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sonably be expected to be: No L		Workdays Or Restricted		ity Disabling []	Fatal 🗌
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A. Citation B. Order C. Safet	guard D. Written Notice				wa.ne 24.
5. Area or Equipment					
B. Termination Due A. Dat	Ime (24 Hr. Clo	ock)			· · · · · · · · · · · · · · · · · · ·
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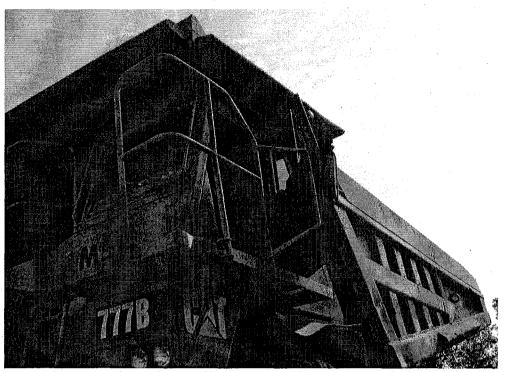
District Coal Dist 7 Field Office Jacksboro, 7	TN Mine ID			
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of critical safety systems. The cab b	ushing was dama	aged. The o	perators	cab was
metal to metal with the truck frame.	The engine tack	lometer was	not wor	ang.
		See Continuat	ion Form (MSHA Fo	rm 7000-3a)
9. Violation A. Health B. Section of Act Other	C. Part/Section of Title 30 CFR	77.404(ε)	
Section II-Inspector's Evaluation				
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	Moderate 🗹 D. Hig	n [] E. Rec	kless Disregard	
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District Coal D	Pist 7 Field Off	fice Jacksbo	oro, TN Mine I	D		
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9. Violation A. Health Safety Othe	of Act		C. Part/Section of Title 30 CFR		109(c)(1)	·
Section II⊸Inspector's Evalu					· · · · · · · · · · · · · · · · · · ·	
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B. Injury or illness co sonably be expecte		orkdays 🔲 Los	t Workdays Or Restricted D	uty 🗹 Permane	ently Disabling 🔲	Fatal 🔲
C. Significant and Su	bstantial: Yes 🗌	No 🗹		D. Number	of Persons Affected:	001
1. Negligence (check o	ne) A. None	B. Low	C. Moderate 🗹	D. High	E. Reckless Disrega	rd 🗌
2. Type of Action	104(a)	13. Type	of Issuance (check one)	Citation 🛂	Order 🗌	Safeguard [
4. Initial Action A. Citation B. On	der 🗌 C. Safeguard [D. Written Notice	E. Citation/ Order Number		F. Dated	Mo Da Yr
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ection IV-Automated Syste	the second se		EV CTRACTO			
Type of Inspection (activity code)	EQ1 20: Event Nun	1Der	21, Primary	or Mill	W	
2. Signature				23. A	R Number	
ASHA Form 700			Small Business Regulatory En			
enforcement actions. The Or enforcement actions of MSH/ Street, SW MC 2120, Wash	nbudsman annually evaluate A, you may call 1-868-REG-F Ington, DC 20416. Please n	es enforcement activities AIR (1-868-734-3247), o ote, however, that your ri	d 10 Regional Falmese Boards and rates each agency's respor r write the Ombudaman at Sma ght to file a comment with the C e Federal Mine Safety and Heal	siveness to small busine Il Business Administratio Imbudsman is in addition	ss. If you wish to comme n. Office of the National (ent on the Ombudsman, 409 3n

District Coal Dist 7 Field Office

Jacksboro, TN Mine ID



Photograph 1. Caterpillar 777B truck with extended guard



Photograph 2. Close up of guard from deck of haul truck