U.S. Department of Labor

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



FEB 2 0 2009

MICHAEL A. DAVIS MEMORANDUM FOR

Deputy Assistant Secretary for Operations

Mine Safety and Health

THROUGH:

CHARLES J. THOMAS

Director of Accountability for

Mine Safety and Health

ARLIE A. WEBB

Accountability Specialist

FROM:

Accountability Specialist

SUBJECT:

MSHA Office of Accountability Audit, Shamokin, Pennsylvania,

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 Shamokin, Pennsylvania field office and to the
to observe and evaluate enforcement activities and mine conditions.
Accompanying the auditor were Roman Turrent Street, and Turrent St
Areas of the mine examined during this audit included main and
secondary access roads, the active pit, highwall, spoil banks, repair shop areas, and explosive
storage magazines. Selected pieces of equipment on the property were inspected during this
audit.

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. Both the inspector and field office supervisor demonstrated excellent communication with the miners, mine operator, and union, and exhibited a genuine concern for the miners.

- 3.) The level of enforcement appears commensurate with the conditions and practices observed.
- 4.) Inspection documentation indicated thorough and complete inspections.
- 5. The 104(d) tracking system is well maintained and up to date.

The audit revealed several issues that require corrective actions or clarification (some of which are not within the control of the district), including the following:

- 1. Insufficient documentation of Field Activity Reviews and Accompanied Activities. (District)
- 2. Lack of policy regarding maps of underlying workings at or near the mine site. (HQ)
- 3. Lack of MSHA policy or procedures regarding dust and noise sampling of transient workers. (HQ)
- 4. Lack of policy regarding protection of valve on compressed gas cylinders during transportation. (HQ)

Recommendation:

1. Recommendation that an electrical specialist position be established for the field office. (District & HQ)

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
 - 1) 77.400(a) 2) 77.401(a)(2) 3) 77.1605(b) 4) 47.41(a)

C. Photographs

- 1. Photo of haul truck trapped by failure of strata between haul road and underlying workings
- 2. Photo of compressed gas cylinders on welder's truck

District Coal Dist 1 Field Office Shamokin, PA Mine ID Date Date		
1. Evaluate supervisory review of inspection reports and documentation for completeness.		
Adequate X Inadequate Not Applicable Comments Below		
2. Determine if supervisors address report deficiencies immediately		
Adequate X Inadequate Not Applicable Comments Below		
3. Determine if supervisors are visiting each assigned mine at least annually.		
Adequate X Inadequate Not Applicable Comments Below		
4. Evaluate the quality of Field Activity Review reports (FARs)		
Adequate X Inadequate Not Applicable Comments Below		
Interviews with inspectors and the field office supervisor indicated the review of work products was excellent. The supervisor returned reports to the inspectors when deficiencies were found, and discussed methods of improvement with the inspectors. However, the Field Activity Review documentation did not reflect these activities.		
Recommendation – Supervisors should always accurately and completely document deficiencies and corrective actions, as well as exemplary achievements, on FAR review forms.		

District Coal Dist 1 Field Office Shamokin, PA Mine ID Date Date			
Determine if supervisors/managers are identifying and addressing performance or			
5. behavior based issues during and after accompanied inspections are conducted			
Adequate X Inadequate Not Applicable Comments Below			
Interviews with inspectors, the field office supervisor, and on-site evaluation of inspector/supervisor interactions indicated an excellent level of supervisory oversight.			
However, the supervisor did not always adequately document observation and correction of deficiencies. No action required, this should be a priority to supervisors.			
Recommendation – Supervisors should always accurately document deficiencies, corrective actions, and exemplary achievements, on Accompanied Activity review forms.			
7. Determine if supervisors are thoroughly reviewing mine files at least annually			
Adequate X Inadequate Not Applicable Comments Below			
Determine if Assistant District Manager is holding supervisor accountable for general mine visits, FARs, and accompanied activities			
Adequate X Inadequate Not Applicable Comments Below			
Evaluate the location, workload, and availability of specialists (roof control, ventilation, electrical, etc.) within the district			
Adequate X Inadequate Not Applicable Comments Below			
Although personnel from this field office inspect a total of 92 active entities (44 facilities and 48 surface mines), currently this field office does not have an electrical inspector.			
Recommendation – The Office of Accountability recommends the addition of an electrical specialist to this field office. This is not a requirement, just a recommendation and the position could be collateral duty.			

Determine if supervisors, staff assistants, and other management personnel are reviewing work products for accuracy and completeness Adequate X Inadequate Not Applicable Comments Below 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 Inspector time distribution at this field office for the time period audited was excellent. Inspector on-site time exceeded 63% of the total event time, with more than 27% being spent in the active pit. Time spent in the "other" category was less than 16%.
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Determine if supervisors are using the Performance Management System to hold
Determine if supervisors are using the Performance Management System to hold
inspectors accountable for properly evaluating gravity and negligence, termination due dates, and timely termination of citations
Adequate X Inadequate Not Applicable Comments Below
Determine if supervisors are adequately evaluating the level of enforcement by visiting each producing mine
Adequate X Inadequate Not Applicable Comments Below
Determine if second level reviews are used to assess supervisory review of enforcement actions
Adequate X Inadequate Not Applicable Comments Below

District Coal Dist 1 Field Office Shamokin, PA Mine ID Date Date		
Evaluate inspector/specialist knowledge of documentation required and process for completing PKW Forms.		
Adequate X Inadequate Not Applicable Comments Below		
Evaluate the district's process for performing Possible Knowing/Willful (PKW) 26. reviews and initiating or denying special investigations		
Adequate X Inadequate Not Applicable Comments Below		
Determine if managers and supervisors are using required "standardized reports" to review critical data relevant to inspections and investigations		
Adequate X Inadequate Not Applicable Comments Below		
Determine if complete and thorough inspections are being conducted and adequately documented		
Adequate X Inadequate Not Applicable Comments Below		
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		
With regard to this field office, inspection notes and accompanying documentation indicate full and complete inspections are being made.		
However, during the mine visit it was discovered that several company employees regularly travel between as many as three separate mines (each with its own unique ID number) to perform welding, repair, or other work. Currently, MSHA noise sampling and respirable dust sampling policies and procedures do not address transient workers.		

District Coal Dist 1 Field Office Shamokin, PA Mine ID Date Date		
Recommendation – MSHA headquarters should consider issuing a policy to address an effective means to accurately sample transient workers who work at more than one MSHA ID number during the course of their shift.		
31. Determine that the inspector spent sufficient time on off-shifts and on weekends		
Adequate X Inadequate Not Applicable Comments Below		
Determine if all mine record books, postings, and other required materials are examined during the inspection		
Adequate Inadequate X Not Applicable Comments Below		
Although District 1 personnel are enforcing the provisions of 30 CFR, 77.1200, there is no MSHA policy regarding the definition of "at or near the mine."		
A map of underlying abandoned mine workings for the subject mine was not available to mine managers and foremen onsite, and could only be examined by leaving mine property and traveling approximately 3 miles to the main office in		
In the past, this same company experienced a "near miss" type accident at a different mine specifically related to this issue. The strata between a haul road and underlying workings failed, resulting in a large haul truck falling into the void. Had the tuck fallen forward into the void, this could easily have resulted in a fatality (Photo attached).		
In addition, failure to consider the effects of underlying mine workings on surface mining activities has been determined to be a contributing factor in surface mine fatalities.		
Recommendation – The Office of Accountability recommends that MSHA take proactive measures to prevent accidents similar to the attached photo by developing and implementing policy regarding 77.1200, to avert hazards associated with surface mining near underlying mine works. Mine operators should be required to maintain a map of underlying workings (with elevations shown) on mine property for review by mine managers and MSHA.		
Reference – Report of Investigation, Fatal Fall of Highwall,		

Attachment A

District Coal Dist 1 Field Office Shamokin, PA Mine ID Date Date		
It should also be noted that District 1 is currently attempting to address this issue with mine operators and engineering firms, but not all mines have such maps onsite.		
Determine if the amount of time expended on each inspection activity and area of the mine is sufficient to accomplish inspection goals		
Adequate X Inadequate Not Applicable Comments Below		
Evaluate each citation/order/safeguard for inspector's determination of gravity, negligence, number of persons affected, and the level of enforcement		
Adequate Inadequate X Not Applicable Comments Below		
Determinations of gravity, negligence, and number of persons affected for citations and orders issued by this field office appear to be in compliance with MSHA policies.		
However, further clarification is needed regarding protection of valves on compressed gas cylinders during transportation as per 30CFR §77.208(e). During this audit, compressed gas cylinders were observed permanently mounted on a welder's truck. Valves and gauges were protected by a "cage" of substantial construction that was also permanently mounted to the truck. (See attached photo).		
Recommendation – The Office of Accountability recommends that headquarters consider clarifying the definition of "covers" as used in the subject standard. Clarification of this term will promote consistency of enforcement nationwide. Until such time, the Office of Accountability recommends a strict interpretation of the wording of 77.208(e).		
38. Accompany and evaluate inspector's imminent danger run		
Adequate X Inadequate Not Applicable Comments Below		

District Coal Dist 1 Field Office Shamokin, PA Mine ID Date Date
Check adequacy of preshift/on-shift examinations
Adequate X Inadequate Not Applicable Comments Below
Evaluate operator's workplace examinations
Adequate X Inadequate Not Applicable Comments Below
With respect to Item 34 above, an adequate workplace examination should include a comparison of the current pit and haulage road elevations to the elevations of the abandoned workings below.
Recommendations – The same as in Item 34 above.
Evaluate conditions on working section and observe work cycle
Adequate X Inadequate Not Applicable Comments Below
Examine electrical cables on several pieces of equipment
Adequate X Inadequate Not Applicable Comments Below
Determine if all required record books are adequately completed and in compliance with applicable standards
Adequate X Inadequate Not Applicable Comments Below

Attachment A

District Coal Dist 1 Field Office Shamokin, PA Mine ID Date Date	
Examine mine bulletin board and evaluate adequacy of all required postings	
Adequate X Inadequate Not Applicable Comments Below	
Determine if approved plans address and are compatible with mining conditions and equipment	
Adequate X Inadequate Not Applicable Comments Below	
Adequate.	
Determine if MSHA headquarters is conducting sufficient, in-depth Peer Reviews	
Adequate Inadequate Not Applicable X Comments Below	
There were no headquarters-level accountability reviews conducted in District 1 during CY 2008. Four other Districts were audited in 2008 as required in the Accountability handbook.	
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.	
Adequate Inadequate X Not Applicable Comments Below	
A district-level accountability review was conducted from May 20 to June 04, 2008. Although the review appears to have been thorough, the report does not contain a means for conducting effective follow-up activities.	
Action Required – District and headquarters level accountability reviews must contain a means for follow-up and evaluation of the corrective actions. This could be accomplished by a FAR or second level review concerning systemic issues.	
Reference - Accountability Program Handbook AH08-III-1 nage & Follow-I In and Fraluction	

Attachment A

District Coal Dist 1 Field Office Shamokin, PA Mine ID Date
Determine if Peer Reviews include a visit to the mine, and include observation of
70. the producing section, conveyor belt entries, escapeways and the ERP provisions
Adequate X Inadequate Not Applicable Comments Below
Evaluate the two most current completed E01 (regular) inspection reports (two quarters)
Adequate X Inadequate Not Applicable Comments Below
Citations, orders, and safeguards issued during previous two quarters
Adequate X Inadequate Not Applicable Comments Below
Determine if 104(d) tracking system is in place at the office being audited, and is being kept up to date
Adequate X Inadequate Not Applicable Comments Below
Determine if all plans and documents in the Uniform Mine File are legible, and up to date
Adequate X Inadequate Not Applicable Comments Below

District Coal Dist 1 Field Office Shamokin, PA Mine ID Date Date
Determine if a copy of the most recent plan is provided for inclusion in the 92. Uniform Mine File
72. Clinoriti wille the
Adequate X Inadequate Not Applicable Comments Below
Determine if the uniform mine file is reviewed for information related to plan adequacy
Adequate X Inadequate Not Applicable Comments Below
Determine if projected mining relative to overlying, underlying, and adjacent
108. workings was checked
Adequate Inadequate X Not Applicable Comments Below
Refer to Item Number 34 above.
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
Evaluate the effectiveness of management's support of, and communication with, inspectors and specialists
Adequate X Inadequate Not Applicable Comments Below
The communication between the district and field offices is highly effective and occurs on a daily basis.

District C	Coal Dist 1 Field Office Shamokin, PA Mine ID Date Date
116.	Review documentation of staff meetings/safety meetings to determine their effectiveness and relevance to the Agency's mission and current issues
Adequate	X Inadequate Not Applicable Comments Below
117.	Are MSHA Forms 7000-1 accurately reviewed for proper information and potential violations, unsafe practices, or conditions?
Adequate	X Inadequate Not Applicable Comments Below
118.	Determine if inspectors have sufficient equipment and supplies to conduct thorough inspections.
Adequate	X Inadequate Not Applicable Comments Below
119.	Determine if adequate close-out conferences are being conducted at the end of each inspection.
Adequate	X Inadequate Not Applicable Comments Below
121.	Determine if manpower at the field office is sufficient to ensure adequate, complete inspections, investigations, and other activities.
Adequate	X Inadequate Not Applicable Comments Below

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Bection II-fine O. Gravity: A. Injury B. Injury sonat C. Signif 1. Neglige 12. Type of 14. Initial A A. Citatio 5. Area or	Safet Othe spector's Evalu- y or Illness co bly be expect ficant and Su ence (check of Action] action on B.O r Equipment	particular and the second of t	No Likelihoo No Lost \ Yes [A. None []	Workdays No B.	Low 13. Type of	C. Mod	e 30 CFR Reasonabl ys Or Rest lerate check one	y Likely Tricted Duty D. Citatio	D. H	hly Likely ermanently lumber of I E.	/ Disabling Persons A Reckless I	ffected: Disregar	ed [] Fatal [] 001 rd [] Written Notic
Section II-fine 10. Gravity: A. Injury B. Injury sonat C. Signit 11. Neglige 12. Type of 14. Initial A. A. Citatio 15. Area or	Safet Othe spector's Evalu- y or Iflness (h y or Iflness co- bly be expect ficant and Su ance (check of Action 1 action B. O Equipment ation Due	y richiation as) (is): build rea- ted to be: bistantial: one) 04(a) A. Date	No Likelihood No Lost \ Yes [A. None [] C. Safeguard	Workdays No.	Low [] 13. Type of Written Noti	C. Mod f Issuance (c	e 30 CFR Reasonabl ys Or Rest lerate check one; Citation/ Order No	y Likely [D. High	hly Likely remanently Number of I E.	Disabling Persons A Reckless I Safeguare F. Da	ffected: Disregar d	ed [] Fatal [] 001 rd [] Written Notice Mo Da
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Section II-fins 10. Gravity: A. Injury B. Injury sonat C. Signif 11. Neglige 12. Type of 14. Initial A. A. Citatio 15. Area or 16. Termina 17. Action t	Safet Othe spector's Evalu- y or Iflness (h y	A. Date	No Likelihood No Lost V Yes [A. None [] C. Safeguard tool r	Workdays No. 1 D. 1 B. est w	Low [] 13. Type of Written Noti	C. Mod f Issuance (c	e 30 CFR Reasonabl ys Or Rest lerate check one; Citation/ Order No	y Likely [D. High	hly Likely remanently Number of I E.	Disabling Persons A Reckless I Safeguare F. Da	ffected: Disregar d	ed [] Fatal [] 001 rd [] Written Notice Mo Da
Section II—Inc 10. Gravity: A. Injury B. Injury sonat C. Signif 11. Neglige 12. Type of 14. Initial A. Citatio 15. Area or 16. Termina Section III—To 17. Action t 18. Termina	Safet Othe spector's Evalu- y or Iflness (h h h h h h h h h h h h h h h h h h h	A. Date	No Likelihood No Lost V Yes [A. None [] C. Safeguard tool r	Norkdays No. 1 B. 1 D. 1 Est w	Low [] 13. Type of Written Noti	C. Mod f Issuance (c	e 30 CFR Reasonabl ys Or Rest lerate check one Citation/ Order No	y Likely [P. High D. H	hly Likely remanently Number of I E.	Disabling Persons A Reckless I Safeguare F. Da	ffected: Disregar d	ed [] Fatal [] 001 rd [] Written Notice Mo Da
10. Gravity: A. Injury B. Injury sonat C. Signif 11. Neglige 12. Type of 14. Initial A. Citatio 15. Area or 16. Termina Section III—T 17. Action t 18. Termina Section IV—A 19. Type of	Safet Othe spector's Evalu- y or Iflness (h h h h h h h h h h h h h h h h h h h	A. Date	No Likelihood No Lost Yes [A. None [] C. Safeguard tool r	Norkdays No. 1 B. 1 D. 1 Est w	Low [] 13. Type of Written Noti	C. Mod f Issuance (c	e 30 CFR Reasonabl ys Or Rest lerate check one Citation/ Order No	y Likely in including priced Duty D. Citation umber	P. High D. H	hly Likely remanently Number of I E.	Disabling Persons A Reckless I Safeguare F. Da	ffected: Disregar d	ed [] Fatal [] 001 rd [] Written Notice Mo Da

strict Coal Dist 1 Field Off	ice Shamokin,	PA Min	e ID		Date	
Mine Citation/Order			irtment of La	abor Administratio	on	
Section IViolation Data 1. Date Mo Da Yr 2. Time (24 I	-ir. Clock)			3. Citation/		
4. Served To		5. Operator		Order Numb	er	
3. Mine		7. Mine ID		<u></u>		-
3. Condition or Practice					8a Written I	(Contracto
The Toyota forklift, Comequipped with adequate be will stop the forklift be forklift was not in use	orakes. The ri	ight brake hold it is	e pedal n a stat	has a hyd ionary po	draulic 1	leak and
		·	· · · · · · · · · · · · · · · · · · ·	See Continu	ation Form (MSHA	Form 7000-3a)
A. Health B. Section Safety Cother		C. Part/Section of Title 30 CFR		77.1605	6(b)	
Section IIinspector's Evaluation 10. Gravity: A. Injury or Illness (has) (is): No Likelihood	Unlikely 🔀	Reasonably	Likely []	Highly Likely	Occurre	ed []
зопарту во ехрестав то ва.	/orkdays Dest Wo	orkdays Or Restric	cted Duty 🐼	Permanently I		Fatal [
C. Significant and Substantial: Yes] No ☑			D. Number of Pe	ersons Affected:	001
1. Negligence (check one) A. None		Moderate []	D. High		eckless Disrega	
12. Type of Action 104(a) 104(b) 104(a) 104(a)	13. Type of Issus	E. Citation/	Citation 🔽	Order S	F. Dated	Written Notice Mo Da Yr
15. Area or Equipment	Eurl Strawer Strawer Strawer				<u> </u>	
6. Termination Due A. Date Mo Da Yr	B. Time (24 Hr. Cloc	k)		····		
Section III-Termination Action 17. Action to Terminate						
8. Terminated A. Date Mo Da Yr B.	Time (24 Hr. Clock				:	· · · · · · · · · · · · · · · · · · ·
Section IVAutomated System Data	mhor		imon, or hand			
19. Type of Inspection (activity code) E01	INDET	21, Pi	rimary or Mill		•	
22. Signature				23. AR Nu	mber	
MSHA Form 7000-3, Apr 08 (revised) In accordance established a National Small Business and Agriculture E enforcement actions. The Ombudsman annually evalua enforcement actions of MSHA, you may call 1-888-REG Street, SW MC 2120, Washington, DC 20416. Please the right to contest citations and proposed penalties and	ates enforcement activities and -FAIR (1-888-734-3247), or wi note, however, that your right	O Regional Faimess rates each agency's ite the Ombudsman to file a comment wi	Boards to receive responsiveness to at Small Business th the Ombudsman	comments from am amail business. If Administration, Offi is in addition to an	all businesses abou you wish to commi ice of the National (it federal agency ant on the Ombudsman, 40

strict Co	oal Dist 1	Field Office	Shamokin, I	PA Mine			Date [
•			• *					
Mine Citation/	/Order				tment of Laborand Health A			
Section I-Violation				Willio Galac			·	
1. Date	Ma Da Vr	12 Time /24 Hr Cl	ock)		3	. Citation/ Order Number		
Served To				5 Operator		. ,		
Mino	· · · · · · · · · · · · · · · · · · ·	<u></u>		7. Mine ID				
						<u> </u>		(Contractor)
B. Condition or P		tank for th	ho gonerate	r in the	Wadeevill		Written Notice	
The tank	has a c submersi	capacity of ble pump as	approximat	ely 300 g	allons. I	he generat	or is u	sed to
				-				
Malatina I A	thought ["a]	I o carra		0.0-4/0-4/4-4		See Continuation For	rm (MSHA Forn	7000-3a)
). Violation A	. Health ✔ Safety Other	B. Section of Act		C. Part/Section of Title 30 CFR		47.41(a)		
Section IIInspecto	r's Evaluation							
 Gravity: A. Injury or Illi 	ness (has) (ls):	No Likelihood	Unlikely 🔽	Reasonably L	ikely 📋 Hi	jhly Likely	Occurred	1
	ness could rea- expected to be		ays 🗸 Lost Wo	orkdays Or Restrict	ed Duty	Permanently Disablin	ng [] Fa	atal [17]
	and Substantia	,	No 💟		D.	Number of Persons	Affected:	001
1. Negligence (check one)	A. None	B. Low [] C	. Moderate 🔽	D. High [[]	E, Reckless	Disregard []
2. Type of Actio	on 104(a)	,	13. Type of Issua	nce (check one)	Citation 📝	order Safegua	ırd 📋 Writ	ten Notice [
4. Initial Action A. Citation	B. Order	C. Safeguard 🗔 🗆	D. Written Notice	E. Citation/ Order Num	ber	F. C	Dated	Mo Da Yr
15. Area or Equi	pment	, , , , , , , , , , , , , , , , , , ,						
								
6. Termination I	Due A. Date	Mo Da Yr	B. Time (24 Hr. Clock	k)				
Section IIITermina	A. Date	-						
Section IIITermina	A. Date	e tank has l			d.			
Section III-Termine 17. Action to Termine 18. Terminated	ation Action minate The	e tank has l			d.			
Section IIITermins 17. Action to Termins 18. Terminated	ation Action minate The	e tank has l	been proper		d.			
Section IIITermina 17. Action to Termina 18. Terminated Section IV-Automa	A. Date A. Date Mc A. Date A. Date	e tank has l	been proper	rly labele	d.			
18. Terminated Section IV-Automa 19. Type of Inspe	A. Date A. Date Mc A. Date A. Date	e tank has l	been proper	rly labele		23. AR Number		

District



Photo No. 1. Past accident at a different mine of this company in which a haul truck fell through to underlying mine workings when the intervening strata failed.

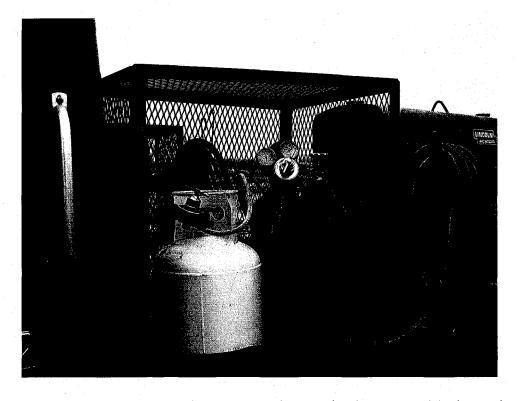


Photo No. 2. Cage around compressed gas cylinders on welder's truck